

BCPR PREPARATORY ASSISTANCE FOR UNDP IRAQ

Country: Iraq

Expected Output(s)/Annual Targets:

- A comprehensive strategy for Crisis Prevention and Recovery as a component of the Iraq Country Programme, and programmatic entry points for CPR activities over the CP period.
- CPR initiatives developed and funded in support of strategic priorities defined above.
- Enhanced and more effective UN programming of recovery and development assistance to Iraq through the provision of technical and policy advisory support.

Implementing partner: UNDP/Direct Execution

Responsible parties: UNDP

Narrative:

This Preparatory Assistance project provides the framework for BCPR's technical and programmatic support to UNDP Iraq from beginning April 2008 until end March 2009. It reflects the agreement that BCPR's engagement with the Country Office will adopt a two track approach: The first track will deliver upstream strategic advice to the Country Programme formulation process; the second track will deliver technical advisory support and seed funding if necessary towards selected sectoral interventions. These two tracks are complementary and mutually reinforcing. The expected outputs of preparatory assistance include:

- A comprehensive strategy for Crisis Prevention and Recovery as a component of the Iraq Country Programme, and programmatic entry points for CPR activities over the CP period.
- CPR initiatives developed and funded in support of strategic priorities defined above.
- Enhanced and more effective UN programming of recovery and development assistance to Iraq through the provision of technical and policy advisory support.

Programme Period:	April 2008 – March 2009
Programme Component:	
Project Title:	BCPR Preparatory Assistance for UNDP Iraq
Project ID:	
Project Duration:	12 months
Management Arrangement:	UNDP Direct Execution

Total Budget	USD 540,000
Allocated resources:	
• Government	n/a
• Regular	TRAC 1.1.3
• Other:	
○ Donor	n/a
Unfunded budget:	n/a

Agreed by (UNDP): _____



I. SITUATION ANALYSIS

Country situation:¹

1. A Republic since 1958, Iraq was ruled from 1979 until 2003 by strongman Saddam Hussein. Until 1991 this period was characterized by Iraqi nationalism, a western-style legal system, repressive internal policies and methods, including widespread violation of human rights, as well as territorial disputes leading to an inconclusive and costly eight-year war with Iran (1980-88) and the invasion of Kuwait by Iraq in August 1990, triggering the Gulf War of 1991. Following Kuwait's liberation, the UN Security Council (UNSC) required UN inspections and enforced sanctions in Iraq over a period of 12 years.
2. The US-led invasion of Iraq in March 2003 led to the ouster of the Saddam Hussein regime. Coalition forces remain in Iraq and a Coalition Provisional Authority temporarily administered the country after the invasion. Governmental authority was transferred in June 2004 to an Iraqi Interim Government, which governed under the Transitional Administrative Law for Iraq (TAL). Elections for a 275-member Transitional National Assembly (TNA) were held in January 2005, following which the Iraqi Transitional Government (ITG) assumed office. The TNA was charged with drafting Iraq's permanent constitution, which was approved in a 15 October 2005 constitutional referendum. An election under the constitution for a 275-member Council of Representatives (CoR) was held on 15 December 2005. The CoR approval of the selection of most of the cabinet ministers on 20 May 2006 marked the transition from the ITG to Iraq's first constitutional government in decades.
3. Since US-led coalition forces deposed Saddam Hussein in 2003 insurgents have targeted civilians, Iraqi security forces and international agencies. Tensions between Shia and Sunni Muslims have spilled over into brutal sectarian violence, prompting fears of civil war. Coalition and Iraqi troops have faced armed rebellions and guerrilla-style attacks.
4. Well into 2007, high levels of violence in the country continued to overshadow political and reconstruction efforts by the Government of Iraq and the international community, with an adverse impact on the humanitarian and human rights situation, further undermining the social and political fabric of the country. Civilians remain the primary victims of terrorist acts and actions by armed groups, criminal gangs, religious extremists and militias, as well as operations by security and military forces. Daily acts of violence feed a cycle of retaliation involving mortar attacks, kidnappings and assassinations to the tune of 3,000 civilian deaths per month.
5. In the absence of concrete measures by the Iraqi Government to address the prevailing climate of impunity, the violence maintains a crippling effect on institutions that promote the rule of law, particularly the security forces and the judiciary. Also, armed groups continue to target professionals, such as academics, health workers and journalists.
6. However there are signs that during the fourth quarter of 2007 the level of violence in terms of numbers of attacks and deaths has started to decline. The MNF-I led "surge" seems to have had a

¹ Extracts from "Iraq Support Document for the preparation of a CP Strategy for Iraq", UNDP Iraq, May 2007; and from Iraq CPR profile, UNDP/BCPR, November 2007.

positive effect in bringing relative calm to parts of Baghdad, while Sunni traditional leaders in the notoriously violent Al-Anbar province have turned against Al-Qaeda operatives and seem to have largely expelled them from the province. These signs give hope that a stronger engagement and presence of UN and other international agencies in reconstruction and recovery in Iraq will soon become possible, in line with SCR 1770.

7. The lack of security and the protection crisis has uprooted 4.4 million Iraqis of which 2 million are displaced in Iraq, and 2.4 million have sought refuge in Syria, Jordan, Egypt and Lebanon (UNHCR, November 2007). Little is known about the conditions of internally displaced populations, most of which reside with families and acquaintances in the Kurdish area and in the south and west of the country. Minority groups in Baghdad are increasingly targeted and lack access to basic services and protection measures. 70% of internally displaced Iraqis are women and children, including many widows and orphans (UNICEF).
8. Recently, thousands of Iraqis have started to return, in particular from Syria, the majority recorded since August. This is partly due their difficulties in coping with the high cost of living in Syria, visa expirations and a tightening of visa and residence requirements for Iraqi refugees, as well as perceptions of improved security conditions in part of Iraq. A few (around 10,000) internally displaced families are also known to have been returning home, or to be in the process.
9. The security situation, particularly in Baghdad and in the southern and western regions, has severely undermined the ability of the Government to deliver essential services, create jobs, and reconstruct socio-economic infrastructure. Many Iraqis have turned to local groups or militias for protection or the provision of basic services. Local authorities and domestic NGOs and CSOs have been struggling to deal with this situation, with usually few resources and delayed budget allocations.

UNDP Iraq:

10. Since 1993, upon a decision from the UNDP Administrator in view of the situation prevailing in country, UNDP Iraq projects have been approved on a case-by-case basis, without the direction of an overall strategic umbrella. Following the withdrawal of UN headquarters from Baghdad in 2003 and the closure of the Oil for Food cooperation programme, the UNDP CO has rebuilt its programme entirely and delivered around 300M USD in development assistance, focusing on building and strengthening national and local institutions. The Country Office presently delivers its programme under four main programme themes: i) governance, ii) poverty alleviation and human development, iii) infrastructure rehabilitation and, iv) mine action.
11. A number of critical changes are presently taking place that contribute to the creation of a more conducive environment for the development of a strategic direction for UNDP's work in Iraq. These changes include:
 - a) The launch of a Global Compact for Iraq, and decision by the Iraq CO to formulate a Country Programme.

- b) The new Security Council Resolution that expands the UN mandate in Iraq (SCR 1770).
 - c) The appointment of the new DSRSG/HC/RC for Iraq.
12. In the absence of UNDAF or CCF, Iraq's 2007-2010 draft National Development Strategy (NDS), and the International Compact for Iraq (ICI) launched by the GoI and approved by the international community in May 2007, provide the common reference for the UN's overarching objective for reconstruction and development in Iraq, in line with the GOI's priorities. The ICI aims to provide a shared overall vision and strategic framework for Iraq's stabilization and recovery over the next 5 years, through national reconciliation, improved security, better governance and continued economic and social reforms, and calls upon international partners to provide financial, technical, and political support to help meet challenges. In 2007, UNDP Iraq started reviewing its programmatic priorities in order to better align with national priorities, and strengthen partnerships with Iraqi institutions, UNAMI, and UN entities, donors and CSOs.
 13. This has resulted in the decision to formulate a Country Programme strategy for 2008-11. Key thematic priorities identified include: Democratic Governance; National Dialogue and Reconciliation; Pro-poor macroeconomic reforms; Poverty Reduction; Rights of the Individual and Civil Society (comprising Gender, Human Rights, HIV/AIDS and Civil Society); Recovery and crisis prevention. It is foreseen that the CO may realign its present structure along CP programming lines and recommendations of the 2007 MCT mission.
 14. The Security Council Resolution (SCR 1770, adopted 10/08/07) has extended UNAMI's mandate for one year, revising it for the first time, and expanding the scope of activities for the UN including: assisting the Iraqi government in facilitating regional dialogue; planning, funding and implementing reintegration programmes for former members of illegal armed groups. This shift in favour of a greater UN role provides a window of opportunity for UNDP to position itself as a critical partner in support of national dialogue reconciliation initiatives, and in strengthening national capacities (local governorate partners in particular) for conflict-sensitive recovery planning, reintegration, strengthening human rights culture, and strengthening the security and judicial sectors.
 15. The appointment of a new DSRSG/RC/RR has prompted a review of coordination mechanisms, based on a sectoral approach. Such a mechanisms has the potential to offer greater clarity and scope for UNDP's role in the recovery and reconstruction scene in Iraq, in particular through its proposed lead role of the new governance and economic development sectors.

BCPR support to UNDP Iraq:

16. BCPR played a major role in establishing the "Iraq Rehabilitation and Reconstruction Programme" in 2004, and in receiving and administering an EC grant of USD 10 Million through its CPR TTF before the Multi-Donor Trust Fund for Iraq became operational. Currently, the bulk of BCPR's support to the Iraq CO is directed to the Mine Action programme focusing on developing the capacities of the National Mine Action Authority. For this purpose BCPR has channeled more than USD 5 Million over the past three years in support of the Iraq Mine Action Programme. Most recently, BCPR made an emergency allocation of USD 100,000 from TRAC

III to kick-start UNDP's response to the cholera outbreak in Northern Iraq through technical assessment to restore the damaged water works facility.

17. Prospects for a more comprehensive engagement have been discussed since January 2007, when the Iraq CO requested BCPR's support to define a local-level capacity building initiative to strengthen the national counterparts' role in the context of increased emergency and recovery needs and foreseen responses in Iraq. BCPR supported this initial request by fielding a brief mission in March 07. A joint RBAS – BCPR mission took place in July, strengthening BCPR's commitment to enhance its support to the Iraq Country Office.²
18. One of the key recommendations of this joint mission, was to strengthen the DSRSG/RC/RR office with quality policy and technical advisory support for recovery and reconstruction programming by the UNCT, through the deployment of dedicated international expertise. A senior UNDP staff in this position would strengthen the capacity of the UNCT as a whole to engage with national and other international actors to engage strategically and effectively on recovery and reconstruction activities, and would also help to position and augment the understanding of UNDP's own lead role on recovery within the UN system.
19. A BCPR Arab-States Team mission was deployed in November, to scope the potential areas and mode of up-scaled engagement between BCRP and the UNDP Iraq, providing the basis for elaborating the present document.³

II. STRATEGY

20. BCPR's involvement and support to the CO will follow a two-track approach: The first track will deliver upstream policy advice to the Country Programme formulation process; the second track will deliver technical advisory support and seed funding if necessary towards selected sectoral interventions. These two tracks are complementary and mutually reinforcing.
21. The aim of BCPR Preparatory Assistance for UNDP Iraq is to strengthen the Country Office strategy and programming capacity for an enhanced UNDP role in crisis prevention and recovery in partnership with the Iraqi government and people.
22. The PA aims to address four interrelated capacity needs for enhanced CPR programming for Iraq, identified during the past two BCPR mission to the CO:
 - a) Strategic advice for analysing crisis prevention and recovery needs, to feed into the Country Programme formulation and identification of CRP programming entry points
 - b) Quality policy and technical advisory support for enhanced recovery and reconstruction planning, programming and financing within the DSRSG/RC/RR office
 - c) Targeted technical and programmatic advisory support for CPR project formulation or enhancing CPR outcomes in existing projects

² Peter Batchelor, Chief, BCPR Technical Advisory Services Cluster, Conflict Team; Moin Karim, RBAS Regional Advisor.

³ George Khoury, Team Leader, BCPR Regional Team for Arab States.

d) Strengthened capacity for CPR programming within the CO

23. Knowledge sharing needs and capacities of UNDP Iraq staff will be identified with the CO in the course of the project implementation time-frame, and selected staff invited to participate in regional and/or global knowledge events (workshops, trainings, conferences) organized by BCPR.
24. The PA will provide the framework for BCPR's upcoming technical and programmatic support to the Iraq CO over a period of 12 months, to generate the following outputs.
25. Output 1: A comprehensive strategy for Crisis Prevention and Recovery as a component of the Iraq Country Programme, and programmatic entry points for CPR activities over the CP period.

In support of this output, BCPR will:

- Deliver advisory support through missions and remote back-stopping. This support will seek to enhance the CO capacity to analyze crisis risks, through knowledge sharing and facilitation of a Conflict Development Analysis exercise with UNDP Iraq staff and key partners, aiming to define the root causes of conflict and specific programming approaches and interventions to help address those and promote peacebuilding and national reconciliation. A key background document for this exercise will be the "Iraq Support Document for the preparation of a CP Strategy for Iraq", UNDP Iraq, May 2007.
26. Output 2: A number of initiatives developed and funded in support of strategic Crisis Prevention and Recovery priorities.

The scoping mission undertaken by BCPR/ARB in November 2007 identified several priority areas for enhanced CPR programming: Women's security in crisis and gender based violence; National dialogue and reconciliation; Unemployment and youth; Strengthening capacities for recovery; Civil society. It is also deemed important that the mine action and small arms portfolio continue to receive BCPR support.⁴ The preliminary identification of strategic programmatic entry points be reinforced and concluded through the crisis analysis and Country Programme formulation exercise.

It is important to note that the priority areas that have been identified for potential CPR programming do not necessarily correspond to distinct projects. Some of those issues are closely intertwined, and will best be addressed simultaneously through integrated projects. For instance, women's security in crisis may call for specific initiatives targeting women and girls, but can also be addressed through initiatives aiming to boost youth employment. Similarly, stronger civil society partners can be a result of UNDP's efforts towards other objectives, such as enhancing national dialogue & reconciliation and local capacities local recovery. UNDP is already working with a wide network of local actors in Iraq, and those, including civil society will then continue to be key partners in upcoming CPR activities. It is also understood that supporting capacities for recovery covers a wide range of issues in which UNDP has a clear comparative advantage, in particular addressing the reintegration needs of displaced populations and former-combatants, addressing the security needs of local population posed by land-mines, unexploded ordnances and small arms, and developing the planning and implementation

⁴ BCPR/ARB mission report, November 2007.

capacities of local partners, with particular attention to peace-building and reconciliation dimensions. Current efforts made by UN partners to conceptualize interventions in disarmament, demobilization and reintegration, and on supporting the return and reintegration of refugees and IDPs will be taken into account, to define UNDP's potential contribution in these efforts.

In support of this output, BCPR will:

- Draw from lessons learnt, tools, approaches in identified programming areas: e.g. working with civil society for dialogue and reconciliation initiatives; youth employment and conflict prevention
- Field technical advisory missions to support project formulation (assessment and design) with UNDP and its partners, and will provide quality backstopping and document reviews from a wider group of BCPR technical experts in HQ. As necessary, BCPR will support the identification and fielding of consultants, and provide seed funding for pilot or start-up initiatives.
- Deploy an international staff position (L4) to enhance the capacity of the CO for CPR programming. The post-holder will act as the CO's focal point for all activities under the PA, working with BCPR to formulate specific CPR initiatives, and mainstream CPR into other programme pillars.

27. Output 3: Enhanced and more effective UN programming of recovery and development assistance to Iraq through the provision of technical and policy advisory support.

In support of this output, BCPR will:

- Deploy an international staff position (ALD 5 equivalent) in Baghdad to enhance the capacity of the UNCT to coordinate and deliver cohesive and effective UN programming in the field of recovery and development assistance to Iraq. The post-holder will deliver policy and technical advisory support for financing, planning and programming for recovery and reconstruction to the RC and the UNCT. Such enhanced capacity within the RCO will effectively support the recovery and development dimensions of the UN system's work in Iraq, alongside humanitarian activities, and in so doing, assist UNDP's strategic positioning and activities within the overall response of the UN system.

III. PROJECT RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country/ Regional/ Global Programme Results and Resource Framework: TBD			
Outcome indicators: TBD			
Baseline: Proportion % of CO budget towards CPR programmes; No Country Programme; CO staff participation in BCPR knowledge events, and CPR practice development			
Applicable MYFF Service Line: Conflict Prevention and Recovery			
Partnership Strategy: UNDP execution and implementation			
Project title and ID (ATLAS Award ID): BCPR Preparatory Assistance for UNDP Iraq			
Intended Outputs	Indicative Activities	Responsible parties	Inputs
<u>Output 1:</u> A comprehensive strategy for Crisis Prevention and Recovery as a component of the Iraq Country Programme, and programmatic entry points for CPR activities over the CP period.	Deployment of technical expertise (BCPR, consultants) for CP formulation support and CPR strategy design 1-2 workshops for facilitation of crisis risk analysis exercise, and CPR strategy formulation	UNDP	BCPR technical advisory mission (3 senior level staff) 20 man/days Consultancy costs Workshop costs
<u>Output 2:</u> CPR initiatives developed and funded in support of strategic priorities defined above.	Deployment of technical expertise (BCPR, consultants) for project formulation Technical and programming backstopping for project development and implementation Workshops for project development Monitoring and evaluation of BCPR funded initiatives Participation of selected CO staff to BCPR hosted knowledge events	UNDP	BCPR technical advisory and programming missions Seed funding Technical and programming backstopping International staff (ALD4) CRP knowledge events (1 regional, 2 global)

	Deployment of 1 UNDP CPR Advisor position		
Output 3: Enhanced and more effective UN programming of recovery and development assistance to Iraq through the provision of technical and policy advisory support.	Deployment of 1 UNDP Senior Recovery advisor in Baghdad		International staff (ALD5) Office equipment

IV. ANNUAL WORK PLAN BUDGET SHEET

EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount US\$
A comprehensive strategy for Crisis Prevention and Recovery as a component of the Iraq Country Programme, and programmatic entry points for CPR activities over the CP period.	Deployment of technical expertise (BCPR) for CP formulation support and CPR strategy design	X	X			UNDP Iraq BCPR ARB BCPR TASC	BCPR	BCPR TASC missions (average 5,000 per 7-10 day mission from NY/Gva) x 6	30,000
	1-2 workshops for facilitation of crisis risk analysis exercise, and CPR strategy formulation	X	X			UNDP Iraq BCPR TASC	UNDP Iraq	Workshop 3 days Local consultancy GMS	Local costs (CO)
CPR initiatives developed and funded in support of strategic priorities	Deployment of technical expertise (BCPR and external consultants) for project formulation	X	X			UNDP Iraq BCPR ARB BCPR TASC	BCPR	BCPR TASC missions (average 5,000 per 7-10 day mission from NY/Gva) x 5	25,000
	Technical and programming backstopping for project development and implementation, and monitoring of BCPR funded initiatives including review at end of PA	X	X	X		UNDP Iraq BCPR ARB BCPR TASC	BCPR	Consultancies (SSA 500/day, Travel + DSA) 4x10 days BCPR POSC/ARB missions (average 5,000 per 7-10 mission NY/Gva) x 3	20,000 20,000
Enhanced and more effective UN	Participation of selected CO staff to BCPR hosted knowledge events		X			UNDP Iraq BCPR ARB	BCPR	Workshops 8 days Travel + DSA	Local costs (CO) 10,000
	Deployment of 1 UNDP CPR Advisor position	X				UNDP Iraq BCPR,ARB	UNDP Iraq	12 months ALD4 GMS	200,000
	Deployment of 1 UNDP Senior	X				UNDP Iraq (RCO)	BCPR	12 months ALD5	200,000

programming of recovery and development assistance to Iraq through the provision of technical and policy advisory support.	Recovery advisor within the RCO				BCPR ARB	Equipment (office supplies)	20,000
TOTAL							
							\$540,000

Preparatory Assistance UNDP Iraq - BCPR

V. MANAGEMENT ARRANGEMENT

UNDP Iraq will serve as the Executing and Implementing Agency for the project. It will have financial responsibility and be accountable to BCPR for the funds contributed.

UNDP Iraq will provide overall management, supervision and financial control in accordance with UNDP rules and regulations, and will report as needed on the progress of implementation.

UNDP Iraq will have the overall responsibility for the project through a designated staff member, Deputy Director Head of Recovery and Crisis Prevention, who will initially be responsible for project management and will carry out objective and independent project oversight and monitoring functions, under the overall supervision of the Resident Representative, and of the Country Director. The Deputy Director Head of Recovery and Crisis Prevention will accordingly manage and take managerial decisions on the day to day operations of the project, reporting, problem solving, financial management, and liaising with the BCPR Programme Specialist / Iraq focal point.

An Executive Project Board will be established with representation from BCPR as well as UNDP Iraq. BCPR will hold the supplier function while UNDP Iraq will hold the Executive function. In addition to this, the BCPR ARB Programme Specialist / Iraq focal point will be responsible for quality assurance and that project management milestones are managed and completed.

The selection (ToRs, screening, interviews) of international staff and consultants funded by the project will be carried out jointly by UNDP Iraq and BCPR. Technical / programming mission ToRs and workshop ToRs will be developed jointly by UNDP Iraq and BCPR.

VI. MONITORING AND EVALUATION

The project will be monitored and evaluated according to UNDP procedures in monitoring and evaluation. UNDP Iraq will produce a brief mid-term report on progress made against expected outputs (by 1st August 2008) and financial delivery, and a final report no less than 3 months after the end of the project period. A monitoring mission will be carried out by BCPR ARB Regional Team at the end of the Preparatory Assistance period and prior to the launch of subsequent initiatives.

VII. LEGAL CONTEXT

The project is approved and implemented within the framework of the authority given to the UNDP Administrator by the Executive Board to approve and execute projects in Iraq on a case-by-case basis.

VIII. ANNEXES

- 1) Terms of Reference: UNDP CPR Advisor
- 2) Terms of Reference: Senior Recovery Advisor to the RCO
- 3) BCPR ARB mission report, November 2007