



# State of Play

October 2010

## Introduction

The situation in Iraq has been dominated this year by the general elections which took place on March 7<sup>th</sup>. The conduct of the elections was broadly viewed as positive with voting taking place at some 50,000 polling stations. The European Union (EU) has provided significant **support to the electoral process** in Iraq since 2004 and the '**feature article**' of this State of Play gives an overview of that support (*see point 1*).

The approval process for the **EU 2010 Assistance Programme for Iraq** financed under the Development Cooperation Instrument (DCI) is currently underway (*see point 2*). This year's programme is part of the 2009-2010 integrated assistance package for Iraq published in 2009. The two-year package focuses on capacity building in the area of 'Good Governance' and the delivery of 'Basic Services'.

In a move to medium term planning the Commission has now prepared the first ever **Strategy Paper for Iraq** for the period 2011-2013 (*see point 3*).

In addition to the specific financial envelope under the Development Cooperation Instrument (DCI), Iraq also has access to **other EU funding instruments**. These include the European Instrument for Democracy and Human Rights (EIDHR) and the thematic programmes of the Development Cooperation Instrument (*see point 4*).

Furthermore, programmes in the area of good governance and the rule of law are complemented by activities of the **European Union Integrated Rule of Law Mission for Iraq (EUJUST LEX)**, a civilian crisis management operation under the auspices of the European Common Security and Defence Policy (*see point 5*).

Finally, this State of Play provides a concise **overview of EU assistance for the period 2003-2010** (*see point 6*).

## 1. EU support to the electoral process

The European Commission has supported the electoral process in Iraq with a total of over €90 million since 2004. This included support to the Independent High Electoral Commission (IHEC) of Iraq to ensure the smooth and transparent functioning of elections and referenda and maximising voter participation. Another important element has been the deployment of electoral experts to Iraq, to support the organisation of the different events. The European Commission deployed Electoral Experts' Missions for the different elections in 2005 and for the provincial and regional elections in 2009. In January 2010 an Electoral Assessment Team was deployed to Iraq for the general elections which took place on March 7<sup>th</sup>, 2010.

Most of the assistance to the electoral process was implemented through the UN arm of the International Reconstruction Fund Facility for Iraq (IRFFI). The Commission's contribution was pooled with other donors' funds for the implementation of projects to support the Government of Iraq in ensuring that electoral operations are transparent and cost efficient. Commission funding in support of the electoral process led to enhanced technical capacity of the IHEC and its predecessor, the IECI<sup>1</sup>, notably in the 2004-2005 electoral operations. Increasing education and awareness of election-related matters among the Iraqi electorate has been another important activity commonly present in these support programmes.

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<sup>1</sup> The Independent High Electoral Commission (IHEC) is independent from the Government and subject to the oversight of the Iraqi Council of Representatives (CoR). The IHEC has exclusive responsibility for the organisation, implementation and supervision of the voter registration update and all upcoming elections and referenda. The IHEC was appointed in April 2007 to replace the Independent Electoral Commission of Iraq (IECI), the transitional election body responsible for conducting the 2004 and 2005 Iraq election events.

In 2005, the Commission provided important logistical and administrative expertise and material support to the IECI and UNAMI (UN Assistance Mission for Iraq), to make sure the elections of that year, the first to take place after the toppling of the Saddam regime, were properly organised. This included support for the voter registration process in three electoral events in 2005, amongst other, support with procurement, logistics, security, electoral expertise and communications. Considerable efforts were also made to improve the capacity at the institutional and staff member level, including through capacity-building training courses in a number of priority areas.



In the run up to the 2010 parliamentary elections Commission support, implemented via the IRFFI, sought to improve the logistical capacity of the IHEC, including by developing strategies and processes for polling and counting and to ensure staff received necessary training. There was a significant focus on longer term institution building of the IHEC and on improving IHEC media engagement competences with a focus on using social media outlets in order to improve the quality of media coverage.

With regard to voters, support to date has led to increased knowledge and understanding of electoral systems among the Iraqi electorate, through a series of successful workshops and outreach campaigns with the assistance of civil society and the media. The Commission's contribution has also resulted in increased public participation in elections and enhanced capacity of electoral observer groups for the successful observation of electoral events.

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## **2. Assistance Programme for Iraq 2010**

The 2010 Assistance Programme for Iraq<sup>2</sup> is an integral part of the two-year integrated assistance package for Iraq for the period 2009-2010 set out in the July 2009 edition of the State of Play and available on our website (please see address at the end of this State of Play). The two-year package focuses on capacity building in the area of 'Good Governance' and the delivery of 'Basic Services'.

Iraq has a rich and diverse resource base, and the efficient utilisation of these resources can lay the foundation for sustainable growth. However, access of the population to basic services is presently very limited. Through the provision of capacity building assistance, the EU will endeavour to help Iraq mobilise its own resources more efficiently in order to improve the welfare of the Iraqi people and to rebuild the country's infrastructure.

The proposed 2010 assistance package was developed in close collaboration with Iraq's authorities and following extensive consultations with other donors and NGOs. It confirms the gradual evolution to a bilateral approach reflecting also the increasing capacity for dialogue and leadership of the Government of Iraq in the reconstruction efforts.

The proposed 2010 programme comprises four components for a total of €24 million. It centres on "Support to health services", "Creating an enabling environment for IDPs, refugees and returnees", "Support to civil society development" and "Support to higher legal education". More details on the 2010 programme will be made available once the decision-making procedures are completed.

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## **3. Joint Strategy Paper for Iraq (2011-2013)**

In a move to medium term planning the Commission has now prepared the first ever Joint Strategy Paper for Iraq for the period 2011-2013. The Strategy Paper represents the joint efforts of the European Commission, Italy, Sweden and Germany and is a natural follow-up of past and ongoing support to Iraq. The focus is firmly placed on institution building in the fields of governance, rule of law and

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<sup>2</sup> Scheduled for Commission Decision in December 2010

basic services and it responds to the main Iraqi priorities discussed during the thorough consultation process with the Government of Iraq and civil society. The Strategy Paper has recently been approved by the Commission and can be consulted on our website (see address at the end) or at the following address: <http://eeas.europa.eu/iraq/>.

#### **4. Support through Thematic Operations**

In addition to the DCI (Development Co-operation Instrument) country-specific envelope for co-operation activities with Iraq, other instruments are available to fund Iraq-based projects. These include the DCI thematic programmes such as 'Investing in People', 'Non-State Actors and Local Authorities in development', Migration and Asylum and the European Instrument for Democracy and Human Rights.

Regular Calls for Proposals are published on the DG EuropeAid website, and after a competitive selection procedure, grants are awarded to fund successful proposals. NGOs and other eligible organisations seeking to implement projects in Iraq should regularly monitor the following EuropeAid website, where all Calls for Proposals are announced:

[http://ec.europa.eu/europeaid/work/funding/index\\_en.htm](http://ec.europa.eu/europeaid/work/funding/index_en.htm)

A number of projects financed under these thematic operations are already underway. Activities focus on capacity building of Iraqi civil society organisations; improving the awareness of, and enhancing respect for, human rights; development of the media sector in Iraq; improving the protection of, and access to, Iraqi cultural heritage by strengthening the capacities of Iraqi libraries in managing and preserving their resources.

More information on these funding instruments is available at the following address:

[http://ec.europa.eu/europeaid/how/finance/index\\_en.htm](http://ec.europa.eu/europeaid/how/finance/index_en.htm)

#### **5. EU JUSTLEX**

The European Union Integrated Rule of Law mission for Iraq (EUJUST LEX) is a civilian crisis management operation under the auspices of the Common Security and Defence Policy. The EUJUST LEX mission has committed over €56 million to

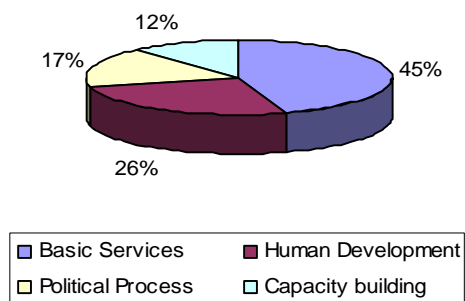
date. The mission got underway in July 2005 and has been extended until June 30<sup>th</sup> 2012. EUJUST LEX aims to strengthen the rule of law and promote a culture of respect for human rights in Iraq. EUJUST LEX provides professional development opportunities to senior Iraqi officials from the criminal justice system. Activities taking place under EUJUST LEX are harmonised with the Commission's ongoing "Rule of Law and Justice" project in Iraq aimed at supporting judicial institutions as well as strengthening the national human rights protection system. From July 2005 to October 2010 EUJUST LEX has delivered 157 training courses and a total of 3540 Iraqi justice officials have received training under the mission. For more information on EUJUST LEX please visit this website: <http://www.consilium.europa.eu/showPage.aspx?id=823&lang=en>

#### **6. Overview of EU support during the years 2003-2010**

EU support to Iraq from 2003 to the end of 2010 amounts to over €1.094 billion. This includes reconstruction support, amounting to over €51 million, humanitarian assistance, with a total of more than €185 million, and support delivered through the EU JUSTLEX mission of over €56 million. A detailed table is available at the end of this document.

The reconstruction part of this aid which is implemented by the Commission (€51 million as mentioned above) is detailed in the pie chart and graphic shown below:

**EC Aid Distribution by Main Category**

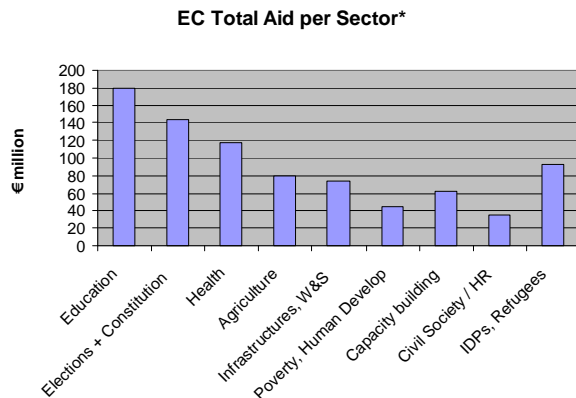


**Basic Services:** Education, Health, Infrastructure, Water & Sanitation.

**Human Development:** Agriculture, Rural Development, Poverty Reduction, Land Mine Action, Durable Solutions for Refugees.

**Political Process:** Elections, Constitutional Process.

**Capacity Building:** Civil Society, Human Rights, Trade & Customs, Technical Assistance, Justice & Rule of Law.



\* excluding Humanitarian Aid, managed by ECHO.

They illustrate the main categories into which the Commission reconstruction support is divided. In line with the main objective of the Commission aid to Iraq, almost half of the aid has been allocated to the development of basic services and almost one quarter has been used in Human Development sectors. The balance has been attributed to electoral support and institutional capacity building.

From 2004-2007 the Commission support was principally channelled through the IRFFI – the International Reconstruction Fund Facility for Iraq, a multilateral mechanism established in 2004. The IRFFI consists of two distinct trust funds, working independently but in a coordinated way: the UNDG ITF and the WB ITF.

Channelling funds through the IRFFI has had considerable advantages in a period where reconstruction work in Iraq was extremely difficult. It has allowed the International Community to combine their efforts through a common strategy and action channel. Working through the IRFFI has also enabled the Commission to acquire knowledge which is invaluable for future EU activities in Iraq. The IRFFI is currently in the process of being wound down and the final projects have been approved just before the deadline of 30/09/2010 that was set by the donors for project approval.

An example of an important EC-funded programme, implemented via the WB ITF, focuses on Public Finance Management Reform and Banking

Restructuring. Implementation of this programme is now underway after a careful preparation period. This ambitious programme is expected to substantially reform the financial processes of the Government and the public banking system in Iraq, both continuing to work under a very centralised set-up, inherited from the previous regime. The programme received €20 million funding from the Commission for a foreseen duration of three years, and is being implemented by the World Bank in close partnership with the Iraqi Ministry of Finance and the Central Bank of Iraq.

During the period of 2003-2007 in addition to the multilateral aid channelled through the IRFFI, a number of EC-funded actions with UN agencies have been undertaken. These include:

**Human Rights - €2.6 million:** In 2005 a project was agreed with UNDP and UNOPS providing critical support, including training, to civil society development in Iraq in the field of Human Rights. The project supported a network of civil society organisations working in the monitoring of the conditions of detention in prisons, and provided funding for the rehabilitation of victims of torture. The project is now completed and its valuable work is being followed up as a component of the 2007 Rule of Law programme described below.

**Rule of Law:** In 2007 the Commission provided funding for a €4 million Rule of Law and Justice programme to be implemented by UNDP and UNOPS. Strengthening the rule of law is a priority for the Government of Iraq and central to creating conditions for national reconciliation and reconstruction. The programme provides technical assistance to institutions of the highest importance to the rule of law sector. The programme also seeks to improve the administrative procedures in a few chosen Model Courts, for later application to the other courts in the country. It also contributes to the development of the different Civil Society Organisations active in the field of human rights, particularly targeting physical and psychological rehabilitation of torture victims and the development of a prison monitoring network.

From 2008 onwards, the approach of channelling funds via the IRFFI Multi-Donor Trust Fund was progressively replaced by bilateral actions, in recognition of the increasing capacity for dialogue and leadership of the Iraqi Government in the administration of the reconstruction efforts.

**EU support to Iraq (all figures in €million)**

	<b>Reconstruction Support under DCI TOTAL</b>	<b>Humanitarian Aid support TOTAL</b>	<b>Support managed by the European Commission SUB TOTAL</b>	<b>EUJUST LEX support under CFSP/ ESDP TOTAL</b>	<b>EU support TOTAL</b>
<b>2003</b>	42.0	100.0	<b>142.0</b>	-	<b>142.0</b>
<b>2004</b>	176.5	-	<b>176.5</b>	-	<b>176.5</b>
<b>2005</b>	200.0	-	<b>200.0</b>	10.0	<b>210.0</b>
<b>2006</b>	200.0	-	<b>200.0</b>	11.2	<b>211.2</b>
<b>2007</b>	92.7	17.8	<b>110.5</b>	-	<b>110.5</b>
<b>2008</b>	74.1	30.0	<b>104.1</b>	7.2	<b>111.3</b>
<b>2009</b>	42.0	20.0	<b>62.0</b>	10.8	<b>72.8</b>
<b>2010</b>	24.2*	18.0	<b>42.2</b>	17.5	<b>59.7</b>
<b>TOTAL</b>	<b>851.5</b>	<b>185.8</b>	<b>1037.3</b>	<b>56.7</b>	<b>1,094.0</b>

\* Reconstruction support for 2010 is still under approval. The figures presented are provisional.

**You can find more information on EU support to Iraq in our website:**

**[http://ec.europa.eu/europeaid/where/gulf-region/country-cooperation/iraq/iraq\\_en.htm](http://ec.europa.eu/europeaid/where/gulf-region/country-cooperation/iraq/iraq_en.htm)**