

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

<p align="center"><b>Participating UN Organization(s)</b> <i>(if joint programme, indicate the lead agency)</i></p> <p>UNOPS UNAMI</p>	<p align="center"><b>Sector(s)/Area(s)/Theme(s)</b></p> <p>C- Governance New Sector: Governance Sector Outcome Team</p>										
<p align="center"><b>Programme/Project Title</b></p> <p>Assistance for the Establishment of the Secretariat for the International Compact with Iraq (Compact Secretariat)</p>	<p align="center"><b>Programme/Project Number</b></p> <p align="center">Project #:C9-22 UNDG ITF Atlas Number 66952</p>										
<p align="center"><b>Programme/Project Budget</b></p> <table border="0"> <tr> <td><b>UNDG ITF:</b></td> <td>USD 3,414,816</td> </tr> <tr> <td><b>Govt. Contribution:</b></td> <td>USD</td> </tr> <tr> <td><b>Agency Core:</b></td> <td></td> </tr> <tr> <td><b>Other:</b></td> <td></td> </tr> <tr> <td><b>TOTAL:</b></td> <td>USD 3,414,816</td> </tr> </table>	<b>UNDG ITF:</b>	USD 3,414,816	<b>Govt. Contribution:</b>	USD	<b>Agency Core:</b>		<b>Other:</b>		<b>TOTAL:</b>	USD 3,414,816	<p align="center"><b>Programme/Project Location</b></p> <p><b>Region (s):</b> Iraq</p> <p><b>Governorate(s):</b> Baghdad</p> <p><b>District(s)</b></p>
<b>UNDG ITF:</b>	USD 3,414,816										
<b>Govt. Contribution:</b>	USD										
<b>Agency Core:</b>											
<b>Other:</b>											
<b>TOTAL:</b>	USD 3,414,816										
<p align="center"><b>Final Programme/ Project Evaluation</b></p> <p><b>Evaluation Done</b>   <input type="checkbox"/> Yes   <input checked="" type="checkbox"/> No  <b>Evaluation Report Attached</b>   <input type="checkbox"/> Yes   <input type="checkbox"/> No</p>	<p align="center"><b>Programme/Project Timeline/Duration</b></p> <p><b>Overall Duration</b> 10 October 2007- 30 June 2010</p> <p><b>Original Duration</b> 12 Months from 10 October 2007 until 9 October 2008 extended until 30 June 2010</p> <p><b>Programme/ Project Extensions</b></p> <ul style="list-style-type: none"> <li>- First Extension: 15 April 2009</li> <li>- Second Extension: 31 December 2009</li> <li>- Third Extension: 30 June 2010</li> </ul>										

## FINAL NARRATIVE REPORT

### **I. PURPOSE**

- a. Provide a brief introduction to the programme/ project (*one paragraph*)

#### Main Objectives:

1. Provide policy, program, technical and administrative support for the implementation of the International Compact with Iraq (ICI) by the identification and contracting of an external management company. The company will:
  - i. Establish and manage the Administrative and Technical Support Unit
  - ii. Provide procurement support to the Unit in terms of identifying and contracting consultants (4) in the relevant fields to shadow/ mentor the government staff seconded
  - iii. Select consultants to support the Secretariat administratively and technically on a short term basis as requested by the Secretariat Director
  - iv. Work with the Compact Steering Committee to develop a programme/ project pipeline
2. Support the selected service provider by acting as a liaison with other UN agencies, development partners and any other relevant stakeholders.

- b. List programme/project outcomes and associated outputs as per the approved Project document.

#### Outcome

Effective, accountable and sustainable Iraqi mechanism for policy planning, programme design, monitoring and evaluation to support the implementation of the International Compact with Iraq

#### Outputs

- Definition of Management Company ToR by UN and development partners and agreement to these by the Secretariat Director and Compact Steering Committee
  - Successfully implemented Management Company procurement process in line with UN procurement procedures
  - Engagement of selected company, according to UN and UNOPS procedures, by UNOPS to provide the required consultancy services as defined in the approved ToR
  - Support to the Administrative and Technical Support Unit from one full time management consultant and activities as defined in the ToR for the Secretariat
  - Recruitment of Management Consultants (pool of experts) with the specific skill sets as defined in ToRs to be responsible for “shadowing” the Programme Officers seconded from the GoI (Deputy Minister/ DG) sit in PPU
  - Necessary skills have been put in place to ensure Iraqi management of the Secretariat in line with the pre-defined transition arrangements through the work of the Management Consultants together with the GoI Secretariat Organisation
  - Assigned UNOPS project manager to act as liaison with other stakeholders and facilitate coordination between this project and complementary projects managed by other agencies.
- c. List the UN Assistance Strategy Outcomes, MDGs, Iraq NDS Priorities, ICI benchmarks relevant to the programme/ project

Effective, accountable and sustainable Iraqi mechanism for policy planning, program design, monitoring and evaluation to support the implementation of the ICI in line with UNCT Goal 4: *Promote good governance and democratic processes, assist to uphold the rule of law and establish a human right regime.*

This project addressed outcomes which also specifically related to the strengthening of public institutions and other entities in order that they might operate effectively and efficiently and in accordance to the principles of sustainable development. In this manner the project's objectives, outputs and activities were guided by the:

- International Compact with Iraq;
- National Development Strategy 2007-2010
- Joint Programming Action Plan (JPAP) 2007-2010.

d. List primary implementing partners and stakeholders including key beneficiaries.

- The Secretariat of the ICI, and later PMAC, – as the GoI counterpart in this project the Secretariat team were involved in planning and implementation at all stages; it is considered that the Secretariat and later the PMAC were the beneficiaries;
- UNAMI – as co-chair of the Executive Committee of the Secretariat are actively involved in the activities of the Secretariat and quality assurance of project activities
- World Bank – as co-chair of the Technical Committee, consulted by the project as an advisory agency

## II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

- a. Report on the key outputs achieved and explain any variance in achieved versus planned results. Who have been the primary beneficiaries and how they were engaged in the programme/ project implementation?

### **Output 1:**

Provide policy, program, technical and administrative support for the implementation of the International Compact with Iraq (ICI) by the identification and contracting of an external management company.

1.1 Definition of Management Company ToR by UN and development partners and agreement to these by the Secretariat Director and Compact Steering Committee. **100% of planned**

1.2 Successfully implemented Management Company procurement process in line with UN procurement procedures. **100% of planned**

1.3 Engagement of selected company, according to UN and UNOPS procedures, by UNOPS to provide the required consultancy services as defined in the approved ToR. **100% of planned**

1.4 Support to the Administrative and Technical Support Unit from one full time management consultant and activities as defined in the ToR for the Secretariat. **95% of planned<sup>1</sup>**

1.5 Recruitment of Management Consultants (pool of experts) with the specific skill sets as defined in ToRs to be responsible for “shadowing” the Programme Officers seconded from the GoI (Deputy Minister/ DG) sit in PPU. **99% of planned**

1.6 Necessary skills have been put in place to ensure Iraqi management of the Secretariat in line with the pre-defined transition arrangements through the work of the Management Consultants together with the GoI Secretariat Organisation. **95% of planned<sup>2</sup>**

### **Output 2:**

Support the selected service provider by acting as a liaison with other UN agencies, development partners and any other relevant stakeholders

2.1 Assigned UNOPS project manager to act as liaison with other stakeholders and facilitate coordination between this project and complementary projects managed by other agencies. **100% of planned**

- b. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes. Highlight any institutional and / or behavioural changes amongst beneficiaries at the outcome level

### **Output 1:**

A management consultancy was selected following a competitive tender process. This company was the mechanism for deploying consultants to support the GoI. A full time consultant was engaged in the final quarter of 2008 to support the Administration and Technical Unit (ATU) which also lacked both staff and a working budget (staff were seconded to support the ATU).

Following the project launch at Stockholm in May 2008, UNAMI undertook an assessment of the project impact in June. UNOPS, the Ministry of Planning, as well as other international development partners gave inputs to the assessment. One of the main recommendations of the assessment was for the ICI Secretariat to undertake a Management Review. UNAMI engaged

---

<sup>1</sup> Please note that outputs 1.4, 1.5, 1.6 have variances from planned achievements as they were never fully realised according to the original intention of the project as there was a change within the GoI to support the ICI, and although the support met the various requests the division of labour and responsibility that was originally envisioned to be housed within the ICI Secretariat was spread variously through the GoI. However, it was considered that all GoI requests were fully realised and met.

Ambassador Holst-Alani to work with the ICI Secretariat to review the ICI structure. This would allow for a modification of project activities to determine the best and most appropriate way to deploy the envisaged engagement of a “pool” of experts intended to provide technical assistance and mentoring to the Policy and Planning Unit (PPU) of the Compact Secretariat. It also became apparent that the ICI Secretariat structure that was originally envisaged in the Secretariat TORs could not be fully realized by GoI counterparts. This issue was discussed between the various stakeholders, including the Prime Minister’s Office, UNAMI, World Bank, and other international partners.

The findings of the Management Review report was analyzed and complemented by a further UNAMI Assessment of the support provided by the ICI Secretariat (with all relevant documents attached to the October 2008 revision). Subsequently, the Compact Secretariat was restructured to be located within the Policy Planning Unit. This moved the Secretariat to the Prime Minister’s Advisory Council (PMAC), with the Administrative and Technical Unit remaining with the Deputy Prime Minister.

On 3 December 2008, UNOPS received an e-mail (attached) from David Shearer (the UNAMI DSRSG and Chair of the UNDG/ITF SC), requesting, in coordination with Thamir Ghadban (Head of the PMAC), that UNOPS extend the project until the end of 2009 and adjust the project’s objective to provide expertise (output 1.5) to be in line with the changed structure. Throughout January 2009, UNOPS discussed the implications of restructuring the project with various other stakeholders, including the Advisor to the DSRSG, the Director of the ICI Secretariat, the ICI Secretariat Advisor under this project, and UNAMI HRD. It was agreed to propose a revision of Output 1.5 (now referred to as Output 1.5a), so that the project would provide expertise to specific PMAC Advisors as the project direct beneficiaries. These advisors would be identified through a consultative process lead by the Director of the ICI Secretariat, and also engaged in the re-drafting of the Compact document (including the revision of the benchmarks).

To reflect changes in the project’s duration, the contract with the management consultancy was revised accordingly, and extended through 31 December 2009.

In the third quarter of 2009, UNOPS was requested to begin to support the PMAC according to the agreed restructuring. Specifically UNOPS was requested to mobilise three public sector reform experts, a water specialist, an agricultural specialist, two National Development Plan Consultants (one national one international) and one interpreter.

As the shape and direction of the ICI changed during the year, the GoI identified a number of focused areas of support where they requested project resources. These requests were received in the fourth quarter of 2009 and continued through the first quarter of 2010; UNOPS therefore requested a final project extension through June 2010 to assist with the expected transition period post COR Elections in 2010 and ensure time to operationally close all activities and contracts. Through these interventions, the UN was able to provide technical support to key national processes. This included

- Support to the ICI Secretariat: Two consultants were continued to be deployed to support the Prime Minister’s Advisory Board / ICI Secretariat, on Agriculture and Water.
- Support to the National Development Plan: Two senior national specialists were engaged to support the development of the NDP. The GoI also requested the project also provided targeted support to the logistics of the major NDP Conference in Erbil, in November 2009.
- Support to the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF): The UN, taking its cue from the GoI and its production of the first ever medium term national development plan, undertook a complementary process to produce the Common Country Assessment followed by the first ever UNDAF for Iraq. The data and analysis developed for the CCA were linked to and support the sectoral

analyses undertaken for the NDP, thereby ensuring alignment and harmonisation of evidence based planning between the NDP and the UNDAF. To ensure consistent GoI engagement and ownership of both processes, the project provided two consultants (a senior specialist and an editor) and transportation / logistics support for Iraqi participation in the various workshops and consultations comprising the process.

From April to June 2010, a senior transition advisor was requested to support the interim phase post COR Elections and to ensure continuity for the NDP process. This would help support a smooth handover from the ICI Secretariat to the newly established GoI mechanisms. UNAMI also requested the project to provide a consultant (an editor) to align relevant documentation in order to ensure consistent GoI engagement and ownership of UNDAF and the NDP processes. Finally UNAMI/ WFP / GoI requested the provision of a Public Distribution System consultant to provide interim and transitional support to the emerging NDP process.

### **Output 2:**

Throughout the project the UNOPS Project Manager regularly liaised with relevant stakeholders. This included meetings with the ICI Secretariat, MoPDC, PMAC, PMAB, WB, NDP planning committee and UNAMI. Meetings were typically held in Baghdad with the GoI or in Amman, Jordan with UNAMI.

c. Explain the overall contribution of the programme/ project/ to the ICI, NDS, MDGs and Iraq UN Assistance Strategy.

The International Compact with Iraq (ICI) was an initiative led by the GoI towards partnership with the international community. The goal was to move Iraq in the direction of peace and prosperity through a medium term action program that encompasses socio-economic, political and security areas. Through the Compact, the government in collaboration with the international community, is expected to achieve a range of policy objectives in support of a National Vision, as outlined in the ICI documentation and Joint Monitoring Matrix (JMM).

This project related to the UN's governance sector strategy, specifically in the strengthening of public institutions to operate effectively, efficiently and in accordance to the principles of sustainable development. In this manner, the project's objectives, outputs and activities were guided by the following conceptual documents:

- International Compact with Iraq
- Draft National Development Strategy 2007-2010
- Joint Programming Action Plan (JPAP) 2007-2010

The MDGs are at the heart of the Compact and constitute not only benchmarks for measuring development progress but key criteria for measuring success of the entire project.

d. Explain the contribution of key partnerships including national, international, inter-UN agency, CSO or others towards achievement of programme/ project results.

- UNOPS worked closely with UNAMI and the other international development partners in the design and implementation of this project. UNOPS liaised closely with the UNAMI focal point and with the ICI Secretariat team. The UN ceiling for Baghdad precluded the continuous presence of the Project Manager, however, UNAMI provided back stopping in between missions. It was considered that the backstopping improved coordination and information flow on project activities.
- UNOPS was required to competitively select a management consultancy, and ultimately CTG Global won the competitive bid. As part of their TORs, CTG then established links with the relevant partners including the ICI Secretariat and international partners. All activities undertaken by their consultants were in line with the ICI Secretariat work plan.

- The Secretariat of the ICI, as the GoI counterpart in this project, was involved in planning and implementation at all stages until the transference of the ATU to the PMAC.
- UNAMI, as co-chair of the Executive Committee of the Secretariat were involved in the activities of the Secretariat and provided quality assurance on project activities
- World Bank, as co-chair of the Technical Committee was consulted by the project as an advisory agency.
- Further to the agreed change of scope, the MoPDC and PMAC were continuously consulted on project activities as the GoI focal points.

e. Highlight the contribution of the programme/ project on cross-cutting issues:

- Were the needs of particularly vulnerable or marginalised groups addressed?

N/A

- How did men and women benefit from the programme/project? How were gender inequalities handled?

N/A

- Were environmental concerns addressed including environmental impact/risk assessment where relevant?

N/A

- Were there any specific issues in relation to the security situation?

N/A

- Did the project contribute to employment generation (gender disaggregated)?

The project contributed to short-term employment generation for two national posts. While the project did not specifically focus on employment generation as an output, the entire support to the ICI Secretariat can be seen as aiding good governance and creating an enabling environment to increase employment generation throughout Iraq.

f. Provide an assessment of the programme/ project based on performance indicators as per approved project document using the template in Section IV

Please see the matrix below.

### III. EVALUATION & LESSONS LEARNED

- a. Report on any assessments, evaluations or studies undertaken relating to the programme/project and how they were used during implementation. Has there been a final project evaluation and what are the key findings? Provide reasons if no evaluation of the programme/project have been done yet?

The consultants selected had a defined reporting schedule. All reports and all substantive documentation were provided to UNOPS, UNAMI and the GoI. UNAMI assessed progress and provided quality assurance.

The input of technical experts into ICI products (annual review, midyear review, achievement of benchmarks) is also well documented.

Lessons learned from the project's operations were fed back into activities. An example of this is adopting a disaggregation policy for individual costs when deploying consultants, rather than providing a total fee. This allowed for greater transparency and accuracy for budgeting.

No final evaluation was undertaken for this project, as it was not subject to such an evaluation under the ITF.

- b. Indicate key constraints including delays (if any) during programme/ project implementation

The project objectives were not fully achieved, as the ICI Secretariat structure initially envisaged in the Secretariat TORs was not fully realized by the GoI counterparts. Subsequently, the Compact Secretariat was restructured with the Policy Planning Unit relocating to the Prime Minister's Advisory Council/ Board (PMAC/B) and the Administrative and Technical Unit remaining with the Deputy Prime Minister until August 2009. The lead for the ICI Secretariat was then transferred to the Ministry of Finance, but with physical locations remaining the same.

Subject to the approved change of provision of expertise within the project (output 1.5), in line with the changed GoI structure, the project has successfully deployed consultants. Due to the changes in security management of the International Zone (handover from USFI / MNFI to GoI) visas and identification badge issuing of consultants was problematic and very time consuming.

- c. Report key lessons learned that would facilitate future programme design and implementation.

1. The modality of using a management consultancy to deploy experts where the UN cannot guarantee mobility was very useful, and should be considered in future project design for hazardous environments.
2. Flexibility in a programme to allow support to different official bodies with overlapping responsibilities for the same areas should be considered.
3. Clear delineation of responsibility within the government, including assigning a project focal point that is a decision maker, would assist future programming.

#### IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	<b>Performance Indicators</b>	<b>Indicator Baselines</b>	<b>Planned Indicator Targets</b>	<b>Achieved Indicator Targets</b>	<b>Reasons for Variance (if any)</b>	<b>Source of Verification</b>	<b>Comments (if any)</b>
<b>IP Outcome 1</b>							
Provide policy, program, technical and administrative support for the implementation of the International Compact with Iraq (ICI) by the identification and contracting of an external management company.							
<b>IP Output 1.1</b>	Indicator 1.1 Definition of Management Company ToR by UN and development partners and agreement to these by the Secretariat Director and Compact Steering Committee	No management company ToRs.	Confirmation of company ToRs.	ToRs agreed.		UNOPS website	
	Indicator 1.2 Successfully implemented Management Company procurement process in line with UN procurement procedures	No management company recruited.	Management company selected & contracted.	Management company selected & contracted		Physical contract signed	
	Indicator 1.3 Engagement of selected	No management company	Management company engaged	Management company engaged		Successful deployment of all proposed	The TORs were amended subject to agree project

	company, according to UN and UNOPS procedures, by UNOPS to provide the required consultancy services as defined in the approved ToR	engaged	according to all of ToRs	according to part of ToRs		consultants according to the contract	scope change with all stakeholders.
	Indicator 1.4 Support to the Administrative and Technical Support Unit from one full time management consultant and activities as defined in the ToR for the Secretariat	No consultant deployed	Consultant deployed	Consultant deployed		Physical deployment of one consultant and receipt of reports	
	Indicator 1.5 Recruitment of Management Consultants (pool of experts) with the specific skill sets as defined in ToRs to be responsible for	No pool of experts	Recruitment of pool of experts	Recruitment of specific Public Policy Agriculture, PDS and Water experts		Physical deployment of one consultants and sector specific reports	

	<p>“shadowing” the Programme Officers seconded from the GoI (Deputy Minister/ DG) sit in PPU</p>						
	<p>Indicator 1.6 Necessary skills have been put in place to ensure Iraqi management of the Secretariat in line with the pre-defined transition arrangements through the work of the Management Consultants together with the GoI Secretariat Organisation</p>	<p>No skills in place for successful management of ICI Secretariat</p>	<p>Skills in place for successful management of ICI Secretariat</p>	<p>Skills for successful management challenging to transfer as no specific ICI Secretariat exists</p>	<p>ICI Secretariat lack of budget and full time assigned staff</p>	<p>Reports from consultants, needs assessment and management review</p>	
<p><b>IP Outcome 2</b> Support the selected service provider by acting as a liaison with other UN agencies, development partners and any other relevant stakeholders</p>							

<b>IP Output 2.1</b>	Indicator 2.1 Assigned UNOPS project manager to act as liaison with other stakeholders and facilitate coordination between this project and complementary projects managed by other agencies.	No PM assigned	PM assigned	PM assigned		Physical presence of PM  PM facilitated meetings and dialogue between UNAMI, ICA, NDP and UNCT.	
----------------------	--	----------------	-------------	-------------	--	---	--