



**UNITED NATIONS DEVELOPMENT GROUP (UNDG) IRAQ TRUST FUND (ITF) MPTF OFFICE
FINAL PROGRAMME NARRATIVE REPORT**

REPORTING PERIOD: FROM 28 APRIL 2010 TO 31 DECEMBER 2012

<p>Programme Title & Project Number</p> <ul style="list-style-type: none"> • Programme Title: Iraq Public Sector Modernization Programme (Phase I) • Programme Number: C9-29 • MPTF Office Project Reference Number: 0074976 	<p>Country, Locality(s), Priority Area(s) / Strategic Results¹</p> <p>Geographic Coverage: National Level Priority Area: Governance and State Building</p>												
<p>Participating Organization(s)</p> <p>UNDP (Lead Agency), WHO, UNICEF, UNESCO, UN-HABITAT, UNFPA, UNESCWA, UNWomen</p>	<p>Implementing Partners</p> <p>Public Sector Modernization (PSM) Higher Steering Committee; Iraq Council of Minister’s Secretariat, Prime Minister’s Advisory Commission, Ministry of Planning, Central Office of Statistics, Ministry of Health, Ministry of Education, Ministry of Higher Education and Scientific Research, Ministry of Municipalities and Public Works, Ministry of Science and Technology in Baghdad and KRG, and the Ministries of State for Women’s Affairs and Provincial Affairs.</p>												
<p>Programme/Project Cost (US\$)</p> <p>Total approved budget as per project document: MDTF Fund Contribution: \$19,951,063 for Phase I</p> <p>TOTAL: \$19,951,063</p>	<p>Programme Duration</p> <table border="0"> <tr> <td>Overall Duration(<i>months</i>)</td> <td>32 months</td> </tr> <tr> <td>Start Date²(<i>dd.mm.yyyy</i>)</td> <td>28 April 2010</td> </tr> <tr> <td>Original End Date³(<i>dd.mm.yyyy</i>)</td> <td>28 April 2011</td> </tr> <tr> <td>Actual End date⁴(<i>dd.mm.yyyy</i>)</td> <td>31 Dec 2012</td> </tr> <tr> <td>Have agency (ies) operationally closed the Programme in its (their) system?</td> <td>Yes</td> </tr> <tr> <td>Expected Financial Closure date⁵:</td> <td>31 Dec 2013</td> </tr> </table>	Overall Duration(<i>months</i>)	32 months	Start Date ² (<i>dd.mm.yyyy</i>)	28 April 2010	Original End Date ³ (<i>dd.mm.yyyy</i>)	28 April 2011	Actual End date ⁴ (<i>dd.mm.yyyy</i>)	31 Dec 2012	Have agency (ies) operationally closed the Programme in its (their) system?	Yes	Expected Financial Closure date ⁵ :	31 Dec 2013
Overall Duration(<i>months</i>)	32 months												
Start Date ² (<i>dd.mm.yyyy</i>)	28 April 2010												
Original End Date ³ (<i>dd.mm.yyyy</i>)	28 April 2011												
Actual End date ⁴ (<i>dd.mm.yyyy</i>)	31 Dec 2012												
Have agency (ies) operationally closed the Programme in its (their) system?	Yes												
Expected Financial Closure date ⁵ :	31 Dec 2013												

¹ Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

² The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

³ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁴ If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](#).

⁵ Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report](#).

Programme Assessment/Review/Mid-Term Eval.

Evaluation Completed

 Yes No Date: External Evaluation of Phase I performed and completed on Dec 2011

Evaluation Report - Attached

 Yes No Date: Dec 2011**Report Submitted By**

- Name: **Christophoros C. Politis**
- Title: Project Manager
- Participating Organization (Lead): UNDP
- Email address: christophoros.politis@undp.org

Iraq Public Sector Modernization (IPSM) Programme

Final Report

EXECUTIVE SUMMARY

Throughout Phase I of the joint Public Sector Modernization (PSM) programme, the UN family succeeded in facilitating the commitment to and incorporation of PSM/PAR in planning and implementation strategies at both Federal and Regional levels.

The most notable achievement recorded through the analytical and assessment exercises undertaken was to set a reform agenda for the improvement of service delivery efficiency at federal, regional and local levels. The adopted sectoral and statistics roadmaps, which were led by the concerned ministries/entities, are today considered as the gateway to reform and modernization for sector specific interventions and have allowed the identification of baseline data and reform indicators for the three targeted sectors (Health, Education and Water and Sanitation), but also for Statistics, eGovernance and participatory and inclusive governance. It is also of note that indicators and conclusions included in the functional reviews and participatory governance assessments performed by the UN implementing agencies (UNDP, UNESCO, UNESCWA, UNFPA, UN-HABITAT, UNICEF, UNWomen and WHO) are considered by national entities and counterparts as preludes for future evaluation exercises.

At political and strategy levels, the PSM Steering Committee, which comprises representatives from main public sector reform actors, engaged in, and amplified, advocacy initiatives in support of the PS/PA reform agenda, most notably through the active involvement of the Committee Chair and co-chair in Council of Ministers Meetings and the inclusion of dedicated PSM/PAR agenda items within COM meetings. Political support and governmental commitment to the PSM agenda have been highlighted at Council of Ministers regular meetings, during which the Government confirmed and reaffirmed PSM/PAR as a priority intervention area. Moreover, The Iraqi Public Sector Modernisation Programme has been included in the list of programmes mentioned in the recently launched National Education Strategy, which recognizes the need to improve the management of the sector. UNDP also supported the engagement of the Federal Council of Representatives (CoR) and Kurdistan Region Parliament in the PSM process and secured their prospective involvement in PSM as an oversight and legislative actor in the process.

Institutionally, the joint programme advocated for and supported the establishment of institutional structures and entities to lead PAR initiatives. A direct impact of this intervention was the readiness and acceptance of both Federal and Regional governments to establish a dedicated PAR directorate/entity that would be vested with the responsibilities of leading the administrative reform process in parallel and close coordination with the forthcoming Civil Service Commission (both at federal and regional levels). It is also noteworthy from the institutional perspective that several PAR initiatives and improvements, mainly within the Knowledge Management and eGovernance components were recorded (IDMS/KDMS; eGov Strategy, eGov Interoperability Framework). The eGovernance agenda led proactively by the eGov Steering Committee was able to finalize and adopt an eGov Strategy and other related strategy documents, mainly the interoperability and the enterprise architecture strategy. Another notable achievement was the development and launch of the Iraq ePortal but also a plethora of eServices at the local level.

On a final note, the joint IPSM programme contributed to the inclusion of the PSM/PAR agenda and interventions in national strategy documents, which concretized through the inclusion of PSM under the Governance chapter of the National Development Plan but also in the Kurdistan Region Development Plan. Similarly, the programme contributed to engaging the public debate around these thematic; Bait Al Hikma

and the National Centre for Management Development and Information Technology (NCMDIT) organized two national conferences titled “State Building” and “Public Sector Reform and Modernization, a Necessity for Development” respectively on 18-19 January 2012 and 12-13 December 2012;

I. Purpose

The Iraq-Public Sector Modernisation (I-PSM) programme is a multi-year United Nations Joint Programme, which was established to support the Government of Iraq’s efforts to modernize its public sector by adopting a public sector reform strategy, and ultimately improve service delivery to its citizens. In its phase II, the programme is expected to pursue modernization/reform implementation at the whole-of-government level, but also in three key sectors selected as pilots in light of their direct impact on achievement of the MDGs: Health, Education and Water and Sanitation.

The overall programme is structured into two phases. Phase I’s main objective was to set the stage for a medium and long term, government-owned reform and modernization process. In order to achieve that goal, the programme has conducted a variety of assessments and preparatory work during Phase I, as well as various sectoral functional reviews and assessments, together with diagnostic and analytical work, costed service delivery models and a roadmap for the modernization of the public sector.

Phase I has been geared toward contributing to the following programmatic outcome as stated and endorsed in the Programme Document: *Strengthened institutions, processes and regulatory frameworks of national and local governance.*

The programme outcome directly contributes to the achievement of the following strategic GoI and UN planning frameworks, as more extensively detailed below:

(i) National Development Plan (NDP):

Goal 2: Good Governance: NDP Chapter 12.1.

“Public sector reform requires building more capacity to create an environment conducive to successful management and responsiveness to crises. This can be achieved by empowering the private sector rather than leaving its potential untapped in the shadows of public sector dominance. It is worth noting that development of the civil service system is crucial if the country decides to improve its capabilities; implement a system of accountability and responsiveness to variables; and maintain its commitment to the Millennium Development Goals. As citizens expect the state to provide opportunities and services, reform must be a top priority. That is the key to ensuring change at the various management levels”.

Goal 3: Enhancing gender equity and strengthening women issues.

(ii) UN Assistance Strategy:

To strengthen the regulatory framework, institutions and processes of national and local governance.

(iii) UNCT Outcome:

Outcome 4: Strengthened regulatory frameworks, institutions and processes in place for accountable, transparent and participatory governance at national and local levels.

(iv) United Nations Development Assistance Framework For Iraq 2011-2014 (UNDAF)

- Improved governance, including the protection of human rights.
- Increased access to quality essential services.
- Investment in human capital and empowerment of women, youth and children.

(v) Country Programme Document (CDP) and Country Programme Action Plan (CPAP) 2011-2014

- Fostering inclusive participation,
- Strengthening accountable and responsive governing institutions;
- Promoting inclusive growth, gender equality, climate change mitigation and adaptation and MDGs achievement

II. Assessment of Programme Results

ii) Narrative reporting on results:

- **Outcomes:**

As previously mentioned the Joint programme aimed at providing support and input to the overall Outcome of “*Strengthened institutions, processes and regulatory frameworks of national and local governance*”.

Given the specificity and particularity of this programme, which had been segmented into two consecutive and complementary phases – Phase I comprising of the analytical, preparatory and assessment work, enabling the start-up of a short and medium reform and modernization plan under Phase II – it is noteworthy that Phase I outputs were primarily geared towards enhancing the advocacy on PSM and prioritizing PSM/PAR on the GoI’s agenda, in addition to executing functional reviews / assessment and producing reform roadmaps and plans of action. The ultimate objective of Phase I was to support the GoI and relevant actors to produce strategy documents for the reform, in order to embed them into the Phase II programme document. Indeed, one of the achievements of Phase I has been the nationally driven and owned development of the Phase II Programme Document, which reflects national realities and priorities.

The following indicators show the progress made during Phase I of the programme towards the Outcome “*Strengthened institutions, processes and regulatory frameworks of national and local governance*”:

- ✓ The PSM Steering Committee, comprising of senior decision makers from involved stakeholders, continued to receive technical support and enhancement of their planning and policy development skills, which allowed for the comprehensive review and validation of the IPSM Phase II Programme Document and related results frameworks and work plans;
- ✓ Senior officials from federal and regional ministries and Parliament, in addition to local level and private sector representatives participated in knowledge exchange visits and were exposed to four success models and best practices of PSM/PAR policy making. These visits led to the organisation of several national fora, during which related policies were discussed (e.g. Decentralization Conference led by the Ministry of State for Provincial Affairs), in addition to initiating legislative and procedural reforms (e.g. Fiscal and financial management systems and procedures);
- ✓ Sectoral functional reviews of the Health, Education and WatSan Sectors in addition to an array of relevant assessments pertaining to public-private partnerships, public participation and perception and inclusiveness have contributed to developing roadmaps and strategic directions and setting

- baseline indicators for the modernization process;
- ✓ Buy-in from national and regional stakeholders was secured to engage into and endorse the development of a PSM/PAR Strategy to lead the reform process in Iraq. Furthermore, the establishment of a PAR directorates at both federal and regional levels within the council of ministers secretariat (COMSEC) was also politically endorsed;
 - ✓ UNDP has supported the engagement of the Federal Council of Representatives (CoR) and Kurdistan Region Parliament in the PSM process and secured their prospective involvement in PSM as an oversight and legislative actor in the process;
 - ✓ Finally, and based on the above recorded achievements, the UN provided technical support and guidance to the GoI in the design and development of the IPSM Phase II Programme, which reflected the forthcoming reform and modernization activities to be conducted at federal and local level in an attempt to enhance efficiency and performance of the Iraqi public sector in service provision.

It is also important to note that this programme, in its Phase I, has directly contributed to the GoI strategic and planning process in identifying and setting national priorities for administrative reform. Indeed, the PSM Steering Committee has constituted the arena within which concerned stakeholders discussed and approved the entry points of the reform, which were reflected within the Phase II Programme Document.

Moreover, several strategic documents relevant to PSM/PAR were impacted by the programme, either through direct inputs/contributions in the design of the strategy document or through the fulfillment of outcomes/outputs. Here are two examples of PSM/PAR's impact:

- 1) UNDP provided technical support to the Ministry of Planning in the development of the National Development Plan (NDP) for the period 2013-2017. The approved NDP has included dedicated PSM/PAR sections under its Governance Chapter, thus reconfirming the prioritization of this agenda and paving the way for future interventions;
- 2) Moreover, the IPSM Programme supported the attainment of the (i) National Development Strategy (2010-2014) (ii) the International Compact with Iraq (ICI) (iii) the United Nations Assistance Strategy for Iraq and (iv) Sector Outcome Team (SOT) interventions.

Given the preparatory and analytical nature of the joint programme, the direct beneficiaries of the programme have been primarily the National PSM Steering Committee members, but also line ministries and counterparts who were involved in the review process.

As mentioned more explicitly under the Outputs section below, the PSM Steering Committee members have undergone behavioral change since this joint UN initiative started in 2010; indeed, members are today fully abreast of international best practices and better ready and engaged in the preparation of a national PSM Strategy that would guide the reform agenda in Iraq. Concomitantly, line ministries and entities which had undergone the sectoral functional reviews (including the Statistics sector) but also those who had implemented alongside the UN agencies and international experts the field assessments and studies, have benefited enormously from knowledge transfer initiatives and have today the capacity to lead the reform in their respective sectors/fields. Moreover, they were directly exposed – and for many partnered in performing the activities – in the field assessments and surveys that were undergone by the programme. Through this extensive review work performed jointly by international experts and national counterparts, the latter have acquired and institutionalized the methodology allowing them to perform future appraisals and assessments, but also became more aware of the limitations faced by the Iraqi administrations today and of ways to address these shortcomings.

In short, and in addition to achieving its primary objective, the UN programme recorded in a prominent manner transfer of knowledge and assessment and functional review methodology to national partners and

counterparts. It also initiated the GoI and KRG to establishing performance indicators for the reform process and measurement methods.

- **Outputs:**

Phase I of the programme has undergone a combined formative and summative evaluation process, which depicted that all outputs agreed upon with Government counterparts for Phase I have been satisfactorily achieved. It is worth noting that some deviation in the overall scope of the programme was witnessed, particularly in the whole-of-government component, which refrained from engaging in the development of the National PSM Strategy, due to political limitations. The PSM Steering Committee, the national body mandated to lead and implement this particular output, had opted for deferring it to Phase II.

A summary of the Programme's progress and key activities and achievements recorded under each of its four outputs is provided below:

Output 1: GoI is better able undertake Public Sector Modernization at national, regional and governorate levels; 100% achieved

UNDP

- National I-PSM Steering Committee established in the Government in the prospect of providing leadership and guidance to the PSM/PAR process, but also and most importantly to establish a National PSM Strategy;
- Provided substantive inputs – PAR papers/Studies, Study Mission outcomes, etc. – for developing the National I-PSM Strategy drafted and shared with GoI;
- Assessment Reports on NSS, GRB and e-Governance developed with specific conclusions contributing to the development and fine-tuning of a whole-of-government reform initiative;
- Strong willingness and support from GoI to the e-Governance initiative, recorded through the strong leadership of the Minister of Science and Technology and the unanimous endorsement of strategy document and the start-up of the implementation of selected eServices in Iraq;
- Assessment of KRG Public Sector conducted and findings endorsed by KRG;
- The Phase I of the IPSM programme was also heavily invested in coordinating and working closely with governmental counterparts on planning for Phase II, this was directly informed by the findings and outcomes of the studies, assessment outcomes and reviews, that were completed;
- During the fourth quarter of 2012, three international and national consultants supported UNDP in the finalization of the inception report for the IPSM Phase II programme both at federal and regional levels. The work plan and implementation strategy of 2013 were also finalized as part of this inception period..
- UNDP also provided inputs and contributions to the development and finalization of the Governance Chapter of the National Development Plan (NDP) that was led by the Ministry of Planning (MoP). The NDP has reflected PSM/PAR as a primary objective of the Plan under its Governance pillar, but also allowed the identification of PAR indicators to serve as Governance performance indicators.

UNDP/ IAU

- Advised on the development and implementation of an appropriate Knowledge Management (KM) Strategic Plan for Organizational KM for piloting at the Central and regional Level under Phase II.
- Recommended an appropriate institutional arrangement for implementing Knowledge Management in Iraq.

UNDP/ UNESCWA

- In partnership with the National Center for Management Development and Information Technology (NCMDIT), part of the MoP, ESCWA supported the field assessments on Participation and Perception, in addition to the Public-Private Partnerships Assessment and produced relevant strategy papers/reports. The main outcomes of these assessments have been to pinpoint the need to strengthen PPP policies and arrangements in support of PSM, but also to enhance public participation in policy/decision making but also monitoring endeavors. Participation in public sphere has been identified as been extremely poor in Iraq at all levels of government (Federal, Regional and Local);
- Supported the NCMDIT in organizing a National Conference to launch the results of the Participation, Perception and Partnerships assessments. The conference, which was held in Baghdad in December 2011, allowed the presentation of the outcomes of the two assessments and reaffirmed the need to work on PPP and Public Participation within the PSM agenda;
- Organized Knowledge sharing study missions on PSM/PAR related themes, namely on the Senior Executive Service (SES), Local Governance and Participation, PPP and on Fiscal and Financial Federalism;
- Through its national counterpart, the National Center for Management Development and Information Technology (NCMDIT), ESCWA advocated for the inclusion of the public participation and perception assessment outcomes into the development of the National Development Plan (NDP) for Iraq. This advocacy initiative yielded positive results since the NDP included a dedicated section under its governance chapter.

Achievements recorded under Output 1 had a direct impact on the achievement of the overall outcome of the programme, particularly given their strategic/policy oriented contribution. Indeed, the strengthening of advisory committees and the establishment of dedicated strategies and policies for reform were able to strengthen the institutional frameworks of governance in Iraq. Moreover, the contribution to enhancing governmental understanding and knowledge of PSM/PAR thematics, but also inclusion of the latter in national strategic documents, will directly contribute to the improvement of the legal and procedural frameworks.

Output 2: GOI has capacities for improved public administration systems; 100% achieved

UNDP

- Four e-Governance strategies approved;

- eGovernance study mission to India on “eGov Community Service Centers” conducted and benefited more than 25 participants from relevant public sector entities. The highlight of this mission was the participation of the head of the eGovernance Steering Committee, the Minister of Science and Technology. The mission also contributed to designing several eServices at the local level, but also and most importantly to establishing community service centers within Iraqi provinces similarly to those established by the Indian model;
- eGovernance website (portal) launched – www.egov.gov.iq;
- UNDP supported the e-Governance Steering Committee and the Ministry of Science and Technology (MoST) to conduct the second Conference on e-Gov, which was held in December 2012 in Baghdad and recorded great success in performing an appraisal of recorded successes and achievements under this pillar, in addition to endorsing specific recommendations for 2013. The Conference titled “e-Governance: Towards Digital Inclusion in Iraq” brought together senior officials from central and local government, local and international experts and members of the international community with the aim of promoting policies supporting further digital inclusion of all Iraqis and a future road map for implementing e-governance at the central and local levels;
- Further to completing the Kurdistan Development Management System (KDMS), UNDP supported a study mission and training of IT technicians and specialists on the usage of the tool in November 2012.

UNDP/UNESCWA

- Through a partnership with the European School of Government (EUSG), ESCWA implemented two technical assistance workshops for 21 officials from the National Centre for Management Development and Information Technology (NCMDIT) and the Kurdistan Public Administration Institute (KIPA) on Strategic Planning. The workshops took place on November 2012 in Istanbul, Turkey and on December 2012 in Erbil, Iraq. These workshops allowed the development and fine-tuning of the Centers’ strategic plans and outreach strategies, but also contributed to the enhancement of the coordination and cooperation between NCMDIT and KIPA at the substantive and technical levels.

UNDP/UNFPA

- The Civil Registration Functional Review was completed in close coordination with the Ministry of Interior (MoI), Ministry of Health (MoH), and the High Judicial Commission (HJC) in both Baghdad and Erbil. The review indicated that the process of reforming the civil registration is too long; while there are procedures and protocols of recording and relatively reasonable coverage; the registration system lacks coordination across actors and lacks computerization and difficulties to retrieve information and use data for administrative and statistical purposes. The review suggested a two year plan for reform with costing of the reform process. In addition to additional detailed technical assistance missions to review the subsystems and exchange of data across relevant bodies/ministries.

- Three field consultancy missions were conducted during July 2011 to:
 - Assess and propose modifications and developmental steps to the current legal framework of dataflow; this mission was followed by a national task for meeting where a new statistics law was suggested and submitted to the council of ministers.
 - Study classifications and coding system used in CSO/KRSO as well as in the pilot ministries in both Baghdad and KRG;
- A technical workshop was organized by UNFPA in October 2011 to discuss, review and develop the statistical legal framework (National Statistical Law) with the presence of regional and international experts from Palestine, Germany, Norway and Iceland; Heads of CSO and KRSO as well as senior legal advisor from the government and senior staff from CSO/KRSO presented the current law and discussed the gaps and a way to reform the legal framework.
- A Functional Review workshop was organized in November 2011 to endorse and finalize the National Statistics System (NSS) Functional Review Assessment;
- The Functional Review Assessments for NSS were completed and a report was produced. This report included the road map, costing and the service delivery model. The report is the basis of phase II where the plan of action for phase II is based on the recommendations mention in the functional review.

UNDP/ UNWOMEN

- Reviewed the sector agencies' work from the gender perspective (WHO, UNESCO, UNICEF and UNHABITAT). Specific recommendations to “engender” the sectoral roadmaps were made and incorporated; moreover, gender sensitive approaches and methodologies were promoted for the sector specific interventions;
- Finalized desk reviews on the National Budget in Iraq and the roles of different actors in the budgetary process, in particular MoF and MoP. Furthermore, an initial study of the cycle of the budget in the sector ministries was conducted in preparation of Gender Responsive Budgeting (GRB) interventions under Phase II;
- Enhanced the capacities of 84 participants from various ministries, parliament, civil society organizations from central Iraq and KRG in GRB through four training workshops in Baghdad and KRG. The participants determined the main challenges in engendering budgets, which focused primarily on the lack of awareness of the concept of Gender responsive budgeting as well as the need to adapt statistical information. Dedicated GRB interventions were also identified for Phase II, with the aim of instigating GRB principles in the next budget preparation cycle;
- Two MPs from the Financial Committee of the Parliament, one Deputy Minister from MoH and one local organization gained knowledge from global best practice on the GRB through attending the International Conference on GRB in Morocco;
- The Civil Service Commission Law has been reviewed by gender experts and recommendations for enhancement from a gender Perspective were raised to the Council of Representatives;

- Gender analysis of the road map for the Iraqi Education System and Health system has been developed by UNWomen experts, including quality of education, curriculum development and the school based management system. Specific recommendations on engendering the education and health sectors were shared with UNESCO/UNICEF and WHO but also with the concerned ministries;

Output 2 has been primarily geared towards establishing baseline data for the enhancement of the systems within state machinery, but also contributed to the development of dedicated tools and systems and the enactment of specific strategy documents that would lead the reform process. This directly contributed to the enhancement of processes and state machinery, ultimately improving the efficiency of service delivery and transparency across Iraq.

Output 3: GoI has reform and modernization plans in place for targeted sectors; 100% achieved

Education: UNESCO/UNICEF

- Education Ministerial Advisory Committee (EMAC) in place and functioning, and consultative meetings were held;
- Inception Report, Service Delivery Review and Costing, funding and spending Review were all completed. The methodologies pursued by UNICEF and UNESCO in the conduct of the assessments were different, but complementary. UNICEF's dominant approach was based on an innovative public sector management paradigm, with reviews engaging key MoE personnel in Baghdad for a period of five to eight months. UNESCO relied on an extensive survey - conducted in 11 governorates over a period of 2 months – and the feedback provided by national experts nominated by the MoE and MoHESR during a series of monthly meetings in Iraq as a basis for assessment reports. Technical teams of Iraqi national experts were formed supported by a smaller team of international experts. These experts analysed the data and completed the assessments including recommendations to improve the effectiveness and efficiency of the Ministries and outline necessary future interventions. A functional review report has been developed.
- Outcome of the Functional Review have been shared with the Ministries of Education and Higher Education and Scientific Research. The findings were informed by the previous assessments conducted by both agencies and by the work done with the GoI in carrying out the situational analysis of the draft National Education Strategy. Review and advisory meetings were organized during the assessment process including representatives from the Federal and Kurdistan Region education ministries, with high-level GoI involvement, and in the context of inter-ministerial and ministry-specific Advisory Committees.
- During a workshop conducted in Erbil from October 29 to November 2 2011, representatives from the MoE and MoHESR in Baghdad and Erbil worked on the development of a road map for education reform. Based on the main findings of the functional review, service delivery assessment and costing of the Iraqi Education Sector that UNESCO and UNICEF had supported, the Iraqi participants discussed how to improve the service delivery model and address weakness in the institutional structure of the ministries. Experts from the UN Agencies assisted in the process to draft recommended outputs and activities within a road map for reform for increased efficiency and effectiveness of educational services in Iraq.

- UNESCO and UNICEF drafted together the proposed interventions in the field of education under IPSM phase II through a series of meetings and discussions based on the assessment results, the road map and feedback from Iraqi partners. The contribution of IPSM to the National Education Strategy was clarified during the Technical meeting organized in Amman from 27 February to 2 March 2012. The draft suggested interventions extracted from the road map were presented to members of the education coordination committee including representatives from the Ministries of Education and Higher Education chaired by Dr Hamid Ahmad, Director of the Prime Minister's Office. The ensuing discussion informed the development of the education related components of IPSM phase II project document;
- Work on the inception report completed based on diagnostic studies and road map of phase I. Coordination meetings have been organized with USAID during the inception phase to prevent overlapping in public sector reform within MoE and MoHESR. Specific recommendations for the MoE and MoHESR in Erbil have resulted from a workshop held in Erbil in December 2012. Further consultations in January 2013 in Baghdad led to the final version to be delivered in January 2013.

Health: WHO

- An extensive Health System Performance Assessment (HSPA), as part of the diagnostic component of the I-PSM, was completed by the National Study Team in seven Governorates of Iraq including KRG;
- MoH was supported in carrying out the National Health Accounts for analysis of the different sources of financing health including government budget as well as private sources;
- Public Financial Management in the Ministry of health was assessed;
- The Roadmap which included costing of the initiatives for the reform of the health sector in Iraq was developed and endorsed by key MoH staff, civil society's representatives, academia and international agencies;
- The Roadmap, as well as the Functional Review & Health Sector Assessment, were translated into Arabic and distributed for wider dissemination by the MoH;
- Based on the Roadmap, a three year work plan and a Results Based Framework was developed by the Health Ministerial Advisory Committee (MAC);
- An options analysis was completed to propose alternate means of Health Financing based on social health protection. WHO recruited an international consultant to review, study and propose recommendations for alternate health financing. The consultant visited the MoH and MoP in Baghdad and in KRG and had meetings with senior staff;
- A visit was organized for an international expert in Family Practice to the Kurdistan Region in Iraq to review and propose recommendations on the family practice model in Iraq;
- A first draft of the National Health Policy was developed under the guidance of the Working Group formed in the Ministry of Health, Baghdad;
- A national workshop was organized on the health country accountability framework for Iraq. The workshop was attended by 17 participants including

senior staff of the MoH in Baghdad and KRG, member of KRG parliament, and members of the professional syndicates. A delegate from USAID PHC project also participated in the workshop.

Health: UNICEF

- A workshop was held for institutionalizing C4D (Communication for Development.) in the GoI structure on October 16-18, 2012. Five counterpart ministries from the federal government and five counterpart ministries from the Kurdistan regional government, in addition to the Mayoralty of Baghdad, and local NGOs and media outlets (32 participants; 17 females and 15 males) attended this workshop;
- Recommendations were submitted by the participants in the above mentioned workshop to activate the departments inside their ministries, which are related to C4D work, and identify the skills and knowledge of the staff working in these departments;
- A workshop was held on Dec 11-13, 2012 as a continuation of the first C4D workshop for the government counterparts. Six counterpart ministries from the federal government and five counterpart ministries from the Kurdistan regional government, in addition to the Mayoralty of Baghdad, local NGOs and media outlets (43 participants; 21 females and 22 males) attended this workshop;
- The objective of the second workshop, mentioned above, was for the participants to discuss and endorse the work plans of C4D-related surveys and booklets (KAP & For Better Life booklet) and identify the ministries' priority children issues. The work plans were endorsed and a list of issues was identified.

Water and Sanitation: UNICEF/UN-HABITAT

- A WATSAN Ministerial Advisory Committee (MAC) was established by the Prime Minister under chairmanship of the Deputy Prime Minister for services. The MAC held 10 meetings over the course of the duration of the project and assumed advisory role and the responsibility to lead sectoral reforms;
- A Functional Review report was completed under the guidance and with the support of the WATSAN MAC and covered policy, finance and service delivery thematics. The reports identified gaps in services and proposed changes to fill these gaps. The PMAC approved and endorsed these reports.;
- The WATSAN Road Map represented the conclusion of Phase One of the I-PSM program. Moving to Phase Two of this program the highest levels of the Iraqi National Government committed their ownership of this program. These levels of government are now fully briefed, engaged on the progress of this important program. The Road Map is designed to implement a Corporatization Model for WATSAN services. The vision for the Corporatization Model ensures that all assets and resources are owned by the government but the management of the delivery of WATSAN services may be performed by the private sector. The Road Map is divided into eight core strategies: Institutional, Regulatory, Asset Management, Operational Effectiveness, Public Participation, Legal, Financial, and Capacity Building. Each Core Strategy includes several actions;

- The MAC formally adopted the Road Map and delivered their approval version to three entities: the I-PSM steering committee; the Ministers of the most relevant Ministries, and to the Council of Ministers. The MAC promoted their accomplishments and requested that the implementation steps be followed;
- The Road Map has been promoted to the appropriate Ministries, including MMPW, Environment, Health, Water Resources, Finance, Planning and other stakeholders;
- The Council of Ministers is fully briefed by the accomplishments made by the MAC. During implementation, the council of ministers was involved at many different crossroads. They had been informed about Phase One before being asked to approve elements of Phase II;
- The Council of Ministers adopted the establishment of the National Water Council;
- A Scoping Study on Integrated Solid Waste Management has been performed. The Scoping Study is the outcome of the collaborative process of the Ministry of Municipalities and Public Works (MMPW), Mayoralty of Baghdad (MoB), Ministry of Municipalities and Tourism (MMT/KRG) and the Ministry of Environment (MoEnv), plus the Ministerial Advisory Committee;
- Service Delivery Model Assessment Completed: As part of the process to develop and implement a programme of support on local government and decentralization with GoI, a workshop on “Urban Planning Governance” during the period 18-20 December 2012 was held in Erbil. The conference noted the growing phenomena of expanding informal settlements in urban areas. Final draft for the terms of references on the change management working group completed and approved by the Deputy Minister of Municipalities and Public Works (MMPW) and submitted to the head of the Consultancy Mission at PMAC and the WATSAN focal expert (Dr. Hamid Al-Anbari).

Output 3 of the joint programme focused on the development of the sectoral functional reviews for the three pilot sectors, i.e. Health, Education and Water and Sanitation. The programme contributed to setting comprehensive and extensive plans of action through the dedicated sectoral roadmaps developed, thus setting the benchmark and targets for improving the regulatory and procedural structures of service delivery within these three sectors.

Output 4: Decentralized Service Delivery Improved in Target Sectors with Local Governance and Participation Enhanced; 80% Achieved

UNDP/UNESCWA

- A Study Mission on Participation and Local Governance was implemented on 18-21 October 2011 in the regions of Piedmonte and Trento in the North-East of Italy. 12 senior representatives of federal, regional and local governments participated in the four-day mission, including the Minister of State for Provincial Affairs. The mission succeeded in exposing senior decision makers to best practices on local governance and participatory mechanisms and pinpoint entry points for the enhancement of legislation (Law 21 in particular when it comes to financial and fiscal devolution of competencies), but also on participatory governance

mechanisms to be applied at the local level thus ensuring an inclusive approach towards decision making processes;

- The last quarter of 2012 witnessed the implementation of a Study Mission on Fiscal and Financial Decentralization and Federalism to Ottawa/Edmonton, Canada. 17 participants, representing various PSM counterparts, were involved. The Mission's recorded outcomes were the identification of practical financial and fiscal management that would apply to the Iraq system, with particular emphasis on the functioning of the provincial level vis-à-vis the federal one;
- ESCWA in partnership with the NCMDIT developed a draft report on the perception of citizens of local governmental entities and identified recommendations addressed to concerned stakeholders in the public sphere and civil society to enhance participation in decision making and monitoring processes.

UNESCO

- Training programmes were conducted for senior officials of the MoHESR to support execution of programmes/interventions based on the proposed Service Delivery model, and Change Management Process,
- Service Delivery Benchmarks and Frameworks have been Rolled Out;
- A Model has been employed for budget formulation process;
- Change Management groups have been established and trained.

UN-HABITAT

- Linkages to substantive outputs under Local Government Association and Urban Development Capacity Building (C10-10) and Support to Decentralization and Local Governance for Service Delivery projects, UN-Habitat held the "Informal Settlements and Urban Governance Conference" in Erbil in December 2012. The conference discussed the urban governance issues associated with the growing phenomena of expanding informal settlements in urban areas. 109 participants from 16 governorates in Iraq attended the 3 day meeting sharing national and international planning and urban governance approaches to managing informal settlements. 26% of the participants were women.

The "Local Governance and Decentralization" output of the joint programme has been appraised as partially achieved in light of the fact that the engagement of the local level entities was not satisfactory recorded. Moreover, most of the sectoral activities that were geared towards enhancing decentralized service delivery have been carried over to Phase II. However, the output achievements were able to induce positive change in the approach to local governance and decentralization that had been adopted by decision makers at both levels. Indeed, the sensitization study missions and the capacity building sessions coupled with the analytical productions under this output succeeded in pinpointing the entry points that will secure proper participation and inclusiveness, but also would enhance the governance of service delivery at the local level.

- **Qualitative assessment:**

Phase I of the joint programme was characterized by the intensive efforts deployed by UNDP and sister UN agencies in performing the functional reviews and related field assessments, which subsequently resulted in the establishment of baseline data and performance indicators that are expected to guide the implementation of the reform process. Several strategic documents – sectoral roadmaps, eGov strategic plans, Participatory Governance reports – were developed and incorporated in national priorities and plans. Moreover, it is important to reiterate the heavy investment in knowledge sharing and lessons learned dissemination through various methodologies – substantive productions, study missions, training workshops, etc. – as an advocacy tool within GoI and KRG, which were a direct contributor to the promotion of the reform agenda and its prioritization at both federal and regional levels and in securing the political buy-in that is a pre-condition to the success of the modernization plans. This programme also included the inception phase of Phase II, during which intensive coordination and a series of high level consultation meetings were conducted with key officials in federal government and KRG with the aim of reconfirming the proposed interventions and updating the work plan proposed in the programme document. The consultative process was also used as an advocacy tool for the programme as a whole, during which PSM and public administrative reform processes were promoted and political support and momentum was secured for engaging into Phase II. In addition to the programmatic achievements, which resulted in validating and identifying entry points and specific interventions for UNDP during Phase II, the consultative process allowed enhanced coordination with and support from national and regional counterparts. Worth noting is the inclusion of the Federal Council of Representatives and the Regional Kurdistan Parliament in the process and pinpointing their prospected support and oversight role within the IPSM programme.

The below qualitative achievements are worthy of highlight:

- The knowledge and in-house expertise of Steering Committee members on PSM/PAR was enhanced through studies, technical advisory services and exposure visits, thus facilitating and contributing to the design of a nationally rooted IPSM Phase II programme document but also enhancing advocacy endeavors at both national and regional levels;
- The programme succeeded in securing the buy-in from national and regional stakeholders to engage in and endorse the development of a PSM/PAR Strategy to lead the reform process in Iraq;
- In relation to the above, consensus was reached on the establishment of PAR directorates at both federal and regional levels to lead the institutional reform agenda;
- The prospective involvement of the Federal Council of Representatives (CoR) and Kurdistan Region Parliament in the PSM process was secured;
- The UN implementing consortium was also engaged in the National Development Plan development process. IPSM insights and prospected interventions were highlighted and included in the governance chapter;
- The methodology of work adopted had a positive impact by raising awareness amongst line ministries about public sector reform priorities. National experts were trained throughout the assessment and analysis process in key areas of public administration reform; they will thus constitute a valuable pool of expertise and advocacy for phase II of the programme, when the actual public sector reform recommendations stemming from Phase I are to be implemented.

In support of the programme, the UN implementing consortium fostered a series of partnerships with all concerned national entities involved in Public Modernization and Public Administration Reform endeavors. As lead agency of Phase I, UNDP assumed the coordination role under the supervision of the oversight body of this programme, the National IPSM Steering Committee, which comprised representatives of all concerned stakeholders, including representation from the Kurdistan Regional Government (KRG). The

Steering Committee has received policy advice and knowledge strengthening throughout the programme, which allowed it to provide the strategic guidance and support the advocacy process for PSM. In parallel, all UN agencies worked in close cooperation and partnership with their national counterparts in the validation of the functional reviews and subsequently the development of the sectoral roadmaps. The main counterparts are the concerned line ministries (MoH, MoE, MoHESR, MMPW), but ministerial representation expanded to also cover the other concerned ministries, namely the MoP, MoST, MoSWA, MoSPA. Regional and local level counterparts were also included in the process, in addition to think tanks and academia. It is important also to emphasize on the role played by local communities, civil society organizations and the private sector in the implementation of the field assessments on PPP and public participation mechanisms.

It is also to highlight that many UN agencies partnered with prominent National Entities for the execution of specific assessment activities/endeavors across Iraq, emphasizing once again the complementarity of work between the UN and its national counterparts but also facilitating the transfer of modern techniques and methods with the aim of building national capacity for future monitoring and evaluation activities. Worth mentioning is the long-standing partnership between UNDP/UNESCWA and the National Center for Management Development and Information Technology (NCMDIT); the latter partnered with UNESCWA and performed the assessments related to PPP and Participatory governance mechanisms under output 4 of the joint programme.

On a final note, the sustainability of IPSM Phase II is promising given the ownership demonstrated in Phase I by the government in its PSM Steering Committee and is furthermore evidenced by the engagement of the sectoral coordination committees established, in particular the Education Coordination Committee. The active involvement of Iraqi education experts and government officials from the outset in Phase I programmed activities has been essential to develop their capacities to become agents of change for public sector reform in education during the implementation phase of the programme.

Other highlights and cross-cutting issues pertinent to the results of the Programme:

The IPSM programme contributed to promoting Gender sensitive approaches within PSM/PAR initiatives but also provided expert advice on mainstreaming gender in strategic documents. It is worth noting the below as direct interventions and recorded achievements:

- With the support of UNWomen, the programme tackled in a direct manner the engendering of the civil service law, which is expected to have direct bearings on the selection, recruitment, promotion and special benefits of female civil servants, thus making the public sector more equitable in treatment. Specific recommendations for the improvement of the bill were submitted to the concerned entities/parties and endorsed;
- The programme also comprised a prominent dimension on Gender Responsive Budgeting (GRB), which enhanced national knowledge and practices at both federal and regional levels. In addition to the series of training delivered to GoI/KRG officials, UNWomen targeted 55 national MPs and 25 MPs from the Kurdish regional parliament with the aim of sensitizing them on GRB tools and securing a more gender sensitive budget analysis process within Parliament.

Coordination Mechanisms:

Under the IPSM Phase I joint programme, UNDP assumed the role of Lead Agency among the UN implementing consortium. The mandate of lead agency implied that UNDP had to undertake representational responsibilities/role vis-à-vis governmental counterparts - in particular with the National PSM Steering Committee - as well as with external donors and implementing partners (USAID and WB); it also comprised an internal coordination endeavors for reporting on achievements and monitoring and

evaluation. With the support of sister agencies, UNDP succeeded in fulfilling all the requirements and delivering as one under this programme, and this despite the usual limitation multi-agency programming face.

However, and given the high profile of this particular programme under its Phase II, it was decided that a new management structure will be put in place. Indeed, a Joint Programme Management Unit headed by a Programme Director, will be established to secure coordination of efforts and complementarity and cohesiveness of programmatic interventions.

ii) Indicator Based Performance Assessment:

		<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification	Comments (if any)
Outcome: Strengthened institutions, processes and regulatory frameworks of national and local governance					
Output 1: GoI is better able undertake Public Sector Modernization at national, regional and governorate levels					
Indicator:	1.1.1. Support GoI in establishing a National PSM Task Force	Yes	-	ToR for National PSMSC and minutes of meetings	.
Baseline:	No				
Planned Target:	National PSM Steering Committee is in place				
Indicator:	1.1.3. Women form at least 30% of the membership of Task Force and working groups	10 percent	Despite recurrent efforts of UN partners to include additional women on the PSMSC and other working groups, nominations have remained predominantly male oriented, and this due to the socio-cultural reality of Iraq, which does not allow Women to assume high ranking positions within the state.	ToR for NPSMSC	Persuasion for inclusion of more women members is continued.
Baseline:	Zero				
Planned Target:	30 percent of members are women				
Indicator:	1.1.4. Women issues represent at least 30% of the agenda of the Technical Assistance to the PSM Task Force	NA	Women and Gender issues were mainstreamed during discussions; yet given that the main discussion items were the development of strategy and programme document of phase II, it was difficult to pinpoint/quantify specific women issues	- Minutes of Meetings; - Agenda items; - Activity reporting.	-
Baseline:	Zero				
Planned Target:	30 percent of agenda are women issues				

		<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification	Comments (if any)
Indicator:	1.1.5 Parliamentary sub-committee on PSM in place	No	Hasn't been established yet despite discussion with both Federal and Regional Parliaments		To be established once the GoI's PSM strategy in place.
Baseline:	No				
Planned Target:	Yes				
Indicator:	1.1.7 National I-PSM Strategy in Place	No	Delayed to Phase II by decision of PSMSC	- PSM SC Minutes of Meeting	Draft inputs for the PSM Strategy shared with GoI
Baseline:	No				
Planned Target:	Yes				
Output 2: GOI has capacities for improved public administration systems					
Indicator:	2.1.1 National e-Governance Strategy reviewed in line with improved public administration systems	eGov strategy completed and launched		eGov strategy + Minutes of the eGov Steering Committee	
Baseline:	Existing eGov draft				
Planned Target:	eGov strategy update				
Indicator:	2.1.2 Special requirements for senior executive service merit-based recruitment, performance systems formulated	Draft SES Policy shared with GoI	Policy decision awaited	-	
Baseline:	No				
Planned Target:	Yes				
Indicator:	2.1.3 National budget is gender responsive	No	Activities focused on awareness raising and did not tackle engendering the budgets		GRB training and awareness raising has been initiated at federal, regional and local levels.
Baseline:	NA				
Planned Target:	Yes				
Output 3: GOI has reform and modernization plans in place for targeted sectors					
Indicator:	3.1.1 GoI Health Sector has reform and modernization plans in place.	Yes		Roadmap approved by Health Ministerial	Will be part of GoI's PSM strategy

		<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification	Comments (if any)
Baseline:	0	health sector road map formulated		Advisory Committee (MAC)	
Planned Target:	Road map for health sector reform and modernization plans formulated.				
Indicator:	3.1. 2 GoI Education, TVET and Higher Education Sectors have reform and modernization plans in place	Yes education and higher education		Roadmap approved by Education Ministerial Advisory Committee (MAC)	Will be part of GoI's PSM strategy
Baseline:	None	road map formulated			
Planned Target:	Road map for education and higher education sector reform and modernization plans formulated				
Indicator:	3.1.3 GoI Domestic Water Supply and Sanitation Services Sector has reform and modernization plans in place	Yes domestic water and sanitation road map formulated		Roadmap approved by WatSan Ministerial Advisory Committee (MAC)	Will be part of GoI's PSM strategy
Baseline:	None				
Planned Target:	Roadmap for domestic water supply and sanitation sector reform and modernization plans formulated				
Output 4: Decentralized Service Delivery Improved in Target Sectors with Local Governance and Participation Enhanced					
Indicator:	4.1.1 GoI is provided with a review of aggregate, cross-cutting structural issues to enable fiscal and administrative decentralized service	Partially	Cross-cutting structural issues identified during Study Mission; However formalization of the process is still required.	Synthesis of Function reviews Report	
Baseline:	None				
Planned Target:	Aggregate, cross- cutting structural issues are identified and reviewed to enable fiscal and administrative decentralized service delivery				

		<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification	Comments (if any)
Indicator:	4.1.2 GoI is provided with options for citizen participation and public-private partnerships for enhanced service delivery	Yes		Participation and Perception Assessment Reports, with specific recommendations	Will be part of GoI's PSM strategy
Baseline:	None				
Planned Target:	Number of functional reviews that include options for public- private partnerships for service delivery				
Indicator:	4.1.13 Local Government has strengthened organizational structures and mechanisms to undertake decentralized service delivery	Assessments made, work plan	-	Assessment Reports	
Baseline:	None	prepared and the implementation will take place in Phase II			
Planned Target:	Number of governorates undergone organisational review for decentralized service delivery				
Indicator:	4.1.4 Select governorates have mechanisms for improved citizen participation in decentralized service delivery	Survey completed	-	Survey report	Assessments made, work plan prepared and the implementation will take place in Phase II
Baseline:	None				
Planned Target:	Public Perception of local government survey completed				

iii) Evaluation, Best Practices and Lessons Learned

Substantive Inputs/Reports Produced:

This diagnostic / Analytical phase of the programme allowed the production of a series of substantive outputs that were directly invested in the design of Phase II. Indeed, in addition to the three sectoral functional reviews and Roadmaps produced, a functional review and roadmap dedicated to Statistics was developed alongside related assessment reports on participation, public perception and Public-Private Partnerships (PPP). Moreover, the reports and lessons learned pinpointed through the Study Missions performed have also served as inputs to the design of Phase II.

Programme Evaluation:

A combined formative and summative evaluation was performed for Phase I of the programme at the end of 2011. From this, a comprehensive evaluation report was produced with specific recommendations for Phase II. The PSM Steering Committee and the UN agencies took the evaluation's outcomes and main lessons learned into account while developing Phase II interventions. Please refer to the attached Evaluation Report for further details.

Challenges/Programmatic Constraints and Mitigation Interventions:

- Absence of an official document to guide and direct Public Sector Modernization: The IPSM provided substantive inputs and exposed decision makers to international and regional best practices in order to support the development of a nationally driven and owned PSM strategy. The Strategy has yet to be developed, however the plan to develop it has been formally endorsed by the PSM Steering Committee;
- No Ministry or entity so far has been nominated or set up to conceptualize, plan, implement and steer Iraq's public sector reform: The programme has advocate for the establishment of a dedicated PAR Directorate/Entity which would be attached to the Council of Ministers. The PAR Directorate has been accepted by senior decision makers as confirmed in inception report/outcomes and will be implemented as part of Phase II;
- The protracted process of establishing the Civil Service Council makes it a challenge to implement the human resource management part of PSM: The IPSM Programme has contributed to the public debate and advocated for the establishment of the Council. The latter has been approved by the Council of Ministers and is awaiting the endorsement from the Council of Representatives;
- In the past, there has been limited space and inclination for civil society to contribute to government policy and practice: Dedicated inclusiveness and inclusion strategies have been identified through the public participation assessment and have been disseminated through the national seminar that was organized in Dec 2011;
- Outdated work processes and procedures resulting in protracted workflows and low levels of transparency and accountability in decision-making processes: The Functional Reviews have pinpointed entry points to enhance the efficiency and effectiveness of public administration at all levels. Specific modernization endeavors have also been identified and will be implemented under Phase II;
- Lack of e-connectivity to increase efficiency and decrease risks of corruption: the eGovernance Strategy has been transformed into a detailed action plan that is led by the eGovernance Steering Committee with the support of UNDP;

L

- lack of Integrated Water Resources Management strategy combined with absence of national policies weakens national level planning: The Water and Sanitation Roadmap addressed this limitation and provided specific interventions/activities to address this under Phase II; L
- The organizations have faced constraints to mobilize international expertise willing to provide technical support inside the country but previous experience and reliance on experts that already worked in the first phase of the project has helped in addressing that challenge: UNESCO and UNICEF for example have adapted their approach during the inception phase to address specifically the needs of KRG in view of the prevailing political context; T
- The lack of inter-ministerial coordination, collaboration and integration in the education sector hampers sector policy planning and strategic decision-making. Addressing this gap would require the establishment of a high-level mechanism for overall coordination of education sector reform involving the MoE and MoHESR as well as other relevant ministries such as planning and finance; T
- From an esoteric UN perspective, limitations were faced in terms of internal coordination of efforts due to the fact that a coordination model was applied rather than a management structure: As previously mentioned, a new management structure has been put in place in order to circumvent the coordination limitations of joint programmes. F

Key lessons learned

1. *Strategic Lessons Learned:* S
 - ✓ Reform is a highly political undertaking. Countries in transition are particularly resistant to reform because the political landscape is new, unstructured and prone to factionalism; R
 - ✓ In post-conflict countries it has been found that public administration is an important mechanism for progressively deepening, broadening and institutionalizing the political settlement as much as it is a mechanism for delivering public services; I
 - ✓ Successful reform and restructuring programmes should be government-led and international community supported, well-coordinated and implemented over the medium to longer term; S
 - ✓ Public sector modernisation is a long-term, difficult and convoluted process. It is important to emphasize from the start that execution of such reforms is phased year-by-year with the need to frequently re-visit and re-plan initiatives; P
 - ✓ Identifying/establishing an entity for management and reforms of civil services is crucial for long- term programme success; I
 - ✓ Application of new laws and legal frameworks (from the Constitution to the Provincial A

Powers Act), the balance of power between the centre and periphery, and differences of opinion as to how best to approach devolution of service delivery, mean that conclusions must be derived only through participation and consensus with engagement of Iraq's citizens;

- ✓ E
-governance plays a crucial role in improving service delivery standards, enhancing transparency and furthering decentralization;
- ✓ T
he programme interventions should create short-term wins to show progress;
- ✓ A
comprehensive knowledge management system will benefit the joint programme's efforts in creating awareness and knowledge and information sharing.

2. S
pecific Lessons Learned :

2.1 Structure and Management:

- ✓ T
he Iraqi state can benefit from working on deciding its core functions - and the functions Government seeks to devolve or outsource to private partners and civil society;
- ✓ T
here is a strong need for capacity development at the institutional as well as individual level in line ministries dealing with critical sectors of education, health and water and sanitation. Strategic policy issues need to be addressed, organizational structure and processes reformed and strengthened, and human resources developed;
- ✓ F
urther development of the Iraqi national statistics system will provide vital data and information for planning processes;
- ✓ E
-Governance has gained impressive momentum in Iraq. It is critical to enhanced internal inter- connectivity and service-to-the public. The e-Governance Action Plan and e-Education, e-Health and e-Municipalities Road Maps should be integrated in the development of a National Public Sector Modernization Strategy.

2.2 Civil Society Engagement and Service Delivery:

- ✓ L
imited space and tradition for involvement of civil society and private sector in the legislative process and policy making – disconnect between the state and citizens;
- ✓ A
ll sectors need new service delivery models, which will deploy the private sector and civil society organizations. Line ministries need to build capacity to undertake pragmatic, participatory and evidence based planning, effective execution and monitoring and evaluation of their plans;

- ✓ T
The education and health sector service delivery models need to be decentralized, e.g. School Based Management, University Autonomy and Family Health Model;
- ✓ S
Service delivery models need to publicize service standards for citizens, be customer focused, and encourage citizen feedback on services;
- ✓ T
There is extensive space for work on gender equity, gender responsive planning and budgeting and gender mainstreaming. For this purpose GoI requires better gender disaggregated data to inform policy, planning and resource allocation;
- ✓ T
There is an urgent need to address the serious problems of youth, specifically their education, training, employment and participation.
- ✓ I
In terms of the Education Service Delivery Model, the following have been identified as specific lessons learned:
 - G
Gender gaps persist, particularly in rural areas, and widen progressively from the lower to the higher levels of education, suggesting the need to address Gender equality issues in education administration and management for a gender-fair education sector and system;
 - T
There are inadequate mechanisms for stakeholder participation in any aspect of policy development, planning, resource allocation and monitoring of service delivery. This requires a participatory management system, within a decentralized framework, that takes account of contributions from the private sector, civil society, communities, parent-teacher associations and other stakeholders, for increased quality and performance, and greater accountability of educational institutions;
 - T
The draft National Education Strategy recognizes the overall poor quality of education. This calls for a quality assurance system at all levels to monitor and evaluate sector effectiveness and efficiency. The use of ICT in education administration and service delivery, in line with GoI's e-strategy will potentially improve overall system performance;
 - U
Unclear definition of decentralized service delivery model and specific roles of central ministries, governorate-level institutions (Directorates of Education in MOE), universities and technical education foundations resulting in a lack of vertical and horizontal coordination which negatively impacts education quality at all levels. Strengthening the autonomy of educational institutions through school based-management (PTAs) and increased autonomy of higher education institutions that would result in increased quality of education;
 - D
Dysfunctionalities in the education sector were evident in nearly all areas and levels of service delivery, making it necessary to review laws, by-laws, rules, regulations and procedures governing the administration of the system.

2.3 Sector costing:

✓ S
ector costing is impeded by increased fiscal decentralization, uncertainty in budgetary resources, fragmentation, lack of integration between the recurrent and capital budgets, lack of experience in establishing both Government-wide and sector Medium Term Expenditure Frameworks (MTEFs) and lack of evidence-based data for planning;

✓ T
here is no formal system for public financial expenditure tracking to tighten internal controls. Addressing these constraints will require the establishment of a full sector MTEF, the development of a PFM, a PETS and a Financial Management Information system, complete with the required capacity building of appropriate staff in these areas.

Appendix 1
List of Acronyms

C4D	Communication for development
CoM	Council of Ministers
CoR	Council of Representatives
CPAP	Country Programme Action Plan
CPD	Country Program Document
CSO	Central Statistical Organization
GoI	Government of Iraq
GRB	Gender-Responsive Budgeting
HSPA	Health System Performance Assessment
IOM	International Organization for Migration
IPSM	Iraqi Public Sector Modernization
ITF	Iraq Trust Fund
IDMS	Iraq Development Management System
KDMS	Kurdistan Development Management System
KIPA	Kurdistan Institute for Public Administration
KRG	Kurdistan Region Government
KRSO	Kurdistan Regional Statistics Organization
MMPW	Ministry of Municipalities and Public Works
MMT	Ministry of Municipalities and Tourism
MoB	Mayoralty of Baghdad
MoEnv	Ministry of Environment
MoF	Ministry of Finance
MoH	Ministry of Health
MoI	Ministry of Interior
MoHESR	Ministry of Higher Education and Scientific Research
MoLSA	Ministry of Labour and Social Affairs
MoP	Ministry of Planning
MoSPA	Ministry of State for Provincial Affairs
MoSWA	Ministry of State for Women's Affairs
MPTF	Multi-Partner Trust Fund
MTEF	Medium Term Expenditure Frameworks
NCMDIT	National Center for Management Development and Information Technology
NDP	National Development Plan
NSS	National Statistics System
PAR	Public Administration Reform
PFM	Public Finance Management
PPP	Public Private Partnerships
SES	Senior Executive Service
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

UNESCWA Economic and Social Commission for Western Asia
UNFPA United Nations Population Fund
UNHABITAT United Nations Agency for Human Settlements Providing Adequate Shelter
For All
UNICEF United Nations Children’s Fund
UNWOMEN United Nations Entity for Gender Equality and the Empowerment of Women
USAID United States Agency for International Development
WATSAN Water and Sanitation
WB World Bank
WHO World Health Organization