



United Nations Development Programme
Country: IRAQ
Project Document

Project Title: Capacity and Support programme to the Council of Representatives "CoR"

UNDAF Outcome(s): Improved governance, including the protection of human rights

Expected Country Programme Outcome: Outcome 1:

Gov and civil society have strengthened participatory mechanisms in place for electoral processes, national dialogue and reconciliation

Expected Country Programme Output:

Technical and administrative capacity of the Council of Representatives (CoR) strengthened to perform its legislative, representative and oversight functions and support to national reconciliation.

Implementing Agency: UNDP

Responsible Party: Government of Iraq

Brief Description

The overall objective of the project is to support the Iraqi CoR to be able to exercise its mandate effectively by reinforcing the capacity of the administration and the elected members of the Parliament with a special focus on crisis prevention and recovery, human rights and gender. This project will provide support through providing strategic advice, mentoring, consultations and workshops as well as several outreach activities to bring Parliamentarians closer to their constituents.

Expected Outputs are as follows:

Output 1: CoR administration and targeted parliamentary committees strengthened to improve their role in amending and reviewing laws and oversight functions in relation to conflict prevention and recovery

Output 2: Engagement of the CoR with citizens enhanced to improve CoR contribution to social cohesion and dialogue and improved service delivery

Output 3: Capacity of Women Parliamentarians enhanced to contribute to State building and Peace building (UNSC 1325)

The project will focus on several selected committees as well as capacity building for CoR staff in line with identified needs. Linkages will be made with other UN agencies, other complimentary UN projects and other agencies working in the CoR to ensure synergies, to maximise resources. Sustainability is at the heart of this project by helping the CoR with critical legislation, the transferring of knowledge and introducing best practices and processes into the CoR that are effectively institutionalised.

Programme Period:	2011-2012
Key Result Area (Strategic Plan):	Capacity Building and Development-strengthening accountable and responsive governing institutions: Crisis Prevention and Recovery-ensuring improved governance function post crisis.
Atlas Award ID:	N/A
Start date:	15 Sept 2011
End Date:	15 Sept 2012
PAC Meeting Date:	2011
Management Arrangements:	DIM

Total allocated resources:	
• DGTF	USD 300,000
In addition (not included in this AWP):	
Joint DGG – BCPR Project on parliaments and CPR	USD 80,000
TRAC	USD 50,000
In addition in-kind Contributions	
CoR	USD 20,000

Agreed by the Council of Representatives:

Agreed by UNDP:

I. Situation Analysis

The Council of Representatives (CoR)

The CoR's members enjoys considerable powers under the 2005 Constitution of Iraq: according to Article 61, the CoR has the role of, among other things, enacting federal laws, monitoring executive performance, electing the President of the Republic and the Vice-Presidents (the Presidency Council) by a majority of two-thirds, and ratifying international treaties by a majority of two-thirds. It also has the role of approving the appointments of some executives, revoking the President of the Republic's immunity in exceptional circumstances, questioning the Prime Minister and ministers, granting a vote of confidence to the government and approving its policy statement, withdrawing confidence from the Prime Minister and Ministers, and consenting to declarations of war and states of emergency. Article 62 provides that the CoR must approve the draft budget bill and the closing account.

Under Article 31 of the CoR's bylaws, both the government and members of the CoR have the power to submit bills. In practice however, most legislative initiatives arise from the executive. For a bill presented by the CoR to be admissible, it must be addressed to the CoR Speaker by at least 10 MPs (Article 120). Bills submitted by the government are first sent to competent standing committees for an opinion and then presented at the CoR's plenary session (Article 128).

The first Iraqi Parliament was formed in 2005 and the second in 2010 and therefore the administration of the Parliament and the elected members are new. 80% of the members of Parliament are serving their first mandate. Their daily work is very challenging in a political and security environment characterized by:

- After the US invasion, al-Qaeda took advantage of the national resistance to entrench itself in the country and therefore established a violent and unsecured climate;
- Sectarian and community tension;
- Recent demonstrations took place in the country as evidence of difficulties to satisfy the people's demands regarding housing crisis and the shortage of services, bad administration, the spread of financial and administrative corruption, along with tightening on the freedoms and the current divisions in the social unit, along with the bad treatment of detainees, who were not sentenced yet.

The 325 members of the second CoR were elected on March 2010 under the Constitution adopted in 2005. The new parliament opened on 14 June 2010. After months of negotiations, an agreement was reached on the formation of a new government on 11 November 2010. Several political parties or alliances are represented within the Parliament, and women representation is 26% mainly as a result of the quota established within the Elections Law.

Support Programmes in the CoR

Several agencies and donors are currently active in the CoR. These include entities such as USAID, DFID, SIDA, National Democratic Institute (NDI), Adam Smith, US Department of State, British Government, German Government, Italian Government, NDI and European Union.

USAID have the largest support programme which focuses on strengthened staff capacity, streamlined Parliamentary process and improved committee operations, strengthened oversight

and budget review capacity and CoR outreach. NDI are funded by the US Department of State and are gearing up their support focusing on improved processes in the CoR by working with targeted committees on improved legislative capacity. NDI has also worked on CoR outreach by supporting CoR Offices in the provinces to improve access for citizens. Finally NDI has also advocated for a women caucus but this is yet to materialize.

The British Government funds Adam Smith and Global Partners. Adam Smith is training committee members on (i) budget analysis, (ii) budget presentation (iii) fiscal federalism (iv) rules and regulations of finance oversight committees. They also aim to provide support to specialised Finance Committee Staff. Global Partners offer ongoing advice and guidance to the committees in the CoR. The purpose is to improve the committees' internal organisation and procedures, and enhance their effectiveness in holding ministers to account and scrutinising legislation. The project is also working with key CoR departments and figures such as the Secretary General, Head of the Parliamentary Directorate and the Head of the Research Directorate to build institutional memory, and improve the way they support individual MPs and committees in their roles. Between 2008 and early 2010, Global Partners worked closely with the Health and Environment Committee and the Defense and Security Committee. Following the elections, the team directed its efforts to the administrative departments.

Smaller actors include IPALMO supported by the Italian Government which has worked with the caucus on Reconciliation. The German Government has also worked with the CoR arranging study tours to the Bundestag.

UNDP

UNDP generally has prior experience in supporting parliaments and national dialogue efforts during and after crisis. UNDP currently supports 69 parliaments around the world and provides integrated technical assistance to parliaments in their efforts to: (1) Build the capacity of legislators and technical staff; (2) Promote institutional reform through strategic development plans; (3) Strengthen Parliaments' relationships with the executive and judiciary branches of government and with civil society; and (4) Enhance the effectiveness of women members of Parliament and improve their ability to caucus and learn from one another and promote gender equality issues.

UNDP provides advisory services and long term support for the implementation of the activities through the parliamentary development team and BCPR and UNDP Regional Centre in Cairo. UNDP makes available advisory services, production of AGORA learning modules (www.agora-parl.org) and backstopping missions.

UNDP conducted an analytical study in 2009 through meetings with the CoR's Secretary General as well as with his primary assistants. The analysis recommended focusing on the necessity to reinforce the administration of the Parliament in terms of personnel management; review the status of the Secretary General including his powers and create vital services such as a unified Directorate for Communication and Media and create a Parliamentary Development Services Institute, which would be responsible for providing initial training for the staff.

It is worth noting that UNDP, through its Programme on Governance in the Arab Region (POGAR), implemented from 2006 till 2009 a number of activities aimed at providing support to the Iraqi Council of Representatives (CoR). These activities aimed at building the capacity of CoR members, and enabling the CoR to better perform its constitutional functions.

The Private Sector Development Programme Iraq (PSDP-I), led by UNDP, has a legislative revision component working directly with the CoR. The Legislative Assessment which evaluates comprehensiveness, coherence and adequacy of legal provisions in support of economic reforms

has been presented to the Committees for Legal Affairs, Finance and Budget, Economic Affairs and Investment, Labour and Services and will be further used to guide the work of the CoR towards ensuring no legal barriers are present and hampering private sector development. The Legislative Assessment covers 13 core areas as follows: Basic legal framework governing economy; Commercial law; Investment regime; Public procurement; Economic reforms; Public Private Partnership; Litigation, arbitration, reconciliation; Labour code; Agriculture regime; Intellectual property rights; Land management regime; Tax and customs regime; and Banking /Financial regime.

More importantly, the conclusion of the multi-party agreement at the end of the National Conference for Economic Reforms marking the consensus of Unions, Employers, Government and CoR around economic reforms and stipulating the commitment to enacting key laws will be further pursued by the PSDP-I programme. The consensus, signed on 26 May 2010, will be the framework of UNDP's with the CoR and tripartite meetings (Unions, Employers and Government) will be held weekly with the participation of the CoR to meet the deadlines.

UNDP has worked with Parliament in the past and the Bureau for Supreme Audit as well as having worked with various individual MPs on substantive issues or through international conferences. Several agencies have until now been also providing support to the CoR since its establishment in 2006.

Several consultation missions were conducted with the CoR in early 2011 to formulate the current project based on mutually identified needs of CoR which showed that there is still much need for capacity support. The consultation missions were organized in close coordination with the CoR and revealed, much in line with the previous study from 2009, issues such as:

- Increased Legislative Expertise is needed for CoR staff and MPs

CoR staff and MPs have highlighted as a priority the need for capacity building in analyzing and amending laws. MPs often have limited awareness of CoR's mandate, the status of laws as well as global best practices and techniques to amend laws. While other actors are lending support to this process capacity is still limited due to high turnover of MPs.

CoR staff members are in need of capacity building and training to be able to support MPs and committees. There is limited use of available tools being applied to support MPs and CoR staff with their research. This is in most cases due to the fact that the CoR is a new institution with the majority of the MPs also being newly elected. While some actors have lent support to CoR staff their role had been somewhat neglected in the past whereby a lot of effort was spent on building the capacity of MPs. However, since most MPs were elected out, the knowledge base has more often than not been unsustainable. Bloated staff numbers in the CoR administration has also had negative effects on effective skill building.

- The CoR has limited outreach; Parliamentarians need to be more representative of their constituents

Public access to the CoR remains a challenge in spite of many attempts by other development actors to encourage outreach. This was highlighted in recent demonstrations whereby citizens claimed that their voices were not being heard by authorities. MPs and CoR staff have emphasised that outreach to constituencies remains limited which makes it difficult for MPs to know the demands and needs of their constituents. This is particularly paramount in relation to minority rights and women's issues. This is not unusual in young democracies and there is great willingness to install tools and processes to improve the relations between Parliament and citizens.

The CoR has recently established a committee which includes eight (8) Heads of the following Committees: Reconstruction and Services, Legal, Integrity, Health, Labour and Social Affairs, Security and Defense. The Committee has the mandate to collect information on people's needs country-wide and in individual Governorates, look at Government services and produce a prioritized list of things that need immediate attention by the Government. This will provide an important potential for increased oversight which is based on the MPs' wishes to bring the CoR closer to its citizens.

- Limited information received from Government Institutions making oversight difficult

There is limited experience and expertise available for scrutinizing reports from Government which makes oversight a challenge. Information received from the Government is also sometimes inadequate and so MPs do not often have the full picture of governmental deliveries.

- Sensitive areas are under-represented or remain a challenge

Issues such as women's issues, reconciliation or minority rights often take the backseat to more pending issues to do with security and budgeting. However, the incorporation of these issues are not only mandatory to insure inclusive governance that forms the backbone of democracy but is essentially directly related to issues of e.g. improved security for the country as a whole. The ability for committees to coordinate their work also remains a challenge, let alone oversight or advocacy in relation to Government to take immediate steps to address the needs of vulnerable groups or women.

- Women Caucus remains a challenge

So far the CoR has not been able to establish a women caucus although various initiatives have been taken by both MPs and NDI to advocate for the establishment of a women caucus. There seems to be interest in establishing this caucus but there is a need to support Parliamentarians further on the benefits of having a women caucus. One of the major aims of the caucus would be to encourage and advocate for increased female representation to address gender differential issues.

Finally and perhaps most importantly CoR leaders have aspirations to find ways to make the CoR a more efficient institution. For this the CoR will need a long term strategy and vision and will benefit from learning about global best practices to help the institution in transforming in otherwise a politically charged environment.

II. Strategy

This one year project aims to respond to the needs of the CoR as expressed by representatives from the CoR, including both staff and elected MPs and will aim to build on ongoing support that CoR is currently receiving from other development actors. The project will contribute to increased capacity of the CoR to exercise its role more effectively in accordance with its constitutional mandate. This will entail strong support in areas where UNDP and UN agencies have comparative advantage and a strong partnership with the CoR to ensure local ownership.

The overall approach has been to establish a close collaboration with the CoR in designing to prepare for implementation of activities as is laid out in this project document as well as any future engagements. UNDP will thus, along with its partners, ensure a close relationship whereby key challenges and issues are jointly identified and addressed. The CoR will have representatives on the Project Board and all decisions will be conducted jointly based on the needs of the CoR and implementation phases of the project. Other key agencies, counterparts and major stakeholders will also be chosen to sit either on permanent or ad hoc basis on the Steering Committee to ensure close coordination with UN programmes which will serve as an advisory body.

UNDP, based on successful implementation and availability of future funds, will continue to evaluate and expand further activities to support the rising needs in the CoR in strengthening the areas of crisis prevention and recovery, law-making, oversight and representation and gender.

Outputs - CoR Long Term Support and Strategy Mainstreamed

Discussions with several major actors in the CoR, including the Deputy Speakers Office and various heads from the administrative side, have underlined the need for the CoR to have a future strategy or vision in order to improve its overall efficiency. While many have clear ideas about the needs, the way in which to move forward and tackle existing challenges is less straight forward. UNDP will support the highest authority of the CoR in formulizing a future plan for the CoR which will entail linking the CoR leadership with various useful global entities, sharing best practices and offering advice on potential future steps.

This will be done through an overall assessment of the CoR, a study tour which has the aim of linking the leadership up with UNDP experts, other experts and experiencing different parliament models with a follow up mission in Baghdad where discussions will continue on the findings of the assessment and commencing work on a future strategy. There is a need to ensure that all development partners in the CoR feed into this assessment as there is currently significant information and experiences available which has been accumulated by other development actors. The idea is not that the UNDP necessarily takes a lead on the strategy but rather offers tools and advice to those who have the mandate to improve the role of the Iraqi Parliament. While this particular output has been written as output 1 which includes study tour and assessment it is important to note that this runs through the whole programme and provides a foundation for future entry points for UNDP in the CoR.

Outputs 1 will strengthen the capacity of the CoR administration and targeted parliamentary committees to improve their role in amending and reviewing laws and oversight functions in relation to conflict prevention and recovery.

The committees have been identified in collaboration with the CoR. The Committees, namely Accountability and Justice, Human Rights and Security and Defense Committees all have a very important role to exercise oversight in areas related to crisis prevention and recovery, in particular when it comes to national dialogue, building social cohesion and promoting human security. The way in which this can be done effectively is to link this component with existing work that UNDP is already involved in with Government, sub-national actors and CSOs in crisis prevention and recovery. By looking specifically at the sources of tension, community needs, political struggles and crucial legislative reforms, UNDP is in a position to offer advice by using examples from around the world as well as facilitate for the voices of civil society to reach decision makers in the CoR.

i. Legislative Support

Major support will focus on critical upcoming legislative bills identified together with the Committees. UNDP will commission advisors to do preparatory reports in relation to upcoming bills that will prepare the Committees well to review and debate the bills. Advisors commissioned by UNDP or other UN partners will also be brought to the committees in the CoR to work closely with them to prepare legislative bills for reading. Committee advisors, employed by the CoR, already supporting the committees, will work closely with UN advisors to give additional advice and to ensure that capacity building takes place amongst the CoR advisors.

ii. Capacity Building for Committee Staff

The staff supporting the committees (i.e. the advisors as other staff usually deals with administrative functions) will receive additional support to increase their ability to provide support to committees. The key is to refrain from overlapping with training which is being given to committee staff by other agencies but to focus on areas where UNDP has a comparative advantage focusing e.g. on gender mainstreaming and human rights.

iii. CoR Staff from the Directorate

Directorate staff will also receive training to improve their capability to do effective analysis and offer independent, timely and comprehensive recommendations in areas relating to human rights and gender. By working on real life examples, staff and MPs will receive hands-on experience and be able to apply effectively recognised various beneficial tools and best practises drawn from internationally recognised principles.

Output 2 will enhance engagement of the CoR with citizens to improve CoR contribution to social cohesion and dialogue and improved service delivery

There are four (4) important components which the project will focus on: (i) committees and staff; (ii) outreach of MPs to districts; (iii) support to CoR's overall media outreach; and finally (iv) support to the CoR, research directorate, in particular IT capacity to again facilitate for effective information sharing which in turn will improve transparency and access to the CoR.

i. Oversight and Legislative Support

In light of recent demonstrations and calls for increased service delivery by the Government, the targeted Committee is a new super structure which is composed of eight (8) Committee Heads from the following committees: Reconstruction and Services, Legal, Integrity, Health, Labour and Social Affairs, Security and Defense. The Committee has the mandate to collect information on people's needs country-wide and in individual Governorates, look at Government services and produce a prioritized list of things that need immediate attention by the Government. The first list of priorities has been submitted to the Prime Minister which the committees intend to follow-up on and monitor. The committees will need to come up with comprehensive strategies to ensure that this initiative has an impact and that the CoR is able to exercise effective oversight. Each committee will work in greater detail on calling for improvements in service delivery in their areas of responsibilities. UNDP will thus work both with the super structure and the individual committees focusing on technical support, in particular in relation to oversight and improved legislation. This will be effectively linked with other UN agency projects such as Local Area Development Programmes.

Legislative support will also be given to these committees much like in Output 1 whereby preparatory papers will be prepared for the Committees, legislative support will be given to selected bills and advisors and staff will receive on the job capacity building from UN advisors.

ii. Outreach of MPs to Districts

While the committees will receive similar basic support and training as indicated in Output 1, three pilot activities will take place in three (3) Governorates (tentatively Basrah, Baghdad and Ninewa) whereby focus will be on enhancing relations between MPs and their constituencies. This can be done with supporting the preparation for public hearings, town hall meetings and by working through parliament outreach offices on the ground (in cooperation with NDI which is already providing extensive support to the offices). The aim is to bring Parliamentarians closer to their constituents to listen to their grievances and to advocate for more effective representation in the CoR to promote citizen needs. Participation by CoR MPs in these pilot activities will be on voluntary basis. The support will also focus on aspects of outreach on particular issues looking at factors such as documentation preparedness, communication, receiving and processing feedback, and especially on participating in dialogue within provinces and constituencies, and gathering and processing feedback for effective oversight of local, provincial and national authorities. The project will encourage public involvement in the legislation process and will work on the reinforcement of the relationship between the Parliament and the civil society organizations as well as social groups such as tribes, minorities, IDPs and other vulnerable groups. MPs and civil society will be encouraged to engage in public debate and discuss specific laws, alternatives to policies that affect them directly. UNOPS is already working with the CoR on linking civil society with CoR proceedings and will be an important partner in this endeavour to maximise efforts.

iii. Support to CoR's Overall Media Outreach

To enhance Parliament's outreach, support will also be given to the CoR as an institution namely through the Speaker's Office and the Media Office whereby support for a media outreach strategy will be supported and capacity of staff enhanced to conduct successful future media strategies that are built around transparency and accountability.

iv. Support to the CoR, Research Directorate

Information technology is hugely important when it comes to linking the CoR with the outside world, be it citizens, provincial councils or other entities. Currently while systems are in place and

the CoR is receiving some basic IT support there is much more that can be done to help the CoR in developing an effective IT strategy that can help with this outreach and hence have positive effects on holding Government accountable for service delivery by encouraging transparent information sharing. One area is to support the CoR IT department to develop systems to link with Parliament Offices to ensure that people's complaints reach the CoR and are handled in the appropriate manner. IAU will support UNDP and the CoR IT Department to work on the technical aspects of a database where these complaints are assembled and categorized.

Output 3 will enhance the capacity of Women Parliamentarians to contribute to State-building and Peace-building with a particular focus on UNSC 1325.

The targeted Committee will be the Committee of Family, Women and Children which will receive mentoring and training to carry out its functions more effectively. Best practices, global tools and examples of engagement from other countries on gender work, in particular with regards to gender based violence (GVB) and access to justice for women and children, will be at the centre of the mentoring for Committee Members.

MPs will also be better informed about the effective functioning of the Women Caucus and a guide for MPs on gender responsive budgeting will be published and circulated. This will be done in cooperation with NDI and UN Women. Finally the principles of gender responsive budgeting will be introduced to MPs through a series of workshops and activities.

It is important to note that while this specific Output focuses efforts on a particular Committee as well as working on the Women Caucus and gender budgeting, gender mainstreaming will and women's issues will be promoted in both Output 1 and 2 in line with UNDP's mandate to promote the empowerment of women with enough attention on gender issues wherever feasible in an integrated cross-cutting manner. Hence funding on women's issues will come from Output 1 and 2 in addition to specific funding allocation for Output 3.

Realizing the Three Outputs

Needs Assessments

In order to provide the CoR with overall support UNDP will conduct a needs assessment that will identify imminent needs in the CoR. With a needs assessment in place UNDP will be better able to advise the CoR on necessary reforms and strategies to increase the overall efficiency of the institution. It is also critical to obtain an oversight of what activities are being done by other organisations in the CoR to ensure that there is no negative overlap of training activities and support. The assessment will be done in full cooperation with the CoR and will pave the way for more detailed plans in terms of substance, advisory support and overall interventions.

Study Tours

UNDP has a wealth of knowledge in terms of global best practise in Parliaments. In addition to sharing best practices UNDP will facilitate study tours when needed for both staff and MPs. Study tours may be considered as additional learning and knowledge sharing activities, yet provided the suitability of time and availability of other external resources (from inviting countries/other

donors), and only in the broader context of capacity development objectives of the project. The first study tour will involve the CoR leadership in discussing CoR future strategy and vision. The attendees will learn about solutions and different models and get specific tailored advice relevant to the CoR from UNDP and other selected advisors who will continue to work with the CoR throughout the project both remotely and with visits to Baghdad.

Training and Mentoring

UNDP's support will emphasize mentorship and in-house training where advisors and trainers will work side-by-side with staff and MPs to respond accurately to jointly identified needs. In collaboration with the CoR, chosen staff will receive more in-depth training so that the knowledge can be transferred to other committees and staff in the CoR.

UNDP will also ensure that in the main areas identified jointly with the CoR, the MPs and administrative staff will be provided with examples of solutions in relation to law amendments and working processes. Particular attention will be given to oversight of Government functions, including service delivery to ensure that citizens' basic needs are being met. This will include the encouragement of national dialogue and consensus building with increased engagement with CSOs and Iraqi citizens. Best practice approaches will be shared from countries with similar or comparable contexts, especially from the region. All training and mentoring will be coordinated between committees.

While other actors are lending support to this process UNDP in cooperation with other UN agencies will concentrate its efforts on substance and guidance in relation to particular bills and real life examples rather than focusing on processes as this type of support is already being received from other actors. This way the UN can help the CoR to ensure that e.g. principles of Human Rights and international commitments are reflected in new legislation.

Linkages with Other Projects and Agencies

UNDP will encourage and facilitate relevant UN agencies and others to work closely with the selected committees to provide information and additional expertise on legislation in areas where the agencies have comparative advantage. For example ILO will work with the Committee for Labour and Social Affairs on legislative reforms while UNDP will provide specific capacity support to the Committee and its staff in relation to processes and SOPs. Similarly UNOPS is working with the CoR in increasing engagement with civil society which will provide a good opportunity and support to CoR outreach strategies.

UNDP will also work closely with the Information and Analysis Unit, to provide expertise assistance and train trainers in research and analysis capabilities for selected Research Directorate staff, as well as potentially committee staff and others as needed.

Synergies will be found with other UNCT projects that are currently being carried out at Government or grass root level to maximize resources and to encourage stronger linkages between Parliament, Government and citizens.

UNDP has developed extensive knowledge and expertise through supporting Parliaments worldwide. Within this process, a variety of tools have been developed, including supporting assessments on parliament capacities for dialogue and preventing crises, for anticorruption and for working on implementing international goals for development. An online network Agora has been created, which shares a great deal of expertise and knowledge (including in Arabic), and

through the project it will be introduced to MPs with a focus on Committees and the Research Directorate staff.

UNDP will provide advisory services and long-term support for the implementation of the activities through the BDP Parliamentary Development Team, BCPR, POGAR and UNDP Regional Centre in Cairo. Through its networks UNDP hosts a variety of experts that can come and work on individual topics or provide general training. UNDP will also make available advisory services, production of Agora learning modules (www.agora-parl.org) and backstopping missions.

UNDP has cooperated extensively with organizations and institutions; an example is DCAF and the International Parliamentary Union which works in many parliaments around the world. Additionally the private sector could be engaged in providing support throughout phases of the project. UNDP can also involve resources from other actors, such as consulting companies, specialized in areas relevant to the work of the Committees supported through the project, specialized in Law scrutinizing and drafting, in preparing communication and outreach materials to support oversight and representation functions and others areas as identified.

It is important to note that several agencies are currently providing capacity support and training programmes in the CoR. UNDP through coordination with both these agencies and the CoR will ensure to not overlap negatively with these programmes but rather compliment or build on existing work to maximize resources. UNDP will focus on areas where it has comparative advantages in areas of conflict prevention, human rights and inclusive and accountable governance.

Promoting Human Security, Human Rights and Social Cohesion

UNDP has a wide-ranging portfolio of projects that can be linked up with efforts done by the COR, some of which can help strengthen the relationship between Parliamentarians and citizens. This includes engaging in oversight of key areas for stable and peaceful regional and local development, including delivery of crucial services, social cohesion and inclusive dialogue leading to dismantling social tensions and engaging vulnerable groups, including the youth. In the interests of promoting conflict sensitivity, the parliamentary project will be strongly linked with other relevant UNDP projects:

- o Peace Development Analysis Project
- o Ninewa Minorities Dialogue Project
- o Local Area Development Projects
- o Civil Society Projects (in particular with regards to oversight and advocacy)
- o Family Support, Justice and Security Project
- o Public Sector Modernisation Programme

By linking the COR project up with the other projects and the activities undertaken within them, a variety of important information can be delivered to MPs and Parliamentary staff on the situation with regard to their area of work and the work of the chosen Committees.

The activities undertaken within the projects can play an important role in bringing the CoR closer to citizens by strengthening outreach and representation. Activities, such as consultations, surveys and action points from meetings at the provincial and local levels can feed into the work of the CoR and help parliamentarians become more aware of major issues and sources of conflict in Iraqi Society.

MPs can also benefit strongly from some of these initiatives by attending meetings and consultations themselves. MPs can play important roles as champions and peoples' representatives in consultative bodies for these projects, allowing them to be more informed and linked closer to with their constituencies as well as have positive impacts in key service delivery.

In addition, special attention will also be given to UNDP's Rule of Law projects and the Public Sector Modernisation Project which are important projects in terms of processes and institution building for Government and the Judiciary.

The project will contribute to Parliament playing its envisioned role in ensuring that efficient laws are enacted that guarantee equality, dialogue and satisfy the basic needs of the citizens, contributing to reconciliation, crisis prevention and recovery.

The project will further ensure that the CoR provides a forum for the concerns of diverse societal groups (including women, minority groups and other vulnerable groups) to be aired and incorporated in processes of dialogue, reconstruction and conflict resolution while addressing CoR's central and potentially transformative role in promoting dialogue and social cohesion.

Exit Strategy

This project is considered as Phase 1 of a more substantive long term support to the COR and with the resultant needs assessment will pave the way for identifying further entry points. This project will support Committees in the development of critical legislation that has impact on Iraqi society paired with capacity development of Committees members for oversight. Thus the two combined signals that the project has achieved a mechanism that is leading towards sustainability with the currently elected officials.

III. RESULTS AND RESOURCES FRAMEWORK

<p>Intended Outcome as stated in the Country Programme Results and Resource Framework: Government of Iraq and civil society have strengthened participatory mechanisms in place for electoral processes, national dialogue and reconciliation</p> <p>Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets: 3. Council of Representatives has the capacity and mechanisms to enhance national dialogue and reconciliation (2010:no; 2014:yes)</p> <p>Applicable Key Result Area (from 2008-11 Strategic Plan): Democratic Governance</p> <p>Partnership Strategy</p> <p>Project title and ID (ATLAS Award ID): Capacity and Support Programme to the Council of Representatives "CoR"</p>				
INTENDED OUTPUTS	OUTPUT TARGETS FOR 2011-1012	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>CPAP Output: Technical and administrative capacity of the Council of Representatives (CoR) strengthened to perform its legislative, representative and oversight functions and support to national reconciliation.</p> <p>CPAP Indicators: (i) % of legislators elected in 2010 trained on legislative, representative and oversight functions (2010:0; 2014:50%). (ii) % of CoR staff with enhanced capacity to perform administrative and support functions (2010: no; 2014: yes)</p> <p>Project Output 1 The capacity of CoR administration and targeted parliamentary committees (<i>Accountability and Justice, Human Rights and Security and Defense</i>) strengthened to improve their role in amending and reviewing laws and oversight functions in relation to conflict prevention and</p>	<p>Overall CoR assessment</p> <p>Study tour for CoR leadership</p> <p>Support given to drafting and revision of 3 legislative bills</p> <p>Committees receive mentoring and training on oversight and law making</p> <p>Chosen research directorate staff receive training on analysis</p>	<ol style="list-style-type: none"> CoR assessment on gaps and challenges/weakness of the institution. Consultant hired to conduct a thorough assessment in cooperation with the CoR (done in collaboration with BDP/BCPR) Study tour for CoR leadership to link them up with UNDP advisors and other experts to support the CoR with future plans and strategies that are aimed at making the CoR more effective. Provide technical advice based on UNDP best practices related to amending laws and oversight for committee members and committee staff. This will include providing mentors to work with each committee on at least 1 legislative bill in each committee with mentoring and on-the-job training for 1-2 weeks with each committee Provide each committee with comprehensive reports that give an overview of existing laws that identify existing gaps and discrepancies and 	<p>CoR UNDP IAU Relevant UN agencies Others (legal experts)</p>	<p>National legal experts International expert / advisors Training materials Training venues/facilities External Capacity Support through linking up with other parliaments</p>

<p>recovery</p> <p>CPAP Output: Technical and administrative capacity of the Council of Representatives (CoR) strengthened to perform its legislative, representative and oversight functions and support to national reconciliation.</p> <p>CPAP Indicators: (i) Development of Parliamentary mechanisms to support national reconciliation (2010: no; 2014 yes) (ii) % of CoR staff with enhanced capacity to perform administrative and support functions (2010: no; 2014: yes)</p> <p>Output 2 Engagement of the CoR with citizens enhanced to improve CoR contribution to social cohesion and dialogue and improved service delivery (Targeted committees include the super committee of 8 which includes <i>Health and Environment, Services and construction, Labour and Social Affairs to name a few. Pilots will be done in 3 chosen</i></p>		<p>make recommendations for reform (in relation to the bills being drafted)</p> <p>5. Provide training to chosen research directorate staff and committee members for conducting the studies and analysis needed to support the oversight work of the targeted committees in relation to budget oversight, surveys and methodology (this training is supported by IAU).</p>	
<p>Support given to drafting and revision of 3-6 legislative bills</p> <p>3 Public consultations organized in 3 governorates</p> <p>CoR has media outreach strategy with civilians and better engagement with CSOs</p> <p>CoR ITC department is linked up with global entities to enhance their visions and effectiveness</p>	<p>1. Provide technical advice based on UNDP best practices related to amending laws and oversight for committee members and committee staff. This will include providing mentors to work on urgent legislation as prioritized by the CoR Committee of 8 in relation to service delivery which includes mentoring and on-the job training for 1-2 weeks on each bill (time will have to be flexible depending on the complexities of the legislation).</p> <p>2. Provide MPs with comprehensive reports that give an overview of existing laws and identifies gaps and discrepancies and makes recommendations for reform (in relation to the bills being drafted).</p> <p>3. Support committees to hold inquiries and public hearings focused on the key areas of service delivery. This will be done through training whereby UNDP expert briefs committees on available tools and best practises)</p> <p>4. Support MP's and staff from targeted committees for effective constituency communication and outreach. This will be done through advocacy and by linking them up with</p>	<p>CoR UNDP CoR Committee Staff CoR Governorates offices Civil Society Organizations IAU Relevant UN agencies Others</p> <p>National legal advisors International experts / advisors Training materials Training venues/facilities Consultations materials Consultation venues and facilities Citizen friendly material on committee work developed and distributed Consultations reports produced and discussed in the relevant committees Information to the CoR on international online networks and knowledge resources and presenting in details the Agora portal</p>	

<p>Governorates (tentatively Basra, Baghdad and Ninewa)</p>	<p>both existing UNDP work on the ground as well as well as linking with agencies working on outreach (e.g. NDI and UNOPS)</p>	<p>5. Support to the COR (both Speakers Media and External Office and the Media Department) with capacity support and training as well as introducing effective ways for the COR to communicate with citizens. Most of this will be done through introducing these entities to innovative methods and tools available and linking them up with global parliamentary networks</p>	<p>National legal advisors International experts / advisors Training materials</p>
<p>6 Linking ICT Parliament¹ and the Directorate of Information Technologies and Communication with global networks and ensure that they are exposed to the latest of technologies, tools and mechanisms to improve the efficiency of the COR.</p>	<p>1. Organize consultations/hearings with citizens and CSOs on issues related to Family, Women and Children with a particular focus on access to justice and gender based violence</p>	<p>2. Organize trainings modules on leadership skills and communications for women MPs. Build capacity for female leaders and facilitating exchange of experience and networking, including through: www.know2politics.org.</p>	<p>CoR UNDP Women Parliamentarians Relevant UN agencies Others</p>
<p>The Committee for Family, Women and Children receives mentoring and training to carry out its functions</p> <p>A minimum of 20 Male and Female MP introduced to best practices, global tools and examples of engagement from other countries on effective gender work in particular with regards to GBV and access to justice for women and children</p> <p>20 MP trained on gender responsive</p>	<p>3. Trainings and tools identified and developed delivered to the selected parliamentarians in</p>		
<p>CPAP Output: Technical and administrative capacity of the Council of Representatives (COR) strengthened to perform its legislative, representative and oversight functions and support to national reconciliation.</p> <p>CPAP Indicators: (i) Development of Parliamentary mechanisms to support national reconciliation (2010: no; 2014 yes) (ii) % of CoR staff with enhanced capacity to perform administrative and support functions (2010: no; 2014: yes)</p>			

¹ www.ictparliament.org

<p>CPAP Output: Enhanced participation of women in national and local governance processes:</p> <p>CPAP Indicators: (i) Women candidates have the capacity to undertake effective electoral campaigning (2010:no; 2014 yes)</p> <p>Output 3</p> <p>Capacity of Women Parliamentarians enhanced to contribute to State building and Peace building (UNSC 1325)</p>	<p>budgeting</p> <p>Women MPs are informed on the functioning and the organization of a Women Caucus</p>	<p>relation to GBV and access to justice for women and children (done in coordination with UNDP's project on Family Support, Justice and Security which is UNDP's flagship programme on GBV.</p> <p>4. Training given to MP on gender responsive budgeting</p> <p>5. Organize a workshop based on sharing experiences of other parliamentary women's caucus to provide information on Caucus role and organization (in cooperation with NDI)</p>	
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IV. ANNUAL WORKPLAN

A 12 month duration only and timeframe in relation to when project initiated

EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	Funding Source	PLANNED BUDGET		
		Q1	Q 2	Q 3	Q 4			Budget Description	Amount in USD	
Output 1 CoR administration and targeted parliamentary committees strengthened to improve their role in amending and reviewing laws and oversight functions in relation to conflict prevention and recovery (Targeted committees include Accountability and Justice, Human Rights and Security and Defense) <i>Additional funding sources for this output will come through affiliated programmes</i>	1.1 Conduct an assessment to determine the strengths and weaknesses of the CoR to support CoR in formulating a future strategy to improve the efficiency of the institution. Advisor from UNDP will conduct onsite interviews and then complete a desk review in an extensive report with gap analysis and recommendations.	X	X	X		UNDP in collaboration with CoR		Assessment and study tour	45000	
	1.2 Conduct a study tour by CoR leadership where they will meet with UNDP and external advisors to discuss future CoR strategy and get an advise which will be given throughout the project (this output is not exclusive to output 1 but runs through the programme)	X	X	X	X	UNDP in collaboration with CoR				
	1.3 Provide technical advice based on UNDP best practices related to amending laws and oversight for committee members and committee staff. This will include providing mentors to work with each committee on at least 1 legislative bill in each committee with mentoring and on-the-job training for 1-2 weeks with each committee		X	X	X	UNDP, HRO and Relevant UN agencies Others (legal experts)		Technical advisors		30000
Baseline: -CoR is in a need for an overall new strategy to improve its	1.4 Provide each committee with comprehensive reports that give an overview of existing laws that identify existing gaps and discrepancies and make recommendations for reform (in relation to the bills being drafted)	X	X	X	X	UNDP, Relevant UN agencies Others (legal experts)		Desk reviews consultants	30000	

<p>efficiency.</p> <p>-The Committees have limited capacity to carry out their functions</p> <p>-Staff and MPs have limited skills to amend and draft laws related to human rights, security and defence as well as accountability</p> <p>-Staff and MPs have limited knowledge in relation to global tools, networks and best practises</p> <p>Indicators:</p> <p>CoR is exposed to worldwide best practise and receive advise in accordance with UNDP assessment recommendations in improving the efficiency of the CoR</p> <p>Three Committees exercise effective oversight and law making in relation to conciliation, peace and security with improved procedures and work plans in place (minimum of two laws passed)</p> <p>Research directorate and committee staff has improved capacity to service key committees on relevant thematic areas and provided the committees with key information and reports</p>	<p>1.5 Provide training to chosen Research Directorate staff and Committee staff members for conducting the studies and analysis needed to support the oversight work of the targeted committees in relation to budget oversight, surveys and methodology (this training is supported by IAU).</p>	<p>X</p>	<p>UNDP, IAU HRO</p>	<p>Consultants as well as UN staff that will partake in training</p>	<p>10000</p>
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<p>Output 2 Engagement of the CoR with citizens enhanced to improve CoR contribution to social cohesion and dialogue and improved service delivery (Targeted committees include the super Committee of 8 that include <i>Health and Environment, Services and construction, Labour and Social Affairs to name a few with pilots in 3 chosen</i> Governorates tentatively Basrah, Baghdad and Ninewa</p>	<p>2.1 Provide technical advice based on UNDP best practices related to amending laws and oversight for Committee members and Committee staff. This will include providing mentors to work on urgent legislation as prioritized by the CoR Committee of 8 in relation to service delivery which includes mentoring and on-the job training for 1-2 weeks on each bill (time will have to be flexible depending on the complexities of the legislation).</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>UNDP in collaboration with the CoR</p>	<p>40000</p>
<p>2.2 Provide MPs with comprehensive reports that give an overview of existing laws and identifies gaps and discrepancies and makes recommendations for reform (in relation to the bills being drafted).</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>UNDP, Relevant UN agencies Others (legal experts)</p>	<p>45000</p>
<p>2.3 Support committees to hold inquires and public hearings focused on the key areas of service delivery. This will be done through training whereby UNDP expert briefs committees on available tools and best practises)</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>UNDP in collaboration with CoR, Relevant UN agencies Others</p>	<p>15000</p>
<p>Baselines: -Limited ability by key Committees to do oversight on services delivery -Limited communication and outreach capacity of MPs and CoR administration staff members</p>	<p>2.4 Support MP's and staff from targeted committees for effective constituency communication and outreach. This will be done through advocacy and by linking them up with both existing UNDP work on the ground as well as well as linking up with those agencies working on outreach (e.g. NDI and UNOPS)</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>UNDP in collaboration with CoR, other UN agencies</p>	<p>10000</p>
<p>-Limited number of public consultations and public hearings on key areas related to social cohesion, dialogue and service delivery -Limited IT use in terms of communication with citizens and media</p>	<p>2.5 Support to the CoR (both Speakers media and external office and the media department) with capacity support and training as well as introducing effective ways for the CoR to communicate with citizens. Most of this will be done through introducing these entities to innovative methods and tools available and linking them up with global parliamentary networks</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>UNDP in collaboration with CoR CoR Governorates offices Civil Society Organizations</p>	<p>20000</p>

<p>Indicators:</p> <p>Committees have increased technical expertise and are able to exercise effective oversight and law making in relation to service delivery with improved procedures and work plans in place</p> <p>At least 3 Public hearings/town hall meetings held in pilot Governorates</p> <p>CoR committees have a strategy and improved capacity for outreach activities</p> <p>IT use within the parliament improved including available tools and best practices for MP, Committee staff and directorate staff</p>	<p>2.6 Linking ICT Parliament² and the Directorate of Information Technologies and Communication with global networks and ensure that they are exposed to the latest of technologies, tools and mechanisms to improve the efficiency of the CoR.</p>	<p>X</p>	<p>X</p>	<p>UNDP in collaboration with CoR</p>	<p>Advice (UNDP) and study tour</p>	<p>10000</p>
<p>Output 3</p> <p>Capacity of Women Parliamentarians enhanced to contribute to State building and Peace building (UNSC 1325)</p> <p><u>Additional funding and advisory resources will come from UNDP's gender projects</u></p>	<p>3.1 Organize consultations/hearings with citizens and CSOs on issues related to Family, Women and Children with a particular focus on access to justice and gender based violence</p>	<p>X</p>	<p>X</p>	<p>UNDP in collaboration with CoR Relevant UN agencies Others</p>	<p>Facilitation for meetings/hearings, training and providing advice (done with other UN agencies where feasible to increase information flow to the committee)</p>	<p>10000</p>
<p>Baselines:</p> <p>-Committee on Family, Women and Children has had little success in enacting new legislation to promote</p>	<p>3.2 Organize trainings modules on leadership skills and communications for women MPs. Build capacity for female leaders and facilitating exchange of experience and networking, including through: www.iknowpolitics.org</p>	<p>X</p>	<p>X</p>	<p>UNDP and relevant partners</p>	<p>UNDP Advisor (no fees, only travel)</p>	<p>5000</p>
<p>to promote</p>	<p>3.3 Trainings and tools identified and developed delivered to the selected parliamentarians in relation to GBV and access to justice for women and children (done in coordination with UNDP's project on Family Support, Justice and Security which is UNDP's flagship programme on GBV.</p>	<p>X</p>	<p>X</p>	<p>Done in collaboration with UNDP FSJS project</p>	<p>Advisor and trainers</p>	<p></p>

² www.ictparliament.org

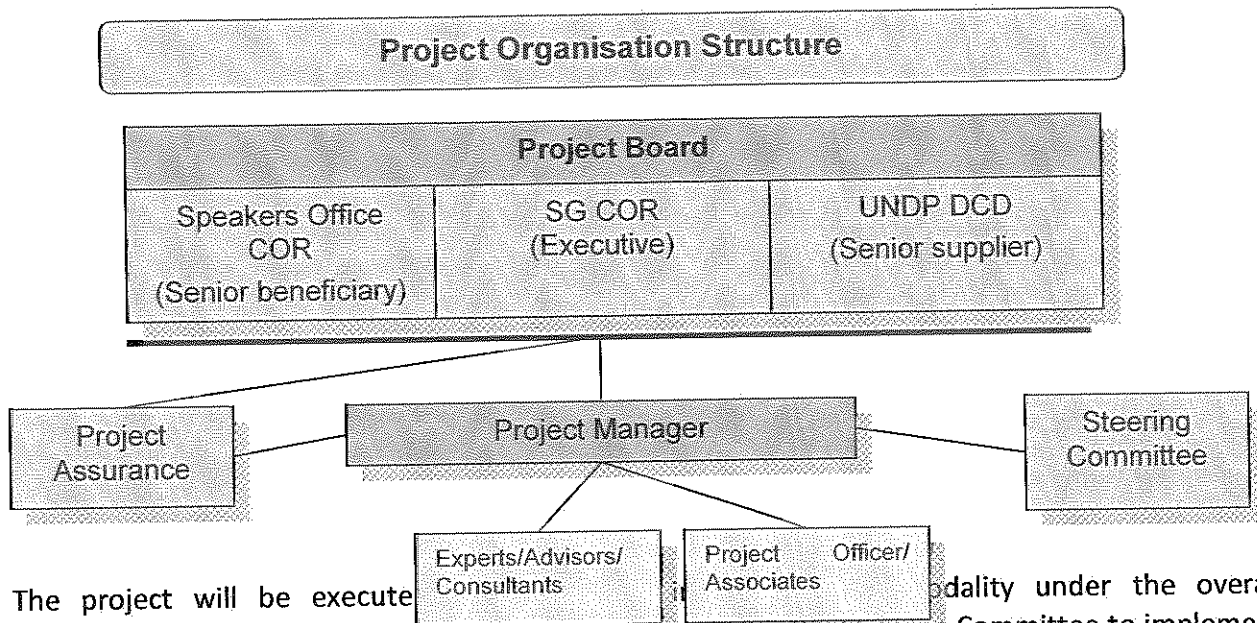
<p>improved condition for women and children (3 attempts to amend personal status law unsuccessful)</p> <p>-Women parliamentarians lack capacity and tools to carry out their law making, oversight and representation function in gender areas</p> <p>-CSOs have little influence in the CoR on issues related to Empowerment and access to justice for Women (little consultation with CSOs)</p>	<p>3.4 Training given to MPs on gender responsive budgeting</p>			X	UNDP in collaboration with CoR, other UN agencies	Workshops	5000
<p>Indicators:</p> <p>Technical support provided to the committee on Family, Women and Children (minimum of three laws passed)</p> <p>Women MPs are informed on the functioning and the organization of Women Caucus and a plan is adopted for the creation of the caucus within the CoR</p> <p>MPs are familiar with the principles of gender responsive budgeting</p>	<p>3.5 Organize a workshop based on sharing experiences of other parliamentary women's caucus to provide information on Caucus role and organization (in cooperation with NDI)</p>		X	X	UNDP	Workshops	7000
28200 0							

SUPPORT and Evaluation			
Communications (1%)	450,00	1,190,00	1.180,00
Security (2%)	900,00	2,380,00	2.360,00
ISS	900,00	2,380,00	2.360,00
OTHER BUDGET SUB-TOTAL	2,250,00	5,950,00	5,900,00
PROGRAMME TOTAL	47,250,00	124,950,00	123,900,00

TOTAL (before GMS and M&E)	296,100,00
M&E (1.5%) Will be done in the second year mainly	4,441,50
TOTAL	300,541,50

***It is important to note that UNDP will receive addition resources from TRAC funding which will cover staffing costs and various admin costs that are likely occur under this project. In addition UNDP will connect the COR with various global initiatives such as available training, conferences and workshops paid by global funds where available. Lastly other agencies will contribute to the COR in collaboration with UNDP**

V MANAGEMENT STRUCTURE



The project will be executed in accordance with the overall coordination of the Project Board and advisory inputs from the Steering Committee to implement activities specified in the Annual Work Plan to meet the outputs of the project. The management and implementation structure for the project will consist of a: (a) Project Board (b) Project Management Unit under the Project Manager and (c) Steering Committee. The Steering Committee would be formed for wider advisory inputs from a variety of stakeholders. Project assurance would be provided by the focal person in the COR, and Advisors, Finance Unit, Programme Management Unit and Monitoring and Evaluation Unit at UNDP.

The role and the responsibilities of each entity in the organizational structure are as follows:

1. Project Board

The Project Board will include three core areas of representation: The Senior Supplier represented by the DCD UNDP-Iraq, The Senior Beneficiary by the Chair of the Parliament and The Board Executive would be the Director General of the Parliament. The Project Board will meet a minimum of three times during the anticipated 12 month lifespan of the project.

The Project Board will have a decision-making mandate and ensure the tolerance levels of the project in relation to finance and scope of the project are being respected: In addition the Project Board will facilitate the following:

- Ensure full implementation of the project;
- Approve the annual work plan;
- Provide strategic orientations and recommendations to the project manager.

2. The Project Manager

The Project Manager will be responsible for the day to day implementation of the project. The Project Management Unit will be composed of an overall Project Manager who supervises the

National Project Officer as well as designated associates that support the everyday implementation of the programme. The Project Manager will supervise consultants or advisors that are hired for project development. The Project Manager is also accountable/responsible for:

- Proper utilisation of all project resources;
- Project compliance within UNDP regulations and rules;
- Preparation of an Annual Work Plan and ensure delivery against that Work Plan;
- Ensure the timely delivery of project activities;
- Ensure budget planning and oversight of financial tracking against the project budget;
- Produce timely narrative reports and liaise with the Finance Unit for financial reporting.
- Draft terms of reference for the acquisition of services and goods, elaborate and implement a procurement plan, and provide oversight of operations in the field.

3. Steering Committee

To ensure inputs from a variety of stakeholders and facilitate wider participation in this project a Steering Committee will be formed that will provide advice to the Project Manager and guidance to the Project Board. By using this modality the Project will receive feedback from civil society organisations, other UN agencies and relevant bodies that form the Steering Committee. To ensure optimal programme coordination, the Steering Committee can invite additional observers as needed. The Steering Committee will meet on a regular basis as decided by the Project Board in consultation with the Project Manager who facilitates the meeting.

4. CoR Focal Points

The CoR will officially assign a representative that will work hand in hand with the project management to facilitate the implementation of the agreed work plan approved by the Board to realize the project outputs and activities as well as serve as in a project assurance role.

VI MONITORING FRAMEWORK AND EVALUATION

The Project Board is accountable for the monitoring of the project and the Project Manager is accountable to report to the Board and through narrative and financial progress reports in accordance with UNDP procedures and requirements. The Steering Committee will provide additional oversight, guidance and input to the monitoring and evaluation process. Project assurance is done by focal points within both the COR and UNDP.

Ongoing monitoring and evaluation will be undertaken through the life of the project. Evaluation of training will be ongoing with a goal of reaching 80% of those trained being satisfied with the quality of training in terms of relevance and usefulness that is disaggregated by sex. Responses will be used to further refine activities and future training.

Financial Reporting

Financial reporting will be done in accordance with standard UNDP practises and UNDP financial rules and regulations. UNDP will be responsible for preparation of the project's Final Financial

Statement. The project will be subject to a standard annual audit as per UNDP's rules, regulations and procedures. NGOs will be audited after implementation.

Quarterly Progress Reports

In accordance with UNDP procedures, quarterly progress reports will be produced by the Project Manager and submitted to the Project Board. These will include lessons-learned, risk log, issues log and a monitoring schedule plan to provide an assessment of progress against outputs, stipulated indicators and their contribution towards the outcome as stated in the results framework, and as measured by the corresponding indicators.

Final Report:

A final report will be prepared by Project Manager and shared with the Project Board. This report will include a summary of results achieved against the pre-defined annual targets at the output level and presented to the Steering Committee review. The Project Manager will follow the UNDP-Iraq Guideline on Project Closure.

Project Monitoring:

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the Annual Cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR

as well as a summary of results achieved against pre-defined annual targets at the output level.

- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

VII FEASIBILITY, RISK MANAGEMENT AND SUSTAINABILITY

Though progress is currently discernible in respect of the security situation in Iraq, to some extent reflected in the outcomes of the January 2009 provincial elections and later the March 2010 General Elections, the security situation, while seeing some vast improvements remains unpredictable. This necessitates the formulation of a detailed *risk management strategy* that includes potential scenarios which identify risk factors and a flexible response strategy. As indicated earlier, the holistic approach on which the UNDP Project is based requires a multi-pronged implementation process which serves to reinforce the inter-linkages between the three expected outputs. This needs to be clearly reflected in all the identified risk scenarios, which also includes estimating the (additional) cost of contingency plans (see risk log for further details).

The security situation in Iraq remains a risk to the implementation of the project although because the Council of Representatives is currently situated in the IZ access to the COR is viable for UNDP staff and external advisors. UNDP-Iraq will hold as many of its training courses and workshop inside the COR. UNDP-Iraq will use a combination of international and national officers to also ensure that capacity building takes place with national officers that have better access to national institutions including those situated outside of the IZ.

Another risk is political stability as well as political will. National ownership is thus essential so that the major stakeholders feel that they have a stake in the project which will be ensured through their participation in the Steering Committee and the Project Board and with regular liaison with the all the national counterparts such as the committees and COR staff.

Activities are focused on building the capacity of the COR as a whole but with a focused approach through this phase 1 on specific departments and committees. TOT will be used in some instances to ensure that the Directorate has increased capacity to work beyond the scope of this project. UNDP will provide initial funding and training in the first phase while increased financial resources mobilisation will allow for UNDP to expand its work throughout the COR.

Lessons Learned

Past experiences in implementing projects in Iraq have taught us:

- This project will conduct most of its training courses inside Iraq and the COR.
- National ownership is crucial for buy in and willingness to improve/change.
- Training without substantive follow-up does not lead to sustainable capacity building. The training has got to be practical to increase technical expertise. A follow up needs to be done where those trained get to implement what they have learned –including on the job training.
- Political appointments and or potential nepotism must be avoided at all costs as the right people (mid-level to junior officers) will not receive the expertise they need.

- Change in parliamentarians or COR appointed positions can lead to a reassessment of already agreed upon projects and flexibility needs to be built into the project management arrangements.
- The project board will ensure the project remains on track and is delivered as planned.
- The ability to bring in external advisors and UN staff members depends on the security situation. Contingency plans have to be in place to ensure that the project is not compromised badly by security challenges.

ANNEX I LEGAL CONTEXT

- *The project has been subjected to LPAC for validity in the Country Office.*
- *The country has signed the Standard Basic Assistance Agreement (SBAA):*

This project document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Iraq and UNDP, signed on 12 January 1976

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan³.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

³ It is worth noting that due to the challenging security situation in Iraq the UN currently relies on various other additional security measures.

ANNEX II RISK LOG

Description	Risk Type	Potential Effect	Risk Impact	Risk Probability	Most Recent Management Response (i.e. action to be taken)	Risk Owner
Financial risks associated with non-core resources (late or non-payment)	Financial	Late or non-payment by donor represents significant risks to the CO, given scale of operations.	3	1	Apply new Risk Management Guideline tools to mitigate the risk.	DCD
Project management in complex environment, subject to compliance with cumbersome procedure	Environmental	Compromises the setting and achieving of realistic results.	3	2	CP is being formulated.	CD
Capacity of government to plan and deliver.	Strategic	Slow and unsteady coordination with government institutions often results in changes of scope late in the project cycle, requiring additional negotiations, sourcing and procurement, all of which creates additional implementation delays.	2	3	Provision of additional support to GoI at different levels to assist in overcoming strategic shortcomings. Emphasis on scheduling and responsibilities helps focusing all stakeholders on responsible planning.	DRR
Necessary reliance on remote management operational modalities.	Operational	<p>Constraints on oversight and quality assurance to the site by UNDP.</p> <p>More expenses incur on consulting services for risk mitigation and quality assurance measure.</p> <p>Limited ability to monitor progress, financial arrangements, transparency of recruitment and procurement processes etc.</p>	4	2	<p>Explore and apply new and creative ways of implementation, remote monitoring, specific payment arrangements, compensatory controls (consultant's verification missions, etc.)</p> <p>Outsourcing services and quality to mitigate risk and ensure quality of work.</p> <p>Involve local counterparts in certification of progress of implementation at site.</p>	DRR Operations
Limitation and availability of vendors working in and for Iraq, in non-fluid market with lengthy delivery time to site.	Operational	Limits competition, complicates installation and compromises timely delivery.	1	2	<p>Extensive procurement advertisement is in place</p> <p>Online vendor registration is established</p> <p>Expanding Vendor database including</p>	DRR Operations

					vendor short listing details	
					LTA's established for recurring procurement	
Possible misappropriation of funds and sub-optimal achievements of program results due to limited in-country monitoring capacity	Operational	See risk on remote management.	3	2	See risk on remote management.	DRR Operations
The ability to attract on timely basis, and retain, high-calibre and appropriately profiled staff (modest incentive packages against unusual work load, with professional and personal risk associated with working in Iraq)	Operational	Success of the CO is directly linked to our ability to attract, as well as retain, high-calibre professionals.	4	3	Explore, in close collaboration with OHR Policy Division, innovative and creative ways of offering additional incentives for personnel.	DRR Operations
Constant changing government personnel at political and professional grades.	Political	Results in implementation delay and/or cancellation of project as renegotiation or reestablishment of functional relations is required; ultimately affecting delivery.	4	3	Avoidance of dependency on certain individuals in the current government structure through enhanced institutional development. The cancellation of one activity will not result in other activities folding.	Country Director
Changes in regulatory environment and introduction of new regulations and legislation	Regulatory	Delays project implementation due to cumbersome additional processes introduced by new policies, leading to low delivery.	3	3	<i>Entered by unit</i> Delivery targets reviewed and revised taking account of changing external environment.	DRRs (Programme)
Deterioration of the security situation in Iraq	Political	Field operation and field presence severely limited affecting program delivery	4	2	Reduction on staffing ceiling Increased use of National Staff inside Iraq	DSS / DO