

# Submission Form UNDG Iraq Trust Fund Steering Committee

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Date of Meeting 16				
Programme / projects			initation in the second	

To: UNDG Iraq Trust Fund Steering	Date of Submission:	
Committee	Date of Submission.	
Committee	27 February 2005	
From: Head of UN Participating Organisation	Contact: Telephone number, email	
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Through: Cluster Group/Cluster Task Manager	Contact: Telephone number, email	
<b>6</b>		
x Endorsement	Alia Al-Dalli	
Comments	Alia.al-dalli@undp.org	
	+962-79-502 32 26	
Proposed submission, if approved would result	Proposed submission resulted from:	
in:	ITAL A manual initiation within ITAL	
x Continuation of existing	x UN Agency initiative within UN Strategic Plan	
programme/project	Strategie i ian	
programme, project	x Additional request from Iraqi	
New programme/project	authorities	
Other (explain)	Other (explain)	
Programme/project Title: C10-01 - Iraqis		
Amount of funds requested for Proposed Programme/project: USD 2,777,323		
Estimated number of beneficiaries: direct:	` '	
particip Ministri	ating Iraqi Staff working in the participating ministries	
	or non-earmarked funds	
Amount of indirect costs requested: (%) - appr	Oximatery 770	

### 1. Background

Provide brief and concise information on the background of the programme/project. Indicate how originated, refer to cluster programme, request endorsement or approval by relevant Iraqi authorities etc. If this is an extension of existing programme/project, provide information on original programme/project, such as number, programme amount, date of approval.

This project was endorsed by C10 on the 14 of June 2004, by the Cluster Manager Group Review on the 15 of August 2004, obtained the ISRB approval on the 17 August 2004, and was finally approved by the Steering Committee in September 2004 subject to successful delivery of Preparatory Phase, for which funds were granted (USD 382,442).

Preparatory Phase (October 2004 – February 2005) has been now successfully completed and the operational framework/structures/mechanisms are in place with the line Ministry, including management cells in Amman and Baghdad. Please see progress report attached for details.

Currently 22 Iraqi ministries are participating in the project and more than 55 Employment Forms (requests for experts) have been received. Ministry of Planning and Development Cooperation, being the line Ministry, has appealed for quick release of funds for the Phase II implementation to fully launch to project and to start to bring the experts into Iraq in order to maintain the credibility in the eyes of the participating ministries. According to the Ministry, this is one of the few successfully implemented projects funded from the UNDG ITF funds resulting concrete results.

This project is part of the C10 strategy under the UN Assistance to Iraq for 2005-2007.

### 2. Purpose of Proposed Programme/Project

Please Summarise key objectives, outputs and activities.

Based on the Arab Human Development Report 2003 "Building a Knowledge Society", despite of the presence of significant human capital in the region, the report concludes that constraints hamper the acquisition, diffusion and production of knowledge in Arab societies. This human capital, under more promising conditions, could offer a substantial base for an Arab knowledge renaissance.

This project intends to contribute to the sustainability of the recovery, rehabilitation and reconstruction efforts in post-conflict Iraq by establishing viable mechanisms to bolster the country's human resource base in the key areas of public sector. Specifically, the project offers expatriate Iraqis who have migrated to other countries and achieved professional success abroad the possibility to undertake short-term consultancies of up to one year in Iraq. The project targets those needs which cannot be immediately met by the labour force inside Iraq and which are deemed essential for the reconstruction and development efforts of the country.

- Assist Iraqi authorities to identify human resources gaps in key areas of public sector and develop professional profiles and eligibility criteria for the posts required to fill these gaps
- 2. Identify specific skills available among the Iraqi émigré community based on the needs identified by Iraqi public sector authorities
- 3. Develop a database and website to serve to establish Iraqi Skills Roster and to match the demand and supply of human resources
- 4. Deploy and support Iraqi expatriate experts to fill identified gaps in the Ministries and

### C10-01

other public sector institutions and to provide capacity building, professional support and training for existing staff

### 3. Evaluation of Proposals by the Cluster

Provide concise summary evaluation of proposal against criteria below:

	A CONTRACTOR OF THE PROPERTY O			
(a)	Must fall with the UN's mandate, and must address the Millennium	Yes ≥	☑ No ∐	N/A
	Development Goals, directly or indirectly through a human rights-based			
	approach,	K	<del>7 57 F</del>	NT/4 🔲
(b)	Must be explicitly based on Iraq's national priorities and needs, as noted	Yes 🛭	No ∐	N/A 📙
İ	in the public domain, or in the absence of these, to the Needs			
	Assessment,	37 N	/ No	N/A
(c)	Must promote and ensure national ownership,	Yes 2	No L	
(d)	Must be at an acceptable level of risk, within UN parameters,	Yes 2		N/A
(e)	Must fall within the areas of UN's comparative advantage,	Yes 2	No L	N/A
(f)	The UN must be an appropriate system to deliver the intervention,	Yes ≥	No L	N/A
(g)	The UN response must be properly designed for and within the cluster	Yes ≥	No [	] N/A [_]
(0)	setting, must be effective, coherent, context-sensitive, cost-efficient and			
	the outcomes, sustainable,		<del></del>	1// [-1
(h)	Must avoid duplication of and significant overlap with the activities of	Yes 🛭	∐ No L	] N/A []
	other actors.		<del>7</del>	1 57/4
(i)	Must use strategic entry points that respond to immediate needs and yet	Yes 🛭	No [	J N/A ∐
	facilitate longer-term improvements,			)(. C)
(j)	Must build on existing capacities, strengths and experience,	Yes 2	No	N/A L
(k)	Must promote consultation, participation and partnerships,	Yes 2	No L	J N/A ∐
(1)	Operational arrangements must explicitly address the questions of limited	Yes 2	☑ No L	J N/A ∐
	international access, at least for the foreseeable future, and coordinated			
	cross-border support and communications, and			
(m)	Minimum access must be maintained for UN national staff, to	Yes 2	∐ No L	J N/A L
()	interlocutors and target beneficiaries.			
If on	e or more of the above criteria is not met, please explain:			
11 31	· · · · · · · · · · · · · · · · · · ·			

### Please provide information on resources:

2005	2006
USD 2,612,391.50	USD 164,931.50
USD 2,612,391.50	USD 164,931.50
-	-
114	
ter This project has been shared with clusters, including request coordinate and request experts for capacity building put through this project to avoid overlapping activities. This reflected in the operational flowcharts / manual developed the project for different parties involved in the direct	
	USD 2,612,391.50 USD 2,612,391.50 - 114 This project has been shart to coordinate and request through this project to avereflected in the operational

### Please provide information on cross-cutting issues:

Employment Creation	2005	2006
Estimated # Short Term	While the real success of this project cannot be measured by the number of Iraqi expatriates employed under the programme, the selection criteria and the prioritization of candidates will certainly take into account whether their contributions are in sectors that promote employment creation or their area of expertise directly linked to labour markets employment promotion.	
Estimated # Long Term		

### Please explain how each was considered in project design:

Environment	Ministry of Environment is one of the participating ministries requesting experts through this project		
Human Rights	Ministry of Human Rights is also one of the participating ministries		
Gender	The project promotes equal employment opportunities, and will actively seek to encourage female applicants. The public information efforts of the project will target women applicants and the Management Unit will monitor the rate of female participation.		
Security	To ensure implementation in Baghdad, an international consultant was recruited to assist establishment of the Baghdad Support Cell and the coordination mechanisms with the Ministry of Planning and Development and Cooperation regarding the implementation and operational structure of the project.  No further international consultants are envisioned to be used – the two		
	national consultants will remain in Baghdad to run the Baghdad Support Cell in coordination with the Ministry of Planning and Development Cooperation focal points.		

	The two national consultants have taken SAIT training in Amman	
	Office premises have been secured including installation of anti blast film on all windows. For security reasons the consultants have been provided with additional satellite communication systems to be easily reached whenever necessary	
	The Amman Management Unit located in IOM Iraq in Jordan has been declared Jordan MOSS compliant following the DSS rules and regulations.	
	Project can be managed and supervised through Amman Management Unit in Jordan with close coordination with independent Baghdad Support Cell	
Abu Dhabi?	correspond to the list of 727 projects presented by the Iraqi authorities in	
	correspond to the list of 120 projects presented by the Iraqi authorities in Doha?  No	
If yes, please state	title of the project and the responsible ministry:	
Project ap	eared by the Iraqi Strategic Review Board on 17 August 2004(date) proved by Line Ministry on 30 September 2004 (date) by tyet approved by ISRB and or Line Ministry	

4.	Review	by Steering	Committee	Support	Office
4.	neview	by sieering	Communee	<u> Support</u>	Offic

	Cover sheet (first page)		No 🔲
	Logical Framework		
	Programme/Project Justification		No 📙
	Programme/Project Management Arrangements		No 📙
	Risks and Assumptions		No 🔲
	Budget		
	Progress Report (for supplementary funding only)	Yes 🔯	No 🔲
П	Support Cost	Yes 🔀	No 🔲

### Provide Comment on:

2005 Implementation	Budget will be fully committed in 2005	
Interagency/cluster cooperation	UNDP and IOM will coordinate with UNHCR	
Cross-cutting issues		
Agency indirect support costs	Costs are set at 7%	

### General evaluation criteria

2 12 ( 4 2 9 2 )		
100	The second of th	N/ N/ N/A
(a)	Must be in line with Iraqi priorities.	Yes No N/A
(b)	Cluster is unable to meet high or urgent priority needs with existing	Yes ⊠ No □ N/A □
	level of funding.	- 82.52 [ 37/4 [ ]
(c)	Need to address high priority activities that have significant impact, and	Yes No N/A
	by nature must address seasonal or timing imperatives and	
	considerations.	
(d)	Supports activities that are likely to improve the overall security	Yes No N/A
	situation at national and local levels.	
(e)	Activities that create significant employment opportunities and reduce the suffering of the people, especially among the most vulnerable	Yes No No N/A
İ	1	
10	As the improving security situation permits, activities that exploit the	Yes No N/A
(f)	opportunities presented.	
	Number of criteria met:	5 of 6
	Number of criteria met.	

### Overall review and recommendations of programme submission

MoPDC has appealed for quick release of funds for phase II, to start implementation; UNDP and IOM have already received 55 applications for Iraqis willing to back to Iraq on short term basis. UNDP and IOM will submit a formal letter to the Steering Committee committing to the above points pertaining to coordination needed with UNHCR and 2005 budget expenditure.

### 5. Review by Cluster Group

Provide	comments on:				
٦					
	Best management and implementation practices				
۵	Location specific synergy				
6. Deci	sion of the UNDG ITF Steering Committee				
M	Approved for a total budget of \$ 2,777,323				
	Approved with modification/condition				
	Deferred				
Reason	/Comments				
1. 1	NDP and IOM will coordinate with UNHCR to clarify in the infor	mation kit to all Iraqi applicants			
v	th refugee status, the implication of relinquishing their refugee states	tus.			
2. U	INDP to provide letter in writing to commit all funds in 2005.				
Chair 	of the UNDG ITF Steering Committee	29/05/005 Date			
<u> 7. Foll</u>	ow up action taken by the Executive Coordinator of the UNDG IT	<u> </u>			
. 🗀	Project approved by Memorandum of Understanding with ISRB Project consistent with earmarking provisions of the Letter of Ag	on (date) greement (if applicable)			
Fundi	ng approved against:				
	Non-Earmarked contributions				
	Specific cluster earmarking				
	Specific earmarking to a Participating UN Organisation Specific earmarking to a Participating UN Organisation for a specific	ecific cluster			
Bisrat Execu	Aklilu, tive Coordinator of the UNDG Iraq Trust Fund				
Signa	ture	Date			

### Participating UN Organisation:

(acronym is sufficient) **ENDP/IOM** 

#### Cluster:

(number and area)

Reduction Human C10 Poverty and Development

### Programme/Project Manager:

Rafiq Tschannen, CoM Name:

10M Iraq Address:

**Telephone:** +962-79-540 96 01 rtschannen@iom.int E-mail:

### Cluster Task Manager:

Name: Alia Al-Dalli Address: **UNDP** Iraq **Telephone:** +962-79-502 32 26 E-mail: Alia.al-dalli@undp.org

### Programme/Project Title:

Iraqis Rebuilding Iraq (IRI)

### Programme/Project Number:

C10-01

### Programme/Project Location:

22 participating Iraqi Ministries, mainly Baghdad

### Programme/Project Description:

This project aims to enhance the institutional capacity of the Iraqi Ministries and other Iraqi public sector institutions through the deployment of selected Iraqi émigré experts.

### Programme/Project Costs:

**UNDG ITF:** USD 2,777,323

Govt. Input: Other:

Total: USD 2,777,323

### Govt of Iraq Line Ministry Responsible:

Ministry of Planning and Development Cooperation Letter of endorsement: 30 September 2004

### Programme/Project Duration:

Preparatory Phase: 1 October -- ongoing

Phase II: 15 months (1 March 2005 - 31 May

2006)

### **Review & Approval Dates:**

14 June 2004 **Cluster Review Date:** Cluster Manager Group Review Date: 15 August 2004

22 August 2004 **Steering Committee Approval Date:** 

September 2004 for Prepatory Phase **ISRB Approval Date:** 

Signature

17 August 2004

EUNDEN AKTOVEF UN Agency Name: UNDP

Date

Name/Title

Acronym is sufficient

Chairman UNDG ITF SC:

Staffan De Mistura, DSRSG

### Development Goal and Key Immediate Objectives:

(Not more than one paragraph)

Based on the Arab Human Development Report 2003 "Building a Knowledge Society", despite of the presence of significant human capital in the region, the report concludes that constraints hamper the acquisition, diffusion and production of knowledge in Arab societies. This human capital, under more promising conditions, could offer a substantial base for an Arab knowledge renaissance.

This project intends to contribute to the sustainability of the recovery, rehabilitation and reconstruction efforts in post-conflict Iraq by establishing viable mechanisms to bolster the country's human resource base in the key areas of public sector. Specifically, the project offers expatriate Iraqis who have migrated to other countries and achieved professional success abroad the possibility to undertake short-term consultancies of up to one year in Iraq. The project targets those needs which cannot be immediately met by the labour force inside Iraq and which are deemed essential for the reconstruction and development efforts of the country.

### **Outputs and Key Activities:**

(Please be concise and ensure the narrative above does not exceed this page)

- Assist Iraqi authorities to identify human resources gaps in key areas of public sector and develop professional profiles and eligibility criteria for the posts required to fill these gaps
- 2. Identify specific skills available among the Iraqi émigré community based on the needs identified by Iraqi public sector authorities
- 3 Develop a database and website to serve to establish Iraqi Skills Roster and to match the demand and supply of human resources
- 4. Deploy and support Iraqi expatriate experts to fill identified gaps in the Ministries and other public sector institutions and to provide capacity building, professional support and training for existing staff

# LOGICAL FRAMEWORK

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UNDG - ITF - Project Document

Ohiectives	Measurable indicators	Means of verification	Important assumptions
Development Objective:			
To contribute to the recovery, rehabilitation and reconstruction efforts in post-conflict fraq by	In the next 15 months approximately 60 highly qualified Iraqis are deployed to provide specialized	Performance / deployment records and reports from the Ministries assisted	Current operational setup (Amman/Baghdad) continues to function despite of the security problems
establishing viable mechanisms to bolster the country's human resources in the key areas of the public sector	services, capacity building, professional support and training for the Ministries and other public institutions		Cooperation with the MoPDC, other Ministries / authorities, and other counterparts continues
			Highly qualified Iraqi experts continue to express willingness to return into Iraq under current circumstances
Immediate Objectives:			(Immediate Objective to Development Objective)
The immediate impact on the programme/project area or target group i.e. the change or benefit to be achieved by the programme/project:	Quantitative ways of measuring or qualitative ways of judging timed achievement of purpose	Cost-effective methods and sources to quantify or assess indicators:	External conditions necessary if achieved programme/project purpose is to contribute to reaching programme/project goal:
Assist fraqi authorities to identify human resources gaps in key areas of the public sector	Continuous updating and expansion of the initial list of human resource gaps		Current operational setup (Amman/Baghdad) continues to function despite of the security problems
and to develop professional profiles and eligibility criteria for the posts required to fill	produced during the Preparatory Phase of the project, including criteria for		Cooperation with the MoPDC, other Ministries, and other counterparts continues
these gaps 2. Identify specific skills available among the Iraqi emigré community based on the needs	selection  2. Through out the project duration, skills existing within the Iraqi émigré communities	3. Operational Iraqis Rebuilding Iraq databasc and website 4. Deployment/placement	Highly qualified Iraqi experts continue to express willingness to return into Iraq under current circumstances

	(Outputs to immediate objective) Factors out of programme/project control which, if present, could restrict progress from outputs to achieving programme/project objectives:	
records and monitoring reports from the Ministries and employers	Cost-effective methods and sources to quantify or assess indicators:	Narrative reporting produced, including expenditure reports indicating related activities     Narrative reporting produced, including expenditure reports indicating related activities, staff contracts     Compiled lists produced from various participating Ministries showing specific HR needs/gaps requested to be filled with the Iraqi expatriate experts
are identified through a continuous outreach and registration effort  3. Database and website are continuously used as the main means for registration and matching of candidates  4. Recruitment and deployment of approximately 60 highly qualified expatriate fragis into the public sector during the 15 months of the project	Quantitative ways of measuring or qualitative ways of judging timed production of outputs:	Amman Management Unit established within the first 3 months of the implementation (Preparatory Phase)     Baghdad Support Cell established within the first 3 months of the implementation (Preparatory Phase)     Initial human resources needs assessment compiled within the first 3 – 6 months of the implementation (Preparatory Phase)  4. Research project conducted in 4 weeks time during the 3 months of the implementation
identified by Iraqi public sector authorities  3. Develop a database and website to serve to establish Iraqi Skills Roster and to match the demand and the supply of human resources  4. Deploy and support Iraqi expatriate experts to fill identified gaps in the Ministries and other public institutions and to provide capacity building, professional support and training for the existing staff	Outputs: The specifically deliverable results expected from the programme/project to attain the objectives:	I. Fully functional Amman Management Unit (Programme Manager and supporting staft) established with a telephone and email help-line  2. Fully functional Baghdad Support Cell (2 national consultants and Ministry of Planning and Development Cooperation counterpart staft) established within the MoPDC 3. Initial needs assessment for priority positions required in the Ministries completed (further assessment will be done during the life of the project and as

UNDG - ITF - Project Document

	(Activity to output) Factors out of programme/project control which, if present, could restrict progress from activities to achieving outputs:
results from the research project  5. Accessing website / database  6. Copies of templates  7. Printed brochures and web based materials to be used for the information campaign  8. News adds, reports on the meetings with the Iraqi communities and associations, emails etc	Financial report
of the project (Preparatory Phase)  S. Website and database are operational within the first 3-6 months of the implementation (Preparatory Phase)  All administrative templates developed within the first 3 months of the project (Preparatory Phase)  All information campaign and promotional materials are designed, developed and disseminated.  First outreach campaign is conducted within 6 months of the project implementation after all the required preparatory actions have been taken — additional outreach activities conducted as required throughout the duration of the project	Inputs: This is a summary of the programme/project budget (sub- budgets and total as in Annex B)
necels evolve outside and inside the Government)  4. Research on size of the Iraqi émigé populations, Iraqi associations, Iraqi related multipliers and Iraqi media outside Iraq completed for outreach purposes  5. Fully functional website and database  6. Administrative templates completed (registration forms, employer form, application form, contract formats, reporting/monitoring etc)  7. Information campaign and promotional materials produced and printed  8. Targeted information of campaign (including promotion of the website) conducted in the host countries by means of costeffective dissemination of the project information fliers, public service announcements and posters among the Iraqi émigré associations and NGOs, as well as advertising.	Activities: Tasks to be done to produce the outputs

UNDG - ITF - Project Document

Pre-conditions established						
Project Sub-Total: USD 2,548,900 Agency Management Support	USD 178,423 Project Total:	USD 2,777,323				
Recruitment of required management and support staff. establishment of office space and communications set up for the Amman Management Unit	coordinate the setting up the Baghdad Support Cell in order to recruit international / national consultants in / for Baghdad to	set up and the establish the project in Baghdad within the Ministry of Planning and Development Cooperation, including office space.	counterparts/focal points and communications 3. Baghdad Support Cell in coordination with the Ministry of Planning and Development	of HR needs / gaps in participating Ministries 4. IOM offices (Regional offices in Washington, Brussels, Canberra and Helsinki) tasked to research	on number of Iraqis residing in Europe, Scandinavia. Australia/New Zealand and US/Canada, and find out channels of outreach e.g. Iraqi associations. media. NGOs etc	<ol> <li>Development and design of website and database</li> <li>Development of standard administrative project templates</li> </ol>

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Development and design of nosters web based information			ś	ည	ڻ ن		information campaign to launch	
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clop	ampaign naterials	o aă	acts	cial	S.	õ	ma	эroj
Development and design of nosters web based informat	campaign and other related materials	Usage of research project	contacts on Iraqi populations.	associations etc to contact the	rad	host countries for targeted	nfo	the project
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#### 1 PROGRAMME/PROJECT JUSTIFICATION

### 1.1 Background

### The background to the programme/project, and the approach adopted

After decades of war, dictatorship, and international isolation, Iraq is faced not only with the need to restore and upgrade its human and physical resources, but also with the future transformational challenges of globalization. Among the consequences of three decades of war and international sanctions are large scale forced internal displacement, external population outflows, and the resultant pauperization of country's human resources. Iraq needs to make up for the lost time. The Iraqi communities living abroad represent an invaluable resource on which the country can draw.

The Iraqi public sector, which was dominated and politicized by the Ba'ath party for decades, now faces significant challenges. Among these are a reduction of senior personnel as a by-product of the de-ba'athification process and physical damage suffered by public sector institutions and some degree of disarray in the public service resulting from the public security vacuum which emerged 2003 in the wake of the major combat operations. In addition, five new Ministries have been established, many of which will require expertise with no apparent institutional precedent in the Iraqi public sector; Human Rights, Displaced and Migration, Environment, Women and Civil Society. Outside of Baghdad, there may also be a need for talented staff to serve in government at the governorate, municipal and / or local levels, where the public servants has absorbed additional responsibilities – particularly in the arena of policy development – in the wake of the collapse of the previous regime.

UN agencies and IOM has been a direct recipient of requests from some of the newly established Iraqi Ministries for provision of support and assistance to build their capacities towards independence. The requests have emphasized the need to cover staff shortages, as well as fill posts requiring specialized skills. Similar requests have been articulated by senior lraqi authorities to the United Nations Assistance Mission to Iraq (UNAMI). The need to identify qualified Iraqi staff from abroad has therefore been recognized to be a top priority that needs to be coordinated and integrated into the UN Strategic Plan for programme and capacity building activities for Iraq, through the Poverty Reduction and Human Development Cluster (C10). Additionally, IOM has received expressions of interest from representatives of Iraqi émigré communities in various countries – including Sweden (estimated 100 highly qualified Iraqis interested in participating in the programme) and Canada – to return to support the development of the public sector. In some cases, émigrés have been in direct contact with Ministries in Baghdad to offer their services, but a lack of funding and coordinated approach has blocked their return.

In response, IOM and UNDP propose to launch a joint project "Iraqis Rebuilding Iraq" for the return of highly qualified Iraqis. The project will target the need for specialized and highly qualified personnel within the Iraqi Ministries and other public sector institutions.

### 1.1.1 What experience does the organisation have in working on this issue in Iraq or countries in similar circumstances?

Both UNDP and IOM have developed programmes aimed at attracting expatriate experts to provide their expertise to their countries of origin through short, medium and long term placements in country. Many developing countries have enthusiastically embraced these programmes and benefited from them for over three decades.

IOM has over 30 years of experience in selecting, placing and resettling qualified human resources into key positions in the public and private sector.

Since launching its first Return of Qualified Nationals (RQN) programmes in the 1970s in Latin America, IOM has progressively expanded and diversified the range of RQN interventions, according to the capacity building, reconciliation and reconstruction needs of the specific target countries in Africa, Asia and South Eastern Europe and characteristics of their respective expatriate communities.

This project aims to capitalize on the lessons learnt from the ongoing Return of Qualified Afghans programme, which in the course of over two years has assisted in placement and return from over 30 countries of more than 570 Afghan experts. Statistics show that 80 % of these experts will stay (permanent return) in Afghanistan beyond their assignments. These experts were among 4,300 listed in IOMs "Afghan Skills Roster" database of qualified Afghan nationals living abroad. Some amongst the returnees who took up identified positions through IOM were eventually promoted to positions such as Vice President, Presidential Spokesperson, Minister of Interior, Ministry of Planning, seven Deputy Ministers, Chairmen of the Constitutional and Judiciary Commissions and numerous Ministers' Advisors. In addition, the capacity building impact was enhanced through the onthe-job-training and skills upgrading of the Afghan judiciary.

UNDP has since 1977 been working with a number of developing countries to counter the exodus of their specialist and subsequent "brain drain" by drawing on this largely untapped source of know-how. This concept was initiated in Turkey in order to secure a modest but significant transfer of know-how to that country under a project called "Re-Transfer of Technology to Turkey" now called "Transfer of Knowledge Through Expatriate Nationals (TOKTEN), the programme has expanded significantly since its establishment. Expatriate nationals from more than 25 developing countries carried out over 5,000 short-term consultancies in their homelands under this scheme, which facilitates skills transfer through short, low-cost assignments. Since 1994, the United Nations Volunteers Programme (UNV) has associated itself more closely with the TOKTEN concept.

Volunteers under the TOKTEN scheme have served governments, public and private sector enterprises, universities and other organizations in fields ranging from agriculture, engineering, and sciences to computer technology, media and public management. Examples of where the scheme has been more successful include China, India, Pakistan, Palestine, the Philippines, Poland and Turkey.

#### 1.2 Programme/Project Approach

Please address all of the following issues/questions in relation to programme/project design and definition:

### 1.2.1 What problem(s) does the programme/project address? What specific assessments have been made and by whom?

IOM and UNDP intend to enhance the institutional capacity of Iraqi public sector institutions through the insertion of Iraqi expatriate experts, who will fill specialized positions in the public sector, as well as provide on-the-job training for the existing staff in ministries to ensure that human resources gaps are filled for skills currently not available in the local labour market.

Based on the initial / ongoing human resources needs assessment through the Ministry of Planning and Development Cooperation as the direct counterpart for the project, and by other participating Ministries (22) as part of the Preparatory Phase of the project, over 30 experts have been requested to provide expertise e.g. in the field of IT, statistics environment, etc.

# 1.2.2 How do the proposed outputs and activities help solve these problems? How does the programme/project fit in with the UN Strategy for Assistance to Iraq? What would happen without the programme/project?

The return and professional integration of Iraqi expatriate experts is expected to contribute to the country's governance by enabling the employment of wider range of Iraqi expertise. The resulting modalities for deployment of experienced and highly qualified expatriate Iraqi personnel will ensure an immediate and direct contribution to the Iraqi effort to restore its public administration.

This project is listed as part of the "Institution and Capacity Development" programme outcome / activity for Cluster 10 within the UN Strategy for Assistance to Iraq 2005 – 2007.

# 1.2.3 What are the essential features of the programme/project's operating environment including the problems and opportunities provided by evolving social, political, institutional and economic context in Iraq?

The preparatory actions will include the identification of the human resources needs in the public administration, targeted outreach to the Iraqi émigré communities based on those needs, and establishment of database of Iraqi émigré experts willing to take assignments in their home country.

The programme will identify relevant experts, on the basis of requirements identified by partner Ministries and validated by the Ministry of Planning and Development Cooperation, among Iraqi émigré communities and deploy them for short-term (few weeks up to 3 months) and / or longer term (6-12 months) assignments to Iraq.

The programme will target those needs which cannot be immediately met by the labour force inside Iraq and which are deemed essential for the reconstruction process. Where

necessary, office equipment will be provided to employers to ensure proper working conditions and efficiency during assignments.

As part of the process of developing and disseminating vacancy announcements for posts in the Iraqi public sector, the project will seek endorsement of Ministry of Planning regarding the human resource needs of individual ministries. The project Steering Committee (consisting of Ministry of Planning and Development Cooperation, IOM and UNDP) will ensure that certain baseline standards are maintained across ministries with respect to assessment of need and the qualifications of candidates to be deployed as part of the project.

The project is aware of the two World Bank Capacity Building projects for Iraq targeting Iraqi Ministries and will explore potential synergies (for example, identifying capacity gaps inside the Ministries) between the two initiatives in order to maximize the effect and to avoid overlapping of activities.

In order to reach out and attract the Iraqi expatriates, the project will include an outreach campaign implemented through the Amman Management Unit.

To facilitate the matching of demand and supply, the project will establish a general database of Iraqi émigré experts. The database will be available to and serve all the UN country team clusters and Iraqi public institutions.

The Iraqi experts will be selected by the relevant Ministries and administration, recruited with the assistance of Amman Management Unit, deployed to Iraq, and assisted by the Baghdad Support Cell while in Iraq.

Compensation package budgeted for the experts consist of the following:

- Transportation arrangements from and back to the country of current residence
- Compensation fee as agreed with Ministry of Planning and Development Cooperation.
- Hazard premium for the duration of the assignment (USD 10 per day based on the ICSC rules for national staff at the moment) this will apply if required to attract participation in the current security environment. If not used, this can be utilized to bring more experts to Iraq
- Temporary accommodation assistance (up to a month in Iraq, after which the candidates are expected to find their own accommodation arrangements)

The support package will be the same for all the candidates regardless of the length of the assignment. For those candidates returning for 12 months, the project might consider financing the transport costs of the immediate family members based on individual case by case consideration and availability of funds.

Based on the request from the Ministry of Planning and Development Cooperation, a salary scale drafted by the Ministry (lower than the DSA rate compensation package) will be applied during the launching of the project but if after 3 months Iraqi experts have not showed enough interest to provide their services for the compensation offered, the initially planned compensation rates (Iraq DSA) will be applied.

The project has built in an institutional strengthening component to ensure that sufficient capacity is established within the Iraqi administration to manage this initiative in the future, it sufficient funds made available by donors or the Ministry of Planning / participating Ministries willing to continue the implementation should the needs continue. This will entail both on-the-job training for the counterparts assigned by the Ministry of Planning and

Development Cooperation to work with the Baghdad Support Cell and Amman Management Unit as well as specific training opportunities in the areas of database management, web based technologies, human resources management, outreach strategies and resource mobilization.

### 1.2.4 Were any alternative approaches considered to the ones proposed? If so why were they rejected?

No alternative approaches have been thought of as the original request for this project and type of support has come directly from Iraqi ministries.

This type of intervention has worked in similar post-conflict environments and has become part of the standard programming to build the capacity of the newly established governments.

Activities will be coordinated with any similar activities based on information available through clusters, WB and other entities.

### 1.2.5 What are the expected benefits?

Approximately 60 highly qualified Iraqis are returned and deployed to provide capacity building, professional support and training for the participating Ministries and other public institutions.

A stronger sense that it is the responsibility of all Iraqis to contribute towards the reconstruction of their country, regardless of place of current residence.

A transfer of knowledge and skills back to Iraq after years of isolation.

# 1.2.6 Who are the main beneficiaries, and how will they benefit? Are there other stakeholders who may gain or lose as a result of the programme/project? How will stakeholder participation be handled?

Participating Iraqi Ministries and participating public institutions. Currently we have 22 participating ministries identified through Preparatory Phase of the project.

All the participating Ministries will be coordinated through the Ministry of Planning and Development Cooperation as part of the established Baghdad Support Cell in coordination with the Amman Management Unit.

### 1.2.7 Are the needs of particularly vulnerable or marginalised groups addressed? How?

Not directly applicable.

# 1.2.8 Will the beneficiaries of the programme/project participate in its development and delivery? How?

The direct counterpart for this project is the Ministry of Planning and Development Cooperation. The Ministry is involved in a number of ways: (1) it is an essential part of the Baghdad Support Cell structure having appointed 2 senior staff as focal points and 1 administrative staff to support the project together with the project recruited staff; (2) it is a member of the project Steering Committee, where all major decisions on the direction of the project are taken; (3) it is responsible for coordination with all 22 participating Ministries (the participating ministries (22) have been encouraged to appoint a focal point dealing with this project to which many of them have responded positively), and (4) is requested to clear all appointments of Iraqi experts under the project

# 1.2.9 Will men and women benefit from the programme/project? How will any gender inequalities be handled?

The project promotes equal employment opportunities, and will actively seek to encourage female applicants. The public information efforts of the project will target women applicants and the Management Unit will monitor the rate of female participation.

# 1.2.10 Have environmental concerns been addressed including environmental impact/risk assessment where relevant?

The Ministry of Environment has already requested several experts to work under its Ministry and environmental protection and pollution reduction are expected be highly sought fields of expertise under IRI.

### 1.2.11 To what degree does this project generate direct and/or indirect employment creation?

While the real success of this project cannot be measured by the number of Iraqi expatriates employed under the programme, the selection criteria and the prioritization of candidates will certainly take into account whether their contributions are in sectors that promote employment creation or their area of expertise directly linked to labour markets employment promotion.

### 1.2.12 Has a right-based approach been applied to this project? Please explain how?

Knowledge can help Iraq to expand the scope of human freedoms, enhance the capacity to guarantee those freedoms through good governance and achieve the higher moral goals of justice and human dignity.

### 1.2.13 Are there specific issues in relation to the security situation? How will they be handled?

Despite security problems inside Iraq, the project has already managed to establish through the preparatory phase a fully functional Baghdad Support Cell (BSC), which is located inside the Ministry of Planning and Development Cooperation, the line Ministry and main counterpart for the project.

Project staff (2 national consultants) in Baghdad have attended the SAIT training in Amman to enhance their awareness and capacity to minimize security risks while operating in Baghdad.

The participating expatriate Iraqi experts will have to assume the security risks. The project staff in Amman / Baghdad will provide all the information available to the extent possible regarding the security situation in Iraq

## 1.2.14 How does the programme/project relate to existing ministerial structures and how will it contribute to capacity building in ministries?

This project is entirely designed to build the capacity of the Ministries based on their needs assessed by themselves requesting and obtaining capacity building support through this project.

# 1.2.15 What lessons have been learnt from previous experience in this area or type of programme/project?

The candidates from the "western countries" are most likely to return back to their current countries of residencies after completion of their assignments and those participating from neighbouring countries will most likely stay.

It is beneficial to set up support groups who meet regularly (participating experts) to share their experiences.

For longer term assignments, if resources available, it is good to consider supporting the travel of immediate family members to join the assignment of the experts.

Visiting the ministries to monitor the progress of the performance of the experts is important and should be done regularly.

#### 2 MANAGEMENT ARRANGEMENTS

Give a brief description of programme/project implementation and monitoring arrangements to ensure the cost-effective and efficient attainment of the outputs identified in the logical framework, including:

2.1 Programme/project implementation and supervision arrangements; indicate incountry and region based capacity of organisation including length of presence and staff; indicate names, track record and expertise of any implementing partners

The International Organization for Migration (IOM) and the United Nations Development Programme (UNDP) will be jointly managing this programme. Since IOM does not have direct access to the IRFFI, UNDP will receive the funds on behalf of both organizations. UNDP will be responsible for overall financial reporting to the IRFFI and for that it will require IOM's inputs.

Substantive implementation, progress, and final reporting will be the responsibility of the Amman Management Unit (Programme Manager and support staff), under the leadership of the International Programme Manager and the clearance of the Steering Committee. The Baghdad Support Cell will operate in close coordination and under supervision of the Amman Management Unit. The Baghdad Support Cell consists of Ministry of Planning and Development Cooperation appointed project counterparts and project recruited national consultants (2).

Of particular importance is the role of the programme Steering Committee, with membership by the Ministry of Planning, IOM, and UNDP as the main coordinating and decision-making body for the programme. The Steering Committee, will meet on a regular basis (at least quarterly) to review progress against the programme work plan, clear progress reports and make decisions in the critical path of programme implementation. The first Steering Committee meeting is scheduled for 27 February in Amman to discuss progress against the Preparatory Phase and future implementation activities.

### 10M in Iraq and in the Region

IOM is part of the UN Country Team for Iraq under the coordination of UNAMI and the leadership of the Special Representative of the Secretary General, therefore IOM programme activities for Iraq are integrated within the UN Strategic Plan for 2005 coordinating the humanitarian assistance, reconstruction efforts, technical assistance and development needs in Iraq, including coordination with the Iraqi Authorities. IOM participates in the joint approach calling for sharing of resources throughout the programming process through cluster, covering security, operations, support, management and oversight.

IOM Iraq is integrated into the three UN programme clusters; Health, Internally Displaced Persons (IDPs) and Refugees, and Poverty Reduction and Human Development, three out of the ten clusters in total. IOM has a role of Deputy Task Manager for the Internally Displaced Persons (IDPs) and Refugees cluster.

IOM has been involved with assistance to returning Iraqi migrants and refugees for over ten years. Since 2002, IOM's activities in and around Iraq have concentrated on its focal point responsibilities under the inter-agency response plan to assist those fleeing Iraq as well as the internally displaced persons (IDPs) in the 15 governorates of central and south of Iraq. IOM's IDP programme has implemented number of undertakings, ranging from the winterization to registration and quick impact projects to alleviate the dire conditions of the populations displaced within Iraq. IOM's assistance to population outflows has focused on transit support and voluntary return assistance to third country nationals (TCNs).

In addition to IDP and TCN assistance, IOM has and is implementing a wide range of other

programs. Through the Iraq Transitional Initiative (ITI) project, IOM carried out some 70 quick impact community rehabilitation projects to reduce population displacements and increase communities' ability to absorb returnees. The Medical Evacuations and Health Rehabilitation Programme for Iraq (MEHRPI) coordinated provision of pro-bono medical care and transportation abroad to Iraqis requiring specialized treatment not presently available in Iraq, as well as rehabilitation of health infrastructure in the South of Iraq.

Though the Workforce Development and Veteran's Service programme, IOM has provided technical and capacity building assistance to the Iraqi Ministry of Labour and Social Assistance (MoLSA). The programme included deployment of international expert consultants to the Ministry's office in Baghdad to help develop systems and mentor staff in their implementation. In addition, a number of training modules in Employment Assistance Services for MoLSA managerial staff were offered in Amman, Jordan, as were structural upgrades of the Ministry and its 19 employment centres in Iraq in terms of training, equipment and other hardware support.

IOM has also elaborated an "Action Plan" to increase sustainability for returns to Iraq. This project involves the identifications of viable integration and economic reinsertion modalities that will contribute to the sustainability of the return of migrants to Iraq, as well as the socio-economic profiling Iraqi populations in host European countries.

### UNDP in Iraq and in the Region

The UNDP programme in Iraq builds on the expertise the organization has acquired in key sectors, it nurtures emergency achievements and it expands its intervention to longer-term areas of support. In guiding its support to the reconstruction and development process in Iraq, UNDP has identified four main programmatic pillars – democratic governance, economy and employment, mine action and infrastructure rehabilitation. For each one of them, UNDP is also the cluster task manager and leads the effort of the UN country team in these areas.

UNDP's aim is to promote interlocking interventions across these pillars and focus on cross-cutting themes and integrating programmes such as civil society participation, capacity building, gender, human rights and the use of expertise from expatriate nationals.

UNDP has been actively engaged in Iraq since 1976, managing a wide variety of projects from community development to the one billion-dollar programme for the rehabilitation of the electricity power network in the three northern Governorates of Iraq within the framework of the UN's Oil-for-Food Programme. UNDP has developed networks of local partners and contacts that enhance the agency's capacity for managing community rehabilitation work in some of Iraq's more difficult urban and rural environments. It maintained its presence in the country during and after the military conflict of 2003, collaborating with its partner UN agencies in emergency humanitarian relief actions and the preparation of a long-term reconstruction needs assessment report.

The UNDP office in Baghdad accommodated a number of UN Agencies, including the UN Centre for Human Settlements (UNCHS-Habitat), the International Telecommunications Union (ITU), and the UN Department of Economic and Social Affairs (UNDESA). It also includes a Learning Resources Centre as well as a medical dispensary. Overall, the UNDP office in Baghdad hosted over 150 staff members. UNDP also had offices in the three northern governorates of Iraq in Dohuk, Erbil, and Suleimaniyeh, supporting the Electricity Network Rehabilitation Programme (ENRP). These three sub-offices hosted more than 250 staff members.

# 2.2 Specific delivery mechanism chosen reflecting security conditions and in particular detailing proposed use of international staff in Iraq both from private contractors and NGOs

To ensure implementation in Baghdad, an international consultant was recruited to assist establishment of the Baghdad Support Cell and the coordination mechanisms with the Ministry of Planning and Development and Cooperation regarding the implementation and operational structure of the project.

No further international consultants are envisioned to be used – the two national consultants will remain in Baghdad to run the Baghdad Support Cell in coordination with the Ministry of Planning and Development Cooperation focal points.

Project can be managed and supervised through Amman Management Unit in Jordan with close coordination with independent Baghdad Support Cell

### 2.3 Indicate line ministry counterpart and extent of cooperation

Ministry of Planning and Development Cooperation – full implementation counterpart in Baghdad as part of the Baghdad Support Cell, including provider of the office space for the project. See question 1.2.8 above.

# 2.4 Indicate intra cluster cooperation and what goods/services other agencies are supplying or intend to supply including proposed utilisation of common services

During the initial stages of project development, the concept has been shared and discussed with different cluster members, including requesting for a list of known human resource needs from ministerial counterparts to be included in the project.

The project is independent of common services e.g. in terms of office as it sits with the Ministry of Planning and Development Cooperation instead of UNAMI compound in Baghdad.

# 2.5 Indicate the overall timeframe for the programme/project, work plan, and timetable for specific activities (please provide project work plan as annex)

### Work plan

Preparatory Phase

1 October 2004 - ongoing

- 1. Establishment of Amman Management Unit and Baghdad Support Cell
- 2. Research project on Iraqi diaspora, associations, media for outreach purposes
- 3. Identification of most pressing human resources needs and gaps for skills not available in Iraq through Iraqi Ministries and administration
- 4. Setting up outreach mechanisms based the research project to reach out to the Iraqi Diaspora

- informing them about the programme's objective; IOM missions, Iraqi associations, international and national media etc.
- 5. Design and development of Iraq Skills Roster database and web pages to be operational in Phase II to allow processing of applications
- 6. Development of standardized forms ,questionnaires and information campaign materials

### Phase II - Operational

1 March 2005 - 31 May 2006

- 1. Fully operational Iraqi Skills Roster database and web pages to advertise vacancies and register applicants
- 2. Launching of the project outreach
- 3. Initiate recruitment process in coordination with the Iraqi administration based on the merit based recruitment
- 4. Assist Iraqi administration in contract negotiations with appointees (standard form, ToRs, insurance etc)
- 5. Logistical arrangements and payment procedures for appointed and placed candidates
- 6. Provision of necessary infrastructure and equipment, if deemed necessary, to the relevant ministries in order to facilitate experts job objectives and tasks
- 7. Ongoing use of outreach means worldwide in order to keep informing interested candidates on the programme's objectives
- 8. Ongoing recruitment and placement of candidates
- 9. Monitoring of appointees

Return of candidates to their countries of residence either upon completion of their contract or for earlier termination (e.g. employer or employee decides to terminate the contract, dismissal, serious health problems, personal reasons etc)

2.6 Reliability of the costing of programme/project inputs and comparability with other UN organisations; arrangements for procuring and transporting programme/project inputs, to ensure local appropriateness and acceptability, as well as security and value-for-money under the circumstances

This project does not involve major procurement.

Baghdad Support Cell will procure for their needs (office supplies, services etc) locally. Same applies for Amman Management Unit in Jordan.

Staff costing (P staff, national staff) is based on generally accepted UN rules and regulations. National Consultant costing is based on the prevailing average rate for such services in Iraq.

Costing has been kept to minimum possible.

All the operational set up / delivery mechanisms are in place.

# 2.7 Systems for programme/project monitoring (including financial tracking and accounting audit), quality control (including lesson learning, and corrections), and impact assessment; methods for data collection and monitoring

Monitoring of the activities will be done through close contact, regular communications and working relationship with the Ministries and returned experts. This will be done at least on a quarterly basis, to evaluate working conditions, progress and need to adjust/develop further strategies to ensure the successful implementation of the programme.

The database will be an essential tool to monitor the process, keep track of all candidates, appointees who returned within the programme or are in the process of returning to Iraq, ensuring proper follow up of each case.

The Baghdad cell will offer its technical expertise on administration issues to the relevant Ministries in drafting a standard format for each level of appointee in order to monitor their performance every two months (longer term appointments). Upon the completion of the programme a joint IOM/UNDP final report will be produced including both programme activities and financial situation based on the specified reporting requirements for the Iraq Trust Fund.

### 3 ANALYSIS OF RISKS AND ASSUMPTIONS

Key assumptions with regard to external factors that are outside programme/project control but nevertheless necessary to the achievement of programme/project outputs and purpose should be stated in the log frame.

# 3.1 Refer to relevant aspects of most recent UNSECOORD assessment on security environment and measures taken by the Participating UN Organisation to protect personnel and assets

Two independent national consultants lead the IRI Baghdad Support Cell. They both attended the SAIT training provided by IOM in Amman, Jordan, during December 2005.

Office premises have been secured including installation of anti-blast film on all windows. For security reasons the consultants have been provided with additional satellite communication systems to be easily reached whenever necessary.

The Amman Management Unit located in IOM Iraq in Jordan has been declared Jordan MOSS compliant following the DSS rules and regulations.

# 3.2 Assess other main potential causes of failure, their likelihood of occurrence, and the seriousness of consequences that would be suffered;

Through the Preparatory Phase activities of the project all the pre-conditions required for successful implementation should have been set and established.

Failure of the project would be caused if no Iraqi expatriate experts would be willing to return to Iraq to provide their services.

# 3.3 Options considered and the steps taken in programme/project design and implementation to address, and minimise or mitigate the potential risks;

Through the initial research project conducted to map Iraqi diaspora, associations, media etc. for outreach purposes, preliminary contacts have been made with the Iraqis living abroad, some of them having expressed willingness to participate in the project despite of the current situation in Iraq.

Thanks to the established and already operational working relationship with the major stakeholders for this project, it is hoped that the cooperation and participation will continue

3.4 Any undertakings or agreements made with partners which impact on programme/project implementation; how observance of undertakings will be monitored; the implications of non-compliance.

First official Steering Committee (line Ministry, UNDP and IOM) meeting to be held on 28 February 2004 providing full recognition for the project to discuss and cement the full project implementation resulting from the Preparatory Phase paving the way for it.

Regular Steering Committees will be held from then on to monitor the implementation, progress and compliance on agreed responsibilities.

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### MINISTRY OF PLANNING & DEVELOPMENT COOPERATION

Minister Office

Baghdad - Republic of Iraq

E-Mail: theplanningministermh@yahoo.com phone: 1914 822 4817

To: Ms. Alia Aldalli Cluster Manager Poverty & Human Development

September 30, 2004

Dear Ms. Aldalli,

With reference to the approval of Iraqi Strategic Review Board of the Project Proposal titled: "Iraqis rebuilding Iraq" (Cost \$ 3,132,278), we are pleased to confirm our agreement to this project and cooperate with you in its implementation as it reflects the urgent need of MoPDC for this assistance. However, you are kindly requested to take into consideration the amendments that we suggested to revise the project document.

We would appreciate informing us of your action for the implementation of this Project.

Dr. Mehdi Hafedh

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Minister of Planning & Development Cooperation