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**ANNEX**

of the Commission Implementing Decision on the financing of the annual action plan in favour of Iraq  
for 2021

**Action Document for Support to durable solutions for Iraq's displaced populations: integration into  
the national labour market and national systems for education and social protection**

**ANNUAL PLAN**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial  
Regulation, and action plans in the sense of Article 23(2) of NDICI-Global Europe Regulation.

## 1. SYNOPSIS

### 1.1. Action Summary Table

<b>1. Title</b> <b>CRIS/OPSYS</b> <b>business reference</b> <b>Basic Act</b>	Support to durable solutions for Iraq's displaced populations: integration into the national labour market and national systems for education and social protection CRIS number: NDICI ASIA/2021/043-218 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe Regulation)
<b>2. Team Europe Initiative (TEI)</b>	Yes TEI for Iraq: Sustainable and inclusive socio-economic perspectives for Iraq
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Iraq
<b>4. Programming document</b>	Multi-annual Indicative Programme (MIP) for Iraq
<b>5. Link with relevant MIP objectives/expected results</b>	<u>Iraq MIP specific objectives</u> Specific objective 1.1: Promote an economic transformation that creates decent jobs and increases productive capacity Specific Objective 2.1: Improve quality, equality and digitalisation of the education system including technical education and vocational training Specific objective 2.2: Contribute to social protection reform to address growing social exclusion and equity gaps, ensure equitable access for groups in vulnerable situations, and promote shock resilience and digitalisation Specific objective 3.2: Improved protection of the rights and dignity of displaced populations through effective migration and durable solutions governance, management and capacity  <u>Iraq MIP expected results</u> 1.1.2 Enhanced access to comprehensive employment-based social protection schemes, active labour market programs income security for young people, IDPs, refugees, returnees, female workers, older-persons and persons with disabilities is improved 2.1.1 Improved access and completion of inclusive and equitable primary and secondary education with focus on Internally Displaced Persons (IDPs), refugees, returnee girls and children with disabilities

	2.1.2 Improved governance, digitalisation and management in the education sector 2.1.3 Improved quality of education and learning outcomes at each level of education (primary, secondary) 2.2.1 Nationally appropriate social protection system and measures implemented for all - social protection reform is inclusive of groups in vulnerable situations including IDPs, refugees, returnees, evidence-based and supported by policy coherence, effective coordination and enhances capacities to respond to shocks 2.2.2 Categories of people in vulnerable situations (pregnant women, under-5 and school age children from poor households, persons with disabilities, IDPs, refugees and returnees) benefit from equitable access to integrated social protection programs and services 2.2.3 Improved gathering and analysis of data on the social protection system, the programmes and instruments of delivery 3.2.1 Protected rights and dignity of migrants, displaced people and returnees, as well as effective migration and durable solutions governance, management and capacity			
PRIORITY AREAS AND SECTOR INFORMATION				
6. Priority Areas, sectors	Priority area 1 <i>Job creation and economic diversification</i> – sector <i>Decent jobs for Youth and Private Sector development</i> (DAC 250) Priority area 2 <i>Human development and social contract</i> – sectors <i>Inclusive education and Technical and Vocational Education and Training (TVET)</i> (DAC 110) and <i>Inclusive shock-resilient social protection</i> (DAC 160) Priority area 3 <i>Digital participatory governance and democracy</i> – sector <i>Migration governance and durable solutions</i> (DAC 151)			
7. Sustainable Development Goals (SDGs)	Main SDG: SDG 1 end poverty Other significant SDGs: 4 Quality education 5 Gender equality 8 Decent work and economic growth 10 Reduced inequalities 16 Peace, justice and strong institutions			
8 a) DAC codes	DAC 110 – Sector <i>Inclusive education and TVET</i> – 33% DAC 151 - <i>Migration governance and durable solutions</i> – 7 % DAC 160 – Sector <i>Inclusive shock-resilient social protection</i> – 33% DAC 250 – Sector <i>Decent jobs for Youth and Private Sector development</i> – 27%			
8 b) Main Delivery Channel @	41000 United Nations Agencies 60000 Private sector institutions			
9. Targets	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers and Tags:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	<b>BUDGET INFORMATION</b>			
<b>12. Amounts concerned</b>	Budget line (article, item): 14 02 01 30 NDICI Middle East and Central Asia Total estimated cost: EUR 75 million Total amount of EU budget contribution: EUR 75 million			
	<b>MANAGEMENT AND IMPLEMENTATION</b>			

13. Type of financing <sup>1</sup>	<b>Direct management</b> through Procurement <b>Indirect management</b> with the entities to be selected in accordance with the criteria set out in section 4.3.2
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## 1.2. Summary of the Action

Following two decades of wars and conflict, Iraq, an Upper Middle-Income Country with substantial resources, is still fragile, in a process of post-conflict recovery, challenged by both internal and external political instability, economic recession and poor public service delivery. The pending full re-integration of displaced people remains a driver of conflict and a threat to Iraq's internal stability and security. The Iraqi population in general and in particular groups in vulnerable situations such as women and children in vulnerable situations and displaced populations (Syrian refugees, Iraqi IDPs and returnees from the EU and elsewhere), are ever more so affected by significant rises in poverty, of the number of people in need of humanitarian assistance, and in un- and underemployment. Distrust in state institutions, a lack of basic services including education and social protection, but also of decent jobs, as well as continued displacement remain key drivers of conflict and a threat to Iraq's social cohesion.

The EU remains committed to Iraq's development, as the country's economic recovery and the consolidation of its democracy are key to promote stability not only in Iraq, but also in the wider region. This Action is the EU's first in favour of Iraq in the 2021-2027 programming period, designed in the context of the EU concluding its shift from post-crisis recovery support to Iraq through Special Measures to long-term development programming through a dedicated Multi-annual Indicative Programme (MIP) and Annual Action Plans (AAPs). In line with the MIP's objective to consolidate the country's fragile political and economic stability, this Action will aim to contribute to the government's efforts in addressing needs linked to protracted displacement and creating conditions for the inclusion of displacement-affected populations into national systems. Creating the conditions for access to national systems by displacement-affected populations ensures the sustainability of EU efforts in line with the durable solutions agenda and promotes the transition away from humanitarian assistance for displaced populations to a long-term development approach.

Against a backdrop of political pressure to improve service provision and end the displacement crisis, it is ever more urgent to reform service provision in Iraq for the benefit of all Iraqis and to create the conditions for displaced populations to access national identification documents, to benefit from essential basic services such as education and social protection, and to engage in decent jobs. The Action focuses on the reform of the national labour market, national education and social protection systems, whilst addressing significant obstacles in governance. As such, the Action contributes to the objectives of the three priority areas of the MIP for Iraq, notably through its foci on job creation for the youth; human development around education and social protection; and digital governance reforms for durable solutions. By tackling the challenges of protracted displacement and creating the conditions for the displaced populations' integration into national systems, the Action responds to the EU's pledges at the Conferences on *Supporting the Future of Syria and the region* in 2020 and 2021 (EUR 75 million), thereby continuing with the humanitarian-peace-development nexus approach (the triple Nexus).

This Action is aligned with Commission priorities of Migration and Mobility, Sustainable Growth and Jobs, and Digitalisation. The Action will mainly work towards SDGs 4 (quality education), 5 (gender equality), 8 (decent work and economic growth), and 10 (reduced inequalities). The Action will also contribute to the Team Europe Initiative on 'Sustainable and inclusive socio-economic perspectives for Iraq'. Applying a triple Nexus approach, the Action capitalises on prior and ongoing EU's interventions and is in line with the partner country's priorities of addressing protracted displacement and finding durable solutions for displacement-affected groups. It aims to place Iraq people's needs at the centre of policy decisions, stabilisation and reforms efforts. In light of the ambition to support the creation of a social contract, building human and social capital, the Action focuses on mutually reinforcing interventions, maximising innovation, fostering synergies and engaging communities and civil society as well as leveraging private investment. To ensure effectiveness, the Action proposes the continuation of programmatic approaches with trusted partners that demonstrate a strong absorption and implementation capacity.

<sup>1</sup> Art. 27 NDICI-Global Europe Regulation

## 2. RATIONALE

### 2.1. Context

Following two decades of wars and conflict, Iraq is still fragile and in a process of post-conflict recovery. Despite Iraq's designation as an Upper Middle-Income Country with substantial resources, Iraq ranked only 105 out of 166 in the SDG Index Dashboard Report of 2021, mainly as a result of the past conflict and structural deficiencies. The country is challenged by political instability, economic recession and poor public service delivery, especially to the large numbers of displaced Iraqis who require assistance. Its economy remains heavily dependent on oil exports, which accounts for 90% of Government revenue and is, therefore, continuously strongly affected by the sharp fluctuations in oil prices. Today's fragmented political landscape undermines effective Government action, security, and transparent governance, conditions being protested through popular widespread demonstrations since October 2019. The Government needs to deliver faster on economic and political reforms and on national reconciliation if it wants to avoid resurgence of violence and withstand demographic pressures, including an annual increase of 300.000 job-seekers entering the job-market. The COVID-19 pandemic and the sharp decline in oil prices and output have aggravated Iraq's socio-economic vulnerabilities. Partly as a result of conflict, the Iraqi state has struggled to provide adequate basic services such as access to drinking water, electricity, health and justice, and to offer a comprehensive social safety net, employment and educational opportunities, particularly for the growing youth population. Poverty has risen from 20% in 2018 to an estimated 36% in 2021, severely affecting the Iraqi population and in particular groups in vulnerable situations such as women and children in vulnerable situations, and displaced populations (Syrian refugees, Iraqi internally displaced persons and returnees from the EU and elsewhere). There has also been an increase in the number of people in need of humanitarian assistance (*4.1 million*), and an increase in un- and underemployment in a country marked by a predominantly informal private sector.

In addition to difficulties in delivering basic services and providing decent work to the fast-growing population, Iraq faces the challenge of displaced persons. Whilst the number of IDPs has drastically reduced since the defeat of Da'esh in 2018 from 5.8 million (16% of the population) to 1.2 million in 2021 (2% of the population), and the number of Syrian refugees in the Kurdistan region remains stable at around 245.000 households since 2015, displacement remains a key driver of conflict and a threat to Iraq's internal stability and security. National authorities and international partners are increasingly focussed on addressing protracted displacement and finding durable solutions for displacement-affected groups. This situation of deteriorating socio-economic conditions for the Iraqi population and the most vulnerable, in turn has the potential of fuelling violence thereby perpetuating the conflict cycle together with the dissatisfaction around the 2021 national elections.

In light of this challenging yet changing context, the EU is concluding its shift from post-crisis recovery support to Iraq through Special Measures to long-term development programming through a dedicated MIP and AAPs. The 2021-2027 MIP for Iraq aims at improving conditions for all Iraqis and in particular displaced populations and youth to thrive in a more prosperous, shock-resilient and democratic Iraq. Operationally and financially speaking, the Action is fully underpinned by the three priority areas of the MIP for Iraq 2021-2027: i) Job creation and economic diversification; ii) Human development and social contract; and iii) Digital participatory governance and democracy. The EU has established itself as a credible partner and sector leader through longstanding engagement in the MIP priority areas and can build on a well-established policy dialogue and strong partnerships. Similarly, this Action is guided by the Partnership and Cooperation Agreement (PCA)<sup>2</sup> between the EU and the Government of Iraq from 2012 and the EU Strategy on Iraq from 2018<sup>3</sup>, both of which outline the EU's interest that Iraq emerges stronger from the multiple crises the country has faced in the past decades.

There is a strong coherence between this Action with the policy priorities of the New European Consensus on Development of 'People' (2.1 - strengthen the sustainable provision of essential services), 'Prosperity' (2.3 – create decent jobs) and 'Peace' (2.4 – promote good governance). The action will contribute to the EU Gender Action Plan (GAPIII 2021-2025) objectives and the thematic area on promoting economic and social rights and empowering girls and women.<sup>4</sup> The Action contributes primarily to SDG 1 (poverty), but also to SDGs 2 (zero hunger), 4 (quality education), 5 (gender equality), 8 (decent work and economic growth), 10 (reduced inequalities) and 16 (peace,

<sup>2</sup> [https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:22012A0731\(01\)&qid=1498939228584&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:22012A0731(01)&qid=1498939228584&from=EN).

<sup>3</sup> [https://eeas.europa.eu/sites/default/files/join\\_2018\\_1\\_fl\\_communication\\_from\\_commission\\_to\\_inst\\_en\\_v2\\_p1\\_961709.pdf](https://eeas.europa.eu/sites/default/files/join_2018_1_fl_communication_from_commission_to_inst_en_v2_p1_961709.pdf).

<sup>4</sup> [https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final\\_en.pdf](https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf).

justice, strong institutions). The foreseen support is further in line with the Commission priorities for 2019-2024<sup>5</sup> of 'Migration and Mobility', 'Sustainable Growth and Jobs' and 'Digitalisation'. By paying special attention to the most marginalised within Iraq, the programme is also in line with the *Agenda for Change*<sup>6</sup>, and its commitments to 'build the foundations for growth and ensure that it is inclusive'.

This Action contributes to the EU-Iraq migration dialogue. At the same time, through its objective on job creation and the formalisation of the labour market, this Action will contribute to the TEI on 'Sustainable and inclusive socio-economic perspectives for Iraq' with Germany, France, Italy, the Netherlands and Sweden as participating EU Member States. This Action's intervention for reform of the Iraqi labour market and for labour protection, is linked to specific objective two of the TEI regarding the *formalisation of the labour market, labour governance and labour insurance for decent jobs*<sup>7</sup>. The TEI and therefore the Action's contribution to the TEI can provide essential added value and respond to Iraq's interest in European best practice at the macro and micro socio-economic levels. The commitment of the EU's contribution to the TEI foreseen under this Action will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise the EU action may continue outside a TEI framework. The foreseen support also responds to the EU's commitments to assisting Iraq in regional challenges, such as those made in the context of the Conferences on *Supporting the Future of Syria and the region* in 2020 and 2021, where the EU pledged respectively EUR 30 million and EUR 45 million<sup>8</sup>. The EU therefore continues with the humanitarian-peace-development nexus approach (triple nexus) through this new support. Finally, this Action contributes to the support to COVID-19 recovery, which the EU has been providing since mid-2020.

#### **Public Policy of the partner country**

This Action is further based on Iraq's **National Development Plan 2018 - 2022 (NDP)** to the extent that this makes sense considering that the NDP was prepared at a time when immediate stabilisation, reconstruction and a large-scale civilian displacement of 6 million persons were at the forefront of concerns. Iraq has since made progress following the territorial defeat of Da'esh and embarked on a trajectory of stabilisation and reconstruction. Structural challenges identified in the NDP that continue to hamper the development process include low efficiency of institutional performance, a bloated public sector, administrative and financial corruption, and a myriad of economic shortcomings such as the deterioration of the investment climate, a lack of access to finance, the distortion of sectoral structure, trade imbalance, and an imbalanced budget structure. The NDP is complemented by a number of **sector strategies**, including the Decent Work Country Programme 2019-2023. The NDP ensures the mainstreaming of gender strategies into national policies and the inclusion of programmes aimed at protecting and promoting the rights of persons with disabilities. In October 2020, the transitional Government of Prime Minister Al-Kadhimi put forward a White Paper for Structural Reform that provides an ambitious strategy for the transformation of the Iraqi economy. The Iraqi Economic Contact Group set up by the G7 in 2020 and currently co-chaired by the EU pro-actively encourages and monitors the implementation of the White Paper.

In terms of the above mentioned national policy framework, the Action specifically supports the implementation of the National Migration Strategy (2020)<sup>9</sup> and the National Returns Plans (2021) that sets the national policy framework for the reintegration of displaced populations, as well as the draft National Refugee law. At sectorial level, the Action supports the implementation of the White Paper on Economic Development 2020-2023; Decent Work Country

<sup>5</sup> Green Alliances and Partnerships in line with the European Green Deal; Alliances for Science, Technology, Innovation and Digital; Alliances for Sustainable Growth and Jobs; Partnerships for Migration and Mobility; Partnerships for Human Development, Peace and Governance. More information on: [https://ec.europa.eu/international-partnerships/our-work\\_en](https://ec.europa.eu/international-partnerships/our-work_en)

<sup>6</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52011DC0637&from=en>.

<sup>7</sup> Specific objectives of the TEI: 1) Private sector development for the creation of jobs including in agriculture / agri-value chains; 2) Formalisation of the labour market, labour governance and labour insurance for decent jobs; 3) Institution building / economic governance for the enabling environment for business / investment; 4) European investment in a so-far underserved industrial and consumer market.

<sup>8</sup> As laid out in the co-chairs declaration, the participants expressed their commitment "to maintain a high level of support to Iraq in responding to the humanitarian needs resulting from years of conflict, widespread internal displacement and disrupted access to social services, as well as specifically from the Syrian conflict" as well as to "supporting resilience efforts as well as supporting host countries to address the impact of the protracted crisis. These efforts will aim to secure quality education for all children and livelihood opportunities for refugees and affected communities as well as promote basic public services and economic growth for the benefit of all".

<sup>9</sup> The National Migration Strategy was prepared and endorsed with EU support in 2020 as the national policy framework to implement the Global Compact for Migration (GCM) in Iraq based on Iraq's Migration Profile. The National Migration Strategy recognizes the EU-Iraq PCA as a key document and adopts a whole-of-government approach to migration management. It pursues four inter-linked objectives, notably to 1) develop migration governance and legal frameworks, including for improving migrants' access to rights; 2) strengthen use and reporting of migration data; 3) fully integrate return, readmission and reintegration; 4) manage migration as a source of sustainable development.



Programme 2019-2023, Iraqi National Education Strategy (2021-2030), the Strategy for Inclusive Education (2020) and the Education Enrolment Strategy (2020); the National Zero Hunger Strategy (2018), the Food Security Strategy (2019) as well as Iraq's international commitments towards International Labour Organisation (ILO) Conventions and the respective national legislation<sup>10</sup>.

### *Complementarity, synergy and donor coordination*

In the post-Da'esh transition, the international cooperation landscape in Iraq still encompasses humanitarian, stabilisation and development programmes. The humanitarian and stabilisation needs have attracted most of the government's and international community's attention. However, with increasing donor fatigue for Iraq and the resulting scarcity of funds, humanitarian and classical stabilisation through large-scale grant-funded infrastructure are phasing out. In 2021 there is a strong momentum for the international community to engage with the Government in a coherent, coordinated partnership to implement a broad reform agenda for sustainable development, structural reforms and durable solutions for displaced populations on the basis of Iraq's new policies.

The EU Delegation participates in all the different task forces as well as humanitarian and development coordination fora, and chairs some of the thematic and sectorial coordination groups, both at Ambassador and Head of Cooperation level. The EU Delegation organises and chairs regular development counsellors meetings, bringing together EU Member States and EU cooperation agencies. EU Member States active in the field of cooperation in Iraq include Belgium, Denmark, France, Germany, Italy, the Netherlands and Sweden, all currently revisiting their engagement for Iraq. This Action is fully complementary to EU Member States' actions with whom a division of labour is in place. A close collaboration is in place with all EU services operating in Iraq on the basis of the triple Nexus strategy for Iraq and concrete synergies with other EU interventions will be sought<sup>11</sup> including also the EU Assistance Mission being implemented in the framework of the EU Common Security and Defence Policy.

## 2.2. Problem Analysis

The Iraqi population, and in particular groups in vulnerable situation such as women and children in vulnerable situation and displaced populations and their host communities, have been severely affected by a significant rise in poverty (from 20% in 2018 to an estimated 36% by 2021), an increase in the number of people in need of humanitarian assistance (4.1 million), and an increase in un- and underemployment in a country marked by a predominantly informal private sector. Risks of radicalisation are still present, especially among the unemployed youth. However, the challenges of displaced populations must also be considered against the backdrop of the tensions between state and society at large. Complaining about a lack of employment opportunities, dysfunctional public services, corruption, and political elites beholden to foreign powers, masses continue to take to the streets in Iraq since October 2019.

The pending full re-integration of displaced people remains a key driver of conflict and a threat to Iraq's internal stability and security. In 2021, displacement affects a remaining 1.2 million people internally displaced persons (2% of the population) and 245.000 households of Syrian refugees, as well growing numbers of Iraqi returnees. Following the hasty camp closures of 2020 in federal Iraq (54 closed camps, 2 remaining) it is estimated that only 182.000 Iraqis (out of 1.2 million IDPs) remain in displacements camps mostly in the Kurdistan autonomous region (25 camps). The large majority of Iraqi IDPs has returned home, sought to resettle elsewhere in Iraq, or found themselves in secondary displacement, facing dramatic hardship in all three situations. To this adds the prospect of eventual IDP and Syrian refugee camp closures in the Kurdistan autonomous region, as well as the long-term prospect of the repatriation of Iraqis from North-East-Syria.

The Action addresses the four main challenges facing the Iraqi population and specifically displaced populations (IDPs, returnees, refugees: **1) decent jobs, 2) education, 3) social protection and 4) civic identification and housing/land/property rights.**

<sup>10</sup> This includes the Labour Act (No. 37), which guarantees equality between women and men and prohibits discrimination and sexual harassment in the workplace; and the Law No. 38 (2013) on the Care of Persons with Disabilities and Special Needs, which upholds the right to a full-time helper at the Government's expense (art. 19) and the right to comprehensive educational integration (art. 15 (2) (a)) and which establishes a quota for the employment of persons with disabilities in the public and private sectors (art. 16) (Committee on the rights of persons with disabilities 2019).

<sup>11</sup> Ongoing INTPA programmes from the Special Measure Mideast/2020/42-756 (social protection), Special Measure Mideast/2019/42-211 and 41-827 (jobs and labour governance), Special Measure Mideast/2015/37-769 (education), Special Measure MIGR/2017/40-584 (forced displacement); Ongoing NEAR programmes of the Regional Trust Fund for the response to the Syrian crisis, ongoing and future ECHO as well as FPI programmes.

With regards to the **labour market**, the pronounced lack of decent work for displaced populations, youth, women and people in vulnerable situation, which derives from the structural shortcomings of the labour market, constitutes a significant challenge that could undermine the stability in the country. These challenges also lead to irregular migration to European and other countries. Iraq must transition to a long-term development approach to the labour market that addresses the challenges of un-employment, under-employment, informal employment, perilous work conditions and working poverty against the backdrop of Iraq's daunting demographic challenge of 300.000 new labour market entrants per year.

The formal labour market is dominated by the public sector with the informal economy being the biggest employer where protections are weak and job quality is poor. COVID-19 has further exposed the structural deficiencies of the labour market and the broader business climate. In 2018, it was estimated that youth unemployment stood at around 36% while youth under-employment was estimated to be at 28%. Female labour force participation in Iraq, estimated at 20%, is comparatively low. In addition, women who do participate in the labour market are also more likely to become unemployed, under-employed or are employed in part-time jobs and there is a concentration of women in the informal sector and such women continue to be excluded from labour and social security protection, including pension benefits. However, years of conflict, displacement and destruction of infrastructure have also increased the vulnerability of children in Iraq to child labour. It is estimated that around 10% of children between the ages of 5 and 17 are engaged in child labour, including in hazardous child labour, due to increasing poverty with variations by gender, location (rural versus urban) and economic background. However, IDP children in the liberated areas of Iraq are certainly the most vulnerable. As for persons with disabilities, the 3% quota of persons with disabilities employed in private-sector enterprises with more than 60 employees, set out in article 16 of Law No. 38 (2013) and in Council of Ministers decision No. 205 (2013), have not been attained. In addition, there are significant shortfalls in terms of labour governance when it comes to effective tripartite collaboration and constructive social dialogue. Further, despite a relatively robust labour law framework revised in 2015 and Iraq's ratification of all the most relevant ILO Conventions, implementation is limited, and labour inspection remains insufficient. In the short term, neither private nor public sector hiring can create jobs at the required scale without new policy action for labour intensive employment schemes in public works.

With regards to **education**, the Iraqi Government's persistent prioritisation of defence expenditure has resulted in a squeezed education budget of less than 6% of the national budget and limited to operational expenses, with alarming consequences for equity and quality of education and skills development. With ten million students enrolled in basic and secondary education, 3.2 million children out of school, dropout rates between 13% and 16% at primary and secondary levels, and access challenges for displaced populations, girls and children with disabilities (approximately 355,000 displaced children are not attending school), Iraq's literacy rate now stands at 85% for a country that used to be the gold standard for education in the Middle East. There is also a lower rate of enrolment of girls at the primary, intermediate and secondary levels and higher dropout rates for girls, which are directly proportional to the level of education. Rural women and girls, women and girls with disabilities and women and girls who lived under Da'esh occupation have extremely limited access to education. Students with disabilities face many barriers in accessing education. The quality of education is further compromised by weak curricula and teaching capacities in addition to the absence of a functional quality assurance system. Despite a strong reform agenda and sustained efforts supported by the EU programmes since 2009, the need for accurate data to design fact-based policies and strategies, modern curricula, modern teaching methodologies, improved teaching capacities and a functional education management and quality monitoring system remain substantial. In addition, rebuilding and renovating school infrastructure remains a challenge especially when it comes to creating learning environments that are child friendly and non-discriminatory especially for girls, children with disabilities and traumatised children. The COVID-19 crisis has also revealed a lack in capacities within the education system in terms of planning, crisis management and teachers' abilities to develop and adopt remote learning methodologies. The problem of low-quality learning outcomes also persists due to the absence of a national quality assurance system and the need to roll-out the national education management system country-wide.

With regards to Iraq's **social safety net**, the EU and partners' efforts are ongoing to harmonise Iraq's existing social protection instruments. Social protection schemes are fragmented across different ministries with no institutional integration of key functions within the social protection delivery chain and limited capacity, interoperability and flow of information across government programs and services. The four major social protection schemes in the country operate independently, with incomplete databases and no system for referrals between programs for benefits. Bottlenecks constrain the effectiveness and efficiency of social protection policy and programs in policy formulation, weak program design, limited implementation capacity, and leakages in the current system. These, in turn, translate to coverage gaps, including inefficient targeting of those in need resulting in significant inclusion and exclusion



errors, as well as inadequate benefit levels. As a result, social protection expenditure has a limited impact on poverty, food security, and social inclusion, especially on gender equality and inclusion of persons with disabilities. Data shows that various social safety net schemes benefited only 20 percent of the poor and notwithstanding the overall expansion of social cash transfers in Iraq, 87.5% of poor children did not receive any social assistance. The information received by the *Committee on the Rights of Persons with Disabilities* shows that medical certificates are the basis for access to social protection for persons with disabilities and that identity cards for persons with disabilities to receive social protection allocations have not yet been issued.<sup>12</sup> With the onset of COVID-19, the Iraqi Government was challenged with the imperative to expand social protection assistance to alleviate the economic shock across its population, amongst which IDPs, returnees, refugees, and emergency-affected populations face an elevated level of challenges. In addition to the social protection system deficiencies facing all groups in vulnerable situations, emergency-affected groups in vulnerable situations face additional barriers due to gaps at policy and financing levels with social protection policy frameworks not including dedicated provisions for displaced populations at the legislative and financing level.

With regards to *civic identification*, the loss of and non-issue of civil documentation of many displaced persons coupled with structural difficulties in the administration for the timely issue and management of civil documentation as well as the registration of life events continues to create a cascading effect that leads to exclusion and marginalisation. This predominantly affects Iraqi displaced persons and Iraqi returnees among whom more than 55% lack at least one crucial piece of civic identification, but also Syrian refugees<sup>13</sup>. The formal confirmation of a person's legal identity is foundational for citizens and residents to exercise their social, economic and political rights, notably access to the labour market, education and social protection services. Various factors include complex administrative procedures and burdensome court processes in various locations, discrepancies between de-jure and de-facto requirements, capacity constraints of administrations; while on the right holder-side, individuals lack the knowledge of procedures, face high transportation costs incurred to access government offices in places of origin, are ill-prepared for complex court procedures, and unable to meet de facto requirements. In light of the complexity of the topics and the sheer size of the issue affecting all the Iraqi population, it is required to shift from an approach at individual legal aid level, to an approach of systematically strengthening national civil affairs system, building on and supporting the Government's ambition to transition towards e-governance with biometric IDs and the creation of an electronic civil registry integrated across Government entities at federal and local levels. Lack of strong regulations around civic identification, criminalisation of migration smuggling practices and investigations of smuggling and trafficking networks, remains a key priority for Iraq. The lack of civic identification is also closely interlinked with the Iraqi population's *housing land property* (HLP) rights because only formally recognized legal persons can claim HLP rights. In addition to this, displaced populations continue to face substantial challenges in establishing ownership due to a loss of property records, damage/destruction of private property, secondary occupation of private property and administrative/security difficulties to retrieve documents, address/verify occupancy claims and submit compensation claims.

**Identification of main stakeholders and corresponding institutional and/or organisational issues to be covered by the action:**

The main counterparts in the Government are the following:

- The Ministry of Planning (federal Iraq and Kurdistan Region of Iraq (KRI)) is the main government counterpoint for international partners in Iraq and the national authority for development planning, but also for statistics through its Central Statistics Office.
- The Prime Minister's Office coordinates the implementation of the White Paper of Reforms across Government entities.
- The Ministry of Migration and Displacement coordinates the implementation of the Iraqi National Returns Plan and sets the policy directions.
- The Ministry of Labour (federal Iraq and KRI) regulates the labour market and monitor the decent work provision in all sectors in Iraq. The Ministry of Municipalities, Construction and Housing (federal Iraq and KRI) is in charge of public works.
- The Ministry of Education (federal Iraq and KRI) and the Prime Minister Advisory Committee (PMAC) sets and oversees the implementation of education policies and strategies including resource management.

<sup>12</sup>

<https://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2fPPRiCAqhKb7yhsjWBwex2dh47u9bw5cR5gOEBzApKONHHk4o pfLaKPuJSwErYJCLuuU2SMWOiMP1lnzV5pZmgxCXAi2aCA%2fOaaQhs%2bRJhuOWgv%2bKaFCHabz1X>

<sup>13</sup> Crucial civic identification includes: nationality cards, identity cards, residency cards; birth, marriage and death certificates; employment permits and others.

- The Ministries (federal Iraq and KRI) of Labour, Trade, Planning and Education are jointly steering the social protection reforms together with the Social Protection Commission.
- The Ministry of Interior with its Civil Status Affairs and National Card Affairs Directorates, the General Secretariat of the Council of Ministers, the Ministry of Displacement, Ministry of Health, the Ministry of Justice, the Ministry of Municipalities are all key stakeholders for civic documentation and housing land property rights.
- The Women Empowerment Directorate at the Council of Ministers Secretariat that replaces the abolished Ministry of Women Affairs and that puts forward policy recommendations including for the gender units in Ministries.

Local and regional authorities in areas most affected by displacement will also be key stakeholders of this action, as coordination with these actors will ensure buy-in, legitimacy and sustainability. This includes for all above mentioned decentralised Ministries under Law 21, the General Directorates at governorate level, whose capacities especially in those areas particularly affected by displacement will be strengthened to more effectively manage the delegated powers at Governorate and local levels. Key stakeholder are equally communities and the civil society, including women's organisations, organisations representing the rights of persons with disabilities, worker and employment representative organisations of the labour tri-partite including the General Federation of Workers Unions and the Iraqi Federation for Industries. Together with Teachers' Unions, parent teachers' associations, and academia, these will be key actors in the social dialogue and benefit from capacity building, together with representatives of the private sector, including micro, small and medium entrepreneurs. The final beneficiaries of this action are all Iraqis but specifically groups in vulnerable situations such as displaced populations including Iraqi IDPs, Syrian refugees and returnees, as well as youth, women and children in vulnerable situations, persons with disabilities in their quality as workers in formal and informal sectors and employment situations, students and teachers, beneficiaries of social protection, persons with disabilities and civic right holders.

All these key stakeholders, including equally international partners will be strongly associated throughout the whole process of this Action. Existing coordination platforms dedicated to the specific sectors, durable solutions and gender coordination will be prioritised.

### 3. DESCRIPTION OF THE ACTION

#### 3.1. Objectives and Expected Outputs

The ***Overall Objective (Impact) of this Action*** is: Increased decent employment and literacy, reduced poverty and inequality, promoted rule of law for all Iraqis especially displaced populations and those in the most vulnerable situations.

***The Specific Objectives of this action are to:***

1. Improved economic inclusion, labour market formalisation and access to decent jobs for the benefit of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.
2. Improved and equal access to quality and shock-resilient national education systems for the benefit of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.
3. Improved and equal access to reformed quality, equitable and shock-silent national social protection systems for the benefit of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.
4. Improved civil identification and registration as well as housing/land/property rights for the benefit of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.

***The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are:***

- 1.1 Young people, women and IDPs have more opportunities for decent work in public employment programmes, active labour market programs and employment intensive investments;
- 1.2 Improved institutional capacity for policy development, enforcement and coordination related to child labour;
- 1.3 Developed policies that address social dialogue, protect labour rights and promote safe and secure working environments for all workers including young people, women and IDPs.

- 2.1 Enhanced management capacity of the education institutions at Ministry and school level;
- 2.2 Improved quality education provision capacity of primary and secondary education institutions, including in digital skills;
- 2.3 Increased awareness of the need and capacity to collectively contribute to the education system of the civil society, parents, local communities, teacher organisations, private sector and other education actors.
- 3.1 Enhanced capacity in evidence-based and inclusive policy development harmonized across the Federal, Kurdistan autonomous region and governorate levels by the social protection sector;
- 3.2 Social protection systems are strengthened with inclusive, flexible, digital and nutrition-sensitive tools, capacities, and operational frameworks;
- 3.3 Social protection schemes are strengthened to address socio economic and human capital among IDPs, refugees and host communities.
- 4.1 Improved legislative and strategic framework related to civil registration and housing/land and property rights;
- 4.2 Improved technical and operational capacities of relevant authorities at central and local level related to e-governance.

### 3.2. Indicative Activities

#### *Activities related to Output 1.1 to 1.3 may include:*

- Technical assistance to improve policy and regulations for the labour markets and digitalisation, specifically to address child labour, prevention, irregular migration and reintegration; to strengthen governance frameworks on access to labour markets specifically also for displaced persons; to improve social dialogue mechanisms at the enterprise level through implementing pilot programmes in selected sectors.
- Capacity strengthening for the preparation and implementation of employment intensive approaches including for reconstruction, construction, public works and infrastructure maintenance of public, private and international entities and their contractors; capacity strengthening of gender mainstreaming and gender-sensitive approach in all activities to better target female-headed households and young girls; capacity strengthening of employers and their representatives to develop workplace and industry level practices and initiatives to promote workers' safety and health, labour and environmental compliance, improvements in workers' rights, working conditions and productivity across key economic sectors. In addition to addressing compliance with environmental regulations, capacity strengthening might also include elements related to environmental management and climate proofing.
- Fostering the role of the community and civil society, notably the tripartite in the dialogues on the policy vision for Iraq's labour market and implementation of employment policies and programmes by strengthening their capacity and involve them in policy dialogue and delivery in the areas of the displacements and return.
- Support to service delivery including for labour intermediation and direct support to workers for on-the-job and theoretical training in selected skills.
- External monitoring;

#### *Activities related to Outputs 2.1 to 2.3 may include:*

- Technical assistance for the development and the implementation of the national policies and strategic documents (National Education Strategy, National Framework for Inclusive Education and Enrolment Strategy) with special focus on access to IDPs and returnees students making sure no one will be left behind; for the strengthening of the education system by the development and implementation of national quality assurance system at central and governorate level and supporting the roll-out of the education management information system (EMIS) at school level with focus on the displaced and return areas.
- Capacity strengthening of teachers, school administrators, school counsellors on modern teaching and counselling methodologies. Capacity building programs may include, e-learning and digital skills, psychosocial support, preventing violent extremism through education (PVE-E), planning, and management of the learning process at local and central level.
- Fostering the role of the community and civil society in the education process by strengthening their capacity and involve them in policy dialogue and back to school campaigns in the areas of the displacements and return.

- Support to service delivery including by enhancing schools' capacities for the provision of teaching supplies in areas of displacement and return.
- External third-party monitoring.

*Activities related to Output 3.1 to 3.3 may include:*

- Technical assistance for social protection policy and governance to enhance policy coherence, and inclusion of groups in vulnerable situations including displacement affected populations.
- Capacity strengthening of national institutions in monitoring, data collection and analysis, institutionalisation of delivery systems, harmonisation of systems, and digitalisation of systems.
- Support to service delivery including through cash transfers (nutrition sensitive approach), referral mechanisms, community-based outreach, grievance mechanisms, development of models for integrated social protection and e-government solutions (inter-operability of systems) with a focus on women and children from groups in vulnerable situations (refugees, IDPs, returnees, host).
- Fostering the role of the community and civil society in dialogues on the policy vision and implementation of the Iraqi social safety net by strengthening their capacity and involve them in policy dialogue and delivery (including grievance and monitoring mechanisms) in the areas of the displacements and return.
- External third-party monitoring.

*Activities related to Output 4.1 to 4.2 may include:*

- Technical assistance for the review of and recommendations for the adaptation of the legislative and strategic framework with regard to civil documentation and housing land property rights, nation-wide and those in relation to displaced population; to specialised directorates responsible for civil documentation and the transition to the unified digital ID card including the creation and the digitalization of the national unified ID database ensuring the inter-operability of systems. Support to the development / reform of legislation and by-laws in migration-related areas (e.g. integrated border management; fight against migrant smuggling and trafficking in human beings; regular and irregular migration; return and reintegration);
- Capacity strengthening of relevant directorates for reviewing and streamlining procedures, for ensuring monitoring mechanism for compliance with the regulations at local level, and for improving service delivery; Strengthening operational and technical capacity of mandated central and local civil affairs directorates starting with locations with highest numbers of displaced populations and returnees. Capacity building support to mandated government actors in the HLP domain, at central and local levels including the real estate registration offices.
- Fostering the role of the community and civil society in the dialogues on the policy vision for Iraq's reform of civic documentation and HLP rights, and implementation of policies and programmes by strengthening their capacity and involve them in policy dialogue and delivery in the areas of the displacements and return.
- Support to service delivery including for the roll out of the unified IDs to IDPs, returnees and host communities in conflict affected areas and beyond.
- External third-party monitoring.

### 3.3. Mainstreaming

#### **Environmental Protection & Climate Change**

**Outcomes of the Strategic Environmental Assessment (SEA) screening** (relevant for budget support and strategic-level interventions)

SEA screening concluded that no further action was required.

**Outcomes of the EIA (Environmental Impact Assessment) screening** (relevant for projects and/or specific interventions within a project)

The EIA screening classified the action as Category C (no need for further assessment).

**Outcome of the Climate Risk Assessment (CRA) screening** (relevant for projects and/or specific interventions within a project)

The CRA screening concluded that for this action is no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that promoting gender equality in service provision across all four priority areas is an important and deliberate objective of the Action.

Women and girls will be the primary and end beneficiary group of all projects of this action. Gender equality in access to quality services (civic documentation, education, social protection and jobs) as well as the adaptation of services to the needs of female beneficiaries will be pro-actively advanced through this action.

Girls and Youth in general are at the centre of this Action, with interventions seeking to involve and engage them as much as possible considering the growing young population of Iraq and their contribution to the sustainable development of Iraq. The action will produce gender analysis when needed, as well as sex-disaggregated data when available and it will monitor and evaluate the results of the gender sensitive indicators.

In this sense, the Action is fully aligned with the forthcoming implementation plan for Iraq under the EU Gender Action Plan III for 2021-2024<sup>14</sup>.

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### **Human Rights**

This Action is based on the forthcoming implementation plan for Iraq under the EU Action Plan on Human Rights and Democracy (2021-2024)<sup>15</sup>, applicable human rights covenants and the international conventions such as the ILO Conventions and applicable UN frameworks. The Action takes a rights-based approach putting economic, social, civic rights at the forefront, focusing specifically on safeguarding and promoting the rights of women and children, displaced persons, minorities, persons with disabilities and workers in the informal sector and/or in informal work situations. The action will adopt a human rights-based approach by focusing on capacity building of the duty-bearers and the rights holders and by fostering the working principles of applying human rights for all.

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### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D1. This implies that disabled persons will be an important beneficiary group of all projects of this action. Access to quality services (civic documentation, education, social protection and jobs) for disabled persons as well as the adaptation of services to the needs of disabled beneficiaries will be pro-actively advanced through this action.

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### **Democracy**

The focus of this Action is on improving governance across all four intervention areas and thereby contributing to addressing Iraq's notoriously weak governance, widespread corruption and a lack of accountability and oversight. This will contribute to increasing the compromised legitimacy of the state. At the same time, effective service delivery and the integration of displaced populations will contribute to improving social cohesion. Supporting the Iraqi authorities' capacity to durable solutions for displaced populations is crucial to advance reconciliation and stabilisation.

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### **Conflict sensitivity, peace and resilience**

Conflict sensitivity and a people-centred approach underpin this Action, addressing the root causes of conflicts while social cohesion is mainstreamed throughout. Equally, the Action centrally builds on the findings of the conflict analysis screening for Iraq that identified underlying conflict drivers/triggers and provided a series of recommendation for conflict sensitivity and identified specific peace-building opportunities.

In terms of peace-building opportunities, this Action directly contributes to four objectives notably *Support genuine reforms by focusing on the most promising change agents and bridging short-term conflict resolution with long-term governance efforts; Accompany dialogue efforts at different levels; Work with the education system to promote inclusive citizenship; Further areas for peacebuilding engagements* – specifically *Empower women and Promote inclusive social and labour protection*. All relevant recommendations for conflict sensitivity *mitigation* measures relating to the themes of *Reinforcing a highly corrupt, underperforming, contested political system; Exacerbating inter-group rivalries; Fuelling the negative perception of international support to Iraq; Sector- and action-specific risks* are taken into account for this Action and will be fully integrated into the design of the programmes.

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### **Disaster Risk Reduction**

The action aims to improve the shock resilience of national systems and thus contributes to disaster risk reduction.

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<sup>14</sup> Joint Communication on the EU Gender Action Plan III from November 2020, JOIN (2020) 17. Source: [https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final\\_en.pdf](https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf)

<sup>15</sup> Joint Communication on the EU Action Plan on Human Rights and Democracy 2020-2024, JOIN (2020) 7. Source: [https://eur-lex.europa.eu/resource.html?uri=cellar:e9112a36-6e95-11ea-b735-01aa75ed71a1.0002.02/DOC\\_3&format=PDF](https://eur-lex.europa.eu/resource.html?uri=cellar:e9112a36-6e95-11ea-b735-01aa75ed71a1.0002.02/DOC_3&format=PDF)

The Action specifically aims to improve the shock-responsiveness and the ability of the Iraqi labour market, education and social protection systems to expand and taper assistance in response to the onset and abatement of crises. In the instance of the social safety net for examples, this would mean a functioning SSN which provides coverage to the bottom 20% of households, but is equipped with tools and capacity to assess needs and expand the coverage as crises such as climate change, conflict or disasters occur.

### 3.4. Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1) External environment	Risk 1: <i>A worsening security situation</i>	High	Medium	Political dialogue by the EU (including EUAM) and EU Member States
	Risk 2: <i>An increasingly instable political situation</i>	High	Medium	Political dialogue / support to elections by the EU and EU Member States
	Risk 3: <i>Endemic corruption in Government Public Finances</i>	High	Low	The indirect management implementation modality with trusted and pillar-assessed Int. and EU Member States organisations reduces the fiduciary risk for the EU programmes are off-budget. In parallel, dedicate PFM projects support public financial management (PFM) reform including for Government procurement.
	Risk 4: <i>Increased geographic access constraints for partners and Civil Society</i>	Medium	High	Political outreach by the EU and EU Member States; Choice of implementation partners; Continued strong advocacy for and direct support to civil society organisations.
	Risk 5: <i>Increased resistance to return and reintegration at political and population level</i>	Medium	High	Pro-active political outreach, strong coordination and continued policy dialogue
	Risk 6: <i>Policy interlocutors become difficult to identify and engage with. Implementation of reform processes weakens</i>	Medium	Medium	Political economy analyses to underpin programmes. Pro-active engagement in policy dialogue in collaboration with partners. Thematic coordination forum to be set-up.
	Risk 7: <i>Weak capacities of implementing partners and their contracted service providers</i>	Low	High	Choice of implementing partner; regular monitoring, assessment and evaluation of the quality of services provided.
	Risk 8: Resistance to include a gender approach.	Low	High	Awareness-raising sessions on gender equality to all the stakeholders involved, involve women's organisations, involve state institutions working on women's issues, as well as other relevant actors and produce data and analysis on gender issues.
<b>Assumptions:</b> <ul style="list-style-type: none"> <li>– No additional external factors affecting returns and integration of displaced populations, recovery and social stability;</li> <li>– National and local security situation allows for safe implementation on the ground;</li> <li>– National and local authorities' support, full engagement and ownership continue;</li> <li>– Favourable government displacement, governance, macro-economic and fiscal policies;</li> <li>– Public employment schemes are effectively introduced and can be extended country-wide, benefitting from concurrent partner programmes;</li> </ul>				



- The civic registry, education and social protection systems are ready to absorb the project's support and allow for policy/management reforms, as well as improvements in terms of delivered services and infrastructures.

### **Lessons Learnt:**

Lessons learnt from the past and ongoing engagement stress that the EU needs to maintain a prominent leading role, actively engaging in political dialogue and using its leverage, thereby accompanying its programmes with pro-active outreach to relevant political, religious and tribal actors at federal and local level in order to create buy-in and overcome obstacles. Pro-active and constant policy dialogue with the government at decision-maker and technical level, at federal and local level, is required to ensure that EU interventions support priority-setting, policy development and their implementation, as well as create the much-needed space for Civil Society to engage at policy level. Direct work and coordination with Government institutions at federal and local level as well as civil society is indispensable to ensure sustainability of EU interventions. At the same time, constantly ensuring adequate EU visibility is paramount.

Equally and specifically to the thematic area of human and social development, it is crucial to strike a flexible balance between governance interventions and direct piloting of service provision approaches, adapting the balance to the changing country context and the space for governance reforms.

## **3.5. The Intervention Logic**

Against a backdrop of political pressure to end Iraq's displacement crisis, it is ever more urgent to create the conditions for displaced populations to access national identification documents, to benefit from essential basic services such as education and social protection, and to engage in decent jobs, especially for those in the most vulnerable situations. Furthermore, the protracted situation of displacement spread across 17 Iraqi Governorates, raises the need to act through national systems with a country-wide focus on the most heavily affected Governorates and on enhancing shock resilience. It ensures the sustainability of EU efforts in line with the durable solutions agenda and promotes the transition away from humanitarian assistance for displaced populations to a long-term development approach. The Action intends to create the conditions for the integration of displacement-affected populations into a reformed national labour market, and, reformed national systems for education, social protection, as well enable displaced populations to seize their legal and civic rights.

The Action directly targets education, with women as the primary beneficiary group, and supports the socio-economic rights of displaced populations and Iraqis in vulnerable situations. The action aims to improve the shock resilience of national systems and thus contributes to disaster risk reduction, also including climate change and environment risks. Considering the growing youth population of Iraq and their contribution to sustainable development, youth is at the centre of the action. Digitalisation is mainstreamed and/or specifically addressed throughout, from activities on literacy and skills, to e-services and e-government. Communities and civil society are fully recognized as key stakeholders of this and will be fully associated throughout the whole process of this Action, as continuous policy dialogue and coordination with these actors will ensure buy-in, legitimacy and sustainability.

The Action capitalises on prior and ongoing EU's interventions and is in line with the partner country's priorities. It aims to place Iraq people's needs at the centre of policy decisions, stabilisation and reforms efforts.

In light of the ambition to support the creation of a social contract, building human and social capital, the Action focuses on mutually reinforcing interventions, maximising innovation, fostering synergies and engaging communities and civil society as well as leveraging private investment.

### ***The underlying intervention logic for this action is that:***

*IF* the activities of technical assistance, capacity strengthening, support to service delivery and for fostering the role of communities and civil society are undertaken in each of the four thematic areas, addressing the needs and interests of the target groups *AND* the assumptions regarding absorption capacities of national systems in the four thematic areas, *THEN* the Outputs relating to improved governance and management, improved access to services especially for those in the most vulnerable situations, and improved delivery and quality of services in each of the four thematic areas (outputs 1.1 to 4.2) will be produced.

*IF the Outputs relating to improved governance and management, improved access to services especially for those in the most vulnerable situations, and improved delivery and quality of services in each of the four thematic areas are delivered (outputs 1.1 to 4.2) AND the assumptions at the level of Outputs regarding favourable government displacement, governance, macro-economic and fiscal policies hold true, THEN the Outcomes relating to the creation of decent jobs and the formalisation of the labour market (outcome 1), improved quality equality and shock resilience of national education systems (outcome 2), socially inclusive equitable and shock resilient national social protection systems (outcome 3), and an inclusive digitalised national system for civil identification and registration as well as land housing property rights (outcome 4) will be realised, BECAUSE past experience with EU programmes in these specific thematic areas suggest that this change is possible.*

*IF the Outcomes relating to the creation of decent jobs and the formalisation of the labour market (outcome 1), improved quality equality and shock resilience of national education systems (outcome 2), socially inclusive equitable and shock resilient national social protection systems (outcome 3), and an inclusive digitalised national system for civil identification and registration as well as land housing property rights (outcome 4) are achieved AND the assumptions at this level regarding external factors, the security situation and authorities' full engagement and ownership hold true, THEN the action will contribute to the desired Impact of having created the conditions for the inclusive integration of displacement-affected populations into a reformed national labour market and reformed national systems for education and social protection, as well as enable them to seize their civic rights. This is BECAUSE of the momentum for durable solutions to the displacement crisis and for integrating displaced populations in national systems.*

### 3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	Increased decent employment and literacy, reduced poverty and inequality, promoted rule of law for all Iraqis especially displaced populations and those in the most vulnerable situations	<p>1. Unemployment rate, disaggregated by sex, age group, rural/urban, income level (IQ SDG 8.5.2)</p> <p>2. Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex (IQ SDG 4.6.1) <b>MIP 2.1.1B</b></p> <p>3. Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions (IQ SDG 1.2.2) – poverty headcount at USD 1.90/day and USD 3.20/day</p> <p>4. Number of migrants, refugees, and internally displaced people or individuals from host communities protected or assisted with EU support (EURF 1.21)</p>	<p>1. 2019 12.8</p> <p>2. 2021 NA (only 2017 literacy rate 93.5)</p> <p>3. 2020 1.1 and 14.5</p> <p>4. 2021 0</p>	<p>1. 2025 &lt; 13.8</p> <p>2. 2025 increase</p> <p>3. 2025 &lt; 1.1 and 14.5</p> <p>4. 2025 increase</p>	<p>1. SDG Index Iraq; EU intervention monitoring and reporting systems.</p> <p>2. SDG Index Iraq; EU intervention monitoring and reporting systems</p> <p>3. 2. SDG Index Iraq</p> <p>3. SDG Index Iraq; EU intervention monitoring and reporting systems</p> <p>4. EU intervention monitoring and reporting systems</p>	<i>Not applicable</i>
<b>Outcome 1</b>	1. Improved economic inclusion, labour market formalisation and access to decent jobs for the benefit of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.	1.1 Level of national compliance with labour rights (freedom of association and collective bargaining) based on International Labour Organisation textual sources and national legislation, by sex, migrant status (SDG 8.8.2, GAP III)	<p>1.1. 2021 NA</p> <p>1.2 2018 7.3</p>	<p>1.1 2025: improve</p> <p>1.2 2025 &gt; 7.3</p>	<p>1.1 ILO; EU intervention monitoring and reporting systems</p> <p>1.3 SDG Index Iraq; EU</p>	No additional external factors affecting returns and integration of displaced populations, recovery and social stability; National and local security situation

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
		1.2 Proportion and number of children aged 5-17 years engaged in child labour, disaggregated by sex, age (IQ SDG 8.7.1) 1.3 Number of (a) jobs, (b) green jobs supported/sustained by the EU (EURF 2.13) <b>MIP 1.1.1A</b>	1.3 2021 NA	1.3 2025: increase	intervention monitoring and reporting systems  1.4 EU intervention monitoring and reporting systems	allows for safe implementation on the ground; Adequate allocations to the sector in the national budget.
<b>Outcome 2</b>	2. Improved and equal access to quality and shock-resilient national education systems for the benefit of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.	2.1 Participation rate of youth and adults in formal and non-formal education in the previous 12 months, disaggregated by sex, age group, rural/urban, income level, type of education (IQ SDG 4.3.1)  2.2 Secondary completion rate, lower or upper (disaggregated by sex, access to Early Childhood Education, administrative sub-regions, location - urban/peri-urban/rural, wealth quintile, if relevant) (SDG 4.1.2)  2.3 Percentage of youth/adults including IDPs, refugees, returnees who have achieved at least a minimum level of proficiency in literacy skills, including green/digital skills disaggregated by age and sex, vulnerability group, district, urban/rural) <b>MIP 2.1.1C</b>	2.1 2019 28 elementary and 26 secondary education  2.2 2007 48.4 (lower secondary)  2.3 2021 NA	2.1 2025 increase  2.2 2025 increase  2.3 2025 increase	2.1 SDG Index Iraq; EU intervention monitoring and reporting systems  2.2 SDG Index Iraq; EU intervention monitoring and reporting systems  2.3 Education for All Global Monitoring Report; UNESCO Institute for Statistics; World Bank; EU intervention monitoring and reporting systems	(continued from here above) National and local authorities' support, full engagement and ownership continue; Favourable government displacement, governance, macro-economic and fiscal policies;
<b>Outcome 3</b>	3. Improved and equal access to reformed quality, equitable and shock-silent national social protection systems for the benefit	3.1 Proportion of population covered by social protection floors/systems, disaggregated by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns,	3.1. 2019 3.4	3.1 >3.4	3.1 SDG Index Iraq; EU intervention monitoring and reporting systems	As above

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
	of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.	work-injury victims and the poor and the vulnerable (IQ SDG 1.3.1)  3.2 Percentage of pro-poor public social assistance spending by government (IQ SDG 1.b.1)  3.3 Extent to which social protection legal, policy and strategic frameworks are implemented	3.2. 2021: NA  3.3 2021 NA	3.2 2025 increase  2025 improve	3.2 EU intervention monitoring and reporting systems  3.3 EU intervention monitoring and reporting systems	
<b>Outcome 4</b>	4. Improved civil identification and registration as well as housing/land/property rights for the benefit of all Iraqis, and especially of displaced populations and those in the most vulnerable situations.	4.1 Percentage of the target population (resident/host communities and displaced persons) without civil registration documents (disaggregated by sex, age and displacement status)  4.2 Percentage of the target population (resident/host communities and displaced persons) without housing land property documents (disaggregated by sex, age and displacement status)	4.1 2020: 55% of IDPs in camps, 47% of IDPs in out-of-camp situations, 57% of returnees  4.2 2021 0	4.1 2025 reduce  4.2 2025 increase	4.1 EU intervention monitoring and reporting systems  4.2 EU intervention monitoring and reporting systems	As above
<b>Output 1 related to Outcome 1</b>	1.1 Young people, women and IDPs have more opportunities for decent work in public employment programmes, active labour market programs and employment intensive investments;	1.1.1 Public employment programmes designed and implemented applying an employment intensive approach  1.1.2 Active labour market programmes designed and implemented including referral mechanism	1.1.1 2021 0  1.1.2 2021 0	1.1.1 2025 increase  1.1.2 2025 increase	1.1.1 EU intervention monitoring and reporting systems  1.1.2 EU intervention monitoring and reporting systems	Absorption capacities of national systems in the sector.

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
		1.1.3 Number of administrators in the relevant Ministries and decentralized entities trained by EU-funded interventions with increased knowledge and/or skills on public employment and active labour market programmes, related international best practices, the rights-based approach and good practices for inclusive fair management, (disaggregated by sex and level of administration)	1.1.3 2021 0	1.1.3 2025 increase	1.1.3 EU intervention monitoring and reporting systems	
Output 2 related to Outcome 1	1.2 Improved institutional capacity for policy development, enforcement and coordination related to child labour;	1.2.1 Policy and regulations to address child labour, prevention, and reintegration.	1.2.1 2021 0	1.2.1 2025 increase	1.2.1 EU intervention monitoring and reporting systems	(continued from here above)  Coordination and strategic partnership work in harmony for implementation, availability of adequate resources.
		1.2.2 Protection, monitoring and referral frameworks and system for child labour	1.2.2 2021 0	1.2.2 2025 increase	1.2.2 EU intervention monitoring and reporting systems	
		1.2.3 Number of administrators in the relevant Ministries and decentralized entities trained by EU-funded interventions with increased knowledge and/or skills on child labour and integration related international standards, the rights-based approach and good practices for inclusive fair management, (disaggregated by sex and level of administration)	1.2.2 2021 0	1.2.3 2025 increase	1.2.3 EU intervention monitoring and reporting systems	
Output 3 related to Outcome 1	1.3 Developed policies that address social dialogue, protect labour rights and	1.3.1 Percentage of laws/regulations/policies developed with civil society involvement with support of the EU-funded intervention (EURF 16.29) <b>MIP 1.2.1B and 3.1.1.A</b>	1.3.1 2021 0	1.3.1 2025 increase	1.3.1 EU intervention monitoring and reporting systems	



Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
	promote safe and secure working environments for all workers including young people, women and IDPs.	<p>1.3.2 Improved social dialogue and tri-partite mechanism at national and local levels</p> <p>1.3.3 Number of formal structured dialogue channels and civic spaces for strategy / policy / legislation discussions with civil society developed with support of EU-funded interventions</p>	<p>1.3.2 2021 0</p> <p>1.3.3 2021 0</p>	<p>1.3.2 2025 improve</p> <p>1.3.2 2025 increase</p>	<p>1.3.2 EU intervention monitoring and reporting systems</p> <p>1.3.3 EU intervention monitoring and reporting systems</p>	
<b>Output 1 related Outcome 2</b>	2.1 Enhanced management capacity of the education institutions at Ministry and school level;	<p>2.1.1 Number of administrators in the Ministry of Education and its decentralized entities who received management, crisis / disaster risk prevention and management, communication and mediation training including knowledge on management with focus on pro-poor, vulnerable and/or disadvantaged group funding (disaggregated by sex and level of administration) with EU support and have increased their knowledge of these topics</p> <p>2.1.2 Status of Education Management System (EMIS) roll-out and usage at national and local level (qualitative and quantitative) <b>MIP 2.1.2C</b></p> <p>2.1.3 Number of school administrators who received management, communication and mediation training with EU support and have increased their knowledge of these topics</p>	<p>2.1.1 2021 0</p> <p>2.1.2 2020 EMIS piloted in 1 educational district</p> <p>2.1.3 2021 0</p>	<p>2.1.1 2025 increase</p> <p>2.1.2 2025 increase</p> <p>2.1.3 2025 increase</p>	<p>2.1.1 EU intervention monitoring and reporting systems</p> <p>2.1.2 EU intervention monitoring and reporting systems</p> <p>2.1.3 EU intervention monitoring and reporting systems</p>	As above

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
		(disaggregated by sex, level of administration, Governorate, education district)				
Output 2 related to Outcome 2	2.2 Improved quality education provision capacity of primary and secondary education institutions, including in digital skills;	2.2.1 Status of a nationally-representative learning assessment (i) in the early grades of primary (2/3), (ii) at the end of primary and (iii) at the end of lower secondary <b>MIP 2.1.3</b>	2.2.1 2021 0 no assessment	2.2.1 2025 increase	2.2.1 EU intervention monitoring and reporting systems	As above
		2.2.2 Number of teachers and school personnel trained periodically by the Action in innovative pedagogical methods, inclusive, conflict sensitive education, digit skills, with an increased knowledge (disaggregated by sex, Governorate, education district)	2.2.2 2021 0	2.2.2 2025 increase	2.2.2 EU intervention monitoring and reporting systems	
		2.2.3 Status of a framework and standards for education staff assessment (Qualitative)	2.2.3 2021 0	2.2.3 2025 increase	2.2.3 EU intervention monitoring and reporting systems	
Output 3 related to Outcome 2	2.3 Increased awareness of the need and capacity to collectively contribute to the education system of the civil society, parents, local communities, teacher organisations, private sector and other education actors.	2.3.1 Number of civil society representatives, parents, teachers and private sector representatives attending capacity building and networking events organized by the Action (disaggregated by sex and type of participant, Governorate, education district)	2.3.1 2021 0	2.3.1 2025 increase	2.3.1 EU intervention monitoring and reporting systems	
		2.3.2 Number of parent councils established with EU support (disaggregated by school type, Governorate, education district)	2.3.2 2021 0	2.3.2 2025 increase	2.3.2 EU intervention monitoring and reporting systems	
Output 1 related Outcome 3 to	3.1 Enhanced capacity in evidence-based and inclusive policy development harmonized across the Federal, Kurdistan	3.1.1 Extent to which the EU-funded intervention contributed to the formulation and implementation of advocacy plan for social protection system development, in coordination with other development partners	3.1.1 2021 0	3.1.1 2025 increase	3.1.1 EU intervention monitoring and reporting systems	As above

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
	autonomous Region and Governorate levels by the social protection sector;	<p>3.1.2 Extent to which the EU-funded intervention contributed to the development of policies, legal frameworks and the design of the national SP Floor, which guarantee income support and access to services across the life cycle</p> <p>3.1.3 Extent to which the EU-funded intervention reinforces coordination mechanisms between development and humanitarian actors in both humanitarian and development interventions</p>	<p>3.1.2 2021 0</p> <p>3.1.3 2021 0</p>	<p>3.1.2 2025 increase</p> <p>3.1.2 2025 increase</p>	<p>3.1.2 EU intervention monitoring and reporting systems</p> <p>3.1.2 EU intervention monitoring and reporting systems</p>	
<b>Output 2 related to Outcome 3</b>	3.2 Social protection systems are strengthened with inclusive, flexible, digital and nutrition-sensitive tools, capacities, and operational frameworks;	<p>3.2.1 Extent to which government coordination mechanisms for social protection provision are able to provide complete and recent information data on legal and effective policy and programme coverage and overlaps, with support of the EU-funded intervention, inclusion of data on migrants, refugees and internally displaced)</p> <p>3.2.2 Extent to which the EU-funded intervention improved and harmonized the social protection sector registry (e.g. scale of coverage, quality and completeness of data records, frequency of updating) and improved inter-operability interoperability of key social protection programmes, processes and information systems and the convergence with the other social sectors' digital frameworks</p> <p>3.2.3 Extent to which the EU-funded intervention supported the integration of migrants, refugees and the internally displaced into social protection policy</p>	<p>3.2.1 2021 0</p> <p>3.2.2 2021 0</p> <p>3.2.3 2021 0</p>	<p>3.2.1 2025 increase</p> <p>3.2.2 2025 increase</p> <p>3.2.3 2025 increase</p>	<p>3.2.1 EU intervention monitoring and reporting systems</p> <p>3.2.2 EU intervention monitoring and reporting systems</p> <p>3.2.3 EU intervention monitoring and reporting systems</p>	As above

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Output 3 related to Outcome 4</b>	3.3 Social protection schemes are strengthened to address socio economic and human capital among IDPs, refugees and host communities.	3.3.1 Extent to which the EU-funded intervention contributed to the development/revision of social protection policy and implementation practices to ensure the inclusion of workers in informal employment	3.3.1 2021 0	3.3.1 2025 increase	3.3.1 EU intervention monitoring and reporting systems	
		3.3.2 Extent to which the EU-funded intervention supported the piloting of different options to integrate nutrition, climate change, urban settings, economic resilience, e-services, gender and pro-poor focus into social protection design and delivery in the local context	3.3.2 2021 0	3.3.2 2025 increase	3.3.2 EU intervention monitoring and reporting systems	
		3.3.3 Extent to which EU-funded pilots promote the integration of/parallel support for migrants, refugees and the internally displaced into the social protection system	3.3.3 2021 0	3.3.3 2025 increase	3.3.3 EU intervention monitoring and reporting systems	
<b>Output 1 related to Outcome 4</b>	4.1 Improved legislative and strategic framework related to civil registration and housing/land and property rights;	4.1.1 Extent to which the EU-funded intervention contributed to the development/revision of civil registration policy and implementation practices to ensure effective issuance of civil status documentation by national institutions	4.1.1 2021 0	4.1.1 2025 increase	4.1.1 EU intervention monitoring and reporting systems	As above
		4.1.2 Extent to which the EU-funded intervention contributed to the development/revision of housing land property policy, legislation/regulation and implementation practices to ensure effective inclusive systematic registration, regularization and establishment of rights by national institutions	4.1.1 2021 0	4.1.2 2025 increase	4.1.2 EU intervention monitoring and reporting systems	

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Output 2 related to Outcome 4	4.2 Improved technical and operational capacities of relevant authorities at central and local level related to e-governance.	4.2.1 Extent to which the EU-funded intervention contributed to the development / improvement of digitalized systems/registries by national institutions	4.2.1 2021 0	4.2.1 2025 increase	4.2.1 EU intervention monitoring and reporting systems	As above
		4.2.2 Extent to which the EU-funded intervention contributed to the development of effective procedures including quality control, safeguard and dispute resolution mechanism, as well as communication and public engagement by national institutions	4.2.2 2021 0	4.2.2 2025 increase	4.2.2 EU intervention monitoring and reporting systems	

## 4. IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the partner country.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>16</sup>.

#### 4.3.1 Direct Management (Procurement)

The procurement entails the provision of services to provide advisory services and capacity building for civic documentation (Specific Objective 4 - outputs 4.1 and 4.2) as described in section 3.

#### 4.3.2 Indirect Management with a Member State Organisation

4.3.2.1 A part of this action may be implemented in indirect management with entities, which will be selected by the Commission's services using the following criteria: specific mandate, technical and operational competence, ongoing experience in Iraq and longstanding partnership in labour sector interventions with the EU in Iraq. The implementation by this entity entails labour market and labour governance interventions, and the facilitation of employment creation related to specific objective 1 and its related outputs.

4.3.2.2 A part of this action may be implemented in indirect management with entities, which will be selected by the Commission's services using the following criteria: specific mandate, technical and operational competence, ongoing experience in Iraq and longstanding partnership in education sector interventions with the EU in Iraq. The implementation by these entities entails education sector interventions, and the facilitation of access to quality education related to specific objective 2 and its related outputs.

4.3.2.3 A part of this action may be implemented in indirect management with entities, which will be selected by the Commission's services using the following criteria: specific mandate, technical and operational competence, ongoing experience in Iraq and longstanding partnership in social protection interventions with the EU in Iraq. The implementation by these entities entails social protection interventions at the level of the national systems, and the facilitation of the provision of social protection benefits related to specific objective 3 and its related outputs.

4.3.2.4 A part of this action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria: specific mandate, technical and operational competence, ongoing experience in Iraq and longstanding partnership in rural and urban development interventions with the EU in Iraq. The implementation by these entities entails housing land property rights interventions related to specific objective 4 and outputs 4.1 and 4.2.

#### 4.3.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

If the implementation modality in direct management cannot be implemented due to circumstances outside of the Commission's control, a change from direct management in section 4.3.1 to indirect management shall be used. In

<sup>16</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.



this case, the entity will be selected by the Commission's services using the following criteria: specific mandate, technical and operational competence, ongoing experience in Iraq in the area of governance and/or migration management. The implementation by this entity is related to specific objective 4, its outputs 4.1 and 4.2.

If the implementation modality in indirect management cannot be implemented due to circumstances outside of the Commission's control, a change from indirect management in section 4.3.2 to direct management (procurement) shall be used. The procurement procedures entails the provision of services related to specific objectives 1, 2, 3, and 4.2.

#### 4.4 Scope of geographical eligibility for procurement and grant award procedures

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realization of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.5 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
<b>Specific objective 1</b> <i>Improved economic inclusion, labour market formalisation and access to decent jobs for the benefit of all Iraqis especially displaced populations and those in the most vulnerable situations</i> composed of	20 000 000
Indirect management with an international organisation – cf. section 4.3.2.1	
<b>Specific objective 2</b> <i>Improved and equal access to quality and shock-resilient national education systems for the benefit of all Iraqis especially displaced populations and those in the most vulnerable</i> composed of	24 000 000
Indirect management with international organisations - cf. section 4.3.2.2	
<b>Specific objective 3</b> <i>Improved and equal access to reformed quality, equitable and shock-silent national social protection systems for the benefit of all Iraqis especially displaced populations and those in the most vulnerable situations</i> composed of	25 000 000
Indirect management with international organisations - cf. section 4.3.2.3	
<b>Specific objective 4</b> <i>Improved civil identification and registration as well as housing/land/property rights for the benefit of all Iraqis especially displaced populations and those in the most vulnerable situations for all Iraqis and and those in the most vulnerable situations</i> composed of	5 200 000
Indirect management with an international organisation - cf. section 4.3.2.4	
<b>Procurement – total envelope under section 4.3.1</b>	2 400 000
<b>Monitoring, Evaluation (cf. section 5.2) and Audit (cf section 5.3)</b>	800 000
<b>Totals</b>	75 000 000

#### 4.6 Organisational Set-up and Responsibilities

The Iraqi Ministry of Planning (MoP) is the signatory of the Financing Agreement. A programme steering committee (SC) will be formed for each component of this action and will meet at least two times a year to endorse strategic orientations, oversee programme execution, and facilitate implementation of activities, approve work plans and

oversee coordination of the different stakeholders in the programmes. The SC will comprise representatives from MoP, the EU Delegation to Iraq and its cooperation section, representatives from implementing partners per component and the relevant national and local stakeholders, including civil society representatives and private sector partners.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

## 5 PERFORMANCE MEASUREMENT

### 5.1 Monitoring and Reporting

A robust Results Based Monitoring and Evaluation system will be put in place to track project implementation progress, and document valuable lessons and experiences being learnt. At the inception phase, baseline survey and assessment, to verify some of the anticipated risks will be carried on, including the introduction of necessary amendments to the set of indicators based on the prevailing conditions in the context of implementing the project. Local authorities and communities will be strongly involved in the monitoring of the activities performed, when possible.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document and Team Europe Initiative should be taken into account.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Third party monitoring will be contracted (procurement or framework contract) and could, among others, be tasked with field visits in the areas where activities of the project will be taking place with the aim to assess in pre-set intervals, the progress of the project against its stated objectives and timeframe. Monitors may also visit the end beneficiaries (targeted populations) and conduct surveys of assessing the impact of the actions. Furthermore, constant monitoring will feed the observations made back to the Contracting Authority in order to timely identify challenges and shortfalls.

This call will be launched under a suspensive clause prior to the adoption of this Decision. This is justified because of the urgency to have a monitoring system in place for the start of implementation and funds from various financing decisions (some with imminent final dates of contracting) are pooled.

### 5.2 Evaluation

Having regard to the nature of the action, a(n) mid-term evaluation(s) will be carried out for this action or its components contracted by the Commission and/or via an implementing partner.

It will be carried out for problem solving, learning purposes, in particular with respect to national systems reform. The evaluation will adopt a human rights based and gender approach and evaluate all the performance related to the GAPIII indicators and the 5 working principles of the Human Rights Based Approach.

The Commission shall inform the implementing partner at least one month in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation

experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities].

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a procurement. This call will be launched under a suspensive clause prior to the adoption of this Decision. This is justified because of the urgency to have an evaluation system in place and funds from various financing decisions (some with imminent final dates of contracting) are pooled.

### 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## 6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

## APPENDIX 1 REPORTING IN OPSYS

An Intervention (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention is defined in the related Action Document and it is revisable; it can be a(n) (group of) action(s) or a (group of) contract(s).

Tick in the left side column one of the three possible options for the level of definition of the Primary Intervention(s) identified in this action.

In the case of ‘Group of actions’ level, add references to the present action and other action concerning the same Primary Intervention.

In the case of ‘Contract level’, add the reference to the corresponding budgetary items in point 4.6, Indicative Budget.

<b>Option 1: Action level</b>		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
<b>Option 2: Group of actions level</b>		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#): <Present action> <Other action>
<b>Option 3: Contract level</b>		
<input checked="" type="checkbox"/>	Single Contract 1	Legal commitment / contract 1 relating to Specific objective 1 - cf. section 4.3.2 and 4.5 – indirect management
<input checked="" type="checkbox"/>	Single Contract 2	Legal commitment / contract 2 relating to Specific objective 2 - cf. section 4.3.2 and 4.5 – indirect management
<input checked="" type="checkbox"/>	Single Contract 3	Legal commitment / contract 3 relating to Specific objective 3 - cf. section 4.3.2 and 4.5 – indirect management
<input checked="" type="checkbox"/>	Group of contracts 1	Legal commitment / contract 4 relating to Specific objective 4 - cf. section 4.3.2 and 4.5 – indirect management Legal commitment / contract 5 relating to Specific objective 1 - cf. section 4.3.1 and 4.5 – procurement