

Iraq Public Sector Modernization Programme (I-PSM)-Phase II
MPTF OFFICE GENERIC ANNUAL PROGRAMME¹ NARRATIVE PROGRESS REPORT
REPORTING PERIOD: FROM Jan TO DEC 2013

Programme Title & Project Number	Country, Locality(s), Priority Area(s) / Strategic Results²
<ul style="list-style-type: none"> • Programme Title: Iraq Public Sector Modernization Programme (I-PSM)-Phase II • Programme Number : P1-05 • MPTF Office Project Reference Number:³ 	<p><i>(if applicable)</i> Country/Region: Nationwide; Piloting in Basra, Najaf, Salaheddine and Duhok Governorates</p>
Participating Organization(s)	Implementing Partners
Organizations that have received direct funding from the MPTF Office under this programme: UNDP, UNICEF, UNESCO, UNESCWA, UNFPA, UN-Habitat, UNWOMEN, and WHO	<ul style="list-style-type: none"> • National counterparts (government, private, NGOs & others) and other International Organizations <p>PMAC, COMSEC, MoP, MoH, MoE, MoP, MoHESR, MMPW, MoST, MoSPA, MoF, MoSWA both in Baghdad and KRG</p>
Programme/Project Cost (US\$)	Programme Duration
<p>Total approved budget as per project document: US\$ 17,845,412</p> <p>MPTF /JP Contribution⁴:</p> <ul style="list-style-type: none"> • <i>by Agency (if applicable)</i> <ul style="list-style-type: none"> ○ UNDP: US\$ 4,173,844 ○ UNESCO: US\$ 2,227,228 ○ UNESCWA: US\$ 677,608 ○ UNFPA: US\$ 1,806,094 ○ UN-Habitat: US\$ 2,078,947 ○ UNICEF: US\$ 3,122,947 ○ UNWOMEN: US\$ 1,081,9 	<p>Overall Duration (<i>months</i>) 24 Months</p> <p>Start Date⁵ (<i>dd.mm.yyyy</i>) 1st January 2013</p>

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

² Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

³ The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as “Project ID” on the project’s factsheet page the [MPTF Office GATEWAY](#)

⁴ The MPTF or JP Contribution, refers to the amount transferred to the Participating UN Organizations, which is available on the [MPTF Office GATEWAY](#)

⁵ 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](#)

○ WHO: US\$ 2,676,812

Government Contribution

(if applicable)

Other Contributions (donors)

(if applicable)

TOTAL:

Programme Assessment/Review/Mid-Term Eval.

Assessment/Review - if applicable *please attach*

Yes No Date: *dd.mm.yyyy*

Mid-Term Evaluation Report – *if applicable please attach*

Yes No Date: *dd.mm.yyyy*

Original End Date⁶ (*dd.mm.yyyy*) 31st December
2014

Current End date⁷ (*dd.mm.yyyy*) 31 Dec 2015

Report Submitted By

- Name: Luay Shabaneh
- Title: IPSM Programme Manager
- Participating Organization (Lead): UNDP
- Email address: luay.shabaneh@undp.org

⁶ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁷ 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.

NARRATIVE REPORT FORMAT

EXECUTIVE SUMMARY

In 2013, with support of the IPSM Programme, the national Public Administration Reform (PAR) Roadmap was finalized and endorsed by Council of Ministers on 24 Sep 2013, thus entering into force as formal reference doc for PAR. The PARHC led the development of the Roadmap with technical support provided by Participating UN Agencies. The Roadmap was later translated into a nationally “Owned” workplan for the year 2014, to which UN will contribute through the IPSM Programme. The PAR Management structures at federal and provincial levels were created to manage the implementation of the reform agenda. 2013 has also brought evidence of a behavioral change at the political and leadership levels with regard to the modernization and reform agenda. The GoI has showcased improved engagement and serious involvement and support in leading the reform process and bringing together all national counterparts who would otherwise work separately in the field of public sector reform. At the regional level, KRG established the KPSM, and the first draft of a KPSM Roadmap was produced.

With the support of UNDP Iraq, the Council of Representatives’ Committee on Regions and Provinces succeeded in revising the Provincial Powers Act (Law 21) and passed the bill’s second amendment. Law 21 is considered as the backbone for political and administrative decentralization in Iraq and has direct bearings and impact on administrative decentralization and the devolution of powers and competencies. Also, in 2013, IPSM has also initiated the Senior Executive Service (SES) System under the Civil Service Pillar, established eGovernance systems at federal and local levels, and initiated ePortals for federal level ministries and Governorates. The National strategy for e-governance, Government Interoperability Framework and National Enterprise Architecture was developed. Gender Responsive Budgeting (GRB) principles were introduced through awareness raising workshops and advocacy activities. The National Statistics System was modernized in the fields of law, policies, and dissemination, and the code of ethics for national statistics was issued. At the sectoral level, the National Health Policy was developed and endorsed by the government, the Roles and Responsibilities at different levels of MoH were developed, the water Demand Management Study for Iraq was completed, the School Based model was initiated, and Code of Ethics for higher education issued.

I. Purpose

The Iraq – Public Sector Modernization (I-PSM) Programme is a Government led joint UN programme supporting Iraq’s Strategic Government Plan (SGP) 2015-19 and it’s National Development Plan (NDP) 2013-2017. The programme is fully aligned with the UN Development Assistance Framework (UNDAF) 2011-2014.

The Programme has four themes: i) Developing policy and building machinery at the center of government for managing Public Sector Modernization (PSM); ii) Supporting system-wide reform for development management, gender mainstreaming, e-governance and national statistics; iii) Piloting reform in the three key sectors of health, education and water and sanitation (Watsan); and iv) Supporting decentralized service delivery and local governance initiatives.

This Phase of the programme builds on lessons learned and recommendations emerging from the implementation and external evaluation of the I-PSM Phase I. I-PSM Phase I is the foundation for the analytical assessment and preparatory work enabling Government to develop a system-wide public administration reform plan, as well as sector-specific modernization plans for three pilot sectors and three pilot governorates.

By focusing on service delivery, the Government can demonstrate to the Iraqi people that public sector modernization has concrete and tangible benefits for the population as a whole. This programme establishes synergies with existing UN programmes aimed at addressing corruption, involving the active participation of civil society, and integrating cross-cutting themes in relation to employment, gender, social inclusion and environment. The programme ensures coordination with public sector reform initiatives of other bilateral and multilateral development partners and with other major UN joint programmes, primarily with the Local Area Development Programme (LADP) Phase-II, and also take into account the achievements of the Private Sector Development Programme – Iraq (PSDP-I) to enhance synergy and avoid duplication.

Relevant NDP Goal(s):

The Iraq – Public Sector Modernization (I-PSM) programme is a Government of Iraq-led UN joint programme supporting Iraq’s Strategic Government Plan (SGP) 2011-14 and its National Development Plan (NDP) 2013-2017. The programme is fully aligned with the UN Development Assistance Framework (UNDAF) 2011-2014 and the Country Programme Action Plan (CPAP) 2011-2014 of UNDP, UNICEF and UNFPA, as detailed below:.

National Development Plan:

1. Decentralization and Local Governance:
 - Increasing the level of administrative decentralization in sectoral ministries and governorates
 - Supporting Local government capacities to provide services
2. Public Participation
 - Strengthening the principle of participatory planning
3. Civil Service
 - Raise the efficiency of the governmental administrative body
4. E-Governance
 - Developing a knowledge-based society and closing the digital gap

Millennium Development Goals (MDGs):

- **MDG 3:** Promote gender equality and empower women
- **MDG 8:** Develop a global partnership for development

Relevant UNDAF Outcome:

The programme will directly contribute to outcome 2: *“The Iraqi state has more efficient, accountable and participatory governance at national and sub-national levels”* under the UNDAF Priority Area 1: *“Improved governance, including protection of human rights”*. In addition the programme will indirectly contribute to UNDAF Priority Area 2 - Inclusive, more equitable and sustainable economic growth, and UNDAF Priority Area 4 - Increased access to quality essential services.

Programme Outputs:

The Programme targets the following four joint programme outputs:

- i. GoI has enhanced capacity to undertake public sector modernization at national, regional and governorate levels;
- ii. GoI has improved public administration systems at national and sub-national levels;
- iii. GoI is implementing reform and modernization plans in Education, Health and WATSAN sectors; and
- iv. GoI sub-national governance and decentralized service delivery systems strengthened through enhanced participatory processes.

II. Results

i) Narrative reporting on results:

▪ Outcomes:

The IPSM programme is a full-fledged part of the UNDAF and directly contributes to the realization of outcome 2 of the UNDAF priority 1, which stipulates that “*the Iraqi state has more efficient, accountable and participatory governance at national and sub-national levels*”. During the course of IPSM implementation in 2013, there has been a behavioral change that has been recorded at the political and leadership levels as regards the modernization and reform agenda. The GoI has showcased improved engagement and serious involvement and support in leading the reform process and bringing together all national counterparts who otherwise would work separately in the public sector reform. The development of PAR roadmap and its endorsement by the Council of Ministers, the establishment of the PAR Management structures at federal and provincial levels, the extensive participation and the effective dialogue amongst Iraqi’s entities in the development of the PAR Roadmap, and finally, the parallel funding agreement that allocated US\$ 4.5 million from the government budget to the PAR agenda in 2013, are all clear indicators of behavioral change and increased commitment of the Government towards Administrative Reform. There has been also an improved “Ownership” of the Public Administration Reform Agenda that gradually turned into a nationally “Owned” agenda led by the Iraqi government and supported by donor agencies. Increased accountability towards the implementation of activities and the achievement of intended results was demonstrated by the clear division of responsibilities across PAR management structures at federal and provincial levels, and also by regular reporting. The programme will as such continue to contribute to the achievement of the UNDAF outcome 2. However, performance indicators found in the IPSM project document need to be measured in two to three year time to capture the results achieved on the ground and assess the IPSM contribution to the achievement of UNDAF outcome 2 and other high level results.

• Outputs:

The Programme targets the following four joint programme outputs: **(i)** GoI has enhanced capacity to undertake public sector modernization at national, regional and governorate levels; **(ii)** GoI has improved public administration systems at national and sub-national levels; **(iii)** GoI is implementing reform and modernization plans in Education, Health and WATSAN sectors; and **(iv)** GoI sub-national governance and decentralized service delivery systems strengthened through enhanced participatory processes.

i. GoI has enhanced capacity to undertake public sector modernization at national, regional and governorate levels:

This output is 80% achieved. It is delivered by UNDP with support from UNWOMEN with respect to issues related to gender. This output focused on policy and structural level reforms for the whole of the government and in KRG, which is primarily based on the development of a National PSM Strategy. It is achieved through the inclusion of new institutional arrangements and the revision of distribution of roles, authority and decision-making mechanisms within Government, in addition to establishing new systems for Knowledge Management. While the initial IPSM Project Document has anticipated the establishment of a PAR Directorate, the developments have led to the establishment of a PAR Management Committee at COMSEC. Besides PMAC and the Council of Ministers Secretariat (COMSEC), the Public Administration

Reform Higher Committee (PARHC) and the Public Administration Reform Management Committee (PARMC) were established to manage the implementation of Public Administration Reform Agenda in Iraq. **Key achievements include:**

1. A national PAR roadmap has been developed and approved by CoM on 24 Sep 2013. The roadmap replaced and serves as the National PSM Strategy; the PAR High Committee has decided to opt for the terminology of the Roadmap to characterize this national document. The PAR roadmap presents the national vision for the public sector modernization in Iraq including PAR vision, mission, strategic objectives, expected outputs, and implementation strategies. It seeks to develop the governance system that achieves an outstanding performance of Iraqi's public sector through the adoption of appropriate and sound measures supporting the realization of the objectives of public institutions. The PAR roadmap introduces genuine changes in public bureaucracy to enhance transparency, accountability, and social and economic inclusion for all citizens..
2. At the Federal level, PAR Management Committee was established and embedded within the Council of Ministers' Secretariat (COMSEC). The PARMC is chaired by the Deputy Secretary General of COMSEC and is directly linked to Ministerial Advisory Committees leading the reform process in ministries, in addition to Governorates' PAR Committee recently established to implement administrative modernization initiative at sub-national level. PARMC is responsible for the management of the whole reform agenda at both federal and provisional level, in addition to mobilizing the necessary funding for the implementation of the reform agenda and establishing a professional network and linkages between PAR implementation structures and Parliament Committees to support the implementation of the reform agenda. The Ministerial and Governorate PAR Committees are responsible for developing annual reform plans and monitoring their implementation under the supervision of PARHC and PARMC.
3. At KRG level, a KPSM committee was established under the chairmanship of the Minister of Planning and inclusive of all concerned stakeholders from KRG. The KPSM Committee succeeded in the last quarter of 2013 to develop a first draft of a PSM Roadmap for Kurdistan, which subsequently led to the design of an implementation plan for 2014. The Roadmap is currently being reviewed by the Committee and will be submitted to the new KR Government for approval once the latter is formed;
4. Knowledge brokerage on PAR best practices was pursued throughout the year. The highlight of this approach was the organization of a study mission to present the Singaporean and Malaysian models in Public Administration Reform. A senior delegation including 16 prominent decision makers from the Federal Government of Iraq and Provincial Authorities mostly chairs of task forces in the ministries and pilot governorates were exposed to three administrative modernization models (Singapore, Malaysia and New Zealand). The mission allowed the identification of a series of policy recommendations to enhance the legal, institutional and procedural frameworks in support of facilitating and instigating PAR initiatives in Iraq. Special attention was given to the Monitoring and Evaluation units that are in place in Malaysia and Singapore and that are the primary lead and monitor of administrative – and economic – advancement in the two models. The recommendations were raised to the Council of Ministers through COMSEC for consideration and action.

ii. GoI has improved public administration systems at national and sub-national levels (65%)

This output is 65% achieved, but a lot is expected during the first quarter of the Year 2014. The output is delivered by UNDP jointly with UNESCWA, UNFPA and UNWOMEN and focused on reviewing and reforming existing administrative systems and procedures. Through strengthening public administration systems, the programme's lead partners, the Prime Minister's Office (PMO), COMSEC, PARHC and the newly established PARMC and Ministerial PAR Committees are technically supported to instigate the required systems and procedural upgrades. The realization of this output has also included human resources development through the

strengthening of the training capacity of both the federal and regional governments and the capacitation of the NCMDIT and KIPA. In addition, the National Statistical Systems and e-governance systems application were further enhanced, which has improved accountability within the administrative structures. **Key achievements include:**

1. Senior Executive Service (SES) System under the Civil Service Pillar has been initiated at federal and regional levels.
2. eGovernance systems have been established at federal and local levels. ePortals for federal level ministries and Governorates were initiated. eServices have also been made available at the GoI and two Governorates levels;
3. National strategy for e-governance, Government Interoperability Framework and National Enterprise Architecture developed.
4. Knowledge Management Systems guidelines were developed and piloted within the Central Statistics Organization (CSO);
5. Gender Responsive Budgeting (GRB) principles were introduced through awareness raising workshops and advocacy activities.
6. National Statistics system modernized in the fields of law, policies, and dissemination.
7. Strategic plans and outreach strategies developed for the NCMDIT and KIPA in support of training services provided.
8. Code of ethics for national statistics issued.

iii. GoI is implementing reform and modernization plans in Education, Health and WATSAN sectors (58%)

This output is 58% achieved. It is supported by UNICEF, UNESCO, WHO, UNFPA and UN-Habitat; UNWOMEN will provide technical inputs in all three sectors in support of gender mainstreaming. The output focuses on reforms in education, health, and water and sanitation sectors through implementation of sector specific modernization plans and capacity development programmes, as per the agreed roadmaps of I-PSM Phase I by the relevant line ministries, including in the KRG. This output aims directly at improving service quality through development of service delivery models, focusing on rationalized use of financial resources in efficient and equitable manner as well as developing a medium-term fiscal framework to be a link between the policy making process, priorities and budget. **Key achievements include:**

1. National health Policy developed
2. Roles and Responsibilities at different levels of MoH was developed
3. Code of ethics for higher education issued.
4. Water Demand Management Study for Iraq was completed.
5. GoI & KRG national consultations on sector reform conducted
6. Gender Gap Analysis in the Education Sector was performed
7. The Central EMAC and KR-EMAC were restructured and strengthened.
8. The School Based model was initiated and SBM manual was developed.

iv. GoI sub-national governance and decentralized service delivery systems strengthened through enhanced participatory processes (25%)

This output is 25% achieved due to the late selection of the pilot governorates by the government that has led to a subsequent delay in the activity implementation of this output and also the achievement of respective results.

This output is delivered by all Participating UN organizations. This output is instigate reform plans at the local level and is expected to strengthen the local governance institutions at the provincial and city-level, promote participatory processes, improve urban governance and support decentralized service delivery, including fiscal decentralization (downstream reform). This output will also cover inclusiveness, creating civic and political awareness among marginalized groups, women and youth and will encourage their participation in public sector reform efforts. It also includes supporting organizational and legislative changes at the national and local levels to

prepare the institutions to move to management pattern by the private sector which represent the core of the reform process in changing the state's role in economic life. **Key achievements include:**

1. Supported the revision and enactment of the Provincial Powers Act (Law 21), which underwent its second amendment and has been issued under Law 19 of 2013. The revision of the law allowed higher decentralization of service provision.
2. Four governorates were selected, namely Basra, Najaf, Salahiddien and Dohouk, the AWP for the latter was developed.
3. Dedicated work plans are currently being developed, comprising all the PAR interventions that would be implemented at local level.

- **Delays in implementation, challenges, lessons learned and best practices**

Challenges faced during the course of IPSM implementation in 2013 are classified into internal and external challenges and are presented below. The challenges negatively impacted on the IPSM ability to implement activities as planned, and ultimately led to a delayed implementation rate.

(a) Internal Challenges

- Late approval of 2013 AWP has led to a subsequent delay in activity implementation
- Inadequate interagency collaboration and coordination in implementing joint activities, especially during the first half of the year 2013. To address this issue, regular Joint Management meetings were held to discuss achievements, problems encountered, means of program improvement, etc. One-on-one meetings were also facilitated.
- Delayed procurement procedures by various participating UN Agencies have negatively impacted the ability to implement activities on time and as planned.
- Fundraising is still a challenge from external sources. A number of Baghdad-based donor agencies have been already contacted in this regards.
- Difficulty in recruiting qualified staff in Baghdad. UNWOMEN have, for example, advertised posts up to 4 times without identifying appropriate candidates. The obstacle of staffing was overcome partly through the recruitment of a local consultant, although this has not been sufficient, and in KRG by recruiting outside consultants. **(UNWOMEN)**
- Identification of activities for 2013 AWP was wildly over-optimistic in relation to the human resources available to deliver on them. **(UNHABITAT)**
- Restricted delegation of authority has required UN-Habitat to engage in complex and protracted procurement procedures ill-suited to the needs of a programme. **(UNHABITAT)**
- National and international personnel were not ready-made subject matter specialists for work on water sector reform. A heavy initial reliance on UNICEF to fill the gap proved inadequate in light of UNICEF's other responsibilities. **(UNHABITAT)**
- Unreliability of UNAMI's support for Red Zone movements as well as travel to the governorates and the related excessive costing

(b) External Challenges

- Prevailing security conditions restricted the movement of programme staff outside the Green zone and limited the possibility of engagement with Government counterparts.
- Political deadlock in KR and subsequent slow-down of the KPSM process
- Local counterparts working slower than anticipated, resulting in the low utilization of parallel funding and slow rate of implementation. Implementation rates vary by component and national

counterparts. Regular meetings between and among participating UN Agencies and national counterparts were held.

- Central government and KRG had a low level of awareness of budget reform issues in general and of gender budgeting in particular. Awareness education workshops are being implemented in this regard. **(UNWOMEN)**
- Late approval of parallel funding agreement at federal level (late Sept. 2013) resulted in a low utilization rate of the funding.
- Inability of national counterparts to utilize the remaining 2013 parallel funding due to the delay in endorsing Iraq's 2014 budget law.
- Weak capacity of national counterparts to utilize and spend parallel funding.
- Delayed selection of pilot locations by Government. By March 2014, work is progressing, work planning sessions are being held, and MoUs with selected governorates are being drafted.
- Rapid turnover of key senior staff in MOH and focal points, especially for IPSM. **(WHO)**
- Difficulties in recruitment of staff and posting of staff in Iraq due to the assessed and perceived security threats. **(WHO)**
- Lack of awareness about the PSM programme in the context of long term national reform agenda among the national counterparts. A new objective was developed and included in 2014 PAR AWP, reading *“Manage the administrative reform program in an efficient and effective manner and mobilize the needed support”* under which objective, PAR awareness raising education sessions will be implemented during 2014.

(c) Lessons learned:

- Working in a close collaboration with the national counterparts ensures the alignment of the development assistance provided by international donors to the national development agenda, priorities and strategies.
- Increased engagement of national counterparts in the design, implementation and management of development initiatives increases the ownership of national counterparts to the development initiatives.
- Joint planning, joint monitoring & evaluation, collaborative decision making and increased national engagement in the whole process side-by-side with participating UN Agencies facilitate the reduction in duplicative activities across UN agencies and between UN Agencies and their national counterparts.
- Clear division of responsibilities between different management bodies of the development initiatives increases the likelihood of proper, efficient and effective planning, implementation and management of the initiatives.
- Building understanding/ awareness and creating demand on the national counterparts on the development initiatives usually come well before the implementation of planned activities and capacity building of concerned stakeholders.
- Iraq will require a longer period of time than first anticipated to effectively build the kind of capacity that is required to maximize and build on the assistance that is delivered through IPSM. An exit strategy has to be then be developed by IPSM and geared toward sustainable phase-out of its activities

- **Qualitative assessment:**

IPSM has established considerable credibility in the eyes of the government as a tangible process that will provide results, and thus received fairly good “High Level” political support. 2013 marked a number of significant milestones that highlighted the successful implementation of IPSM Program. Finalization and formal endorsement of the Public Administration Reform Roadmap by the government has been an example in this regards. 2013 has also recorded the establishment of PAR Management structures at federal and provincial levels. The PAR roadmap together with the management structures created with well-defined mandate and clear division of responsibilities will allow for better planning, management and implementation of the reform plans, and increase the accountability of all involved counterparts at different levels towards the implementation of activities and achievement of results. The Roadmap was later translated into a nationally “Owned” work plan for the year 2014, to which UN will contribute through IPSM Programme and may be other interested donor agencies including USAID and the WB. The Programme has thus brought together all concerned national and international counterparts who otherwise would work separately in the public sector reform, and created a common platform for cooperation between and amongst Participating UN Agencies, donor agencies in Iraq and the national counterparts in this regards. Given all above, there will be an enhanced complementarity of reform plans, reduction in duplicative activities across national and international counterparts, better planning and management of reform initiatives, and hence increased likelihood of achieving PAR results at different levels. The study tours conducted to Singapore and Malaysia had direct bearings on the visioning of the reform agenda in Iraq and its related processes. The mission allowed the identification of a series of policy recommendations that will enhance the legal, institutional and procedural frameworks in support of facilitating and instigating PAR initiatives in Iraq. In addition and under the eGovernance component, the combined exposure visit to Korea and India on eGovernance themes had a significant impact on the development of e-Governance systems aiming at improving the quality of eServices.

On a different note, IPSM implemented activities that were targeted towards the improvement of public administration systems at national and sub-national levels. Systems improved with support of the Participating UN Agencies during 2013 included for example the eGovernance, Knowledge Management, Code of Ethics for National Statistics, and National Statistics in the fields of law, policies, and dissemination. Short and medium term consequences of the improved systems on the welfare of individuals and communities have not materialized yet. However, they are all ultimately intended to satisfy the needs and expectations of target populations by improving the efficiency of operation within public sector institutions and enhance the efficiency and effectiveness of the delivery of basic and essential services. By focusing on improving service delivery, the Government can demonstrate to the Iraqi people that public sector modernization has concrete and tangible benefits for the population as a whole.

The activity implementation rate of reform and modernization plans in Education, Health and WATSAN sectors was moderate. Reform and modernization plans in the three sectors were developed/ intimated, and included for example: National Health Policy, Roles and Responsibilities of MoH, Code of Ethics for Higher Education, School Based Model, and Water Demand Management Study. In addition, Gender Gap Analysis in the Education Sector was performed. Short term consequences at the individual and institutional levels were not yet detected. However, strengthening autonomy of educational institutions through school based-management (PTAs) and increased autonomy of higher education institutions will enhance the quality, performance and accountability of educational institutions, and hence enhancing the quality of education. The long-term goal of the National Health Policy is to provide the entire Iraqi population with adequate access

not only to primary health care but also to secondary and tertiary services through a well-functioning referral system.

The late selection of the pilot governorates has also led to a subsequent delay in the activity implementation of the fourth Programme Output. This output aims to strengthen the local governance institutions at the provincial and city-level, promote participatory processes, improve urban governance and support decentralized service delivery, including fiscal decentralization

With support of the Participating UN Agencies, IPSM activities were successfully implemented in close collaboration and partnership with the national counterparts as identified in the AWP 2013, utilizing the fund allocated from Iraq UNDAF Fund. In addition, IPSM managed to mobilize additional US\$ 4.5 million from the federal government as parallel funding to support the implementation of UN-supported PAR activities and hence ensure a sustainable flow of resources into the implementation of PAR agenda. An additional US\$ 4.5 million from KRG as cost-sharing was also pledged. IPSM has in addition inspired the willingness of many international donors to establish partnership with IPSM in the implementation of Public Administration Reform Agenda in Iraq such as USAID and the WB. The Programme has also achieved two of the five key principles of Paris Declaration 2005; “*Alignment*” and “*Ownership*” by aligning IPSM Programme activities with the Public Administration Reform Agenda and by developing the PAR Roadmap and 2014 PAR AWP in a participatory consultative manner engaging a wide segment of national counterparts. The leadership role of PARHC with the technical assistance provided by UN has led to increased involvement of GoI and hence improved national ownership of the programme.

The IPSM Joint Management Unit has established an effective coordination mechanism which meets regularly on monthly basis to discuss achievements, obstacles and means of programme improvements. The periodical Joint Management meetings held combined with continuous consultation with Participating UN Agencies has established IPSM as one consolidated programme focusing on Public Sector Reform. In addition, it secured cohesiveness and a unified programme approach, which translated into coordinated interventions at federal, regional and local level.

ii) Indicator Based Performance Assessment:

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
1.1. GoI has a National PSM Strategy promoting integrity and accountability developed	Working group for PSM Strategy is functional	No	Yes	Achieved		COMSEC/ GoI Decree
	Agreement on the scope of the PSM Strategy obtained	No	Yes	Achieved		Minutes of the meeting of Working Group
	Draft National PSM Strategy prepared, inclusive of integrity and accountability components	Early draft	Final draft	Achieved		Draft document
1.2. GoI has institutional and operational arrangements for managing PSM instigated and functional	Administrative unit responsible to lead PSM reform established	No	Yes	Achieved	This indicator underwent a slight deviation as the Unit responsible of PSM/PAR is a Committee and not an institutionalized structure	COMSEC/ GoI decree
	Reform Implementation Monitoring Units (RIMU) established in four pilot ministries	No	Yes	Achieved	Target has been over achieved with the establishment of PAR Committees within all Ministries at Federal level. IN addition, similar structures were established at Governorates level	Administrative circulars establishing RIMUs
	# of staff from newly established administrative unit and RIMUs capacitated on PSM and gender	0	50	Partially Achieved	Given the shift in the nature of the Monitoring and Follow-up structures that were established (Committees versus Department and RIMUs), the training was limited to advocacy sessions organized by the PAR Management Committee. Technical training will be organized in 2014 as part of the continuous support provided.	Training records
1.3. GoI has institutional arrangement for Knowledge Management (KM) system developed	Concept paper on KM organizational and system arrangements with priced options drafted	No	Yes	Achieved		Concept paper
	KM Steering Committee established	No	Yes	Not Achieved	Target deviated based on the GoI's directives. KM was decided to be piloted within the CSO at MoP and no national institutional arrangements were decided.	KM Steering Committee ToR

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
	Technical architecture for web-based KM prepared and tested	No	Yes	Achieved	Technical assistance and guidelines provided by IAU to CSO, in addition to the general guidelines developed under the eGovernance component of the IPSM for the whole of government.	Technical architecture test report
1.4. KRG civil service Commission supported for public sector modernization	KRG working group on PSM Strategy is functional	No	Yes	Achieved	KPSM Committee established	KRG Decree
	KRG PSM Strategy drafted	No	Yes	Not Achieved	A KPSM Project Document was developed, which included highlights of a strategy for PSM in Kurdistan. The specific strategy is yet to be developed.	KRG PSM Strategy document
2.1. Capacitated institutions and human resources with clear policies and processes including e-governance and knowledge management	# of consultation meetings and workshops for preparing Capacity Development Policy	0	3	Achieved	8 Consultative meetings and workshops performed under the eGovernance component for the development of guidelines and training of staff, in addition to the SES Consultations	Records of consultation meetings and workshops
	# of gender sensitive guidelines for public administration functions developed	0	4	Achieved	6 guidelines for business transformation and eGovernance developed	Guidelines document
	# of Standard Operating Procedures (SOPs) for the implementation of the guidelines developed	0	4	Achieved	6 guidelines for business transformation and eGovernance developed	SOPs
	# of Civil Service Commission and RIMUs staff in GoI and KRG trained on guidelines and SOPs	0	70	Partially Achieved	40 Staff from Governorate Councils and federal ministries has been trained on the guidelines. Yet no work has been performed at the level of the PAR Management Committee and KRG.	Training records
2.1. Capacitated institutions and human resources with clear policies and processes including e-governance and knowledge management	# of Strategic Plans for the National Center for Management Development and Information Technology (NCMDIT) & Kurdistan Institute for Public Administration (KIPA) prepared	0	2	Partially Achieved	Strategic plans are in their final draft format.	Strategic Plan Drafts
	International twinning arrangements in place for NCMDIT & KIPA	1	3	Not Achieved	Pending the finalization and approval of the strategic plans.	Twinning visit reports

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
	# of consultation meetings and workshops for developing the Senior Executive Service Policy	0	2	Achieved	6 Consultative meetings and workshops were performed at federal and regional levels. The SES was consensually agreed upon and the development of the System.	Reports of meetings Draft SES Policy Workshop reports
	# of exposure visits and senior fellowships schemes for Senior executives (DMs and DGs) organized	0	3	Not Achieved		Exposure visit reports
				Not Achieved		Fellowship reports
2.1. Capacitated institutions and human resources with clear policies and processes including e-governance and knowledge management	E-governance strategic plan finalized	No	Yes	Achieved		Minutes of the meetings of e governance Steering Committee Revised e governance Strategic Plan
	National Academy of Excellence on eGov established	No	Yes	Partially Achieved	Study Mission was undergone to Korea on the establishing the Center for Excellence. The MoST is currently engaged in advocacy for the establishment of this institutional structure at federal level	MoST decree
	# of Action plans for additional e-services prepared	5	15	Partially Achieved	6 eServices for the Provincial level have been initiated. Federal ministries are currently been supported in the development of specific eServices	Iraq Web Portal; UNDP reports
	Draft Data Policy Framework prepared	1	2	Achieved		Draft Data Policy Framework Document
2.1. Capacitated institutions and human resources with clear policies and processes including e-governance and knowledge management	# of technical and management staff participating in the training /study visit programme on Knowledge Management	Tech- 15 Mgt - 0	Tech – 40 Mgt - 30	Achieved	Target was reduced pursuant to the decision to limit to the CSO pilot. Two officials underwent a Study Mission to South Africa; a total of 20 persons underwent training	Training reports
	IDMS/KDMS version II is functional	No	Yes	Partially Achieved	Additional training was requested by both federal and regional level governments. Training sessions are planned to take place in 2014.	IDMS/KDMS Report

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
2.2. GoI has improved Gender Responsive approaches and practices in public administration system, public policy, planning, budgeting and evaluation	Gender action plan at national level drafted	No	Yes	Partially Achieved	National strategy for the advancement of women draft completed, but not formally endorsed at national or Kurdish level	Indicators report
	Budget gender analysis guidelines and indicators drafted	No	Yes	Partially Achieved	Budget analysis complete, but indicators still in discussion. Baseline knowledge level even lower than anticipated	Action plan report
	# of GRB unit staff trained	0	50	Partially Achieved	25 Key personnel in line ministries trained. Needs more work in ministry of finance	Training reports
	GRB conference to showcase methodology & lessons learned conducted	No	Yes	Not Achieved	Government representatives participated in regional conference with same objective	Conference report
2.3. GoI/KRG have enhanced gender sensitive statistics policy and human resources aligned with e-governance policy and systems	Draft for New Statistics Act prepared	No	Yes	Achieved	Prepared & Submitted to CoR	Draft Statistics Act
	Code of Practice drafted	No	Yes	Achieved	Prepared & Submitted to CoR	Code of Practice
	# of functional IT networks established at national, regional and sectoral level	0	4	Partially achieved	Networks established at CSO, but delayed at KRISO, and ongoing with MoH, & delayed with MoE	Network reports
	# of modernized classifications and coding systems developed	No	Yes	Delayed	Delayed to 2014 & 2015	Drafts
	# of functional data exchange mechanisms	0	3	Not achieved	Exchange of raw data would require a law to allow such operation	CSO/KRISO/MoP/ line ministries reports
	# of trained nationals on modernizing national statistics systems	NA	200	Partially	Plan was developed, and partially implemented by CSO and KRISO	Training reports
	Gender sensitized tool developed	0	1	Achieved		CSO/KRISO/MoP/line ministries reports
	National classifications server installed	No	Yes	Delayed	Delayed to 2014 & 2015	Installation Report
3.1.1. MOE has institutional mechanisms for coordination of Education sector amongst stakeholders	Institutional framework for coordination among education stakeholders drafted	No	Yes	Partially Achieved	Several meetings were organized and chaired by PMAC resulted in producing a list of recommendations and setting up a committee between MoE and MoHESR in order to finalize the	Draft institutional coordination framework

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
					institutional coordination framework.	
3.1.2 MOE/MoHESR have decentralized, ICT-enabled and gender responsive organizational structures & processes for improved service delivery at central and governorate levels	Reviewed and updated assessment of structures and processes report	Assessments conducted	1 updated report	Achieved		Updated report
	Draft organization change plan prepared for MoE and MoHESR	No	Yes	Partially Achieved	Consultant already engaged and preparation of plan in progress	Draft plan
	Education Gender indicators for planning, budgeting, monitoring and evaluation developed	None	Finalized	Achieved		Draft gender indicators
3.1.3. MoE and MoHESR have strengthened human capacity in planning and coordination, M&E, financial management, HRM, use of ICTs and gender mainstreaming	# of mid and senior level government officials trained in MoE and MoHESR	0	100	Achieved		MoE/MoHESR training records
	% of reported improvement in knowledge and skills among trainees after training	0	80%	Partially Achieved (70%)	Given the nature of the subject matters, a series of follow-up trainings are planned for 2014 which will help achieve fully the planned target	Post training Assessment
3.2.1 GoI has policies, plans and organizational framework for better health services including decentralization, public-private partnership, health financing, ICT and gender responsive approaches	National Health Policy (NHP) assessed by JANS and endorsed	No	Yes	Achieved		Government decree on NHP
	Guidelines on financial management, Pharmaceuticals, & HIS developed	No	Yes	Partially Achieved	Guidelines on financial management developed. HIS in Family Practice developed and implemented in pilot facilities. Wider roll out delayed.	Minutes of meetings/
	Ten year strategic plan for health developed	No	Yes	Partially Achieved	Strategic Plan developed. Decentralization elements awaiting endorsement of Law 19 by the Parliament.	Guidelines
	MTEF framework for health sector developed	No	Yes	Partially Achieved	Plan of Action & guidelines developed for MTEF. MTEF awaiting approval by ministry of planning & ministry of finance.	Strategic Plan for Health
	HRM policy developed	No	Yes	Partially Achieved	Roles & Responsibilities at various levels developed for better HRM. Endorsement by government awaited for alignment with Law 19.	MTEF framework document

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
	Fiscal decentralization modules in health system developed	No	Yes	Partially Achieved	Plan of Action & guidelines developed for MTEF. MTEF awaiting approval by ministry of planning & ministry of finance.	HRM policy document
	Framework for ICT/e-governance in health, including application of telemedicine provided	No	Yes	Not Achieved	Shortage of resources.	Documents & reports
	Gender audit with guidelines for engendering the sector developed	No	Yes	Achieved		Framework document Project reports Gender audit report
3.2.2 GoI has enhanced capacity for policy, planning, programme management and health care delivery, including decentralized health care based on PHC & Family practice with policy on PPP	% of management staff trained on decentralized management	NA	50	Partially Achieved (5)	Ongoing activity. Some modules not fully developed as policy needs finalization.	Training Reports
	# of skilled staff (physicians, nurses and midwives) per 1000 population	Physicians - .75 Nurses – 1.4 Midwives N.A	2.3 health staff per 1000 population	Achieved	Physicians - 0.8/1000 population; Nursing staff 1.9/1000 pop	MOH Annual Reports
3.3.1 Institutional, organizational and operational arrangements for a water utility developed	Pilot location identified	No	Yes	Achieved		Meeting Minutes
	Organizational arrangements for corporate utility model developed	No	Yes	Partially Achieved	Procurement process to mobilize a specialized consultancy to develop the pilot under supervision of UNHABITAT in Najaf is in the last stage. Duhok pilot delayed by KRG decision making. Activity should be implemented in 2014	Working group minutes
	ToR for Management Contract and support of procurement process of utility	No	Yes	Not Achieved	To be achieved within the pilot in 2014 based on the results of study that has not been yet launched and decision making by pilot authorities	ToR
	Key Performance Indicators	No	Yes	Not Achieved	To be developed only in concert with pilot authorities in 2014	Indicators identified
	Pilot E-services in billing and complaint management initiated	No	Yes	Not Achieved	Should be carried out within the pilot in 2014	MoMPW/ UN-Habitat Report
3.3.2 Legislative and regulatory instruments for modernization of water, sewerage and solid waste public service delivery	ToR's for I&KWA's drafted and approved by C'soM.	No	Yes	Achieved		CoM Records Parliamentary Records
	Legislation for formation of I&KWA's, including ToR's, drafted and recommended to	No	Yes	Not Achieved	MoP in KRG has requested to slow down the programme until the new cabinet is formed	

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
drafted and submitted to Council of Ministries (CoM)	GoI& KRG					
	GoI& KRG national consultations on sector reform conducted			Achieved		GoI approval of process results.
	Applicable water and wastewater charges identified and proposed to be included in legislative process.	No	Yes	Not Achieved	Water and Sanitation Law for Iraq awarded and the international consultant is currently waiting for VISA clearance to Iraq to start data collection starting from KRG	Report on charges and legislative recommendation
3.3.3. Plans for improved operational management prepared and submitted by High Council of Water (HCW)	Water demand management study and consultation conducted by I&RWA and results fed into 3.3.2	No	Yes	Achieved		I&RWA report
	Water quality management study and consultation developed by I&RWA's and results fed into 3.3.2	No	Yes	Not Achieved	Technical proposal were received and under review before submitting for bidding process	I&RWA report
	Governorates and GoI to conduct household water consumption data analysis, to feed into 3.3.2	No	Yes	Not Achieved	Will be conducted under the above item	GoI Report
	National Water Conservation Plan developed by GoI and fed into 3.3.2	No	Yes	Not Achieved	Will be conducted under the above item	GoI Plan document
3.3.4. Strategies for improved public participation and customer orientation developed	Household water diaries prepared with women	0	3	Not Achieved	To be implemented in 2014 in one pilot area	Diaries
	Report on the analysis of water use practices at household level, and findings on water practices prepared	No	Yes	Not Achieved	To be implemented in 2014 in one pilot area	Report
	% increase in women representation within citizen advisory committees on water	Minimal	15%	Not Achieved	To be implemented in 2014 in one pilot area	Citizen advisory committees records
	Performance and service standards on water usage and consumption developed and publicized	No	Yes	Not Achieved	To be implemented in 2014 in one pilot area	Documents produced

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
3.3.5. Updated Solid Waste Management strategy, policy, national master and capital investment plans drafted	Sector strategy and policy drafted	No	Yes	Not Achieved	Dropped from UN-Habitat's List of Activities of 2013 due to insufficient human resources available in Phase II	Strategy document
	National Master plan including hazardous and health care waste updated	No	Yes	Not Achieved	Dropped from UN-Habitat's List of Activities of 2013 due to insufficient human resources available in Phase II	Draft Plan
	Handbook on ISWM collecting and separating at source developed	No	Yes	Not Achieved	Dropped from UN-Habitat's List of Activities of 2013 due to insufficient human resources available in Phase II	ISWM practices' handbook for private households
4.1 Enhanced decentralization and strengthened local governance	Federal-Provincial Committee in operation	No	Yes	Not Achieved	Work on the decentralization component was postponed in light of the delay in governorate selection	Minutes of the Committee meeting
	# of executive development programmes for the political executives, Governors & Council members and senior functionaries of concerned departments	0	50	Not Achieved	Work on the decentralization component was postponed in light of the delay in governorate selection	Training reports
	Draft strategy paper on participatory approaches and mechanisms (for what)	No	Yes	Not Achieved	Work on the decentralization component was postponed in light of the delay in governorate selection	Strategy paper
	Study on institutional arrangements (for what), including administrative structures, at provincial level	No	Yes	Not Achieved	Pending the start-up of the pilots at governorates level	Study
	Study on fiscal decentralization completed	No	Yes	Not Achieved	Dropped in light of the change in focus of the programme	Study report
4.2 Enhanced gender sensitive planning, budgeting & evaluation capacity at central and governorate levels	# of guidelines on gender sensitive approaches issued in cooperation with sub-national entities	0	5	Not Achieved	Specific guidelines need to be developed on gender responsive budgeting first before working on any sub national specific guidelines	Guidelines documents
4.3.1 Participatory and inclusive governance approaches enhanced through partnerships with	# of recommendations identified for the enhancement of Law 21 from the participation perspective and for the	1	2	Achieved	10 Revised Law was enacted in Parliament in 2013, pursuant to the technical assistance provided by UNDP.	Reports and Official Correspondence

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
CSOs	localization of MDGs					
	# of officials & politicians at sub-national levels trained in participatory processes	10	150	Not Achieved	Focus on central and regional (KRG) government did not permit work at local government level WHO part is planned for 2014	Training & Event reports
	Draft social participation toolkit for government agencies prepared	No	Yes	Not Achieved	Focus on central and regional (KRG) government did not permit work at local government level WHO part is planned for 2014	Toolkit
	# of advocacy groups established to promote participatory approaches	0	6	Partially Achieved	1 Inspient advocacy group fostered in one pilot area	Agency report
4.3.2 Government and partners are supported to enhance youth & women leadership skills for local governance	Policy recommendations and inputs to the civil society law?	No	Yes	Not relevant	Activity not included on 2013 workplan	Civil Society organization Law & Parliamentary reports
	# of youth/women advocacy groups established	0	460 males & 530 females	Delayed to 2014	Selection of Governorates was delayed till end of 2013, & limited budget	CSO/CBO reports Youth & women testimonies
	# of tri-partite Meetings with youth councils & women networks	0	24	Delayed to 2014	Selection of Governorates was delayed till end of 2013, & limited budget	Council Committees Reports, Minutes of Meetings
	# of districts/ municipalities covered by the UN led Youth Initiatives	0	6-8 districts / municipalities	Delayed to 2014	Selection of Governorates was delayed till end of 2013, & limited budget	Council Committees Reports
	# of curriculum development tools developed with MoE to mainstream civic and political literacy and engagement	0	3	Not Achieved	The activity was re-programmed on to 2014 pending finalization of MoE's inputs for the development tools	Tool Minutes of meeting with MOEs
4.4 Government is able to implement pilot participatory service delivery projects in Health, Education and WATSAN sectors in three governorates	# of Assessments of decentralized service delivery governorates completed	0	3		WHO part is planned for 2014	Assessment reports
	# of joint-UN pilots promoting participatory governance mechanisms in service delivery launched	0	3	Partially Achieved	1. A draft manual on the concept of School-Based Management (SBM) developed to enhance knowledge and understanding of the concept. 2. SBM being contextualized at national and regional levels in order to develop guidelines.	GoI/governorates/ Agency reports

UN Agency Specific Output	Indicators	Baseline	Planned Target	Achieved Indicator Targets	Reasons for Variance with Planned	Source of Verification
4.5.1 Government partners undertake study on the scope of urban local governance including recommended options	Study on local urban governance for Public Sector Modernization conducted and options for pilot implementation in selected urban centers suggested	No	Yes	Not Achieved	This activity is not included in the agreed AWP 2013	Study reports
4.5.2 Local government able to support public sector modernization at provincial/local levels	Strategic Plan for Training and research institute (TRI) developed	No	Yes	Not Achieved	This activity was not included in the agreed AWP 2013	Strategic plan report
	Curriculum developed on local governance and urban development	No	Yes	Not Achieved	This activity was not included in the agreed AWP 2013	Training modules
	# of elected council representatives and line departments staff attending TRI training of trainers (ToT)	Elected: 0 Staff: 0	Elected: 20 Staff: 60	Not Achieved	This activity was not included in the agreed AWP 2013	Training reports
	% of trained elected officials and confirming benefiting from ToT	0	80%	Not Achieved	This activity was not included in the agreed AWP 2013	Evaluation sheet
	# of political executives and officials participating in Study Tour	NA	20	Not Achieved	This activity was not included in the agreed AWP 2013	Study tour report

List of Acronyms

AWP	Annual Workplan
CoM	Council of Ministers
COMSEC	Council of Ministers Secretariat
CoR	Council of Representatives (CoR)
CSO	Central Statistics Office/Civil Society Organization
GoI	Government of Iraq
GRB	gender-responsive budgeting
HRM	Human Resource Management
ICT	Information Communication Technology
IDMS	Iraq Development Management System
I-PSM	Iraq Public Sector Modernization Programme
IT	Information Technology
ITF	Iraq Trust Fund
JP	Joint Programme
KDMS	Kurdistan Development Management System
KIPA	Kurdistan Institute for Public Administration
KM	Knowledge Management
KPSM	Kurdistan Public Sector Modernization Project
KRG	Kurdistan Regional Government
KRSO	Kurdistan Regional Statistics Office
MDGs	Millennium Development Goals
MoE	Ministry of Education
MoH	Ministry of Health
MoHESR	Ministry of Higher Education and Scientific Research
MoP	Ministry of Planning
MoST	Ministry of Science and Technology
MoU	Memorandum of Understanding
NCMDIT	National Centre for Management Development and Information Technology
NHP	National Health Plan
NDP	National Development Plan
PAR:	Public Administration Reform
PARHC	Public Administration Reform Higher Committee
PARMC	Public Administration Reform Management Committee
PMAC	Prime Minister Advisory Committee
PMO	Prime Minister Office
PPP	Public Private Partnership
PSM	Public Sector Modernization
PSMSC	Public Sector Modernization Steering Committee

RC	Resident Coordinator
SC	Steering Committee
SES	Senior Executive Service
SGP	Iraq's Strategic Government Plan
SOPs	Standard Operating Procedures
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework for Iraq
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WB	World Bank