MPTF OFFICE GENERIC FINAL PROGRAMME[1] NARRATIVE REPORT
REPORTING PERIOD: FROM 12/2008 TO 12/2012

Programme Title & Project Number	**Country, Locality(s), Priority Area(s) / Strategic Results[2]**
- Programme Title: Support to Decentralised and Local Government for Service - Programme Number: 63968 - MPTF Office Project Reference Number: C9-24	*(if applicable)* *Country/Region* Nationwide
	Priority area/ strategic results *Governance*
Participating Organization(s)	**Implementing Partners**
UNDP, in cooperation with(UN-HABITAT, UNICEF, UNESCO,UNFPA , UN-Women, UNESCWA	Government of Iraq: - Ministry of Planning - The Central Statistical Organizations, - Ministry of Municipalities and Public Works, - National Centre for Consultancy Management Development
Programme/Project Cost (US$)	**Programme Duration**
Total approved budget as per project document: 6,118,704 USD MPTF /JP Contribution[3]: 6,118,704	Overall Duration 48 months Start Date[4] 8th December 2008
Agency Contribution *n/a*	Original End Date[5] 30th June 2010 Actual End date[6] *31st December 2012*
Government Contribution *n/a*	Have agency(ies) operationally closed the Programme in its(their) system? Yes ■ No ☐
Other Contributions (donors) *n/a*	Expected Financial Closure date[7]: 31st December 2013
TOTAL: 6,118,704	
Programme Assessment/Review/Mid-Term Eval.	**Report Submitted By**
Evaluation Completed ☐ Yes ■ No Date: *dd.mm.yyyy* Evaluation Report - Attached ☐ Yes ■ No Date: *dd.mm.yyyy*	- Name: Richard Cox - Title: Programme Advisor - Participating Organization (Lead): UNDP - Contact information: Richard.cox@undp.org

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[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/JP Contribution is the amount transferred to the Participating UN Organizations – see MPTF Office GATEWAY

[4] 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

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

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

[7] Financial Closure requires the return of unspent balances and submission of the Certified Final Financial Statement and Report.

FINAL PROGRAMME REPORT

EXECUTIVE SUMMARY

Although the main activities and outputs of this project were mostly undertaken and/or achieved, the impact and ultimate success of this project – or outcome - was largely compromised by the political, legal, institutional and security environment it operated in. The legislation deriving from Constitutional provisions will eventually give expression to constitutional intent through processes of debate, negotiation, consensus, perhaps litigation, and certainly the political process. Key among the foundational documents is Law 21, the Law of the Governorates Not Incorporated into a Region passed in 2008 (it does not apply to Kurdistan and there are unique differences for Baghdad). Debate over its interpretation is heated and most Governors consider agreement on its interpretation as critical for moving forward with reconstruction and development. Due to the weaknesses of the underlying legislation and the wide interpretation that can be made of the current texts, a clear division of mandates and roles between central government, the Governorates and the Districts is almost impossible to pinpoint. This aside, these loose interpretations are conveniently twisted to the convenience of all parties in terms of negating their responsibilities or making decisions that are not really theirs to take. Therefore at workshops where central and local government officials were represented, tension was palpable with local government officials accusing their central counterparts of either not doing anything or being too interfering. For the project, this meant that it was difficult to identify and engage with relevant parties on some issues as the institutional and legal framework is not clear.

This aside, the capacities of local government – which varied from Governorate to Governorate – tended to be weak in terms of their ability to deliver quality public and social services to their communities. Even their ability to expend the budget allocations received from central government would be low and vast amounts of funds would have to be returned to the Treasury at the end of the fiscal year, despite very significant development needs.

All this means that long-term and genuine policy, legal and institutional reforms were not achieved during the life-time of this initiative as there was no political momentum for such an agenda. Quite the contrary, the Government since the 2010 elections has – if anything – been pushing for greater centralisation. That being said, genuine reforms were taken in the domain of e-Governance and a significant amount of effort to exposing central and local officials to various international best practices may yet pay off. Moreover, the functional reviews of the 3 targeted line Ministries have provided essential baselines for future public administration reforms.

I. Purpose

Introduction to the project:

The Support to Decentralization and Local Governance for Service Delivery Preparatory Phase project entailed a joint effort by the UN and the Government of Iraq (GoI) to begin to realize decentralized governance in Iraq.

The project coverd an 18-month period and was structured around four pillars:
i) Legal, policy and institutional framework for decentralized governance;
ii) Local government systems and capacities;
iii) Civic education and participation strategies in three governorates; and
iv) Inter-governmental relations and local government networks.

Through these four pillars, the project aimed to:
i) Prepare the groundwork for institutional structures, policy dialogue and development, furthering legislation, and clarifying and enabling decentralization and local governance;

ii) Revise systems and processes for local authorities to make them more modern and efficient;
iii) Put in place and initiate a comprehensive capacity development strategy;
iv) Develop civic education and participation and e-government strategies;
v) Pilot improved business processes for increasing service delivery in selected municipalities; and
vi) Support structured dialogue on government and municipal affairs.

Total project allocation (USD)   6,118,704
Total Disbursement   5,992,897.45 (98%)

Main outcomes and outputs of the project:

Outcome:

The Government of Iraq and relevant decentralization partners have created and put in place relevant institutional mechanisms to implement decentralized policies and programmes.

Outputs:

Output 1: Framework, legislation and policies for decentralization and local governance developed through multi-stakeholder process.

Output 2: Generic systems in policy-making, participatory planning and budgeting, data collection, human resources management and organisational management developed, and core competencies of decentralized governance stakeholders improved in selected governorates.

Output 3: Civic education and participation strategies in three governorates produced with evidence of participation from all sectors of communities.

Output 4: Vertical and horizontal inter-government relations formalized with discussion forums in place and partnerships with international/regional municipalities created in selected governorates. (**This output was partly transferred to the I-PSM).** However, some activities remained under decentralisation and Local governance.
N.B. Two amendments were made on output3:

First amendment: Based on ITF approval dated 19th September 2010 first change of scope was made to replace output3:
Developing credible Supreme Audit Institution (SAI) for Foreign Aid and Grants Management as well as combating corruption and improving local government efficiency. Kindly ref to **"Appendix 1"**

Second amendment: Another change of scope was requested replacing the aforementioned output with **Connecting services and citizens and implementing a number of government e-services pilots.** Kindly refer to **"Appendix 2".**

Relevant Strategic (UN) Planning Framework guiding the project.

The then National Development Strategy (now turned into the NDP) identified decentralization as a specific goal. It acknowledged that 'governorates and regions are required to be involved in planning, prioritization,

financial resource management for each governorate' in order to achieve sustainable development with the participation of all Iraqis.

Specific goals in the NDS that are relevant to decentralization are:

Section 8.2 - Annual Allocations and Distributions to Governorates;

Section 8.3 – Development of Management in Regions and Governorates;

Section 7.1 – Human Development.

The ICI also identifies specific objectives related to decentralization:

Section 4.1.2(d): Develop a framework for intergovernmental fiscal relations to ensure efficiency, transparency and equity, while maintaining national fiscal integrity;

Section 4.4.1.1 Eradicate Extreme Poverty and Promote Area-based Development; and

Section 4.2.1: Building consensus on economic reforms through dialogue and engagement with civil society.

The project was aligned to the UNDP Governance Sector Team Outcome4: of 'strengthened regulatory frameworks, institutions and processes of national and local governance'.

Finally, the project directly contributed towards Millennium Development Goal (MDG) 3 – to promote gender equality and empower women – in addition to indirectly contributing to all MDGs, through improved social service delivery at the Governorate and local levels.

II. Assessment of Programme Results

i) Narrative reporting on results:

From January to December 2012, respond to the guiding questions, indicated below to provide a narrative summary of the results achieved. The aim here is to tell the **story of change** that your Programme has achieved over its entire duration. Make reference to the implementation mechanism utilized and key partnerships.

- **Outcomes:**

Outcome	Output contribution to the Outcome	Variance
Outcome 1 The Government of Iraq and relevant decentralization partners have created and put in place relevant institutional mechanisms to implement decentralized policies and	Output 1: The framework legislation and policies that were created under this output allowed for a detailed situation analysis of local governance capacities and their benchmarking. They also provided for the same analysis in the specific domain of e-governance. All this helped define the strategic approach for decentralized governance under this and similar initiatives. Output 2: The planning and organisational aspects of this output allowed for three sector scoping studies in the areas of Education and Water/Sanitation which would later inform UNDP's programmatic intervention in these areas under the Public Sector Modernisation project (IPSM). It also exposed senior GoI officials to international best practices of Federalism, particularly on fiscal decentralization which was	None (5% variance due to security issues in some geographic locations)

| programmes. | complemented by a training of elected representatives into decentralization issues and allowed for local government twinning arrangements with Alexandria, Egypt.

Output 3: The e-governance reform under this output accelerated the reforms in e-governance required to modernize Iraq's administration. Major policy decisions were made and enacted and a vast training programme was achieved. The GoI is currently implementing a new Government Interoperability Framework; a new Service Oriented Architecture to IT services and actual e-gov services are being rolled out at local governance levels

Output 4: The inter-institutional aspect of this output allowed for a plan that would re-structure the Ministries of Education, Water and Waste Management and Health. It also allowed the Iraq Local Government Association to learn some useful practices from its Turkish counterpart, particularly in terms of water management. | |

The project directly contributed towards MDG 3 – Promote gender equality and empower women and indirectly to all the MDGs through support to improved social service delivery at the Governorate level. This was done by ensuring a minimum 15% women attendance at all major training activities, particularly under e-governance activities, and by highlighting gender issues in the functional reviews of the relevant line Ministries. The project also contributed directly to national priorities detailed in the NDS (at the time of project design) and the current NDP relating to the development of the regions and governorates and improving the quality of life for Iraqis. This was done by targeting the key issue of service delivery to local communities with an emphasis on health and education and the pilot provision of e-services. Moreover, it addressed the different dimensions of fiscal, functional and political decentralisation as mandated in the Constitution.

The project involved the participation of a number of UN agencies, including UNDP, UN-HABITAT, UNICEF, UNESCO, and UNESCWA. Key government counterparts included the Ministry of Planning (formerly, the Ministry of Planning and Development Coordination), the Central Statistical Organization (COSIT), and the Ministry of Municipalities and Public Works. Implementing partners included COSIT, the National Center for Consultancy Management Development, Beit al-Hikma, Statistical Office in KRG, and Geopolicity, a consultancy firm that was awarded a contract in December 2009 to conduct the situation analysis and determine e-Readiness.

The National beneficiaries were the High Commission on Local Administration, policy-makers and professional staff of the Ministry of Municipalities and Public Works and the Ministry of Planning. All 18 Governorate Councils for policy, senior executives and middle managers, especially those involved in planning, human resources, organisational development, procurement and IT.
At the District level, the beneficiaries were the Municipal Association, district councils and elected officials and the public where improved service delivery was piloted. In terms of non-State entities, the main beneficiaries were CSOs in districts where improved service delivery was piloted and civic education developed.

Regarding individuals (largely officials) who directly benefitted from the project in terms of trainings, workshops and study tours, some 300 men and 75 women were the beneficiaries of this initiative on which we must add some 350 e-governance trainees of whom some 15% were women.

- **Outputs:**

Output	Achievements	Variation explained
Output 1: Framework, legislation and policies for decentralization and local governance developed through multi-stakeholder process	ESCWA's national implementing partners finalized the Situation Analysis on Local Governance and e-readiness Assessment report, which was a nationally implemented initiative with the support of ESCWA, UNDP Iraq and other involved UN agencies in the DLG project. The Situation Analysis succeeded in identifying and suggesting recommendations to major limitations and gaps hindering the decentralized process in Iraq.	None
	UNDP Diagnostic studies have been completed for comprehensive public sector reform and modernization, including civil service and sectoral reform in essential social services with high impact on MDGs (health, education, water/sanitation). These studies set a solid foundation for the next implementation phase of the I-PSM	None
	ESCWA successfully implemented the National Decentralization and Local Governance Conference in Erbil-Iraq which would be the first of 2 such conferences attempting to bring stakeholders together for new policy coherence on decentralized government.	None
	UNESCO completed the information gathering and rapid assessment (with focus on legal framework and structure) on the Education Sector. This was achieved in coordination with the Ministry of Education and Ministry of Higher Education respectively.	None
	UNDP-UNHabitat successfully held an international Conference on Decentralization and Local Governance on 8 to 10 May 2011. The conference was attended by a large group of people from Iraq ranging from central to federal and local government, council of representatives, INGOs and NGOs, ILGA, academics, individual experts, donors, embassies and UN agencies and highlighted the need to revisit current policy and legal frameworks under Provincial Powers Act 21.	None
Output 2: Generic systems in policy-making, participatory planning and budgeting, data collection, human resources management and organisational management developed, and core competencies decentralized	UNICEF/UNESCO completed the scoping and prepared a draft work plan identifying all components of a functional review of the education sector including the policy reforms needed to sustain a new service delivery model.	None
	UNDP-UNHabitat: The TOT training of Leadership for Elected Representatives was successfully completed. The idea was to use these trained resource persons to conduct similar training in the field to the elected provincial council members of Diwaniyah. This never happened due to security issues.	95%; Security issues in Diwaniya
	The Assessment plan of Water Supply System (WSS Operation and Maintenance) was developed and three governorates were selected. Training of Water Supply Department staff in priority area of Operation and Maintenance ensued in 2011.	None
	UNDP-UNESCWA: The Exchange and Twinning Visit was implemented in partnership with the Governorate of Alexandria (Egypt) and yielded the ratification of three Twinning Agreements between the	

	Governorates of Baghdad, Basra and Erbil in Iraq and the Governorate of Alexandria	None
	UNDP supported e-Gov workshops and meetings set the direction for the development and the continuity of the government inter-operability framework (GIF) and data standardization framework and a study tour was conducted to India by mid April 2011 in order to learn from India's experience in providing local e-services. The delegation was headed by the Minister of Science & Technology and his deputy, the Deputy Minister of Youth and Culture as well as 8 other senior officials from the Ministries of Planning, Finance and Provincial Councils.	None
	UNDP supported a functional review of the Provincial administrations of Muthanna and Quedessyia which will inform future structural and business process reform work in these pilot Governorates.	None
Output 3: GoI has improved capacities to provide citizens with e-services in pilot sectors	UNDP turned the national e-strategy into a work plan and then supported key policy implementation on Government inter-operability Frameworks and e-services; UNDP conducted a training of master trainers program on e-governance and the pilot roll-out training workshop which marked the beginning of a vital process of building e-governance capacities in policymaking across Iraq. The training set the approach for the national roll-out training on e-governance covering five modules: e-Governance Frameworks, e-Governance Strategy, e-Governance Planning, e-Governance Implementation, and management of change. 350 officials were trained on e-governance and certified. UNDP and the e-governance Ministerial Steering Committee launched a three week intensive work session under the heading of "Transferring Knowledge, Developing and Implementing Quick Win Pilot e-Services". With the participation of 34 selected senior managers, business and IT professionals from Iraqi public institutions and local governorates, UNDP provided training on transferring state-of–the-art methodologies and technologies which are behind the concept of "service oriented architecture" (SOA)	85% completed. Equivalent session in KRG had to be halted mid-way as participants unable to follow due to wrong profiles of the delegation sent.
Output 4: Vertical and horizontal inter-government relations formalised with discussion forums in place and partnerships with international/regional municipalities created in selected governorates. *(This output has*	UNDP/ UNESCO finished the rapid assessment conducted on the needs for the re-organization of both the Ministry of education and the Ministry of Higher Education in Baghdad and the KRG has been a valuable source of information for the Functional Review of MoH.	None
	UNDP/ ESCWA completed the "Exchange and Networking Visit for the transfer of expertise and knowledge in support of Decentralisation and Local Governance in Iraq", implemented in partnership with the ITC-ILO. The event took place in Turin in June 2010 with Iraqi civil servants, headed by the Chairman of COMSEC and 19 members of Governors' Offices and Provincial Councils and allowed for networking with the authorities of the Piedmont region.	95%
	UN-Habitat facilitated a Study Tour to Turkey from 16-18 Nov. 2011, which was jointly led by the HE Minister of State for Provincial Affairs and Chairperson of Local Government Association (ILGA) from Iraq. The 14 person tour was mainly comprised of ILGA members who represented different governorates from around the country in Iraq.	None

partly been transferred to the I-PSM)		

- **Qualitative assessment:**

Although the main activities and outputs of this project were mostly undertaken and/or achieved, the impact and ultimate success of this project – or outcome - was largely compromised by the political, legal, institutional and security environment it operated in. The legislation deriving from Constitutional provisions will eventually give expression to constitutional intent through processes of debate, negotiation, consensus, perhaps litigation, and certainly the political process. Key among the foundational documents is Law 21, the Law of the Governorates Not Incorporated into a Region passed in 2008 (it does not apply to Kurdistan and there are unique differences for Baghdad). Debate over its interpretation is heated and most Governors consider agreement on its interpretation as critical for moving forward with reconstruction and development. Due to the weaknesses of the underlying legislation and the wide interpretation that can be made of the current texts, a clear division of mandates and roles between central government, the Governorates and the Districts is almost impossible to pinpoint. This aside, these loose interpretations are conveniently twisted to the convenience of all parties in terms of negating their responsibilities or making decisions that are not really theirs to take. Therefore at workshops where central and local government officials were represented, tension was palpable with local government officials accusing their central counterparts of either not doing anything or being too interfering. For the project, this meant that it was difficult to identify and engage with relevant parties on some issues as the institutional and legal framework is not clear.

This aside, the capacities of local government – which varied from Governorate to Governorate – tended to be weak in terms of their ability to deliver quality public and social services to their communities. Even their ability to expend the budget allocations received from central government would be low and vast amounts of funds would have to be returned to the Treasury at the end of the fiscal year, despite very significant development needs.

All this means that long-term and genuine policy, legal and institutional reforms were not achieved during the life-time of this initiative as there was no political momentum for such an agenda. Quite the contrary, the Government since the 2010 elections has – if anything – been pushing for greater centralisation. That being said, genuine reforms were taken in the domain of e-Governance and a significant amount of effort to exposing central and local officials to various international best practices may yet pay off. Moreover, the functional reviews of the 3 targeted line Ministries have provided essential baselines for future public administration reforms.

Clearly this project required the close cooperation and coordination of the 7 UN Agencies involved, ensuring that each mobilised their internal expertise and delivered their activities in a timely manner. Fortunately, no major issues arose between the Agencies in the course of this project. Delays in undertaking activities, which resulted in this project going from an 18 month to a 48 month initiative, were more to do with the operating environment.

Key partnerships were also built in Canada, Turkey and Egypt at different stages in the project. Canada and Turkey both hosted very important study tours so that relevant Iraqi officials could meet their counterparts in these countries and get an understanding of some relevant best practices, policies and organisational structures related to decentralised Governance. Formal twinning partnerships were even established between Alexandria in Egypt and the Governorates in Baghdad, Basra and Erbil.

This aside, a specific partnership was established with the Institute of Governance in Canada. This developed in 2011 upon the first Executive Study Tour and has carried on to date under the I-PSM project. This institute has become an important centre of reference when new policies and legal frameworks are being touted.

The initiative ensured that in all policy guidance it offered to the decentralized governance agenda it highlighted the notion of equality and non-discrimination. It ensured that a human rights based approach was incorporated in all training curricula and materials and a strong advocacy dimension was included in all dealings with government officials, mainly around the ideas of participatory and inclusive governance.

Equally, the project strongly advocated at workshops and study tours that gender issues be incorporated into local government policies and laws and addressed in training curricula materials, assessments and surveys.

The funding provided by the MPTF/JP to the programme has not been catalytic in attracting funding or any other resources from other donors. Other international actors such as USAID were also very present on the ground in terms of local governance. However, this project was largely used to prime the I-PSM project which is a large multi-Agency programme that will tackle reforms at both central and local government levels. Moreover, there were complimentary activities between this initiative and UNDP's Local Area Development Programme (LADP), particularly when working on the development planning capacities of Governorates and undertaking functional reviews.

ii) Indicator Based Performance Assessment:

Using the **Programme Results Framework from the Project Document / AWPs** - provide details of the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why.

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
Outcome 1 GoI and relevant decentralization partners have relevant institutional mechanisms in place to implement decentralized policies & programmes							
Output 1.1 Framework, legislation and policies for decentralization and local governance developed through multi-stakeholder process	Indicator 1.1.1 An in-depth situation analysis of local governments available with gender disaggregation	No analysis	At least 3 profiles, e-readiness assessment undertaken	Achieved	n/a	Analysis and e-readiness reports produced	
	Indicator 1.1.2 # of participating ministry staff (gender disaggregated) trained in planning and policy development	None available	To be determined according to training plan	725 (15% women)	n/a	Project reports and training reports	For e-governance training, certificates were issues for those who passed the tests
	Indicator 1.1.3 # of technical and analytical documents to inform policy dialogue produced	No toolkit available for informed discussion	DLG toolkit to inform policy dialogue	Achieved but not disseminated/used	Political/institutional obstacles	Documents produced	
	Indicator 1.1.4 # of Gov't and non Gov't stakeholders engaged in multi-stakeholder processed	No decentralisation task force in place	# to be determined during activity planning	Partially achieved	Political/institutional obstacles	Project reports	Many gov't and non gov't stakeholders were brought into the policy issues under the initiative but were never organized into a Task Force, aside from e-governance
	Indicator 1.1.5 # of e-government strategies and action plans for governorates drafted	e-gov strategy available but no implementation	e-gov strategies and action plans drafted for KRG and Basra	Partially achieved; 2 local strategies for Maysan and Ninewa	Emphasis remained more at the national level but Governorates were part of all the e-gov strategy and work plan meetings	Project reports, press reviews	

Output 1.2 Generic systems in policy-making, participatory planning and budgeting, data collection, human resources management and organisational management developed, and core competencies decentralized	Indicator 1.2.1 # of newly elected governorate councillors trained on their new roles, responsibilities	Current governors not democratically elected, therefore first elections due	Orientation sessions conducted in all governorates for senior officials	Partially achieved; 15 Master trainers trained but their deployment in other governorates halted by security	Security situation	Project and training reports	
	Indicator 1.2.2 SOPs for modern local government in place	Rudimentary and paper based systems	Improved e-gov't systems	Partially achieved; 50% roll out	The e-governance conversion was more difficult than imagined	Project reports; on line services in local administrations	
	Indicator 1.2.3 Comprehensive capacity development strategy addressing requirements and gender issues	Baseline to be determined by in-depth analysis	Strategy endorsed by GoI with gender aspects	Partially achieved; Strategy drafted but not officially endorsed or utilized	Political/institutional obstacles	Draft of strategy; GoI reports	
	Indicator 1.2.4 # of governorates trained in human resources and decision making	Baseline to be determined by in-depth analysis	HR committees established in at least 9 governorates	Achieved	Project progress reports	Donor country strategies sent to MoP/Partnership Committee for review	
Output 1.3 GoI has improved capacities to provide citizens with e-services in pilot sectors	Indicator 1.3.1 Study tour organized to enable to showcase international best practices on delivering citizen services and establishing citizen services centres (CSCs)	No study tour	1	1	n/a	Mission reports	
	Indicator 1.3.2 Pilot e-services provided rolled out at Governorate level	0	2 pilot governorates	2 undertaken: Ninewa and Maysan	n/a	Governorate reports and project reports	
Output 1.4 Vertical and horizontal inter-government relations formalised with discussion forums in place and partnerships with international/regional municipalities	Indicator 1.4.1 Frequency of Gov't led coordination meetings on governorate and municipal affairs	0	2	2	n/a	Reports from the Local Government association; project reports	
	Indicator 1.4.2 # of partnerships established with regional and international municipalities and/or	0	City to city cooperation for 1-2 cities/towns; Membership of 2	4 (Alexandria twinning arrangement; partnership with Istanbul, Canada institute of	n/a	Mission reports and project reports; local press	

created in selected governorates. (This output has been shifted to the I-PSM)	networks		international networks	governance, Andra Pradesh (India)			

iii) Evaluation, Best Practices and Lessons Learned

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

No evaluation of the project has yet been undertaken. This is perhaps because it is not a priority area for UNDP Iraq in terms of forthcoming evaluations and perhaps because much of the work initiated in this project has been absorbed, quite seamlessly, into I-PSM.

> *Explain challenges such as delays in programme implementation, and the nature of the constraints such as management arrangements, human resources etc. What actions were taken to mitigate these challenges? How did such challenges and actions impact on the overall achievement of results? Have any of the risks identified during the project design materialized or were there unidentified risks that came up?*

This project encountered many constraints and obstacles which impacted negatively on the project's Outcome, regardless of the fact that the UN team had managed to implement some key activities. These external challenges are covered in detail in Section II, part (h) above.

These aside, the lack of access to almost all Governorates due to the ongoing security situation also impacted negatively on the project. Almost all events and workshops meant pulling people out of their local administrations and often out of Iraq altogether. This comes at a financial cost and a time cost as well as limiting interaction with the main beneficiaries of this project, namely local government officials.

Coordinating the efforts of several UN Agencies was also a challenge. Not all Agencies had the same on-the-ground capacities and also had to contend with staff turnover. The internal challenges to UNDP also largely revolved around staffing issues. The project manager for this initiative at the time of inception left in July 2010 and was never replaced as the project was meant to be finishing. As it transpired, the project underwent two time extensions meaning that it only expired in December 2012. In the meantime it was handed over to the acting Head of Governance who was not able to really take this forward amongst other responsibilities and was eventually handed over in February 2012 to the Participatory Governance sub-Cluster Coordinator who ensured that the remaining funds under the project were expended.

> *Report key lessons learned and best practices that would facilitate future programme design and implementation, including issues related to management arrangements, human resources, resources, etc. Please also include experiences of failure, which often are the richest source of lessons learned.*

Most of the challenges that ended up compromising the success of this project were foreseen at the time of project design and included in the Risk Log of the Project document. These include: ongoing insecurity in the country; lack of consensus across government institutions on the decentralisation framework; lack of inter-governmental coherency; shortage of staff competencies in key government positions; and, resistance to change. All of these indeed came about and were risks that would have been encountered regardless of the project design.

The success of the e-governance component partly came about due to the creation of an inter-Ministerial Task Force on e-governance, which ended up being the real engine to all reforms in this area. It also had a senior champion in the Government in the form of the Minister of Science and Technology. These internal agents of change were lacking in other parts of the initiative. It also became clear that the project design was not as

locally owned as it should have been, a sign of the times in terms of how programming was done back in 2008.

The remote project management was due to space limitations in the UN compound during the lifespan of the project and the access to red zone area was a more complicated issue to manage than it is today. These constraints were factored in but it was hoped that there would be quicker improvement on these matters than there actually was.

Thus, in terms of lessons learned at the time of project design a clearer and wider political commitment to this initiative should have been sought as well as a clearer understanding of the counterpart commitments required. This fact is highlighted by the Indicator Based Performance Assessment below where many of the baseline indicators drawn up at the time required further analysis or discussion ("Baseline to be determined by in-depth analysis). The project was at least able to adapt and undertake realistic and achievable activities and outputs.