

IRAQ
Country Programming Framework
2013-2017

September 2013

FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS (FAO)



**Joint Statement
of the Minister for Agriculture of Iraq
and FAO**

The Food and Agriculture Organization of the United Nations (FAO), working closely with the Ministry of Agriculture of Iraq, has prepared the present Country Programme Framework: 2013–2017 document which outlines how FAO can best complement efforts being made by the Government of Iraq to meet its development priorities relating to agriculture, fisheries, forestry, and natural resources development objectives including food and nutrition security in the coming five years.

The objective of this framework is to improve the transparency, coherence and effectiveness of FAO's interventions in Iraq under the umbrella of the United Nations System and to position FAO as a strategic partner for national agricultural development and food security.

The framework is a tool for information sharing and resource mobilization that presents to all stakeholders a clear and concise picture of what FAO intends to do during the next five years in Iraq. However, the framework remains a policy statement of intent and the attainment of its purpose and objectives requires joint efforts through partnerships with all stakeholders.

The Government of Iraq and FAO therefore jointly appeal to all stakeholders among government institutions, the private sector, donors, financing institutions, non-governmental organizations and civil society organizations to work together in ensuring the realization of the purpose and objectives of this framework.



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Iraq



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Senior Programme Coordinator
FAO Representative in Iraq a.i.



(date) 22 Oct. 2013



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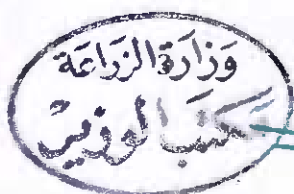
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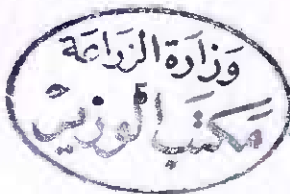


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Abbreviations and Acronyms

AusAID	Australian Agency for International Development
COWP	Country Office Work Plan
CPF	Country Programming Framework
ERF/OCHA	Emergency Relief Fund/Office for the Coordination of Humanitarian Affairs
FAO	Food and Agriculture Organization of the United Nations
GAI	Government Agricultural Initiative
GDP	Gross Domestic Product
GOI	Government of Iraq
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IPM	Integrated Pest Management
IRFFI	International Reconstruction Fund Facility for Iraq
MOA	Ministry of Agriculture
MPTF	Multi Partner Trust Fund
NDP	National Development Plan
MOU	Memorandum of Understanding
MTASP	Mid-Term Agricultural Strategic Plan
NGO	Non-governmental organization
OECD/DAC	Organization of Economic Cooperation and Development/Development Assistance Committee
PSSU	Policy and Strategy Support Unit (MOA)
RNE	Regional Office for the Near East (FAO)
RPF	Regional Priority Framework
SNO	Multi-disciplinary Team for the Oriental Near East (FAO)
SNOFP	Subregional Priority Framework for the Oriental Near East
SRPF	Subregional Priority Framework
TCI	Investment Division Centre (FAO)
TCP	Technical Cooperation Programme (FAO)
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDG ITF	United Nations Development Group Iraq Trust Fund
UN-HABITAT	United Nations Human Settlements Programme
UNIDO	United Nations Industrial Development Organization
UNOPS	United Nations Office for Project Services
UTF	Unilateral Trust Fund
WHO	World Health Organization



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Executive Summary

Agriculture involved approximately 4.9 percent of Iraq's labour force in 2012, having sharply decreased from 10.8 percent in 1997. Female farmers constitute 52 percent of the labour force in agriculture, a steep increase from 40 percent in 1997. In 2010-12, 26 percent of the country's population showed prevalence of under nutrition, compared to 19 percent in 1999-01. Agricultural sector development could play an important role in employment and pro-poor growth.¹

The Ministry of Agriculture (MOA) is the Government of Iraq (GOI) institution responsible for the development of the agricultural sector and the management of natural resources of the country. Recent initiatives by GOI to strengthen the agricultural sector have included, *inter alia*, the GOI planning process, including the preparation of a National Development Plan (NDP) for 2010-2014.

The present Country Programming Framework (CPF) has been prepared in order to revisit past technical cooperation between FAO and Iraq in light of the changes in the global food and agriculture system and the changed circumstances of FAO and Iraq. FAO is determined that it must become more of a facilitator or knowledge manager to assist informed decision-making where the Organization's neutrality gives it an absolute comparative advantage. It should also be acknowledged that the limited resources of FAO must be complemented by carefully targeted investments from domestic as well as from diversified international funding sources. FAO is well placed and prepared to provide assistance in this regard.

By virtue of its stated mission, mandate and strategic framework FAO has comparative advantages in engaging in strategic areas which is derived from its capacity to act, drawn from its high level access and influence to governments and stakeholders, resources (human, physical, financial) that it can mobilize, its track record in working in the agricultural sector, its coordination strength as a neutral broker, and its geographical spread worldwide.

FAO's capacity to act is enhanced by its technical expertise available at country, subregional and regional offices, as well as at headquarters, which can be tapped to respond to need. The unique contribution that FAO brings to the agricultural and food security sector emanates from its well-tested approaches, methodologies, tools, guidelines, and practices. These and the experience gained, and lessons learned, give FAO a sense of direction in terms of competence to select together with stakeholders priority areas of intervention where its efforts can realize maximum impact.



The term "agriculture" includes fisheries, marine products, forestry and primary forestry.

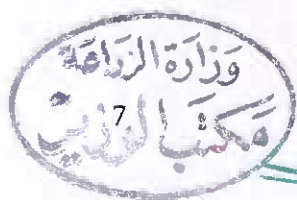
Based on these strengths, and appreciating the needs of Iraq, the subregion and the region, and in line with FAO's strategic and functional objectives, the present CPF is organized around the following three major priority areas:

- Priority Area A: Agricultural sector and food security policy development;
- Priority Area B: Building up the investment projects portfolio for agricultural development;
- Priority Area C: Technical assistance, normative work and guidance on subsector and cross cutting themes and issues.

FAO will continue to assist with developing specific projects for consideration for funding by GOI, the governorates, donors and financing institutions. The Organization is well placed to assist with this work through its technical expertise, country knowledge and its cooperative arrangements with other UN agencies, the World Bank and other international and bilateral financing institutions.

The CPF describes a framework for cooperation up to the end of 2017 with the understanding that regular FAO Iraq Country Office Work Plans (COWPs) will be developed. These will delineate how the CPF results will be achieved operationally, in line with the financial resources that are likely to be required and mobilized for the implementation of the activities identified within the programming framework. The preparation of the work plans will include a stakeholder consultation in which the FAO Iraq Office reports on the results delivered in the previous years and proposes a plan for the following years. A mid-term evaluation of the CPF in the year 2015 is also foreseen.

The CPF remains a policy statement of intent and the attainment of its purpose and objectives requires joint efforts through partnerships with all stakeholders. GOI and FAO therefore jointly appeal to all stakeholders among government institutions, the private sector, donors, financing institutions, non-governmental organizations (NGOs) and civil society organizations to work together in ensuring the realization of the purpose and objectives of the CPF.



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1. Introduction

Background

The present CPF has been prepared in order to revisit past technical cooperation between FAO and Iraq in light of the changes in the global food and agricultural situation and the changed circumstances of FAO and Iraq. FAO has determined that it must become more of a facilitator or knowledge manager to assist informed decision-making where the neutrality of the Organization gives it comparative advantages. It should also be acknowledged that the limited resources of FAO must be complemented by carefully targeted investments from other international as well as domestic sources. FAO is well placed and prepared to continue to assist with funds mobilization.

The Director-General of FAO has stressed the importance of a bottom-up country approach in the Organization's planning system to assure that the priorities set in its budget respond to the real needs of its Member Countries and provide the Organization with a demand-driven process to define work priorities and budget². He also stated, "I see that much more prioritization is needed in our work to assure that the Organization will not try to do all the things but concentrate on those where it really can make a difference and bring added value to the resources that Member Countries entrust to it."

In mid November 2012, the MOA submitted to the FAO Regional Office for the Near East (RNE) a summary list of agricultural sector interventions where FAO support could be sought in future³. An RNE mission visited the FAO Iraq Office in Amman in November 2012, in order to commence preparation of the CPF for Iraq and have technical meetings with FAO Iraq project managers, staff and other officials. Another RNE mission visited Amman in February 2013, carried out a further consultation and subsequently produced the present final draft CPF. The strong support of the FAO Iraq team to this process is acknowledged.

Approach

The CPF for Iraq will be considered to be operational from 2013. It is anticipated that the framework will remain relevant until the end of 2017. The closing date was chosen based on: the GOI planning process, including the NDP: 2010-2014; the Government Agricultural Initiative (GAI): 2007-2016; and the MOA Mid-Term Agricultural Strategic Plan (MTASP): 2009-2015; the FAO subregional, regional and global priorities; and expecting that the CPF results matrix would be translated into regular COWPs. A mid-term evaluation of the CPF is foreseen in 2015 in order to make any necessary adjustments in line with these planning processes.

² FAO Council, Hundred and Forty-third Session, Rome, 28 November-2 December 2011.

³ A list of the most important Ministry of Agriculture priorities for eventual FAO support is provided in Annex 1.



The framework will coincide with two full biennial cycles of FAO's Programmes of Work and Budget, for the periods 2013-2014 and 2015-2016; and it would partially overlap with the first Iraq United Nations Development Assistance Framework (UNDAF) for 2011-2014; and a subsequent planned Iraq UNDAF (see further below).

The ongoing CPF preparation is underpinned by an extensive document which was prepared by the FAO Iraq team in 2008 in consultation with key Iraqi line ministries, *From Emergency to Development: Medium-Term Strategy for FAO Assistance to Iraq: 2009-2014*. The document took stock of policy, economic and social developments in Iraq, reviewed the emergency and recovery assistance provided by FAO to the agricultural sector and designed a flexible strategy to leverage the sector from emergency to development. This work was fully supported by FAO headquarters and was accompanied by a series of technical discussions with FAO Iraq project managers, Iraqi technicians and government officials. It culminated in a validation workshop held with the participation of main stakeholders. This particular planning document may arguably be seen as a precursor to the present CPF.

At this midway point of the strategy, it was important to reinforce the synergies between FAO and Iraqi authorities based on effective national needs, both at central and governorate level, and enhance the Iraq FAO partnership for further development of the agricultural sector. This led to the preparation by the FAO Iraq team of the document, *Government of Iraq-FAO Partnership for Agricultural Development 2012-2016: A Road Map for Agriculture*. The road map was based on the outcome of a workshop held on 28 and 29 February 2012 in Amman, which brought together FAO technical and operational officers at country, regional and headquarters level, as well as Iraqi Government officials from various ministries and governorates, reflecting the shift towards a strengthened decentralization of the Iraqi institutional set-up, as well as FAO's bottom-up planning approach.

An implementation plan is not included within this CPF. FAO Iraq COWPs will be prepared in consultation with the GOI following a review by stakeholders of the activities undertaken thus far. The COWP represents the operational link between FAO's strategic and operational planning frameworks and FAO country programming. The COWP will delineate how the CPF results will be achieved operationally, in line with the financial resources that are likely to be required and mobilized for the implementation of the activities identified within the programming framework, including expected FAO resources, government budget allocations, public and private investment, contributions from bilateral assistance and other domestic and international sources.



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2. Situation Analysis

Agricultural Sector Growth Potential

Agriculture involved approximately 4.9 percent of Iraq's labour force in 2012, having sharply decreased from 10.8 percent in 1997⁴. Female farmers constitute some 52 percent of the labour force in agriculture, a steep increase from 40 percent in 1997. In 2010-12, 26 percent of the country's population showed prevalence of undernutrition, compared to 19 percent in 1999-2001. Agricultural sector development could play an important role in employment and pro-poor growth.

Iraq is a resource rich country where the agricultural sector has the potential for long-term sustained growth to cover a significant amount of domestic food production and for exports⁵. Iraq is strategically located amongst a number of countries that offer promising market opportunities for any kind of agricultural commodities it can produce, with particular regard to those high value traditional products for which Iraq has enjoyed, in the past, a particular comparative advantage.

To deal with the challenges imposed upon it by internal and external factors, the agricultural sector has to structurally adjust itself to resolve its major constraints ranging from socioeconomic to technical issues within an holistic, multidisciplinary and long-term approach. The way ahead including the definition of the proper role of the public and private sectors has been set by the government in a number of policy statements and by the NDP which provides a detailed analysis of agricultural potential and limitations. "...Focus will be on the sites most favourable for agricultural production and where provinces have a comparative advantage in agricultural spatial terms ..."

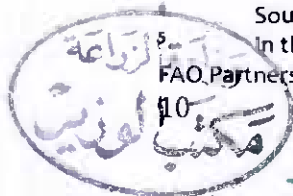
Government Planning and Initiatives for Agricultural Development

The government policy for agricultural development is formulated in two basic documents: the NDP: 2010-2014 and the GAI: 2007-2016 which comprises the strategic priorities of the MOA MTASP: 2009-2015.

The NDP revolves around four main pillars that will govern public actions for reconstruction and development: (i) strengthening the foundations of economic growth; (ii) revitalizing the private sector; (iii) improving the quality of life; and (iv) strengthening good governance and security. The proposed allocations for the agricultural sector under the NDP amount to USD 7.9 billion equivalent for the plan period, which corresponds to 9.5 percent of the total allocations under the

Source: FAO.

In the interest of brevity, for more details the reader is referred to: Government of Iraq-FAO Partnership for Agricultural Development 2012-2017: Road Map for Agriculture, 30 July 2012.



NDP to all sectors. About 85 percent of these investments are allocated for water resources (dams, irrigation, drainage, land reclamation), while the rest is allocated to crop and livestock services.

The ten-year GAI was launched in 2007 with the main goals of achieving self-sufficiency in the main food crops, increasing farmers' incomes and reducing rural unemployment through cooperation between the private and public sectors. The GAI aims at improving the availability of production inputs, at stabilizing output prices and at supporting private investment in the agricultural sector so as to improve the living conditions in the rural areas. The GAI is allocated annual funding of USD 500 million, of which USD 200 million are for loans to farmers, USD 100 million for promoting private commercial investments and USD 200 million for infrastructure rehabilitation works. In addition, the GOI has recently decided to allocate to the governorates USD 1 for each barrel of extracted oil to be used for their development programmes. Annual funding of some USD 300-350 million is expected to become available under this provision.



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3. United Nations and FAO Assistance to Agricultural Development and Food Security

United Nations Development Group Iraq Trust Fund and the Multi Partner Trust Fund

The United Nations Development Group Iraq Trust Fund (UNDG ITF) was the main source of United Nations assistance to Iraq from 2004-2010, when it served as one of two trust funds of the International Reconstruction Fund Facility for Iraq (IRFFI). The IRFFI was designed in close consultation with the Iraqi authorities and donors by the World Bank and the United Nations in response to international requests to create a mechanism to enable donors to channel their resources and coordinate their support for reconstruction and development activities in Iraq. These activities were based on the priority areas emerging from the 2003 UNDG/World Bank Needs Assessment that covered 14 priority sectors and cross cutting themes, and subsequently the National Development Strategy (2004, 2005 and 2007), as well as the International Compact with Iraq (2007).

The 16 participating UN agencies received a total funding of USD 1 436 million from the UNDG ITF, for a total of 200 programmes and projects, provided by some 25 contributors and partners. This was the first time that the UNDG organizations, pursuant to the Secretary General's reform agenda, had adopted common planning, coordinated implementation and reporting arrangements for such a large scale operation, which was referred to as the "UN cluster approach."

The UNDG ITF financing arrangements underpinning the cooperation with GOI were closed in 2010 and were superseded by the Multi Partner Trust Fund (MPTF) which articulates its assistance programme within the UNDAF: 2011-2014. The UNDAF provides a coherent and coordinated strategy for the delivery of UN assistance that embodies the Paris Principles, and supports the Iraqi administration in meeting its various obligations, including the Millennium Development Goals.

GOI has initially pledged USD 30 million to the MPTF. However, to date no funding has been received. Major issues in the ongoing discussions between the UN and the GOI include: the ratio of sharing total project costs (currently proposed UN, 25 percent and GOI, 75 percent); the required use of GOI funds exclusively for the procurement of goods and services; and the need for the UN, therefore, to mobilize its own resources for staff, operating and other costs.

The Organization of Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) report on multilateral aid for 2012 indicates that there may be a "drying up" of the traditional source of multilateral funding which will force multilateral organizations' efforts to diversify their funding base



to mobilize more resources from middle income countries, private foundations, and through innovative financing.

Indeed preliminary indications already suggest that future international funding for development projects in Iraq will likely be lower than in the past. This anticipated decline may be attributed to factors including (in no particular order of ranking): reduced donor propensity; closing of the UNDG ITF; needs of other countries in the region; increased Iraqi revenues from petroleum and gas exploitation; and the MPTF requirement of UN/GOI project cost sharing. This new situation will have a direct impact on FAO funding, activities and operational modalities.

FAO Support

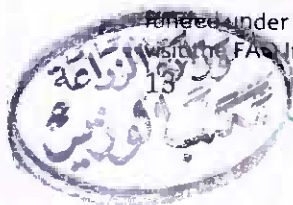
With a total amount of almost US\$ 115 million of funding received during seven years under the UNDG ITF, FAO was the fifth largest recipient among the participating UN agencies. FAO implemented 19 projects under the UNDG ITF, which were valued at over USD 119 million and benefited over 713 000 men, women and children⁶. These included the rehabilitation of pumping stations to provide access to clean water, cottage industries projects, a date palm project, community irrigation development projects, a seed national policy and seed act, the fisheries policy and fisheries law, the completion of a statistical survey, technology transfer and field operations for fisheries production development, home gardens, cereal and vegetables seed production, and dairy cattle reproduction⁷.

In line with the cluster approach three projects were implemented jointly with the United Nations Industrial Development Organization (UNIDO). In addition FAO received funding in the amount of USD 3.1 million from the Australian Agency for International Development (AusAid) for a home gardens project and USD 4 million from the Emergency Relief Fund/Office for the Coordination of Humanitarian Affairs (ERF/OCHA) for a wells deepening programme.

FAO has also strengthened the capacity of the Iraqi technical staff especially in the fields of horticulture, animal husbandry, fisheries, poultry and beekeeping. Throughout the UNDG ITF period, FAO trained Iraqis to a total 75,336 person days, amounting to nearly 6.4 days of training per trainee. Despite the persistent level of insecurity in Iraq, FAO has supported the development of income-generation activities for vulnerable Iraqis and the rehabilitation and maintenance of traditional irrigation schemes for resettled displaced households in the country.

⁶ For details visit UNDG ITF Newsletter, January 2012, p. 8. www.irffi.org

⁷ A list of projects implemented since 2004 by FAO and its cooperating partner agencies, funded under the UNDG ITF and from other sources, is provided in Annex 2. For more information visit the FAO Iraq website: www.faoiraq.org



FAO has been able to implement the latest technological advances in the seed, fish and livestock sectors across Iraq, while contributing to the national response to the emerging food insecurity in the country by supporting the development of a comprehensive food security analysis. This required an innovative integrated approach, which is focused on improving farming systems through the transfer of technology and the promotion of participatory community aspects for agricultural development.

Currently the FAO Iraq programme consists of an operation funded from a remaining UNDG ITF contribution (Iraqi Agriculture Growth and Employment Support, USD 5 million), GOI funding for two projects (Develop the Performance of Small Ruminants and Improve the Level of Income of Small-scale Breeders, USD 1 million; and Fisheries and Aquaculture in KRG, USD 2.5 million), and the Iraq's share of five regional projects funded under the FAO Technical Cooperation Programme (TCP)⁸. FAO is participating in four Priority Working Groups of the MPTF, which are Food Security and Environment (serving as co-chair of both groups); and Economic Inclusive Growth and Human Capital and Gender Rights, Youth (member of both groups).

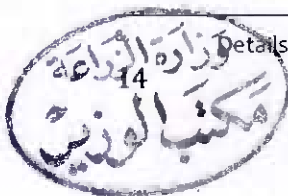
With Iraq shifting from an emergency state to that of a developing one, FAO has adapted its programming policies to better suit the needs of the Iraqi people in future. FAO has also made the shift from an emergency-rehabilitation mode to a technical and policy support role, as this is more effective for sustainable development at the current state of the agricultural sector and food security in Iraq.

In line with the new GOI political and decentralization policy which implies a major transformation from the previous centralized decision making process, empowering local governments with authority on budget allocations and investment programmes, the FAO Iraq Office has been able to mobilize funding in a dialogue with several governorates which are interested in cooperating with FAO to provide support to agricultural development.

In brief, the main steps required for project approval include: the signing of a Memorandum of Understanding (MOU) between the FAO Iraq Office and the governorate concerned which outlines the mechanism of cooperation between the two parties; FAO and the governorate jointly identify and select projects on the basis of concept notes; governorate councils and the advisory board/Prime Minister's Office consider and approve projects; the Ministry of Finance approves funds transfer; and the Ministry of Planning provides final approval.

The FAO Iraq Office has already successfully concluded agreements with two governorates for two projects (Ninawa Governorate, Development of Fish Aquaculture and Inland Water at Mosul Dam, USD 7 million, expected to start in the first quarter, 2013; and Basra Governorate, Development and Improvement of

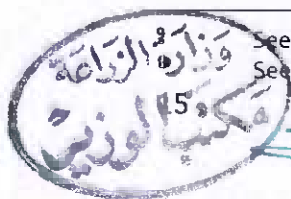
Details are provided in Annex 3.



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Salt Water Fish and Shrimp Production, USD 8 million, third quarter). Both projects are fully funded by the governorates. These projects are led by Iraqi partners and are designed to increase economic growth, expand agriculture's share of the Gross Domestic Product (GDP) and generate employment, in line with the government's priorities. In addition, the FAO Iraq Office has developed with its cooperating partner agencies a portfolio of hard pipeline projects valued at USD 96 million⁹ and soft pipeline projects with a total value of USD 85 million¹⁰.

The FAO Iraq Office has over the years built up an arguably unique capacity for the design and implementation of a large scale agricultural development and food security portfolio, as well as a strong credibility with GOI and donors for reliable programme delivery in a highly volatile environment. The Office has outlined its role, approach and best practices of programme development and delivery in a series of comprehensive and authoritative guidelines, manuals and other documents that have generally been prepared or updated annually by the local team. Topics include: priority project assessments; fund raising plans; work plans; risk planning; contingency planning; audit trails and project coordination controls; evaluation processes; standard operating procedures; and annual reports.



See Annex 4.
See Annex 5.

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4. FAO Corporate Objectives and Comparative Advantages

By virtue of its stated mission, mandate and Strategic Framework for 2000–2015 FAO has comparative advantages in engaging in strategic areas which is derived from its capacity to act, drawn from its high level access and influence to government and stakeholders, resources (human, physical, financial) that it can mobilize, its track record in working in the agricultural sector, its coordination strength as a neutral broker, and its geographical spread worldwide. It provides the authoritative framework for the Organization's programmes, which are developed through successive Medium-Term Plans and Programmes of Work and Budget.

FAO's Strategic Framework for 2000-2015 is based on five corporate strategies. Their purpose is to give clearer focus and direction to the Organization's work in serving its Members, concentrating on the areas in which it has comparative advantages. The five strategies are as follows:¹¹

- A. contributing to the eradication of food insecurity and rural poverty;
- B. promoting, developing and reinforcing policy and regulatory frameworks for food, agriculture, fisheries and forestry;
- C. creating sustainable increases in the supply and availability of food and other products from the crops, livestock, fisheries and forestry sectors;
- D. supporting the conservation, improvement and sustainable use of natural resources for food and agriculture;
- E. improving decision-making through the provision of information and assessments and fostering of knowledge management for food and agriculture.

FAO's global capacity to act is enhanced by its technical expertise, available at country, subregional and regional offices, as well as headquarters, which can be tapped to respond to need. The unique contribution that FAO brings to the agricultural and food security sectors emanates from its well-tested approaches, methodologies, tools, guidelines, and practices. These and the experience gained, and lessons learned, give FAO a sense of direction in terms of competence to select together with stakeholders priority areas of intervention where its efforts can realize maximum impact.

At the subregional and regional levels, the Thirtieth FAO Regional Conference for the Near East¹² endorsed a Regional Priority Framework (RPF) and the Multi-disciplinary Team for the Oriental Near East Region (SNOPE) issued a Subregional Priority Framework (SRPF), for FAO's work in the region and subregion.



For more information visit: <http://www.fao.org/docrep/x3550e/x3550e00.htm>
Khartoum, the Republic of the Sudan, 4-8 December 2010.

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The regional and subregional frameworks are foreseen to support Member Countries in addressing national, subregional and regional priorities contributing to the Global Goals and Strategic Objectives as defined in FAO's Strategic Framework, fully aligned with the respective development agenda and global commitments and conforming to relevant programmes of the UN and other development partners. The RPF and the SNOFF will serve as tools for resource mobilization and for the development of cooperative programmes, involving donors from and outside the region and subregion.

The five priority areas for SNOFF where FAO assistance is needed the most are as follows:¹³ (i) improving food security and nutrition for long-term resilience; (ii) fostering agricultural production and improving food systems and livelihoods; (iii) sustainably managing natural resources for food security in the future; (iv) responding to climate change impacts and developing adaptation strategies; and (v) emergency, conflict and post-relief, rehabilitation and response.

At the country level, the FAO Iraq Office has sought to promote sustainable development of the agricultural and food security sector in consultation with directly or indirectly related ministerial departments and the governorates, having in common the following concerns, to: (i) promote national agricultural policies intended for sustainable food security objectives; (ii) implement tools for the protection and conservation of natural resources; (iii) support the promotion and development of human resources; and (iv) respond to extraordinary situations in order to reduce incidents following emergency and unexpected situations such as war, natural disaster, etc.

The preparation of a COWP for Iraq, in consultation with all national stakeholders, will be an important step towards prioritization of specific FAO actions, projects and programmes for the next FAO biennium 2014-2015. FAO would in future focus on high-impact interventions with a more effective monitoring and evaluation system in place. In addition to field operations FAO would actively engage in policy advice and capacity development, advocating sustainable agricultural and natural resources policies. FAO is well connected with the Iraqi national and governorate institutions; it would strengthen its position as a provider of high-value policy advice in agricultural and food security related issues.

Consequently, the important technical and management capacities of the FAO Iraq Office would be maintained and enhanced for planning, implementation, supervision and monitoring of agricultural and food security policies and programmes. The Office would also consider developing a gender institutional capacity with dedicated human and financial resources in order to be able to

¹³ Subregional Priority Framework for the Oriental Near East (SNOFF), Cairo, Egypt, December 2011.



support the enhancement of gender work among staff in MOA and other offices on which future projects, COWPs and CPFs would build.

In the context of cooperation with other development partners, FAO actively participated in the formulation of the current UNDAF, and has been working on several other initiatives with other UN agencies and bilateral donors. In view of acquired knowledge, experience and global expertise FAO will continue to maintain a proactive approach to strengthen coordination with the different development partners operating in Iraq in the agricultural and food security sectors in view of creating synergies and raising additional funds in support of programme implementation.



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5. Programming for Results

Country Programming Framework Priority Areas¹⁴

Appreciating the needs of Iraq, the subregion and the region, and in line with FAO's objectives and its comparative advantage, the CPF is organized around the following three major priority areas:¹⁵

- **Priority Area A: Agricultural sector and food security policy development;**
- **Priority Area B: Building up the investment projects portfolio for agricultural development;**
- **Priority Area C: Technical assistance, normative work and guidance on subsector and cross cutting themes and issues.**

Priority Area A: Agricultural Sector and Food Security Policy Development

FAO support to agricultural sector and food security policy development would be carried out mostly through the existing small MOA FAO Policy and Strategy Support Unit (PSSU). The unit would be fully established formally and strengthened in order to assist MOA in agricultural policy planning and strategic support for the preparation of specific sector, projects and programmatic priorities for implementation at the central or governorate level. FAO would provide high level expertise to focus on training and capacity building for policy and for operational programmes and project design. Working in synergy with other UN partners FAO would coordinate efforts directed to agricultural and food security sector development and contribute to policy development for enhanced private/public sector partnership and for a more effective contribution of the private sector to agricultural growth.

Priority Area B: Building up the Investment Projects Portfolio for Agricultural Development

FAO support in building up the investment portfolio would involve capacity building and guidance in project preparation, implementation, monitoring and

¹⁴ This section draws on the document, GOI-FAO Partnership for Agricultural Development 2012-2016: Road Map for Agriculture, 30 July 2012. The findings, conclusions and proposals contained in the draft document have. The document is expected to underpin a workshop on the government-FAO partnership to be held at a date to be scheduled and will then be finalized after the workshop. In the interest of maintaining the present CPF succinct, the reader is referred to the document for ample background on the proposed priorities for Iraq-FAO cooperation.

¹⁵ A matrix showing CPF, relevant agricultural sector and FAO regional and subregional priorities is provided in Annex 6.

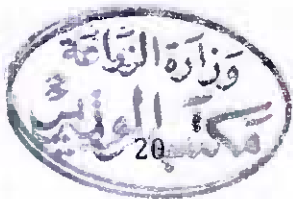


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supervision of large scale development projects. Following GOI decentralization policies and development plans most of the large scale investments for agricultural development are expected to take place under the responsibility of governorates with private sector participation. FAO would provide support to local governments and local stakeholders in the support of investment projects with high level technical expertise and resources.

Priority Area C: Technical Assistance, Normative Work and Guidance on Subsector and Cross Cutting Themes and Issues

FAO following its mandate and comparative advantages, would provide substantive advice and capacity building on specific technical fields and normative matters. FAO would also share its relevant experience and comparative advantage built on best practices at the global level on subsector work, as well cross cutting themes and issues which have a relevant impact on the agricultural sector and on development projects formulation. They could be dealt with in discrete, separate programmes or projects, or they may be taken into consideration as part or pilot schemes in broader policy or project work, at national or regional level depending on the nature of the development activity envisaged. FAO support would continue to be demand driven.



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6. Implementation Arrangements

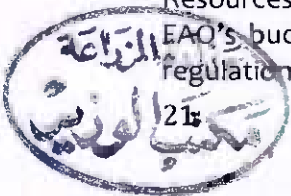
Resources Requirements and Mobilization

A preliminary estimate of resource requirements and availability by CPF priority area is premature at this stage, as prioritization of specific projects and programmes as well as preparation of specific projects and cost estimates in a volatile environment is currently in progress. This work is proceeding jointly with the GOI, the governorates, the MPTF, and other donors and financing institution partners. Estimates of resource requirements and availability will be reflected in the COWPs. As mentioned above the new GOI political and decentralization policy implies a major transformation from the previous centralized decision making process, empowering local governments with authority on budget allocations and investment programmes. Therefore, the FAO Iraq Office is continuing its dialogue with GOI and several governorates interested in cooperating with FAO to provide support to agricultural development, in addition to any eventual MPTF and other funding.

Projects funded under the FAO TCP may provide funds towards meeting the UN-GOI cost sharing requirement of selected projects under the MPTF. The TCP aims to provide FAO's technical expertise to its Members through targeted, short term and catalytic projects. The GOI and/or the governorates may choose to use the TCP facility in any areas of action that pertain to FAO's mandate and competence and which are covered by the Organization's Strategic Framework. TCP projects should produce tangible and immediate results in a cost-effective manner. They support improved food security and poverty alleviation, and should catalyse long-term development changes. The budget of each project is limited to USD 500 000 with a maximum duration of two years. The FAO Regional Office may advise on the indicative financial allotment to the FAO Iraq programme during the biennium period.

The government cost sharing modality (Unilateral Trust Fund, UTF) refers to government resources (including resources received from a loan facility and channelled through government budget) contributed towards an FAO project, or programme area. In practice, the country finances projects from its own resources, but may request FAO to meet a specific need for additional technical expertise thereby enlisting FAO's support and drawing on the Organization's experience. Such an arrangement can exist between an FAO Country Office and any branch of central, governorate or local government. A signed project document and a schedule of payments with budget constitute the legal agreement between FAO and the government.

Resources received through government cost sharing are fully integrated into FAO's budget and are used in accordance with FAO's administrative rules and regulations. These resources are received locally and are considered a part of non-



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core resources of FAO. Government cost sharing arrangements are subject to cost recovery for costs incurred by FAO in providing management and implementation support services. Examples of FAO-Iraq project cost sharing have already been described above. This is a promising mechanism to enhance cooperation in future.

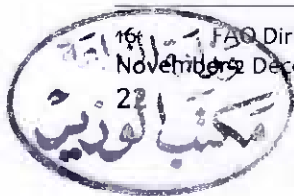
Further, FAO stands ready to assist with the preparation of will develop specific major agricultural development/investment projects for consideration for funding by partner financing institutions. The FAO Investment Centre Division (TCI) is well placed to assist with this work through its technical expertise, country knowledge and its cooperative arrangements with the World Bank, the International Fund for Agricultural Development (IFAD) and other international financing institutions, as well as subcontracting with other UN agencies for specific projects or project components.

Prerequisites for Implementation

FAO is working to ensure that its emergency, relief, recovery, rehabilitation, development and policy programmes are better linked together in its country programmes. The intention is to cut across the conventional divide between emergency and recovery interventions as well as development programmes, with a growing leadership and accountability of FAO's decentralized offices with the support function of the Organization's headquarters unifying their overall management under the responsibility of the FAO Representative¹⁶. The approach is based on:

- integration of FAO's country-level programming of emergency and development activities;
- implementation of the set of actions arising from the Vision for the Structure and Functioning of FAO's Decentralized Offices Network;
- mainstreaming gender issues into FAO's country support to agricultural development and food security and its contribution to the UN Joint Programming Processes. While it is recognized that gender equality is a cross cutting issue, future COWPs and CPFs need to systematically include gender concerns in their preparation process and priorities, outcomes and outputs.

The eventual weaknesses which risk undermining the capacity of the FAO Iraq Country Office to operate and manage a large volume of programmes efficiently and effectively should be borne in mind; its technical, administrative and financial and information technology capacity needs to be maintained and strengthened; and the field team should continue to be staffed with sufficient well-trained individuals who have the skills mix and experience required to manage the programmes. The highly successful implementation by FAO of its UNDG ITF



¹⁶ FAO Director-General Elect, FAO Council, Hundred and Forty-third Session, Rome, 28 November-9 December 2011.

programme portfolio of almost USD 115 million, while working in a volatile environment, with the achievement of a 93 percent delivery rate of approved funding, bodes well in this connection!

Country Office Work Plans

The CPF describes a framework for cooperation up to the end of 2017 with the understanding that biennial COWPs will be developed. The preparation of the work plans would include a regular stakeholder consultation in which the FAO Iraq Country Office reports on the results delivered in the previous years and proposes a plan for the following years.

The COWP should include an outline of the technical support services required, in terms of the likely expertise needed, the likely responsible FAO technical unit and an indicative time frame for the provision of the technical support services during the proposed COWP cycle. Likewise, priorities to guide the future use of any TCP resources should be included in the COWP – again the FAO Regional Office may advise on the indicative TCP financial allotment to the FAO Iraq programme during the COWP cycle and the biennium.

Partnerships

The CPF is intended to form the basis for coordination of FAO programmes within the UNDAF as well as resource mobilization. While the CPF and the UNDAF have not been prepared concurrently, and a new UNDAF is under preparation, the development of COWPs will facilitate the integration of the work of FAO into the planning and reporting processes undertaken by the UN Resident Coordinator's Office.

Monitoring and Evaluation

The FAO Iraq Office will monitor the delivery of the outputs with accountability to stakeholders in Iraq being discharged through the annual stakeholder consultation described above¹⁷. The reports submitted by the FAO Representative to RNE and FAO headquarters will continue to account for the use of funds entrusted to the FAO Iraq Office and for delivery of the outputs and activities under its responsibility. A draft monitoring framework provides indicators for the outcomes and outputs¹⁸. This framework will be updated annually as part of the work review and planning process. The incremental additions will produce an evaluation matrix that can be utilized at the end of the framework period in 2017.

A draft results matrix is provided in Annex 7;
See Annex 8.

