



**IRFFI/UNDG IRAQ TRUST FUND (UNDG ITF)
FINAL PROGRAMME¹ NARRATIVE REPORT**

Programme Title & Project Number <ul style="list-style-type: none">• Programme Title: : Capacity Strengthening of the MoP to Support the Process of a National Development Plan for Iraq• Programme Number (if applicable):• MPTF Office Project Reference Number: C9-31• UNDG ITF Atlas project number : 75028	Country, Locality(s), Thematic Area(s)² <p><i>(if applicable)</i> Country/Region: Iraq-Baghdad</p> <p>Thematic/Priority: Governance</p>
Participating Organization(s) <p>UNOPS</p>	Implementing Partners <ul style="list-style-type: none">• UNAMI• Ministry of Planning
Programme/Project Cost (US\$) <p>MPTF/JP Fund Contribution: USD 956,000</p> <p>Agency Contribution N/A</p> <p>Government Contribution N/A</p> <p>Other Contributions (donors) N/A</p> <p>TOTAL: USD 956,000</p>	Programme Duration (months) <p>Overall Duration : 32 months</p> <p>Start Date : 3 May 2010</p> <p>End Date Originally 3 May 2012</p> <p>Extend until 31 December 2012</p> <p>Operational Closure Date: 31 December, 2012</p> <p>Expected Financial Closure Date 31 Dec. 2013</p>
Final Programme/ Project Evaluation <p>Evaluation Completed <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date: _____</p> <p>Evaluation Report - Attached <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No</p>	Submitted By <ul style="list-style-type: none">○ Name: Tatjana Rzehak○ Title: Programme Manager○ Participating Organization (Lead):UNOPS○ Contact information:tanjar@unops.org

¹ The term “programme” is used for programmes, joint programmes and projects.

² Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

FINAL PROGRAMME REPORT

I. PURPOSE

This project provided assistance to support the Government of Iraq by making available technical expertise, as required/identified by the Ministry of Planning (MoP). This project supported the National Development Plan (NDP) implementation process in Iraq, and aided in the finalization of the current NDP process while also laying foundations for a longer-term coordination planning structure. Support provided through an external management firm, and included (but is not limited to) providing policy guidance and reform technical expertise as well as assistance to ensure integration of foreign and national resources in achieving development goals. This project strengthened the capacity of MoP to lead the implementation of the NDP as well as the overall development planning process in Iraq.

The immediate objectives are:

1. GoI has improved institutional capacities to undertake NDP process.
2. MoP has coordinated mechanisms to implement NDP processes.

Outputs:

- 1.1: GoI has improved institutional capacities to undertake NDP process.
- 1.2: MoP has coordinated mechanisms to implement NDP processes.

Outcome:

NDS/ICI priority/ goal(s): NDS: Strengthen good governance and improve security.

ICI: 4.2 Strengthening institutions to improve governance.

UNCT Outcome: Strengthened governance institutions and processes for political inclusion, accountability, rule of law, and efficient service delivery.

Sector Outcome: Outcome 4: Strengthened institutions, processes and regulatory frameworks of national and local governance

The Programme relates to the Strategic (UN) Planning Framework guiding the operations of the Fund.

Iraq NDS: The project contributed to the achievement of Pillar 4 of the Iraq National Development Strategy (NDS), *strengthening good governance and improve security*. The NDS specifically mentions that to achieve the goals of Pillar 4 it is required, among other things, to support the Ministry of Planning (MoP).

ICI: The Compact aims to consolidate peace and pursue political, economic and social development. Within this framework, the strengthening of the institutional capacity of the Ministry of Planning (MoP) is a significant contribution to promote good governance and improve the political framework.

UN Assistance Strategy for Iraq: By supporting the implementation of the NDP, as well as helping to develop a more longer-term coordination structure with the GoI, this project contributed toward outcome four of the UN Assistance Strategy for Iraq 2008-2010 which is “Strengthened regulatory frameworks, institutions and processes of national and local

governance.” This project specifically supports output 4.2 under outcome 4, which is “Enhanced Iraqi capacities to plan, coordinate, implement and monitor public sector reforms and international assistance.”

- a. List of primary implementing partners and stakeholders including key beneficiaries.
 - UNOPS
 - UNAMI
 - UNDP
 - Ministry of planning

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

The key outputs achieved:

The project started on the 5th of May 2010. In 2010 UNOPS completed procurement procedures to set up a Long Term Agreement (LTA) which would serve the same purpose of selecting a management consultancy to deploy consultants under this project in order to support requests from the Ministry of Planning for capacity support in line with the project outcomes and outputs (outlined above). In addition, conversations were held in Baghdad between UNAMI and the MoP with regard to providing technical consultants to support the MoP across a range of areas. Once TORs were to be confirmed, UNOPS stood ready to begin a recruitment process for relevant experts.

However, delays in forming the new Iraqi Government impacted on the project’s progress. In particular, the Minister of Planning was not officially appointed until April 2011. This caused delays from the ministry in terms of decisions on which areas they deemed to require project support. When support requests eventually were proposed they were aligned not to the originally planned project but to the Iraq Development Management System (IDMS).

UNOPS received a letter from the DSRSG/RC/HC of UNAMI at the end of September 2010, conveying a request from the MoP, to procure services for the development of a Business Process Management (BPM) module in order to automate business processes by incorporating a work flow management system in the IDMS. UNOPS duly procured the services of a software development company in 2010 and development was successfully concluded in 2011. Further to the launch of the IDMS in Baghdad, meetings were held with UNAMI and the Ministry of Planning regarding options for future support, with the MoP providing an extensive list of potential support areas that ran beyond the financial abilities of this project. It was agreed to prioritise the support areas, in order to make the most effective use of available funds and the project was requested by the MoP with UNAMI and in coordination with UNDP to specifically support the IDMS help desk functions and provide relevant training. The helpdesk had been collectively identified as a component that was critical to the overall success of the IDMS.

In 2011 the LTA remained in full effect and UNOPS was ready to deploy personnel upon request; however, the TORs for the suggested technical consultants were not submitted to UNOPS by the MoP and UNAMI, therefore those personnel were not deployed under this project.

UNDP was involved with USAID and the MoP in developing the IDMS with a competitive selected software company, Synergy. As such, Synergy was assigned by UNOPS to implement a BPM module to be integrated as part of the live IDMS. The BPM module will provide an online mechanism for submitting, reviewing, and approving/rejecting project requests submitted by different stakeholders (Ministries, Provinces, Donors, etc). The intention is to facilitate fast, harmonized, and transparent processing of project requests; effective coordination of efforts among different stakeholders; and efficient tracking and monitoring of all development activities within Iraq.

Under the leadership of UNDP and RCO the Iraq UNCT supported the development of the Iraq National Development Plan (NDP 2013-2014).

Upon request from the Ministry of Planning and the Resident Coordinator's Office, UNOPS provided financial support for the four-day national conference that took place in Erbil between 11 – 14 November 2012 to review and finalize the draft NDP. That conference was an important opportunity for the UNCT to not only focus on the current development strategy and planning processes with reference to the UNDAF (2010-14), but also try to integrate those elements of the draft NDP that are relevant and have the potential to create synergies and better development results. Following publication of the plan later in the year, the UNCT will need to focus on advising government and development partners on implementing the plan and working with relevant state agencies to report on the progress of the objectives.

The conference, together with previous training and coordination activities, has contributed to the strengthening of the institutional capacity of the GoI to undertake the NDP process, and to better manage coordination, planning and implementation activities.

a. The contribution of achieved outputs to the achievement of the outcomes:

The percentages of completion per output are given below. The majority of output 1 activities up to and including output 1.1.10 were achieved in 2010.

In general, in 2011 overall achievement under output 1.1.11 and output 1.2 has been severely affected by project delays linked to the situation of the Ministry of Planning (outlined above) and in receiving requests for project support in line with the capacity and budget of the project.

Output 1.1: GoI has improved institutional capacities to undertake NDP process.

1.1.1: UNOPS, together with other relevant stakeholders defines ToRs for the external management company: 100%

1.1.2: Submission of ToRs to GoI for approval: 100%

1.1.3: Approval of ToRs by GoI: 100%

1.1.4: Publish Expression of Interest (EoI) on UN/ UNOPS website: 100%

1.1.5: Alert companies with proven and current Iraq experience and relevant expertise to EoI: 100%

1.1.6: Transmission of Request for Proposal to potential contracting companies based on positive responses to EoI: 100%

1.1.7: Evaluation of received proposals by UNOPS with the participation of the MoP and UNAMI: 100%

1.1.8: Selection of management consultancy based on evaluation: 100%

1.1.9: Engagement by UNOPS of selected management Consultancy Company to provide the services as specified in the ToRs, and as proposed in the company submission: 90 %

1.1.10: Assignment of part-time Project manager to follow and monitor the implementation of the project and initiate corrective action when required: 100 %

1.1.11: The management consultancy company will engage consultants: 0%

Output 1.2: MoP has coordinated mechanisms to implement NDP processes:

1.2.1 The consultants will work with the GoI staff: 0%

1.2.2 Internal evaluation exercise conducted: 0%

- b. The overall contribution of the programme to the Strategy Planning Framework or other strategic documents as relevant, e.g.: MDGs, National Priorities, UNDAF outcomes, etc

Under the leadership of UNDP and RCO the Iraq UNCT supported the development of the Iraq National Development Plan (NDP 2013-2014). As a final activity in the last quarter of the project, upon request from the Ministry of Planning and the Resident Coordinator's Office, UNOPS was in charge of the financial support of the four-day national conference that took place in Erbil between 11 – 14 November to review and finalize the draft NDP.

That conference was an important opportunity for the UNCT to not only focus on the current development strategy and planning processes with reference to the UNDAF (2010-14), but also try to integrate those elements of the draft NDP that are relevant and have the potential to create synergies and better development results. Following publication of the plan later in the year, the UNCT will need to focus on advising government and development partners on implementing the plan and working with relevant state agencies to report on the progress of the objectives.

The recent conference, as well as training and coordination activities, have contributed to the strengthening of the institutional capacity of the GoI to undertake the NDP process, and to better manage coordination, planning and implementation activities.

- c. The contribution of key partnerships and collaborations, and how such relationships impact on the achievement of results.

- The Ministry of Planning and (MoP) – as the main GoI counterpart in this project, the MoP team have been involved in planning and implementation.
- UNAMI – The office of the DSRSG has been involved closely in the planning and development of the project and its implementation.
- UNDP has been collaborative and supportive in the development of the Business Process Module and has assisted with technical knowledge in the monitoring of its development.
- UNOPS' role is project implementation, monitoring and reporting. This includes liaising between the various stakeholders and overseeing all procurement and recruitment required.
- The positive collaboration between all stakeholders has aided in the identification of the software modules that the MoP needed and their review and development.

This project, by design, reflected the comparative strengths and requirements of the different organisations, which directly impacted results. UNAMI in the project is responsible for technical oversight and UNOPS is recognized as an effective implementation partner that is able to deliver results based precisely on its ability to partner with organisations who have technical competency but with no, or little, implementation capability. UNDP assisted the delivery of results greatly through close cooperation – the combined UN coordination contributed to successful UN integration and the concept of 'Delivering as One'.

MoP collaborated with USAID, UNDP and UNAMI on technical components of this project and while this was clearly more successful for the IDMS, challenges were faced with the identification of appropriate personnel to build capacity for the NDP process.

- d. The primary beneficiaries and their engagement in the programme/ project implementation

By contributing to an improved NDP, the population of Iraq should benefit from better coordination and planning of needs.

The MoP as the national partner that was engaged in planning and implementation was a beneficiary as well as a partner. Coordination, planning, implementation and participation in training and coordination activities has strengthened the institutional capacity of the MoP.

- e. The contribution of the programme on cross-cutting issues pertinent to the results being reported.

The development of software to support the MoP should allow for greater coordination and measurement of all UN, GoI and other entities' activities – this should therefore allow for all cross cutting issues themselves in other projects to be mapped and tracked better and therefore, managed.

Likewise the support to the finalization of the NDP will benefit development across fields.

- f. The assessment of the programme/ project based on performance indicators as per approved project document using the template in Section IV, if applicable.

The indicators in the project document refer primarily to measurable targets such as the signed contract with the LTA service provider, which can be interpreted as a solid empirical demonstration of the mechanism to deploy consultants once they have been selected. However, the overall outcomes are qualitative, subjectively difficult to measure, and would largely need to be assessed as part of a review of the next NDP. Despite having achieved successful tangible indicators they would not necessarily constitute improved capacity.

The support of the IDMS is key to the functional ability of the MoP to meet its mandate and implement the National Development Plan by being able to create a transparent system for approval, management and tracking of GoI goals. However, it should be noted that this is a deviation from the original intended plan of building capacity through mentoring and coaching of specific staff and departments responsible for the oversight of the NDP process.

III. EVALUATION & LESSONS LEARNED

No programmatic evaluations or assessments were made. However, there were performance assessments of service providers given the nature and scope of the programme, and the main service provider performed satisfactorily, confirmed in their evaluation by UNAMI, UNDP and the MoP.

The project manager monitored the implementation of all project activities and initiated corrective action where required. The project manager made frequent trips to Baghdad to further monitor implementation. The project manager had continued updates and briefings with the primary service provider to the Iraq Development Management System, and cross referenced updates with partner organizations of MoP, UNDP, UNAMI and USAID.

In addition, during the course of the project UNOPS IQOC had three successful audits for all projects and programmes. An internal UNOPS audit in 2010, compliance for ISO 9001 in 2011 and from the UN Board of Auditors in 2011.

Given the scope of the programme, and the fact that no consultants were recruited (output 1.2) and the absence of a request from the Government, a formal internal evaluation (1.2.1) was not conducted.

- a. The challenges such as delays in programme implementation, and the nature of the constraints such as management arrangements, human resources, as well as the actions taken to mitigate, and how such challenges and/or actions impacted on the overall achievement of results.

The main constraint faced by the project was the delay in the appointment of the Minister of Planning, who did not take up the post until April 2011. As a result, no requests for project

support were received by the project during its first year of duration essentially leaving the project on standby. Once the minister was appointed, further challenges were faced when requests received from the ministry went beyond the scope and budget of the project, meaning that they could not be accommodated. Lessons learned from this situation are that it is essential to maintain a close cooperation and relationship with GoI counterparts. Many meetings and discussions took place in the latter part of 2011 to resolve this situation and select priority areas for project support that fall within the remit of the project.

An additional constraint was the process of determining which areas of support the MoP wished to utilise external technical expertise for and in 2012, no new requests for consultants were made to UNOPS.

The service contract for training/ help desk function development was originally delayed in its implementation due to hampered access and coordination of relevant field staff after the Arab Summit and due to various security incidents. However, the implementation of the Advanced IT training of MOP staff on the IDMS Help Desk on-the job training and coaching was implemented successfully and finalised. The contract for the provision of this service was extended in line with the project extension.

- b. Key lessons learned that would facilitate future programme design and implementation, including issues related to management arrangements, human resources, resources, etc.,

The project manager monitored the implementation of all project activities and initiated corrective action where required. The project manager made frequent trips to Baghdad to further monitor implementation. He ensured continued updates and briefings with the primary service provider to the Iraq Development Management System, and cross references updates with partner organizations of MoP, UNDP, UNAMI and USAID. The active engagement of the PM ensured coordination and information sharing which allowed the project to identify appropriate areas of support to the process of a National Development Plan for Iraq other than the mobilization of consultants which in the absence of a request could not be implemented. The regular presence of the PM in Baghdad is recommended to be replicated in future projects and if possible to ensure that the PM is Baghdad based as was the case at the end of this project.

Important lessons learned are that the time needed to reach a decision on activities within the government must be factored into the project design and that a project dependent on a future government decision at the time of design, may face significant challenges to follow through on planned activities. In this case, the appointment of a new government and Minister of Planning, presented an additional challenge to the project. However, measures should be taken to address government ownership and commitment to the project plan as well as to identifying needs at an as early stage as possible to ensure crucial national ownership

IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance	Source of Verification	Comments (if any)
Outcome 1: GoI has improved institutional capacities to undertake NDP process.							
Output 1.1	Indicator 1.1.1: UNOPS, together with other relevant stakeholders defines ToRs for the external management company.	No management company ToRs.	Confirmation of company ToRs.	ToRs agreed.		RFP issued publicly.	
	Indicator 1.1.2: Submission of ToRs to GoI for approval	No submission of ToRs to GoI	Submission of ToRs to GoI	ToRs submitted to GoI		ToRs approved by GoI attached to official request.	
	Indicator 1.1.3: Approval of ToRs by GoI.	No approval of ToRs from GoI	Approved ToRs	Approval of ToRs by GoI		ToRs approved by GoI attached to official request.	
	Indicator 1.1.4: Publish Expression of Interest (EoI) on UN/ UNOPS website.	No published EoI	Published EoI	Yes		Expression of Interest (EoI) was published on UN/ UNOPS website.	
	Indicator 1.1.5: Alert companies with proven and current Iraq experience and relevant expertise to EoI.	No companies alerted	Email alerting companies	Yes		Response to the EOI by companies with proven and current Iraq experience and relevant expertise to EoI were alerted.	
	Indicator 1.1.6: Transmission of Request for Proposal to potential contracting companies based on positive responses to EoI.	No RFP	RFP issued	Yes		Response to request for proposal from potential contracting companies.	
	Indicator 1.1.7: Evaluation of received proposals by UNOPS with the participation of the MoP and UNAMI.	No evaluation	Evaluation	Yes		Completed evaluation of proposals within UNOPS project records.	
	Indicator 1.1.8: Selection of management consultancy based on evaluation.	No selection of company	Selection of Company	Yes		Contract with selected provider. LTA – available on UNOPS intranet.	

	Indicator 1.1.9: Engagement by UNOPS of selected management Consultancy Company to provide the services as specified in the ToRs, and as proposed in the company submission.	No management company recruited	Management company selected & contracted.	Yes		Signed Contract.	
	Indicator 1.1.10: Assignment of part-time Project manager to follow and monitor the implementation of the project and initiate corrective action when required.	No PM assigned	PM assigned	Yes		Physical presence of PM and UNOPS records	
	Indicator 1.1.11: The management consultancy company will engage consultants.	No consultants deployed	Consultants deployed	No		Not achieved	No TORs were received, so no requests have been given to the company.
Outcome 1.2: MoP has coordinated mechanisms to implement NDP processes.							
Output 1.2	Indicator 1.2.1: The consultants will work with the GoI staff.	No consultants deployed	Consultants deployed	No		Not achieved	No TORs were received, so no requests have been given to the company.
	Indicator 1.2.2: Internal evaluation exercise conducted.	No internal evaluation exercise conducted	Evaluation exercise conducted	No		Not achieved	The scope was reduced due to no recruitment of consultants. Subsequently, the impact of their deployment could not be evaluated and the Government did not request an evaluation. The programme was however assessed, monitored and evaluated on ongoing basis by management staff.