



**IRAQ UNDAF FUND
Joint Programme / Document Template**

Cover Page

Participating UN Organization(s): UNDP (coordinating agency), UNESCO	Priority Working Group(s): Environment
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Programme Title: Development of National Framework for Integrated Drought Risk Management (DRM) in Iraq	Programme Number: P3-01

Programme Description (limit 1,000 characters):

Drought has far-reaching consequences on multiple aspects of Iraq's environment, economy, and social structure. Given its extended occurrence in Iraq and its negative impact thus far, it is viewed as a slow-onset disaster that requires immediate strategic intervention. Recognizing the urgency of this situation, the Government has called on the United Nations to provide support in formulating a framework for national drought risk management.

The proposed programme will be jointly implemented by UNDP and UNESCO in close consultation with other UN partners. It will support the Government of Iraq (GoI) to conduct a series of technical assessments of existing Disaster Risk Management (DRM) capacities and vulnerabilities, and carry out a series of consultations and consensus-building activities to build a common understanding of drought impacts and risk management measures. It will also expose the GoI to international good DRM practices.

These activities will form the basis for developing a national framework for integrated Drought Risk Management in Iraq that will enable the GoI and its partners to launch a coordinated multidisciplinary, multi-sectoral, and multi-level response to drought.

The proposed national DRM framework will be reviewed and discussed by all key stakeholders at a validation workshop to secure programmatic support for drought risk management in Iraq.

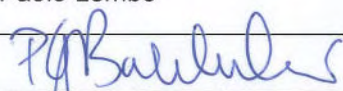

Programme Costs:		Programme Location:
IRAQ UNDAF FUND:	\$479,884	Nationwide
Govt. Contribution:	\$0	
UN Organization Core:	\$150,000 In kind 'personnel' costs from UNDP, UNESCO, FAO etc.	
Other:		
TOTAL (USD):	\$629,884	

Line Ministry / Authority Responsible:
PMAC/MOWR, in collaboration with MOST, MOENV, MOA, MMPW, MOAWR (KRG), MoMT (KRG), Higher Committee on Environment (KRG)

Programme Duration:	
Total duration (in months):	9
Expected Start date ¹ :	1 July 2011
Expected End date:	31 March 2012

Review & Approval Dates	
Line Ministry/ National Authority Endorsement Date:	17 July 2011
PCN Approval Date:	25 May 2011
PWG/ Sub-PWG Review Date:	08 June 2011
Steering Committee Approval Date:	14 June 2011

Signatures of Participating UN Organizations and Steering Committee Chair

I.	Name of Representative	Paolo Lembo
	Signature	
	Name of UN Organization	UNDP
	Date	21/8/11
II.	Name of Representative	Mohamed Djelid
	Signature	
	Name of UN Organization	UNESCO
	Date	22/08/11
III.	Name of Steering Committee Chair (UN)	Christine McNab
	Signature	
	Date	21/8/11
IV.	Name of Steering Committee Chair (GOI)	Thamir Al-Ghadban / HAMID K. AHMED
	Signature	
	Date	17/8/2011

¹ The official start date of any approved project/programme occurs when funds are transferred by MDTF Office.

Relevant NDP Goal(s): Section 10.2.5.

Goal 2: Monitoring the Environmental Status

Goal 6: Environmental Awareness

Goal 8: Developing and Building Environmental Capacities

Relevant UNDAF Priority Area Outcome:

Environmental management and compliance with actions taken on ratified international environmental treaties and obligations

**JP Budget Breakdown
by
Source of Funds and Participating UN Organization**

Total JP Budget (in US \$): 629,884

Budget Breakdown by Source:

Participating UN Organization	Iraq UNDAF Fund (US \$)	GOI Funds (US \$)	Participating UN Organization Funds (US \$)	
			Core Funds	Non-core
UNDP	264,883		0	50,000
UNESCO	215,001		0	40,000
Other UN Organizations	0		0	60,000
Total Budget (US \$)	479,884		0	150,000

1. Executive Summary

Drought in Iraq has been increasing in occurrence and severity over the past decade. Symptoms of drought in Iraq include reduced surface and ground water, water salinity and soil salinization, desertification of wide areas of land, and other problems.

The effects and impacts of drought reach beyond these visible symptoms into multiple layers of Iraqi life. It has negative consequences to the overall environment, demographics, as well as economic, social, and physical well-being of millions of Iraqis, particularly women. Moreover, the impacts of drought could lead to conflict between those competing over limited water resources and access to basic services.

Recognizing the urgency of this situation, the Government of Iraq (GoI) and the High Level Committee for Disaster Risk Reduction (HLCDRR) have identified drought as the most serious disaster facing Iraq. Iraq has thus called on the United Nations to provide support in formulating a national framework for integrated Drought Risk Management (DRM). This framework will enable the government to institutionalise policy and operational frameworks to better prevent and mitigate natural and manmade disasters. It will also enable Iraq to be more responsive to its commitments to all international conventions pertaining to climate change, and sustainable management and conservation of natural resources.

These concerns are echoed in the United Nations Development Assistance Framework (UNDAF) for Iraq 2011-2014. The UNDAF environment priority area includes a specific outcome related to disaster risk reduction that also addresses the issue of drought.

The proposed joint programme – jointly implemented by UNDP and UNESCO in close consultation with other UN partners – aims to support the GoI in developing a comprehensive, participatory, and inclusive DRM framework, that will guide a coordinated multidisciplinary, multi-sectoral, and multi-level response to drought by various government bodies and partners.

The programme will build on earlier work done on drought issues in Iraq, and is an effort to consolidate these different efforts into a unified framework for integrated, national drought risk management and response. It will take into account key crosscutting dimensions including environmental sustainability, employment and decent work, human rights, youth, and gender equality.

Furthermore, programme activities will factor in these crosscutting issues into the DRM framework to ensure it is holistic, sensitive, inclusive, rights-based, participatory, and consultative. The programme will also ensure that the DRM framework addresses Iraq's commitment to the MD/MDGs, and helps to mitigate drought-induced conflicts.

This proposed programme is expected to generate consensus on issues related to drought management capacity gaps and vulnerabilities and help formulate a comprehensive programme framework for drought risk management in Iraq. Once there is consensus on the overall framework and the roles and responsibilities of key institutional stakeholders, further technical assistance and capacity building will be required to support the institutionalization of the agreed risk management mechanism. To this end, the UNCT remains prepared to provide the necessary support through a second phase of partnership with the Government and the international community.

2. Situation Analysis

Drought in Iraq has been increasing in occurrence and severity over the past decade. Key causes of this include climate change associated with global warming, lack of adequate and timely needed precipitation, reduction in water release from dams in riparian countries, diversion of traditional upstream trans-boundary river flows, dumping of untreated hazardous industrial wastes into Iraqi rivers, unfavourable soil and water conditions, as well as poor water storage and distribution infrastructure, and inefficient water resources utilization and management.

Visible symptoms of drought have included the reduction in surface water flow, lowering of static ground water levels, drying of open shallow surface wells, higher water salinity and soil salinization, desertification of wide areas of land, decrease in total agricultural production, a rise in the incidence of dust storms, and an increase in respiratory infections.

The drought of 1969, which affected over 500,000 people,² is considered the most damaging disaster in Iraq in the past century. However, drought has become more frequent and thus more harmful in the past decade: Iraq experienced droughts from 2007-2009, and from 2010-2011. The recurring incidences suggest the possibility for further drought in the coming years.

Droughts and their symptoms have led to the deterioration in the livelihood and health of vulnerable communities. The health aspects of the drought includes acute and chronic malnutrition. The incidence of child malnutrition and water-borne diseases is likely to increase in Iraq if drought hits Iraq. Some parts in Iraq had been affected by the Cholera outbreak in 2010, which is endemic in Iraq particularly during the warmer summer months, deteriorated environmental health could increase due to weak access to potable water and proper sanitation in many districts and poor drinking water quality.

Iraq loses around 100,000 acres of agriculture lands every year due to desertification. The Ministry of Agriculture indicated that between 40-50% of what was agricultural land in the 1970s is now being hit by desertification. Additional impacts and repercussions of drought are discussed below.

Types of drought in Iraq

Iraq has experienced three types of drought:

- **Meteorological** – climate patterns cause below average precipitation rates for extended periods, which in turn lead to shortages of available water.
- **Agricultural** – crops do not receive adequate moisture; caused either by meteorological drought or also in situations where soil conditions or agricultural techniques require more water than what is available.
- **Hydrological** – water reserves in rivers, streams, lakes, aquifers and reservoirs fall below statistical averages; caused by meteorological droughts, but also by increased human water demand and consumption, land use, land degradation, and by the way in which dams are constructed.

Trans-boundary dimensions are an important consideration - a recent UN report described the region as acutely sensitive to climate change, which contributes to drought. Iraq's neighbouring countries (Turkey, Syria, Iran, Jordan, Saudi Arabia, and Kuwait) also face drought risks and subsequently will significantly contribute to increasing the intensity of drought in Iraq, particularly in the south.

Impacts of Drought

Impacts of drought include serious erosion of both farm and non-farm incomes, increased poverty, increased workloads (both on and off-farm), the need to seek alternative livelihoods, health and welfare issues, problematic access to basic services, overload on service providers, and increased risks of conflict. Severe droughts force people to migrate often to cities in search of alternative livelihoods and that in turn also adversely affects labour market conditions in urban areas. For example, the excess supply of unskilled and semi-skilled labour as a result of rural-to-urban migration can negatively affect wage and other employment conditions for both migrants and host communities.

The decline in access to natural resources is also a potential driver of conflict and in the context of Iraq can seriously undermine the recovery gains made so far during the country's reconstruction phase. Iraq is experiencing several impacts of drought:

- **Environmental Impact** – Global warming and climate change result in changed precipitation patterns and reduced rainfall. At the same time, the increased water consumption for domestic, agricultural and industrial uses have exacerbated drought conditions. Furthermore, evidence based on studies conducted throughout

² Goodyear, 2009

the region points to drought resulting in more frequent occurrences of extreme weather events like sand storms, and flash floods. In Iraq, drought in the Marshlands of Mesopotamia, once an important strategic water reserve, has resulted in increased water and soil salinity. In addition, drought has put a strain on overall water supplies, both in terms of quantity and quality, throughout the country. Drought has caused Iraqi strategic reservoir levels to decrease significantly. In addition, several shallow surface wells and karezes have fully dried in part due to drought conditions. Furthermore, in many areas, the quality of water and soils has become saline. Ultimately, these environmental impacts of drought have led to human hardship and suffering – people’s water consumption has been limited; and yet others have had to relocate due to inadequate access to water.

- **Economic impact** – droughts affect many industries and economic sectors due to the water requirements inherent to them. These include agriculture, construction, tourism, and energy. Agriculture has been hardest hit, as it has been the 2nd largest component of Iraq’s GDP after oil revenues; in 2002, agriculture catered for 20% of Iraq’s employment and supported over 7 million rural people. However, a 2009 FAO report showed that agriculture’s contribution to GDP has dropped from approximately 9% in 2002 to 4% in 2009, largely due to drought and the resultant desertification occurring throughout the country. Due to drought, almost 40% of cropland throughout Iraq has experienced reduced crop coverage.³ Drought contributed in part to a 45% reduction in wheat production in 2008-2009, thus greatly reducing seed reserves for future planting and forcing the country to significantly increase food imports at great cost to the economy. The livestock population has also been greatly reduced between 2007 and 2009.

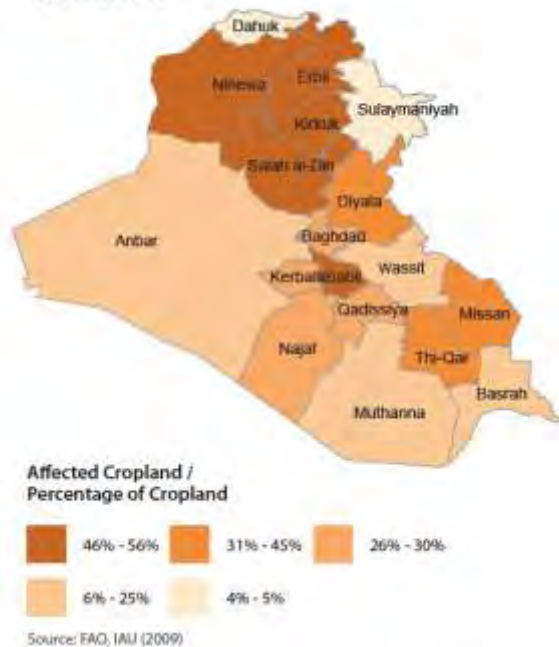
The heavy decline in this sector has increased both unemployment and poverty. IOM has also recorded reduced family incomes due to inadequate water – in part caused by drought – being available for fishing, raising livestock and irrigating agriculture. This would be further aggravated if food prices continue to rise as they have done over the past three years. Given that drought is likely to cause a greater strain on household income and a aggravate an increase in food prices, the problem of malnutrition in Iraq - particularly prevalent among women and children – may continue to increase.

According to the FAO, 3.1% of Iraq's population is currently food insecure, with no guaranteed access to a sufficient amount of food, and another 9.4% is in danger of slipping into this state. Many farmers are selling land to raise money to support their families. Other farmers are simply abandoning their fields and moving to urban centres. This trend has placed more stress on the already-strained cities, which face significant planning, service delivery, and economic challenges to their existing, ever-growing urban populations. As a result, social tensions and the risk of insecurity have increased.

- **Social impacts** – Drought in Iraq has contributed to displacement, as illustrated on the following page. UNESCO observed a trend in the displacement of 100,000 people from 2004-2009 as a result of drought in northern Iraq. This displacement in turn leads to additional unemployment issues. An IOM study estimates that over 500 families in Ninewa, Kirkuk, and Salah al-Din alone were displaced because of drought from 2009-2010. IOM monitors have noted that water scarcity as a result of continued drought conditions leads to increased rural-to-urban migration; this has the potential for far-reaching consequences for both migrants and their host communities, and places extra strain on public services and infrastructure in city centres.

The threats and impacts of droughts are not gender neutral and affect women disproportionately in several ways. Women in rural areas in developing countries are highly dependent on local natural resources for their livelihood, because of their responsibility to secure water, food and energy for cooking and heating. The effects of climate change, including drought, uncertain rainfall and deforestation, make it harder to secure these resources. As primary care givers in the family, women are more affected by reduced water supply

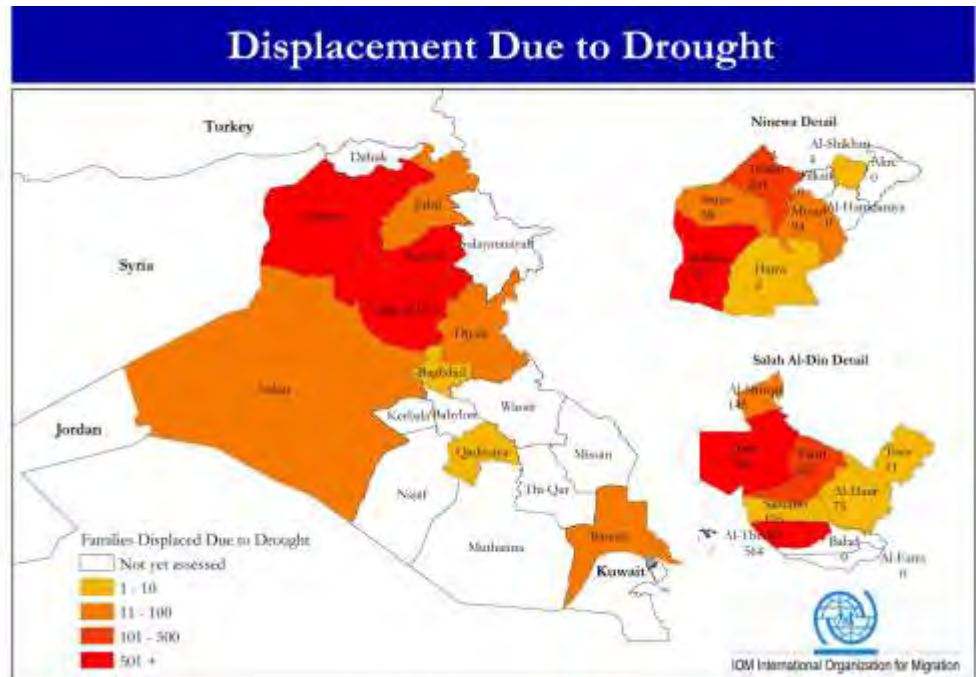
Drought and Impact on Agriculture



³ UN Iraq Interagency Information Analysis Unit (IAU) Report, 2010

required for household chores. Drought related migration of men imposes an additional burden on women who are left behind to take care of all domestic responsibilities on their own.

In Iraq, where women's workforce participation in agriculture is higher than in other sectors, continued incidences of drought may risk taking women out of productive employment. On the other hand, women can potentially play a critical role in the mitigation of drought by changing habits by educating family members, through conservation efforts, and their willingness to take action



Recognizing the urgency of this situation, the Government of Iraq (GoI) and the High Level Committee for Disaster Risk Reduction (HLCDDR) have identified drought as the most serious disaster facing Iraq. Iraq has thus called on the United Nations to provide support in formulating a national framework for integrated Drought Risk Management (DRM). This framework will enable the government to develop relevant policy and operational frameworks to better prevent and mitigate natural and manmade disasters. It will also enable Iraq to be more responsive to its commitments to all international conventions pertaining to climate change, and sustainable management and conservation of natural resources.

3. JP/ Project context and its relevance to NDP and UNDAF, including Cross-Cutting Themes, and UN Organization Experience including any Lessons Learned (2 pages)

UNDAF Relevance

Drought is a key issue (Priority Area 3, Outcome 3.4) in the UNDAF 2011-2014 which states that the “Government of Iraq has institutionalized improved mechanisms to prevent, mitigate and respond to natural and manmade disasters.” This outcome relates primarily to reducing the risks of disasters, and drought has been defined within this framework as a slow on-setting disaster with severe impact. For this reason the Priority Working Group on Environment, has placed great emphasis on drought risk preparedness, mitigation and management.

Programme Context and Impetus

Several issues have prevented improved drought response and management, and thus have compounded the consequences of droughts on Iraqis. These include:

- Weak understanding and consensus of types of and causes of drought, its repercussions, who is impacted, effective responses, and which institutional and operational mechanisms to mobilize for such responses.
- Lack of technical and institutional capacities at the strategic and operational levels to respond to drought.
- Absence of a national drought risk early warning system, and a preparedness and mitigation policy.
- Multiple stakeholders – including the Ministry of Water Resources (MoWR), Ministry of Agriculture (MoA), Ministry of Marshlands (MoM), Ministry of Planning (MoP), and Ministry of Environment (MoEn) – with a mandate to deal with drought, with unclear decision-making processes and weak level of coordination among them.

The drought-related issues discussed in the previous section have been compounded not only by these issues, but also by the government’s response thus far. To date, the government has relied on short-term crisis management strategies and immediate relief actions to combat the effects of drought and diminishing water supplies. For example, several UN agencies have responded to GOI and KRG requests for emergency drought relief assistance in recent years, with a combination of technical, facilitative and financial support. UNICEF, UNOPS and UNDP were mostly active in mobilizing local response as well digging, water tankering, often working through local councils and local NGOs through programmes as ERF. FAO has been active in improving local irrigation practices, in establishing and rehabilitating irrigation canals, and in assisting the MoA to collect and analyze precipitation figures. Also, UNESCO engaged in rehabilitating karezes in the Kurdistan region.

However, a more coordinated, comprehensive, forward-looking approach is needed to ensure sustainable, adequate, good quality, and timely supplies of water to cover projected future agricultural, domestic, animal, and industrial water needs, as well as unpredictable climate changes.

Cross Cutting Themes

Much of the work done thus far regarding drought in Iraq has been aimed at fact finding, institution building and legislation. It is however also in the domain and responsibility of the UN to draw attention to the MDG focuses on environment, gender, and employment. These issues have been discussed in detail above in the section on “Impacts of Drought” and will be taken into account by the proposed programme.

The proposed programme will take into account key cross-cutting dimensions including environmental issues, employment and decent work, human rights, youth, and gender equality. The vulnerability assessments to be carried out will factor in these cross-cutting issues in order to develop a national DRM framework that is holistic, sensitive, inclusive, rights-based, participatory, consultative, and that furthermore addresses Iraq’s commitment to the MD/MDGs and helps to mitigate drought-induced conflicts.

UN Organizations Experience

The UN is seen as a key partner for governments worldwide in facilitating new frameworks and strategies to mitigate the impact of drought, due to its various agencies’ experience in developing institutional capacities in drought planning and research, promoting international conventions and treaties pertaining to water use, and sharing regional and international good practice in drought management. In Iraq, the UN responded to water-related issues by supporting the GoI and other partners in implementing 121 water projects between 2008 and 2010. Several UN agencies also launched various small-scale initiatives on drought-related issues:

- **UNDP** – UNDP has been working with several governments to implement nationwide projects that help them adapt to ongoing droughts and their resultant food insecurity, social unrest and cross-boundary tensions over water. In Iraq, UNDP has been involved in efforts to emphasize the importance of climate change, drought and water scarcity through improved management and use of existing resources, and more efficient water allocations through improved decision-making processes. These preliminary steps will well serve this programme.

UNDP together with UNOCHA developed from 2009 onwards a programme on Disaster Risk Reduction. This programme, in line with the Hyogo framework for action, engaged with the GoI on developing institutional mechanisms to respond to disasters. Based on a survey carried out on disaster risks, drought was presented as an imminent risk.

In September 2009 UNDP, UNAMI DHS and UNOCHA, upon a request from the KRG, engaged in the development of the “Drought Impact Assessment, Recovery and Mitigation Framework for KRG” that explored existing and needed institutional response mechanisms for disasters. The study concluded that while drought may be initially caused by meteorological events, water stress is exacerbated by the weak state of coordination between mandated government institutions, and the state of disrepair of infrastructure.

- **UNESCO** – Through the International Hydrological Programme, which focuses on water research, water resources management, education, and capacity building in hydrology, UNESCO assists governments in mitigating and managing responses to water-related natural hazards through capacity building and scientific, technical advice.
- In February 2010, UNESCO and UNICEF, with support from FAO and UNDP supported consultations on “Integrated Drought Preparedness and Management in Iraq.” To this end, a workshop gathered key Iraqi experts to discuss reorienting current policy from post-drought recovery to policies focusing on pre-drought planning and management. The workshop recommended measures to mitigate and respond to drought incidents, and called for UN assistance in building institutional capacities in preparedness and mitigation of drought effects. Among the measures, it was recommended to establish a National Drought Management Centre charged with developing Iraq’s response to drought.
- **FAO**- From 2004-2010, supported the GoI in the implementation of projects that focused on improved availability of water to farmers nationwide, benefiting a total of 216,100 farming households. These and other FAO efforts related to drought risk mitigation in Iraq focused on capacity development, technology transfer, backstopping investment in infrastructure and services, evaluation of irrigation sector development schemes, provision of advice in irrigation agriculture policy planning, the identification and formulation of specific projects, undertaking specialized and focused strategic studies, monitoring the impact of environmental changes on water availability, and establishment of a knowledge base for Integrated Water Resource Management.

Lessons Learned

Drought is a complex issue and has multifaceted effects on the Iraqi ecosystem, environment, and economy. Furthermore, Iraq lacks an integrated approach to water resources management, coupled with weak coordination between different line Ministries and local authorities with roles and responsibilities related to DRM. Accordingly, DRM in Iraq dictates a multi-sectoral, multidisciplinary, and multi-level approach, requiring a shift from immediate crisis response to longer-term risk management. This is reflected as a sustainable approach in the global experience. Although several UN agencies have been working with their counterpart Ministries and local authorities on different aspects of drought management, efforts to date have been *ad hoc* and less coordinated.

The absence of reliable and credible information has hindered effective policymaking with regard to drought response and preparedness. The current policies fail to sufficiently assure adequate, good quality and timely supplies of water to protect large vulnerable segments of society before and during a drought occurrence. Time, scale, probability of occurrence, and precipitation deficit are key issues to consider in drought analysis and monitoring. When these are accounted for properly – along with many international best practices which Iraq can benefit from – drought can better be predicted and its negative consequences on Iraq’s economy, environment, and society (as described in the previous section) can be better mitigated. Finally, drought and the resultant water and resource scarcity can be a major driver of conflict, which could in turn delay and/or compromise recovery efforts made thus far.

4. The Proposed JP and how it addresses Crosscutting Themes

Programme Purpose

The programme aims at formulating a national framework to guide Iraq's response to Drought Risk Management (DRM), including a Plan of Action and recommendations for the Government and partners to develop necessary policy and undertake programmatic measures for drought preparedness, mitigation and management.

The process to formulate the national DRM framework will be participatory, consultative, and inclusive – it will involve relevant stakeholders during its various implementation steps. It is anticipated that such a process will ensure the ownership of the programme by the GoI, and will also provide on-the-job training for all the involved stakeholders, as well as a platform for discussions and coordination. The final DRM framework will be discussed at a validation workshop to raise awareness of the drought situation and secure programmatic support for drought risk management in Iraq.

The programme will include an examination of similar efforts, and will describe the possible interfaces that can be put into place in order to strengthen the cohesion between such efforts. These could include the development of linkages with regional and provincial committees, the definition of key indicators and the mapping of existing data gathering efforts.

Expected Outputs

The key expected outputs of the proposed joint programme are:

1. Government of Iraq and relevant stakeholders have improved knowledge and common understanding on Drought Risk Management.
2. Iraq has a participatory, comprehensive, and inclusive national framework for Drought Risk Management in line with international good practice.

The programme entails undertaking an assessment of Iraq's DRM capacities and vulnerabilities, while integrating the aforementioned environmental, economic, and social (including gender) issues. The assessment will target each component of the DRM cycle, including early warning for risk management, impact assessment, preparedness, mitigation, response, recovery, and reconstruction for crisis management.

These efforts will support the preparation of a DRM framework for Iraq to reorient policy from post-drought recovery to proactive drought planning and management;

Upon completion, the joint UN-GoI DRM framework will be presented, reviewed, and discussed in a wider stakeholder forum.

Key Activities

A Programme Steering Committee will be set up consisting of relevant GoI and UN partners. A joint work plan will be developed in agreement with the steering committee. The programme will undertake a set of coordinated activities under each of the two joint programme outputs, as follows:

- **Output 1** – *Government of Iraq and relevant stakeholders have improved knowledge and common understanding in Drought Risk Management*

This output is essential in order to generate an evidence base for establishing a baseline for the issue of drought. This output will be initiated through a series of consultations between relevant government bodies and participating UN agencies to solicit inputs on past experiences and perceived priorities. This also will include consultations at the local level. Key activities under this output will include:

1. **Research / Study** – Mapping of relevant stakeholders and their respective mandates and initiatives; taking stock of existing laws, policies, and programmes; review of Iraq's progress and status with regard to relevant international and cross border DRM agreements; identifying DRM tools and mechanisms in place; identifying the specific impacts drought has had on multiple sectors in Iraq
2. **Technical Assessments** – Undertaking capacity and vulnerability assessments of DRM-relevant institutions in Iraq
3. **Consultation and consensus-building** – Continuous efforts to support the development of a consensus on the definition and causal and cross-sectoral linkages of drought, and on appropriate approaches to DRM

- **Output 2** – *Iraq has a participatory, comprehensive and inclusive national framework for Drought Risk Management in line with international good practice*

Following the mapping and assessment exercises envisioned under Output 1, this output will focus on strengthening capacities of GoI and relevant partners in support of the formulation of a DRM framework. As with Output 1, consensus-building at multiple levels will be required, and consultations will also be conducted at the local level. Key activities under this output will include:

1. **Consultation and consensus-building** – Development of a consensus on the definition, causal and cross-sectoral linkages of drought, and appropriate approaches to DRM by various GoI institutions and bodies, and of the importance of a DRM framework to many development issues in Iraq
2. **Technical Planning Assistance** – Provision of guidance by technical specialists on different aspects of DRM framework formulation, including exposing Iraqi partners to international DRM frameworks, tools, and techniques

Awareness-building, advocacy, consensus-building, and crosscutting issues will be integrated into all activities of the joint programme ensuring greater stakeholder engagement and ownership of the process and the final output – the national framework for inclusive and integrated DRM.

5. Table 1: Results Framework

JP Title	Development of National Framework for Integrated Drought Risk Management in Iraq						
UNDAF Priority Area	Environmental management and compliance with actions taken on ratified international environmental treaties and obligations						
Relevant MDG(s)	Goal 7: Ensure environmental sustainability. Target 1: <i>Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.</i> Target 7c: <i>Reduce by half the proportion of people without sustainable access to safe drinking water and basic sanitation.</i>						
Relevant NDP goals	Goal 2: Monitoring the Environmental Status Goal 6: Environmental Awareness Goal 8: Developing and Building Environmental Capacities						
Relevant UNDAF Priority Area Outcome:							
JP Outputs	UN Organization Specific Output (Applicable in case of JP)	UN Organization	Other Implementing partner(s)	Performance Indicators	Baseline	Target	Means of Verification
JP Output 1: <i>Government of Iraq and relevant stakeholders have improved knowledge and common understanding on Drought Risk Management</i>	Output 1.1: Government and partners are able to undertake a comprehensive mapping exercise of DRM-related institutional stakeholders and initiatives	UNESCO	UNDP, FAO, UN-HABITAT, WHO, IOM, UNICEF, UNOPS, PMAC/MOWR, in collaboration with MOST, MOEn, MOA, MMPW, MOAWR (KRG), MoMT (KRG), Higher Committee on Environment (KRG)	1.1.1. Comprehensive mapping & analysis DRM-related institutional stakeholders and interventions completed	No	Yes	Mapping/ Analysis Document
				1.1.2. Percentage of stakeholders participating in the mapping/analysis exercises (disaggregated by category)	0	100%	List of participating stakeholders (disaggregated by category)
	Output 1.2: Government and partners are able to undertake technical assessments of DRM capacities and vulnerabilities	UNDP	FAO, UNESCO, PMAC/MOWR, in collaboration with MOST, MOENV, MOA, MMPW, MOAWR (KRG), MoMT (KRG), Higher Committee on Environment (KRG)	1.2.1. DRM Capacities and Vulnerabilities Assessment completed	No	Yes	Assessment document
				1.2.2. Percentage of institutional DRM stakeholders (identified under output 1.1) assessed	0	90%	Assessment document

JP Output 2: <i>Iraq has a participatory, comprehensive and inclusive national framework for Drought Risk Management in line with international good practice.</i>	Output 2.1: Government and partners are better aware of international good DRM practices applicable to Iraq	UNESCO	UNDP, FAO, UN-HABITAT, WHO, IOM, UNICEF, UNOPS, PMAC/MOWR, in collaboration with MOST, MOENV, MOA, MMPW, MOAWR (KRG), MoMT (KRG), Higher Committee on Environment (KRG)	2.1.1. Document on international good DRM practices produced	No	Yes	Good practices Document
				2.1.2. Number of key national DRM institutions exposed to international good DRM practices	0	15	Progress reports
	Output 2.2: Government and partners are able supported to formulate a participatory, comprehensive, inclusive national framework for DRM	UNDP	FAO, UNESCO, PMAC/MOWR, in collaboration with MOST, MOENV, MOA, MMPW, MOAWR (KRG), MoMT (KRG), Higher Committee on Environment (KRG)	2.2.1. A participatory comprehensive, inclusive national DRM framework with an action plan drafted	No	Yes	DRM framework
				2.2.2. Percentage of stakeholders satisfied with relevance, comprehensiveness, and inclusiveness of the proposed DRM framework	0	75%	Stakeholder feedback reports

6. Management and Coordination Arrangements⁴

Implementation and Management

This joint programme is a collective UNDAF Environment Priority Working Group (EPWG) initiative, with UNDP responsible for coordinating the overall management of the programme. UNDP and UNESCO will receive the programme funds and will be jointly accountable for achievement of results. Other EPWG members will provide technical expertise as in-kind contributions. Funds will be utilized solely on programmatic activities, with each participating agency contributing in-house technical expertise and staff time at no additional cost.

The programme will ensure Iraqi ownership at the strategic and operational levels. A Programme Steering Committee headed by UNDP and GoI and comprised of concerned government, UN, and other participating national institutions will be established to enhance coordination within the government and to incorporate priorities of all stakeholders including HCDRR, MoA, MoWR, MoEN, MoP, MoST, MoP (KRG) and MoAWR (KRG). This steering committee will meet every two months.

A Programme Manager from UNDP will work closely with a focal point nominated by the GoI to ensure that the programme is designed in response to national priorities and implemented on a cost-effective and timely manner. A UNESCO Coordinator will also work with the Programme Manager to ensure effective and coordinated implementation of UNESCO activities. The UNDP Programme Manager and UNESCO Coordinator will conduct frequent meetings with counterparts in Baghdad and Erbil as needed.

The programme management will also ensure regular coordination with the UNAMI Water task Force on policy and programmatic issues.

Through the EPWG forum, UNDP and UNESCO will also ensure that donor partners are regularly updated on key issues and developments during implementation.

Finally, the programme will maximize the use of national capacities and resources, and together with international expertise it will enable national capacity development throughout the course of its implementation.

⁴ In case of a Joint Programme, this section does not substitute for the UN Organization-specific arrangements required by respective internal policies.

7. Feasibility, risk management and sustainability of results

As mentioned above, Iraq's responses to drought previously have been in the realm of short-term management. The concept of drought risk management requires close coordination between an array of stakeholders – government, nongovernment, UN – at multiple levels. Therefore, it is important to take into account the bottlenecks and challenges related to coordination, and implementation capacities among so many involved partners:

- **Difficulty in consensus-building** – The participatory nature of this programme could potentially hamper timely consensus-building given this programme intends to follow a multi-sectoral multi-stakeholder approach to address DRM, and given drought's far-reaching implications on the economy, gender equity, urban growth, and conflict.
 - **Disagreements on Definitions & Importance** – Consensus could be hindered by disagreements on related dimensions such as the definition of drought, threshold levels for drought, when and how to address drought risks etc. This risk will be mitigated by following a scientific, objective and evidence-based approach.
 - **Disagreements on Relevance & Ownership** – There is a risk that certain government bodies may not perceive drought to have a significant impact on their particular mandate, therefore finding the issue irrelevant and failing to recognize the importance of their role in DRM. This can be overcome through the numerous consultations that take place at all levels throughout the implementation phase.
 - **Disagreements on Approach** – When working with such a scientific topic, it is important to show Iraqi professionals that the proposed programme's approaches are not only rooted in UN theory and expertise, but on past and current international experience. Exposure to international best practices, through study tours and/ or through forming linkages between Iraqi and other countries' drought professionals will demonstrate the valuable effects of DRM strategies in other countries not only theoretically, but experientially.
- **Reforms Fatigue** – Several officials could simply be fatigued by the sheer number of reforms and interventions and programmes taking place in Iraq. This could result in a limited interest by concerned Iraqi parties to cooperate. Mitigating this risk will require careful explanation to build understanding of how critical and imminent an issue drought is, and its direct relation to a given stakeholder (be it a person, organization, or Ministry)
- **Availability and reliability of statistics and data** – A pragmatic approach for DRM requires the collection of comprehensive, diverse, and credible data. In Iraq, statistics on water scarcity are available but in a fragmented manner, thus not optimal for evidence-based DRM policy and programme development. The programme is designed to consolidate these fragmented data sets, and through the DRM framework, identify an institutional custodian for their management and regular updating.

Exit Strategy

This proposed programme is expected to generate consensus on issues related to drought management capacity gaps and vulnerabilities and help formulate a comprehensive programme framework for drought risk management in Iraq. Once there is consensus on the overall framework and the roles and responsibilities of key institutional stakeholders, further technical assistance and capacity building will be required to support the institutionalization of the agreed risk management mechanism. To this end, the UNCT remains prepared to provide the necessary support through a second phase of partnership with the Government and the international community.

8. Monitoring, Evaluation and Reporting

The joint programme results framework provides a basis for programme monitoring and reporting. UNDP and UNESCO will use their internal monitoring and evaluation (M&E) procedures and requirements, while the programme steering committee will provide overall programme oversight. The programme manager will provide regular updates to the EPWG, which in turn will provide those updates to the Iraq UNDAF SC.

Reporting will follow the standard Iraq UNDAF Fund rules and procedures: 3 quarterly progress reports will be prepared, in addition to a Final Report at the end of the programme that will provide final analysis, findings, lessons learned and recommendations.

Given the scale and scope of this joint programme, a formal evaluation will not be undertaken. However, regular

feedback will be solicited from all stakeholders throughout the implementation that will enable the programme manager to make course corrections and changes as needed.

Both financial and narrative reporting will be conducted in line with the MoU with the AA as well as with the standard internal requirements of each participating UN organisation.

9. Legal Context

UNDP, UNESCO and other UN agencies that are part of the Environment PWG, are members of the UNCT. The GoI and the UNCT have signed and pledged to adhere to the Iraq UNDAF document, whereby the UN agencies will work closely with the GoI towards achieving Iraq's NDP and the MDGs.

The UNDAF document, which is the basis of cooperation between the GoI and the UNCT, is a critical programming instrument for the UN System to provide coherent and harmonized response to national priorities in compliance with the underlying principles of the UN Reform Process and the Paris Declaration on Aid Effectiveness.

The Iraq UNDAF Fund was established to support the first United Nations Development Assistance Framework (UNDAF) 2011-2014 for Iraq. The UNDAF articulates Iraq's recovery and transition towards longer-term development by providing a coherent and coordinated strategy for the delivery of UN assistance in line with Iraq's national priorities stipulated in the Iraq Five Year National Development Plan (NDP) 2010-2014.

The Fund will facilitate and streamline the provision of donor resources to UN Programming under the UNDAF, as well as to simplify substantive and financial reporting. The Fund should serve as a vehicle for the Government of Iraq (GoI) co-financing and resource mobilization from donors to support unfunded portions of the UNDAF work plan as well as new initiatives responding to emerging needs within the context of the UNDAF. It serves as a mechanism that institutionalizes government ownership, and operational and programmatic coordination among donors, the UN and GoI.

UNDP has had a sustained presence as a leading development agency in Iraq since 1976, when it signed a memorandum with the Government of Iraq on 20 October 1976, concerning the assistance by UNDP to the GOI. This Agreement embodied the basic conditions under which the UNDP and its executing Agencies assist the GOI in carrying out its development projects, and under which such UNDP assisted projects are executed.

The last UNDP Country Programme for Iraq was presented to the Governing Council in 1987. In 1993, the then UNDP Administrator informed the Governing Council that, in view of the situation prevailing in the country, he intended to approve projects in Iraq on a case-by-case basis, and this continued to be UNDP's practice since then until the 2003 conflict. Through means of a country retreat which took place late 2007, UNDP Iraq with other UN agencies laid the foundation, in over two decades, for a multi-year programming strategy for Iraq, which was drafted under the UN Iraq's Assistance Strategy (2008-2010). This Assistance Strategy, guided the UN activities from 2008-2010.

Under the leadership of the Resident Coordinator, the UN approach adapted the coordination mechanism for planning, prioritizing and approving interventions. This approach ensured that the UNCT's strategy remained relevant and focused on national priorities. This has led into the UNDAF, thought with the UN and GoI continue to cooperate today.

9. Table 2:

Work Plan: Development of an Integrated National Framework for Drought Risk Management (DRM) in Iraq

Period Covered by the Work Plan: July 2011 - March 2012

UNDAF Priority Outcome: Environment													
UNDAF Priority Area Outcome: Government of Iraq has institutionalize improved mechanisms to prevent, mitigate and respond to natural and manmade disasters													
UN Organization-specific Annual targets	Key Activities	Time Frame (by activity) Note: Insert additional columns to add more quarters as needed									Implementing Partner	Planned Budget (by output)	
		Month											
		1	2	3	4	5	6	7	8	9			
JP Output 1: The Government of Iraq and relevant stakeholders have improved knowledge and common understanding in Drought Risk Management													
Output 1.1 Government and partners are able to undertake a comprehensive mapping exercise of DRM-related institutional stakeholders and initiatives	Detailed desk review and mapping exercise										UNESCO	55,001	
	Consultation and orientation workshops											30,000	
Output 1.2. Government and partners are able to undertake technical assessments of DRM capacities and vulnerabilities	Capacity assessment (institutional, legal)										UNDP	55,000	
	Vulnerability assessment												
	Consultation and orientation workshops											119,883	
JP Output 2: Iraq has a participatory, comprehensive and inclusive national framework for Drought Risk Management in line with international good practice													

Output 2.1. Government and partners exposed to international good DRM practices applicable to Iraq	Exposure activities										UNESCO	100,000
	Documentation of international good practices											30,000
Output 2.2. Government and partners are able to formulate a participatory, comprehensive, inclusive national framework for DRM	Technical assistance for DRM framework development										UNDP	60,000
	Final Stakeholder Consultation										UNDP	30,000
Total UN organization 1* (UNDP)											264,883	
Total UN organization 2* (UNESCO)											215,001	
Total Planned Budget											479,884	

* The Total Planned Budget by UN Organization should include both programme cost and indirect support cost

10. Budget:

This budget table below must be prepared for Iraq UNDAF Fund only and to be accompanied by a detailed budget for each line item, providing a description of the item and the calculation of cost (see Annex A)

**Table 3:
CONSOLIDATED PROGRAMME BUDGET (Iraq UNDAF Funds only)**

PROGRAMME BUDGET		ESTIMATED UTILIZATION OF RESOURCES (US\$)	
CATEGORY	AMOUNT (US\$)	2011	2012
1. Supplies, commodities, equipment and transport	0	0	0
2. Personnel (staff, consultants and travel)	190000	80000	110000
3. Training of counterparts	0	0	0
4. Contracts	241,370	96000	145,370
5. Other direct costs	17,120	7,000	10,120
Total Programme Costs	448,490	183,000	265,490
Indirect Support Costs	31,394	12,921	18,790
TOTAL	479,884	195,810	284,074

* Based on the UNDG Harmonized Financial Reporting to Donors for Joint Programmes approved in 2006. Definition of the categories can be found in the instruction which is available on www.undg.org.

** Security costs are calculated on the maximum rate of 2% of total programme costs and should be integrated into line item 5: Other direct costs.

*** Indirect support cost should be in line with the rate or range specified in the Iraq UNDAF Fund TOR (or Programme Document) and MOU and SAA for the particular MDTF.

**Table 4:
UNDP BUDGET (Iraq UNDAF Funds only)**

PROGRAMME BUDGET		ESTIMATED UTILIZATION OF RESOURCES (US\$)	
CATEGORY	AMOUNT (US\$)	2011	2012
1. Supplies, commodities, equipment and transport	0	0	0
2. Personnel (consultants and travel)⁵	100,000	40,000	60,000
3. Training of counterparts	0	0	0
4. Contracts	140,000	56,000	84,000
5. Other direct costs	7,554	3000	4,554
Total Programme Costs	247,554	99,000	148,554
Indirect Support Costs	17,329	6,930	10,399
TOTAL	264,883	105,930	158,953

⁵ UNDP will cover staff costs from its own core resources

Table 5:
UNESCO BUDGET (Iraq UNDAF Funds only)

PROGRAMME BUDGET		ESTIMATED UTILIZATION OF RESOURCES (US\$)	
CATEGORY	AMOUNT (US\$)	2011	2012
1. Supplies, commodities, equipment and transport	0	0	0
2. Personnel (consultants and travel)⁶	90,000	40,000	50,000
3. Training of counterparts	0	0	0
4. Contracts	101,370	40,000	61,370
5. Other direct costs	9,566	4,000	5,566
Total Programme Costs	200,936	84,000	116,936
Indirect Support Costs	14,065	5,880	8,185
TOTAL	215,001	89,880	125,121

⁶ UNESCO will cover staff costs from its own core resources

ANNEX A: Detailed Budgets :UNDP

CATEGORY	ITEM DESCRIPTION	UNIT COST	NUMBER OF UNITS	AMOUNT	Year 1	Year 2
1. Supplies, commodities, equipment and transport		NA	NA	0	0	0
Sub-Total"1"						
2. Personnel (staff, individual consultants and travel)⁷						
	DRM International Consultant	18000/month	1 x 2 months	36000	18000	18000
	DRM different disciplines Local Consultants (3)	3150/month	5 x 3 months	47250	13625	33625
	Consultants missions to Iraq	8375	2	16750	8375	8375
Sub-Total"2"				100000	40000	60000
3. Training of counterparts	NA	NA	NA	0	0	0
Sub-Total"3"						
4. Contracts						
	Data collection, literature review, mapping, vulnerability assessments and capacity assessment	125000	1	125000	48500	76500
	workshops	7500	2	15000	7500	7500
Sub-Total"4"				140000	56000	84000
Sub - Total (1-4)				252084	100,584	151,500
5. Other direct costs⁸						
Sub-Total"5"		7,554	1	7,554	3000	4,554
Total Programme Costs				252084	100584	151500
Indirect Support costs⁹				17646	7041	10605
GRAND TOTAL****				269730	107625	162105

⁷ UNDP will cover staff costs from its own core resources

⁸ Other direct costs must not exceed 5%

⁹ Indirect support cost should be in line with the rate or range specified in the Fund TOR (or Programme Document) and MOU and SAA for the particular MDTF. Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. In accordance with the UN General Assembly resolution 62/209 (2008 Triennial Comprehensive Policy Review principle of full cost recovery). all other costs incurred by each Participating UN Organization in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Detailed Budget-UNESCO

CATEGORY	ITEM DESCRIPTION	UNIT COST	NUMBER OF UNITS	AMOUNT	Year 1	Year 2
1. Supplies, commodities, equipment and transport						
Sub-Total"1"				0		
2. Personnel (staff, individual consultants and travel)¹⁰						
	Programme Staff					
	Individual Consultants					
	DRM Desk Review Consultant	5,000	2	10,000	10,000	0
	DRM Experts for Consultations	10,000	2	20,000	0	20,000
	DRM Awareness Consultants	7,500	2	15,000	0	15,000
	Travel					
	Consultant Missions to Iraq	5,000	9	45,000	30,000	15,000
Sub-Total"2"				90,000	40,000	50,000
3. Training of counterparts						
Sub-Total"3"				0		
4. Contracts						
	Awareness Workshops	17,842.50	2	35,685		35,685
	Awareness/exposure material (print, design, translation)	30,000	1	30,000	4,315	25,685
	Orientation Workshops	17,842.50		35,685	35,685	
Sub-Total"4"				101,370	40,000	61,370
Sub - Total (1-4)				191,370	80,000	111,370
5. Other direct costs¹¹						
	Telecom, courier	5,739	1	5,739	1,449	4,290
	Security	3,827	1	3,827	2,551	1,276
Sub-Total"5"				9,566	4,000	5,566
Total Programme Costs				200,936	84,000	116,936
indirect Support costs¹²				14,065	5,880	8,185
GRAND TOTAL ****				215,001	89,880	125,121

¹⁰ UNDP will cover staff costs from its own core resources

¹¹ Other direct costs must not exceed 5%

¹² Indirect support cost should be in line with the rate or range specified in the Fund TOR (or Programme Document) and MOU and SAA for the particular MDTF. Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. In accordance with the UN General Assembly resolution 62/209 (2008 Triennial Comprehensive Policy Review principle of full cost recovery). all other costs incurred by each Participating UN Organization in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Annex B: UN Organization Project Status Profile

Sl. #	Project ID #	Project Title	Total Budget (US\$)	Implementation Rate (% complete)	Commitments (% as of ___ April 30, 2011__)	Disbursements (% as of ___April 30, 2011__)	Remarks
A.	UNDP Projects Status Profile						
1	71721	Water Resource Decision Support System for the Ministry of Water Resources in Iraq.	2,646, 234	25	32	32	
2	74060	P.A to Gol on Climate Change	480,000	60	65.7	58.	
3	75391	Preparatory Assistance for Formulating a Comprehensive Strategy to Address Limitations in Iraq's Energy Sector	404,400	75	42.8	40.3	
	76642	Poverty Reduction in Environmental Sustainability in Iraq through preparatory Assistance to Disatser Risk Reduction (DRR)	179,617	30	26.7	0.9	
5	57538	Continuation of Humentarian Mine Action in Support	3, 664, 230	97%	96	96	

		for an Iraqi Humanitarian Mine Action NGO in Southern Iraq					
6	75309	Operational and Victim Assistance Capacity Development	3,611,946	66%	54	52.4	
7	57541	Institutional Development Support to the Iraqi national Mine action Authority (NMAA)	3,831,581	84%	62.4	60.4	
B	UNESCO Status profile						
8	E3-19	Advanced Hydrogeological Survey for Sustainable Groundwater Development in Iraq (Phase I)	675,000	90%	78.19%	67.23%	Final event to take place in Baghdad on 29 June, 2011.
		TOTALS (US\$)	15'493'008				

Abbreviations List

Iraqi Institutions / Documents

GoI – Government of Iraq
HLCDRR - High Level Committee for Disaster Risk Reduction
KRG – Kurdistan Regional Government
MoA – Ministry of Agriculture
MoEn/MoENV – Ministry of Environment
MoSM – Ministry of State for Marshlands
MoP – Ministry of Planning
MoP (KRG) – KRG Ministry of Planning
MoWR – Ministry of Water Resources
PMAC – Prime Minister’s Advisory Committee

UN Agencies / Documents

EPWG – Environment Priority Working Group
ERF – Expanded Humanitarian Response Fund
FAO – Food and Agriculture Organisation of the United Nations
IOM – International Organisation for Migration
UNAMI – United Nations Assistance Mission in Iraq
UNCT – United Nations Country Team
UNDAF – United Nations Development Assistance Framework
UNDP – United Nations Development Programme
UNEP – United Nations Environment Programme
UNESCO - United Nations Education, Scientific, and Cultural Organisation
UN-HABITAT - United Nations Human Settlements Programme
UNOCHA – United Nations Office for the Coordination of Humanitarian Affairs
UNOPS - United Nations Office for Project Services
UNICEF - United Nations Children’s Fund

Other

DRM – Drought Risk Management
GDP – Gross Domestic Product
NGO – Non-Government Organisation
SC – Steering Committee