



FINAL NARRATIVE REPORT
IRFFI/UNDG IRAQ TRUST FUND (UNDG ITF)
"Institutional Support for the Constitutional Drafting Process"

Participating UN Organization(s) UNDP UNAMI	Sector(s)/Area(s)/Theme(s) Governance and Civil Society
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Programme/Project Title Institutional Support for the Constitutional Drafting Process	Programme/Project Number C9-10/A Project No.: 45795
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Programme/Project Budget <table><tr><td>UNDG ITF:</td><td>24,264,089 USD</td></tr><tr><td>Govt. Contribution:</td><td>0</td></tr><tr><td>Agency Core:</td><td></td></tr><tr><td>Other:</td><td>0</td></tr><tr><td>TOTAL:</td><td>24,264,089 USD</td></tr></table>	UNDG ITF:	24,264,089 USD	Govt. Contribution:	0	Agency Core:		Other:	0	TOTAL:	24,264,089 USD	Programme/Project Location Region (s): Iraq and specific locations outside Iraq as Jordan and other countries Governorate(s): District(s)
UNDG ITF:	24,264,089 USD										
Govt. Contribution:	0										
Agency Core:											
Other:	0										
TOTAL:	24,264,089 USD										

Final Programme/ Project Evaluation Evaluation Done <input type="checkbox"/> Yes <input type="checkbox"/> No Evaluation has been done by IRFFI, UNDP external audit and lessons learnt workshop Evaluation Report Attached No	Programme/Project Timeline/Duration Overall Duration Three years and eight months Original Duration Two years : May 2005-June 2007 Programme/ Project Extensions <ul style="list-style-type: none">500,000 USD extension dated 12/16/2006 was approved by IRFFI.A further project budget extension until end of 2008 was requested and approved
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Report Formatting Instructions:

- Number all sections and paragraphs as indicated below.
- Format the entire document using the following font: 12point _ Times New Roman & do not use colours.

FINAL NARRATIVE REPORT

I. PURPOSE

- a. Provide a brief introduction to the programme/ project

This programme was to support the Constitution Drafting Committee (CC) in its task to elaborate a constitution that reflects the interests of a broad range of Iraqi citizens, provides the foundation for stable government and the rule of law, and conforms to international human rights standards. In addition, it aimed to engage a wide segment of the Iraqi society into an informed and constructive dialogue and assist Civil Society Organisations (CSOs) including national and regional media to carry out a public information and awareness campaign.

- b. List programme/project outcomes and associated outputs as per the approved Project Document.

The overall objective of UNDP/UNAMI's programme was to "assist the establishment of a democratic system based on principles of good governance and the rule of law, which enables Iraqi citizens and institutions to interact in a participatory and transparent way in the upcoming constitutional process". Under this main overall objective, six sub-objectives were set out:

- Support the CC in its effort in the elaboration of a Constitution that reflected the interests of the Iraqi citizens;
- Support Donor Coordination inputs on the Constitution;
- Support media and public information activities of the CC by promoting public outreach initiatives that encourage public dialogue and debate among the wider population on the procedures, structure and content of the Constitution;
- Promote inclusiveness and participation in the constitution making process;
- Support implementation of the Constitution including CSOs and media;
- Provide institutional development and capacity building.

UNDP/UNAMI's programme had two main outputs: (1) the establishment of a legal and institutional framework and (2) the adoption of the Constitution after a referendum. Both inputs were successfully achieved during the project's reporting period.

UNDP/UNAMI set out specific targets in order to measure the impact of the programme. These targets included 70-80 % of citizen-participation in constitutional discussions and 70-80 % of citizens turnout for the vote on the referendum. While UNDP could confirm that participation in the process was extremely high, with nearly 500,000 public submissions received by the CC, it is difficult to measure the precise percentage of participation in the process. However, the Independent Electoral Commission of Iraq (IECI) reported that 66 % of Iraqi citizens voted in the referendum. Although this number has not met the 70 % target, it is considered an extremely high percentage of participation for referenda of this nature, and therefore could be considered successful.

- c. List the UN Assistance Strategy Outcomes, MDGs, Iraq NDS Priorities, ICI benchmarks relevant to the programme/ project

This project came under SCR 1546, NDS, UNCT Strategy and MDG 8.

- d. List primary implementing partners and stakeholders including key beneficiaries.

Following the successful elections held in Iraq in January 2004, a Transitional National Assembly (TNA) was formed and tasked with, among other things, the drafting of a permanent Constitution. This process marked the end of the transitional period in Iraq and the resumption of normal constitutional life. The TNA was charged with determining the specific institutional mechanism by which the process of drafting the Constitution was to be conducted, and in early May 2005, it established the Iraqi Constitutional Drafting Committee (CC). The CC, a 70-member body, was responsible not only for drafting the Constitution, but also for conducting public outreach on the Constitution.

On 15th May 2005, the UN received an official letter of request from the Government of Iraq to provide assistance in the drafting of a permanent Constitution. In his capacity as President of the Iraqi National Assembly, Dr. Hajim al Hasani invited the United Nations to, "provide technical assistance, including technical and logistical public affairs expertise that can help promote national dialogue between the TNA's CC and the Iraqi people and build consensus nationwide for the draft Constitution, in accordance with Security Council Resolution 1546." This request formed the foundation for the United Nations Constitutional Support Programme in Iraq. On the basis of the Government's request, and with funds from the European Commission, the UN prepared a broad programme in support of both the CC, as well as the larger constitution-making process.

This programme fell under the political guidance of the UN Department of Political Affairs and the leadership of the Special Representative of the Secretary General for Iraq (SRSG) and the Office of Constitutional Support (OCS) within the UN Assistance Mission for Iraq (UNAMI).

The proposal was prepared in a collaborative fashion by a number of UN agencies, all members of the Governance cluster, and UNAMI's OCS. With a total value of 24,409,192 USD the proposal was broken down into 6 separate projects, to be executed by 4 different agencies, as follows:

- C9-10/A (UNDP/UNAMI) Institutional Support for the Constitutional Drafting Process & Promotion of Inclusive Participation (14,229,927 USD), plus 500,000 USD from Greek funds. Total 15,429,927 USD.
- C9-10/B (UNIFEM) Iraq National Constitution and Referendum Awareness Campaign (1,682,365 USD)
- C9-10/C (UNESCO) Media and Human Rights: Promotion of Freedom of Expression and Human Rights in Iraq (2,000,000 USD)
- C9-10/D (UNOPS) Civil Society Constitutional Outreach Campaign (4,998,600 USD)

Four UN agencies and UNAMI participated in this project, including: UNDP, UNOPS, UNESCO and UNIFEM.

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- II. C9-10/B (UNIFEM) Iraq National Constitution and Referendum Awareness Campaign (1,682,365 USD)
- III. C9-10/C (UNESCO) Media and Human Rights: Promotion of Freedom of Expression and Human Rights in Iraq (2,000,000 USD)
- IV. C9-10/D (UNOPS) Civil Society Constitutional Outreach Campaign (4,998,600 USD)
- V. C9-10/E (UNDP) Involving the Iraqi Media and Journalists in Covering the Constitutional Process (993,750.96 USD)
- VI. C9-10/F (UNDP) Involving the Iraqi Media and Journalists in Organizing Public Debates on the New Iraqi Constitution; and Support for a "New Democracies TV Film Festival (494,851 USD).

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

- a. Report on the key outputs achieved and explain any variance in achieved versus planned results. Who have been the primary beneficiaries and how they were engaged in the programme/ project implementation?

UNAMI/UNDP held eleven conferences in Amman, Jordan and in neighbouring countries as well as Europe; the first one in Spain and second in Istanbul were held in the summer of 2006. The discussions from these conferences gave impetus to the Constitutional Review Committee – that was established late 2006 – to review and arrive to consensus on these key Constitutional issues that remained divisive or misunderstood by the wider public.

- Madrid, Spain: The conference covered issues such as federalism and the distribution of wealth and power within the new constitution. International and Iraqi experts discussed and reviewed best options for Iraq.
- Vienna, Austria: The conference was sponsored by the Government of Austria. UNAMI/UNDP provided content and logistical support, as well as identifying the Iraqi participants. International and Iraqi participants reviewed and discussed ‘human rights issues’, reflecting all aspects of the Constitution. Close attention was paid to women’s rights and minority issues. Wider discussions on the role of national institutions, such as the Iraqi Human Rights Commission to be established later, took place.
- Istanbul, Turkey: The conference was sponsored by the Government of Turkey and focused on ‘Accountability of Public Institutions and Military/Police Oversight’. UNDP made two presentations: a) Ministerial Accountability and b) The Role of Civilian Oversight for Police/Security/Military. Iraqi and international /Turkish experts discussed Constitutional reforms required for national organizations, as on earlier conference's outcomes.

UNDP launched a ‘National Dialogue & Reconciliation’ with NGO Coordination Committee in Iraq (NCCI) that included the participation of 350 Iraqi NGOs from 18 Governorates – cultural communities, tribes, religious groups, women and youth organizations, academics, community representatives, association members among others. Over a 12- month period, 13 three-day meetings were conducted – by Iraqis and for Iraqis, to discuss *inter alia* following issues: i) legal and human rights issues to address community based reconciliation; ii) the role of the media in peace building (twice); iii) the role of civil society organizations in national dialogue and reconciliation; iv) interfaith dialogue; and v) the role of women, youth in community based reconciliation. The outcome of these dialogues was to encourage key community actors to repeat similar sessions in Iraq, in their own communities.

Under the Constitution II, UNDP supported follow-up initiatives that were developed and selected by these participating NGOs:

"NCCI Dialogue on Access to Justice and Human Rights": thirty-one representatives of Iraqi government and civil society participated in a three day event to discuss mechanisms at the community and national levels to improve access to justice. Participants included Head of the Supreme Court in Kurdistan, professions of politics and constitutional law at Baghdad University, a cleric from the Muslim Conference Organization and a number of civil servants and representatives of civil society.

Training was provided to 12 officials from Southern Governorates of Basrah, Missan, Muthanna and Thi Qar in general management skills in Amman.

Two civil society small grants schemes were designed and implemented to promote public participation by means of public outreach directly through Iraqi civil society organizations (CSOs). Up to 30,000 USD was provided to CSOs who had submitted qualified project proposals in response to UNDP's Calls for Proposals, and selected through evaluation processes. A total of 38 Iraqi CSOs were supported and implemented projects on constitutional awareness and dissemination of democratic values, including human rights, women's rights, rule of law, youth empowerment and political participation through seminars, workshops and artistic events.

During the period 2006-2008, UNDP accomplished additional activities covering three main areas: a) national dialogue and reconciliation; b) institutional development and capacity building – within the context of constitutional implementation; and c) support to CSOs including the media.

The first of the series of a total of 13 National Dialogue Workshops held in Amman, Jordan during 28-30 November 2006 by NCCI, with the support of UNDP. 25 Civil Society representatives gathered to engage in dialogues across communities to come up with an action plan that would support with the transition and development of Iraq's challenges.

A team was formed including a Project Manager based in Amman, to support the UNDP-Governance and Civil Society Team (with partial IRFFI funding); expanded the Expert Rapid Deployment Team (CIDA funding). This team prepared:

- A discussion on Public Sector Reform for Iraq;
- A blue print for action when preconditions would be met;
- Funding template for Regional Conference on Building Trust in Government of Iraq;
- Outline for MOPDC;
- Outline for Accountability Project;
- Outline for the following conference that was held in February on "Building Trust in Government with UNDESA".

A training course for Iraqi journalists took place in Madrid 10 -16 December 2006; this was organized by the Euro Arab Management School and hosted by the Federation of Spanish Journalists' Associations. The Euro Arab Management School also organized a presentation of the Independent News Agency for Iraq Project. It was hosted in Madrid by the Federation of Spanish Journalists' Associations.

NCCI organized the second workshop of the National Dialogue Workshop Series supported by UNDP during January 2007. 28 Iraqi participants, mostly lawyers and judges representing CSOs and including the Kurdish Minister of Justice, attended the 3-day workshop and engaged in a constructive dialogue on the theme of Rule of Law.

Conference on Freedom of Expression and Media Development in Iraq was organized by the Communications and Media Commission of Iraq (CMC) in cooperation with UNESCO and UNDP and financially supported by Official Development Assistance of Japan and the European Union. The conference took place at UNESCO Headquarters in Paris during 8-10 January 2007.

In a Declaration adopted during the Conference, Iraqi journalists, parliamentarians and government officials called for the protection and promotion of a free and pluralistic media. The text was the result of discussion and debates among the approximately 300 Conference participants, of whom nearly 200 were Iraqi nationals. Iraq remains an extremely perilous place and participants addressed the safety of journalists. Conference participants agreed that journalists must hold civilian status in times of conflict, as stated in the Geneva Convention which governs the treatment of civilians in times of conflict. They also called for an end for impunity for crimes committed against journalists as well as for the creation of a national fund to support families of slain journalists. Participants discussed the key role of women in both

the media and Iraqi reconstruction efforts. In addition, the Declaration identified that human rights must be upheld for democracy to flourish and development to progress. The Minister also requested UNDP's assistance to build capacity in the following areas: cooperation and coordination with civil society, violations monitoring and analysis and working with the media. Funds were provided to hold the meetings with the Minister of Human Rights and participants.

The "NCCI Dialogue on Rule of Law" was the third of twelve seminars aimed at bringing Iraqis together to discuss key issues rebuilding the country and overcoming political differences. Participants included: Director General of the Public Integrity Commission, Minister of Civil Society for Kurdistan, Dean of Political Science at Basra University, Advisor to the Prime Minister and Director of the Muslim Peace Makers Team. Thirty-one representatives of Iraqi government and civil society participated in the three day event "NCCI Dialogue on Access to Justice and Human Rights" to discuss mechanisms at the community and national levels to improve access to justice. Participants included head of the Supreme Court in Kurdistan, professors in Politics and Constitutional Law at Baghdad University, a cleric from the Muslim Conference Organisation and a number of civil servants and representatives of civil society.

UNDP along with NCCI, held its 5th national dialogue and reconciliation event in Amman 27 February – 1 March, 2007. Some 30 Iraqi NGOs, public figures, religious leaders (Sunni & Shiite), women's groups, university professors and others participated. The three day discussion generated some very heated and interesting debates. Given the fact that a 'safe environment' had been created for these community leaders, to come together and debate some of the thorny issues, such as the impact of sectarian violence on communities, police brutality, among others, the outcome was quite refreshing.

Unlike other discussions, this dialogue was facilitated by Iraqis for Iraqis. After setting the context and 'creating the environment' both NCCI and UNDP officials left and were not present during the breakout sessions and plenary, to ensure that the discussions led to 'all Iraqi' outcome without outside interference. In the final day, UNDP was invited to hear the proposals put forward for concrete projects. Recommendations varied from reviving school curriculum to introduce conflict prevention courses, to developing national campaign for 'One Iraq'.

Discussions on the Comprehensive Strategic Plan for Criminal Justice (CSPI) Reform in Iraq were held in Egypt with a view towards final acceptance of the plan by the Iraqi counterparts. The Iraqis discussed the plan over two sessions and the main arguments raised were the role and feasibility of the National Commission on Criminal Justice. Specifically, there were discussions on its legal character and whether its role would be an advisory or an executive one. Though this plan had several aspects, the Iraqis only discussed the National Commission. There was much debate as to the name of the Commission and whether it would have any legal binding authority. At the end, the name remained unchanged. Chief Justice Medhat had endorsed the plan to present it to the Office of the Prime Minister with a view to gaining his approval.

Two panel presentations on the "Challenges and Perspectives on Iraq" were made at Frederick Ebert Foundation, Berlin, during 23 March 2007 by UNDP governance team leader. The audience was German officials from the Ministry of Foreign Affairs, International Development Agency and other foreign/public policy experts on Iraq. 11 key points/challenges facing Iraqis above and beyond political/security issues were outlined from a UNDP development perspective.

The Iraqi Legal Database (ILD) was finally launched in Amman on March 20, 2007. This was a result of a partnership between UNDP Iraq and POGAR as well as the Arab Center for the Rule of Law and Integrity. Among the Iraqis in attendance were Chief Justice Judge, Judge Azad Abu Bakir, Minister of Judicial Affairs in Kurdistan, as well as Dr. Nawar Al-

Zubaidy from the Judicial Training Institute. This project spent a year compiling over 27,000 laws, dating from 1913. These laws were then typed in the database, edited and proofed, and divided into various categories, i.e. laws, Revolutionary Council decisions, royal decrees, CPA orders, etc. They can be searched by type of text, number of text, and by keyword. It is quite an achievement. Copies of the database were given to the Higher Judicial Council, the Ministry of Justice in Kurdistan, and the Judicial Training Institute, and training on how to use the database is currently being undertaken in Amman. They were reassured by UNDP's commitment to this project and its support to expanding the database to include Kurdistan. The partnership would roll into further phases.

A three day seminar - NCCI Dialogue on Media - was staged in Amman with 33 representatives of Iraqi media and civil society. This was the sixth of twelve seminars aimed at bringing Iraqis together to discuss key issues - rebuilding the country and overcoming political differences. The theme of this workshop was the relationship between media and civil society. Participants included: the Director General of the Iraqi Journalists Union, editors and journalists from several national newspapers, senior representatives of radio and television stations and Directors of youth, human rights and women's organisations.

UNESCO and UNDP co-funded a small project in support of World Press Freedom Day (WPFDD) in Iraq aimed at producing a programme on safety of journalists to be broadcast in Iraq on 3 May 2007. The programmes included interviews with Iraqi journalists about their working conditions as well as special features on the situation for journalists in Iraq. In addition, some of the best materials were put together for a short video and booklet produced in Arabic and English, titled: "Forced to be Armed".

Training attachments was conducted during 23 April 11 May, 2007 for three Iraqi journalists in three of the most relevant Spanish media organizations: the News Agency EFE, the newspaper EL Pais and Radio Nacional de España.

Aswat al-Iraq Independent News Agency launched a new website - www.aswataliraq.info - which includes a more user-friendly layout for the site and new more colourful graphics, as well as a full Kurdish interface. Tragically, in May 2007 a reporter for the Aswat al-Iraq news agency and "New Sabah" newspaper, was gunned down in Amara, 365 km south of Baghdad.

National forum on Restoring and Strengthening Trust in Government was held in Amman during 23-24 May 2007. 50 participants including 35 senior Iraqis representing a broad section of society inter alia academia, media, NGOs, and former high level government officials met together for a three-day forum to discuss in depth how to strengthen trust in government. The forum, which was structured around a series of panel sessions and presentations, elicited a strong response from participants. They recommended that four Public Sector and Public Administration reform priority issues be addressed urgently by the Government of Iraq and that these be supported by the international community.

These priority recommendations were presented at the 7th Global Forum on Building Trust in Government in Vienna, Austria, on June 26-29, 2007. Iraqi senior officials and UNDP led the special session on the priority reform initiatives of Iraq. Draft recommendations were as follows:

- i) The central institutions of the Government of Iraq, including the executive offices of Cabinet Ministers, urgently adopt and implement institutional and organizational reforms that help improve the delivery of public services to the Iraqi people. As well, the participants urged that these institutions and ministries adopt a more efficient, cost effective and transparent decision making mechanisms and disseminate public information to the wider population.

ii) The Government's monetary, fiscal and investment laws/policies are reviewed, according to best international practices, in order to create a healthy economic environment for the Iraqi private sector and investors. It is also urged that these institutions, including the Central Bank, public banks, Ministry of Finance, Investment Commissions, among others, adopt international standards for fiscal, monetary and investment reforms, so that a healthy environment is created for Iraqi and international investors, to help boost the Iraqi economy and create jobs.

iii) The national and regional governments adopt and implement anti-corruption and public accountability policies and programmes, while ensuring that oversight mechanisms and policies are enforced through independent (judicial, law enforcement) organizations. More specifically, the conference participants urged key Iraqi institutions – the Bureau of Supreme Audit, Commission of Public Integrity and the Offices of the Inspectors General, among others, are strengthened, streamlined and work together to fight corruption – at all levels of society.

iv) The role of the Iraqi civil society organizations (CSOs), including the media – in public sector and public administrative and monetary reforms, fighting corruption and in oversight activities – was recognized and enforced. The conference participants also urged that CSOs, public policy and research institutions, universities, to work along with the Government ministries and institutions to develop policy options and initiate public outreach and public dialogue.

As a result of the meeting in Vienna, it was agreed that UNODC and UNDP would hold a meeting in Baghdad late 2007 or early 2008, with Iraqi parliamentarians, to address the issues on anti-corruption, public accountability and capacity building.

NCCI Dialogue Workshop was conducted during 29 - 31 May, 2007 and gathered 25 representatives from media, civil society and the Parliament to discuss social mobilisation and campaigning for civil rights and the rule of law. A smaller meeting at the conclusion of the workshop discussed possibilities for launching a national reconciliation campaign and ways of continuing the efforts of the seminars to date. By June, over 200 Iraqis had participated in 5 national dialogue seminars. Follow up activities in Iraq included the introduction of a spin off national dialogue programme at Baghdad University and a declaration committing to national dialogue developed and signed by religious leaders.

Partial funding was allocated to the Public Management Programme – an initiative supported by CIDA . UNDP concluded in Amman its second activity on 13 June, 2007. Focusing on business planning, performance management and financial accountability, the training was attended by 16 participants: one deputy minister, director generals, and directors from 10 ministries. The training focused on ensuring that the participants concentrated their work on building their own divisions/sections, those with the authority to design a plan for the whole ministry did so. Eager to gain knowledge of best practices and to reach international standards, the participants requested more subjects be included in the 18-month training programme, such as computer training and conflict management/resolution training. The third activity in January 2008 focused on financial management and procurement policies for non financial managers. Training was continued until June 2008.

The first Aswat al-Iraq Photo-Exhibition took place in Madrid during 7-22 June. The exhibition reflected images of Iraqi people life, as seen through the eyes of the photographers at a nascent Iraqi news agency. The Spanish Secretary of State for International Cooperation attended the opening session, among representatives from all the organizations that supported the Aswat al-Iraq project. On 13 June 2007, a one-day forum brought Iraqi and international lecturers together, including the International Crisis Group Coordinator for the Middle East, to discuss the situation in Iraq, with emphasis on the media and civil society, along with some reflections on its regional and global impact.

The photo-exhibition displayed pictures taken by more than twenty five Aswat's photographers in different cities (Baghdad, Karbala, Fallujah, Najaf, Basra, Erbil, Diwanyia, Mosul, etc) places where the international press could not work and only Iraqi cameras had access. This exhibition proved to be a unique way to raise awareness of the life in Iraq and created linkages between the Spanish and Iraqi citizens.

Technical advice was provided to the Aswat al-Iraq, news agency, and discussion carried out in Erbil with a decision to develop a business plan based on a convergent newsroom model and initiate discussions with potential stakeholders and partners for new revenue generating initiatives. An independent consultant was contracted to provide weekly feedback in Arabic and monthly feedback in English on all stories posted on the Aswat website. Training course for 11 editors was provided.

A two-day workshop on "Freedom of Information and Investigative Journalism" was organized during 23rd – 24th June by the Article 19 in the framework of the project to support the Legal Development of an Independent, Pluralistic and Diverse Media in Iraq.

National Dialogue and Reconciliation (Phase II): UNDP-Iraq also hosted two study tours to South Africa to provide Iraqis with the opportunity to hear first hand about the reconciliation process in another post conflict situation, and to adapt this experience into practical measures for their own situation. The first delegation consisted of professionals and business leaders, the second consisted of academics, media and civil society activists. The study tours were implemented by the African Center for Constructive Resolution of Disputes (ACCORD) under a Project Cooperation Agreement. Participants met with representatives of central and local governments, civil society, media, religious groups, political parties and academia to learn about the national dialogue and reconciliation process. Participants gathered information on activities undertaken at national, regional and local levels to foster dialogue, to encourage peace building between communities and to implement practical conflict management activities.

UNDP signed a Project Agreement with Alternatives, a Canadian NGO, to implement a project that would research and then raise awareness about the plight of Iraqi widows. Alternatives would be working with the National Network of Democratic Iraqi Civil Society Organizations which comprised fifteen constituent based organisations and civil society organisations. The main objectives of the project were to explore the current situation of Iraqi widows, to define an acceptable minimum pension that should be provided for all Iraqi widows and carried out the first steps to obtain it. This task was supported by a campaign and a network targeting many diverse Iraqi organizations and people.

Main findings were that the project has developed a sound knowledge of the situation of Iraqi widows including: number of widows, their geographical distribution, the amount and resources of money they have been receiving and the minimum acceptable pension. Beside other related findings such as: a large number of widows have not been registered with the Government for administrative, legal and social reasons. Both the campaign and the network established were carried out successfully to get both Iraqi organizations with widows and their families together and were able to obtain advocacy and support to their case.

UNDP organized a workshop in August 2008, in Istanbul, on the Public-Private Partnerships in Governance and Economic Reconstruction in Iraq. The workshop attended by around 35 participants were Senior-level businessmen, high-level officials from the Iraqi Government and parliament NGOs, and consultants specializing in subjects pertinent to Iraqi economic issues. The purpose of the joint workshop, convened by UNDP Iraq, the UN Economic and Social Commission for Western Asia, the Business Humanitarian Forum, the UN-mandated University for Peace and the U.S. Institute of Peace, was to provide participants with an opportunity to benefit from information and experiences in using public-private partnerships

to further economic reconstruction activities and improve governance in post-conflict areas. Specifically, the workshop aimed to create an environment for policy dialogue on PPP between representatives of public institutions and business people.

- b. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes. Highlight any institutional and/ or behavioural changes amongst beneficiaries at the outcome level.

The outputs implemented during the project's life period contributed to the overall goal of strengthening the Institutional Support for the Constitutional Drafting Process. This has been reflected in the achievement of the eight fundamental outputs below:

- Preparation of an expert program that provided knowledge and information on Iraqi legislation and international constitutional experience.
- Establishment of the CC Secretariat and outreach Unit
- Building the capacity of staff
- Provision of logistical support, equipment and material
- Development of a public outreach campaign
- Design a media campaign to encourage citizens to participate in the drafting process
- Printing and Distributing the Constitution
- Initiated Civic Education and Dialogue with NGOs

1. Preparation of an expert program that provided knowledge and information on Iraqi legislation and international constitutional experience.

A fundamental pillar of the UN's assistance to the constitution-making process was knowledge sharing. Upon the Government's request, UNDP/UNAMI's programme provided knowledge and information on Iraqi legislation and international constitutional experience, including previous Iraqi constitutional legislation, international conventions and agreements signed by Iraq, as well as access to the best and comparative practices on constitution-making, among others. In addition, OCS collected and shared with the CC a full bibliographic record for its own reference.

2. Establishment of the CC Secretariat and outreach Unit

Three offices were established to support the CC and its sub-committees: the Secretariat, the Public Outreach Unit, which included the Analysis, Media and Public Affairs Units. The Secretariat was located within the Convention Centre (in the Green Zone), where the staff (15-20) of the Chairman and the deputies were provided office space. UNDP provided the office equipment, computers, Internet, and other immediate services. The Analysis Unit was located outside the Green Zone and was staffed with over 100 analysts who received, compiled, analyzed, and developed a public report from the national submissions. The Media and public Affairs Unit was based in the Convention Centre and had 10-12 staff members, who were responsible for working directly with media outlets to disseminate information to the general public, in addition to helping organize weekly / bi weekly press conferences. The Media and Public Affairs Unit was also responsible for the publication and dissemination of posters, banners and other publicity materials of the CC. UNDP supported all three offices, in addition to other constitutional offices set up in 18 Governorates.

3. Building the capacity of staff

To facilitate carrying out its responsibilities, both in Baghdad and in the 18 governorates, the CC had to employ close to 200 short-term staff. Their profiles varied from Senior Subject Matter Experts (SME), to Information Technology Specialists, Public Information Officers, Administrative, and Security Staff. UNDP provided the funds and worked with the CC in defining the post profiles, a remuneration scheme and a performance assessment system that would allow the rapid deployment of such a large pool of national personnel to staff the CC's Secretariat,

Public Outreach Office (Media and Public Affairs and Analysis Unit), as well as the 18 Governorate offices.

4. Provision of logistical support, equipment and material

Based on the needs assessment of the CC, UNDP committed to providing support in terms of equipment, material and logical support, in order to ensure that the CC had the tools it required to operate effectively in a difficult and dangerous environment. This support included:

- Infrastructure support, including the provision of vehicles (armoured and soft skin), books, computers, furniture, air conditioners, water coolers, tape recorders, mobile phones, generators, digital scanners for the CC, its members, the Secretariat, and the 18 Governorate offices,
- Funding the rental for the three Baghdad offices of the CC and provision of petty cash for their daily operations.
- Funding the accommodation of the Chairman and some of his key staff in the Green Zone during the drafting process.
- Providing translation services for the CC and UNAMI.
- Funding the provision of promotional material.
- Providing technical and material assistance in the establishment of a Public Affairs Office and the Secretariat of the CC.
- Establishing a contracting and direct payment system to enable the CC to acquire the goods and services they needed while remaining accountable for the funds.
- Providing on –the- job, coaching and mentoring on financial and operational management to the Secretariat and the Public Outreach Offices.
- Providing Internet connectivity in the main Convention Centre Office, as well as at the Public Outreach Office in the centre of Baghdad.

5. Development of a public outreach campaign

The mandate of the CC was both to draft the Constitution and also to undertake a public outreach programme to ensure that the drafting of the Constitution was conducted in a transparent, participatory and inclusive manner. Public outreach was considered an essential part of the constitution-making process, not only for the elaboration of the Constitution per se, but also for its successful passage in the referendum and for its implementation-critical elements for the future stabilization of Iraq and the sustainability of the political process.

However, due to the security situation and the short time frame, these became key challenges facing the CC. Therefore, upon the request of the CC, UNDP took as its second priority the development of a public outreach campaign. Planned support for the Public Outreach Campaign included:

- a. A broad media campaign, designed to raise awareness of the Constitution and to promote public participation in the constitutional process; and
- b. The printing and distribution of a forty-page Constitution, along with a public submissions report and an easy-to-read summary of the Constitution.

The CC established a sub-committee for Communication and Public Dialogue on first of July 2005. The mandate of this sub-committee was to reach out to all sectors of Iraqi society to enhance public awareness and receive public feedback on constitutional principles. This feedback was then relayed to the CC in order to be taken into account in the constitution-making process.

The sub-committee for Communication and Public Dialogue had two primary functions. First, it ran the day –to-day public affairs of the CC, i.e. organizing press conferences, issuing press releases and regular bulletins on the work of the CC, and liaising with the media. This function ensured that the activities of the CC were carried out in a transparent manner. Secondly, the

media office was tasked with conducting a large-scale public outreach campaign to promote public awareness and participation in the Constitution. The media campaign ensured that educational messages about the Constitution and about how to participate in the constitution-making process reached the public.

UNDP provided expert advice and technical assistance to the public affairs section of the sub-committee; in addition it also supported the sub-committee in the design, development and implementation of its public outreach programme. This support had two components – assistance to the CC through a large – scale media campaign and funding of the printing of the constitutional text and its distribution prior to the referendum.

6. Design a media campaign to encourage citizens to participate in the drafting process

With UNDP's support and advice, the CC designed a media campaign to encourage citizens to participate in the drafting process by sending in their recommendations, and also, once there was a final text, to raise awareness of the Constitution. Following the publication of the text, the aim of the media campaign then became to educate citizens on the contents of the text and to urge them to read the text and make an informed decision. The goal of this media campaign was to reach as many persons in Iraq as possible, covering the northern, southern and middle governorates.

The media environment in Iraq is divided along ethnic and political lines. Therefore, the CC contracted nearly one hundred different media outlets, including 61 newspapers, 22 radio stations and 16 television stations in an effort to reach a broad and inclusive audience. Both national and local media outlets were included and daily advertisements flooded the country on local, regional and national stations. Questionnaires and free form submissions were published in newspapers and were distributed at places of worship and other community areas in an attempt to encourage public submissions. Finally, the campaign also printed and distributed over one million posters and small billboard advertisements, leaflets and large lit signs to ensure that the public was informed of the constitution-making process.

Some of the themes promoted by the media unit included: "Our Constitution is Our Tent"; "Let us Write Our Constitution with Our Own Hands"; "We Write the Constitution Together to Provide Us With Protection Tomorrow"; "Our Constitution is the Essence of Our Freedom"; "The Constitution is a National Merit"; "The Constitution is Above All the Laws"; "We Write the Constitution and Guarantee the Future"; and "Our Constitution is the Guarantee for the Future of Our Country and Children". As result of the media campaign, more than 449,000 public submissions were received. Of the total, some 234,180 questionnaires, 163,900 free form submissions, and 2,135 emails were received.

7. Printing and Distributing the Constitution

UNDP was requested by the CC to ensure that the Iraqi citizens had access to the text of the Constitution prior to the referendum. As a result, UNDP took the responsibility of printing five million copies of the Constitution-four million copies printed in Arabic and one million copies in Kurdish. UNDP also contracted with Assyrian and Turkoman NGOs to translate and print copies of the Constitution in their respective languages. This process ensured that for every six people in Iraq, at least one would have a copy.

In addition to the Constitutional text itself, UNDP printed a shorted and simplified version of the text. This easy-to-read text was drafted by the CC, with the assistance of UNAMI. The final booklet also included a public submissions report, which detailed how the public was asked to printing of the booklets be conducted in Iraq. As the capacity of Iraqi printers is quite low, UNDP contracted with five Iraqi printers, each of which was asked to print one million copies. UNDP also assisted the CC with the drafting of a comprehensive plan for the distribution of the Constitution. Given the difficulties in reaching all parts of the population of Iraq, the distribution plan included several different mechanisms for distribution.

First, some constitutions were distributed using the Public Distribution System in which citizens in selected areas were able to receive the constitutional text with their food rations. Second, the Council of Ministers was asked to distribute the Constitution through universities, schools and to government employees, with a special emphasis on distribution in primarily Sunni areas and Western Iraq. Third, political and tribal leaders were provided copies of the Constitution for distribution to their members and constituencies. Fourth, national and international NGOs were asked to use their networks to distribute the Constitution to reach the vulnerable populations. Finally, the Kurdish Regional Government was given primary responsibility for the distribution of the Constitution in Northern Iraq.

8. Initiate Civic Education and Dialogue with NGOs

In addition to direct support to the CC, UNDP contracted with well –respected national and international NGOs to undertake specific civic education and dialogue activities. This was important for ensuring that diverse opinions were delivered and that civil society organizations had an opportunity to participate in the constitution – making process.

These activities were done through four projects:

- i. Writing the Constitution of Iraq Together (Al Amal NGO)
- ii. Organizational Support and International Expertise to the Constitution-Building in Iraq as a Democratic Process (Frederick Elbert Foundation)
- iii. Mobilization of Civil Society for an effective Role in the Iraqi Constitution (CEDID)
- iv. Call for proposals for civic education activities

- c. Explain the overall contribution of the programme/ project/ to the ICI, NDS, MDGs and Iraq UN Assistance Strategy.

This point is elaborated in point 1.C (above)

- d. Explain the contribution of key partnerships including national, international, inter-UN agency, CSO or others towards achievement of programme/ project results.

Considerable progress was made to meet the overall objective of the UNDP/UNAMI's project to assist and support the Government of Iraq through the CC in establishing a democratic system based on principles of good governance and the rule of law, which would enable Iraqi citizens and institutions to interact in a participatory and transparent way in the constitutional process.

In addition, and principally due to its conception and management of the multiparty dialogue series, UNDP has widened its networks with key Iraqi stakeholders; and deepened the perception key players have of it as being a trusted, credible, third-party neutral, capable of adding value to the constitutional debate in a way sensitive to the Iraqi problematic. UNDP proved to stand ready to act as a facilitator, organizer and/or co-organizer of other initiatives in support of the constitutional review and implementation process.

The Small Grants Programme in most projects targeted people who would have very limited opportunities of being made aware of concrete constitutional issues as well as democratic values in general. This was a valuable initiative in itself as gauged from responses UNDP has received. Many of the projects reached out to citizens not only in the cities but also in many rural areas of Iraq and to a wider public through media coverage of the activities and their contents. It is estimated that a total number of some 450,000 citizens benefited directly from this project. UNDP received many positive responses from these beneficiaries, who have pleaded for continued support to such activities. The provision of small grants also fulfilled the aim of assisting the nascent Iraqi civil society organizations to build their project planning, implementation and reporting capacity.

e. Highlight the contribution of the programme/ project on cross-cutting issues:

- Were the needs of particularly vulnerable or marginalised groups addressed?

Vulnerable groups were targeted throughout the project, through the public outreach and advocacy and awareness activities under the project.

- How did men and women benefit from the programme/project? How were gender inequalities handled?

In this and other projects UNDP ensures that programmes /projects provide support to Iraqi women, promote human rights and awareness is raised on environmental and security issues. UNDP was most successful in promoting human rights and the rights of women. UNDP made sure that all implementation initiatives, outside /or inside Iraq included women participants (often UNDP would reject lists that did not have a percentage women participants). Women were also selected as speakers, heads of delegation or team leaders.

- Were environmental concerns addressed including environmental impact/risk assessment where relevant?

The implementation of this programme faced many challenges. First, the short time frame for drafting the Constitution made national consensus on major issues impossible – hence at the last minutes a compromise was struck to review the Constitution. Although there were agreements on key constitutional issues, such as the establishment of a Human Rights Commission, the Federal Civil Service Commission, the Communications and media Commission, among others, but many of the contentious issues, power and wealth sharing, decentralization, Kirkuk, among others, were left out.

Second, it was also a challenge for UNDP to ensure that Iraqi counterparts provide regular updates and progress reports on all initiatives. While UNDP did its best in collecting reports (financial, operational, management etc) and coordinating with all counterparts, the task remained a major challenge.

- Were there any specific issues in relation to the security situation?

The difficult security situation made operating in Iraq very difficult, negatively impacting the quick implementation and monitoring of projects. Specifically, it made the in-depth consultation with Iraqi counterparts – institutions, NGOs, media outlets, among others. Moreover, as it was impossible for UNDP staff to visit the Iraqi partners outside the Green Zone, although UNDP staff members were able to make several visits to Erbil KRG. It was not possible for UNDP to directly monitor the progress of the counterparts.

In addition to that, the political/sectarian divides and the deterioration of the security situation that existed before the constitutional review process began were highlighted during the implementation period. UNDP continued to operate from remote and ensured that project objectives were met and project monitoring and reporting conducted in a professional manner. Preference was made to hold all /or most of the seminars and workshops inside Iraq. However, issues relating to security, which affected attendance, the environment in which discussions were held, and the ability of leading experts to attend conferences had compelled UNDP to relocate the seminars outside Iraq.

- Did the project contribute to employment generation (gender disaggregated)

No

- d. Provide an assessment of the programme/ project based on performance indicators as per approved project document using the template in Section IV.

Please review Section IV

III. EVALUATION & LESSONS LEARNED

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

In 2006, Office of Constitutional Support (OSC) conducted a ‘lessons learned’ exercise – reporting on constitutional content, process, public outreach initiatives and political leadership. UNDP’s monitoring activities focused on the institutional development activities and support to CSOs. UNDP project managers worked with Iraqi and international partners and reviewed project scoping documents, action plans, human resources, financial management capacities and final reports. As well, UNDP led or participated in all of the activities held outside Iraq to monitor content and project delivery. For initiatives in Iraq, UNDP ensured that activity, progress and evaluation reports were submitted to the UNDP project manager to ensure that project were delivered on time and on target. There were several assessment reports that were submitted to UNDP:

- NGOs were requested to submit project, financial progress and final reports on activities.
- Institutions provided written and verbal briefings on activities.
- Conference/meeting reports were completed on time.
- UNDP conducted independent audit of the Constitution I file. As a result, action plans and corrective measures were incorporated.
- Iraq National Dialogue and Reconciliation report – ‘Respecting Diversity, Promoting Unity’.

- b. Indicate key constraints including delays (if any) during programme/ project implementation:

It is important to note that UNDP was unable to conduct independent evaluation missions in Iraq given the fact movement to UN staff is limited to the Green Zone and the City of Erbil. However, the project was audited by UNDP external auditors.

- c. Report key lessons learned that would facilitate future programme design and implementation:

The programme in support of building the foundation of National Dialogue and Reconciliation created demand among the CSOs, and therefore, additional outputs/activities were planned and designed with CSOs. These needed additional time (till end of 2008) for completion.

With regard to National Dialogue and Reconciliation (II), a follow up plan was agreed upon by participants to ensure maximum impact of the study tour. This was two fold - key activities for implementation on return to Iraq and linkages with South African partners for technical assistance (mentoring, training, internships, troubleshooting). A follow-up meeting was organized between participants and key South African partners, 6 months after the study tours to discuss implementation of the activities; lessons learned; and to give the Iraqi participants the opportunity to further discuss reconciliation efforts with the South African partners.

Through the Small Grants Review workshop and the ensuing recommendations, in order to effectively educate civil society about such abstract issues, programmes need to be designed in such a way that would combine targeting tangible and practical issues of Iraqi people's lives – in other words, “connecting the dots”. In addition, programmes designed to foster partnerships among the Iraqi CSOs would contribute to more effective implementation as well as covering wider communities and range of issues. This would be more so the case in facilitating reconciliation and dialogue in the constitutional review phase.

IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
IP Outcome 1 Support the constitutional committee in its effort in elaboration of a constitution that reflects the interests of Iraqi citizens							
IP Output 1.1 Provide for specific settings in which members of the Constitutional Committee & sub-committees can exchange ideas with international experts on the institutional planning of the constitution – making process, and on comparative approaches to constitutional issues. a) Institutional support to the Constitutional Committee	Indicators: - Link between UNAMI/OCS and the Committee established and local experts hired to provide support. - An assessment of the Committees needs completed by UN experts. Communications, office tools and equipment needs assessed and made available to Constitutional Committee and the Secretariat. - Secretariat and Media & Public Information Unit established,					-UNAMI/ Iraq counterparts /UNDP monitor process and operations. - Ongoing monitoring and reporting by print and electronic media, CSOs. - Progress reports and evaluation by UNAMI to CC, donors, UN agencies.	

	<p>equipment made available, staff hired and trained.</p> <ul style="list-style-type: none"> - Website & reference materials collected & translated into Arabic/Kurdish & made available. - Constitutional Committee & sub-committees trained on legal drafting. - Research papers sponsored for the constitutional committee, TNA, government officials, public policy institutions, Iraqi bar Associations, Universities, through a small grants programme managed by the Secretariat. - 20 Public events organized by 20 national /international experts plus constitutional committee members and Iraqi stakeholders. - 12 study tours organized to 								
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	<p>constitutional committee and sub-committee (tour: Europe, US/ Canada /India / South Africa , Turkey, Japan, others)</p> <p>- 20 international SMEs identified and arrangements made for travel to Iraq.</p> <p>UNAMI OSC, Constitutional Committee in Baghdad, Basrah, Erbil and other Iraqi cities.</p> <p>- Facilitators / administrators for the conferences identified for the conferences, seminars.</p> <p>- National conference, in Baghdad & regions planned and implemented.</p> <p>-Security arrangements made for international experts.</p>								
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<p>b) Material support to the constitutional committee (UNDP)</p>	<ul style="list-style-type: none"> - Hard copy resource materials indentified and translated into Arabic and Kurdish. - Documents translated to the constitutional committee and to the CSOs and the public at large as required. -information technology to share information with the public at large, and receive submission proposals from CSOs provided. - Computers provided to the information centers at 18 governorates with internet connections. - Personnel at the information center trained to support citizens with difficulty in use of computer technology. 								
<p>c) Knowledge – based support (UNDP)</p>	<p>UNDP website /search engine and on-line library transferred to</p>								

	<p>Constitutional Committee Secretariat. Website materials are accessed use for public information purposes that allows for interaction between the drafting body and public at large.</p> <ul style="list-style-type: none"> - Hard copy library materials are accessible to the members of the constitutional committee. The library will include general material on constitution –making and theme-related bibliographic material. The list of documents included in this library is posted on the constitutional support website. - Public information – legal and other issues –translated and made available in print and on-line. - Interpreters in Arabic /Kurdish are 								
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<p>d) Establishment of a Secretariat for the constitutional committee and the sub-committees (UNDP)</p>	<p>engaged for public meetings.</p> <ul style="list-style-type: none"> - Roster for international experts developed and provided to the constitutional committee. - Best practices and experiences of other countries collected and shared with the constitutional committee. <p>-Secretariat set up</p> <ul style="list-style-type: none"> - staff trained on management, organizational issues, administration, report writing, - equipment, IT and furniture provided. - Constitutional centers in 18 governorates set up. - Research papers commissioned through the secretariat. 								
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IP Outcome 2							
Support Donor Coordination inputs on the Constitution (UNAMI)							
IP Output 2.1	Indicators:						
Coordination mechanism of international community is support of the constitutional process in place	<ul style="list-style-type: none"> - Coordination mechanism on exchange, technical and programme cooperation and coordination operational - trained staff for the Secretariat. - Defined cooperation with international CSOs that are already active on the ground; identify activities that the OCS can carryout in cooperation with international organizations and donor community. - Coordination of international input to avoid duplication of efforts, coverage of all Governorates to the large extent possible, equitable/ fair spread of activities. 						

<p>IP Outcome 3 Support media and public information activities of the constitutional committee by promoting public outreach initiatives that will help public dialogue and debate among the wider population, on procedures, structure and content of the Constitution (UNDP).</p>							
<p>IP Output 3.1</p> <p>Media and Public Information Unit established and public outreach initiatives that will help public dialogue and debate among the wider population, on procedures, structure and content of the Constitution is promoted (UNDP)</p>	<p>Indicators:</p> <p>Media and community outreach office within the Constitutional Committee premises established and fully operational.</p> <ul style="list-style-type: none"> - Mechanisms to channel inputs and feedback from the public created. - Iraqi resources identified and hired to manage the Media and Public Information Unit and activities. - trained staff - reports generated and made available to the constitutional committee. - Public participation increased and two ways communications established between the Committee and 						<p>Formal monitoring by UNAMI, UN agencies, Constitutional Committee.</p> <ul style="list-style-type: none"> - Ongoing monitoring and reporting by print and electronic media, CSOs. - International Donor Community. - Progress reports and evaluations by UNAMI to CC, donors, UN agencies

	<p>sub-committees, the media and interested public.</p> <ul style="list-style-type: none"> - Legal and other information provided to the public at large. Public information offices in 18 governorates and number of focal points in other cities established equipped with IT and human resources –project managers. - Promotional materials developed and printed in Arabic and Kurdish, and distributed through Iraqi counterparts, media, CSOs. - 1-2 TV/ radio shows in each governorate-weekly, monthly. - Major newspapers publishing informed op-ds and other articles on daily basis. - 5 public opinion polls with COSIT showing improvement of 								
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	<p>general understanding of the constitutional process and a draft constitution.</p> <ul style="list-style-type: none"> - Conferences, town hall meetings , in Baghdad and the regions carried and results reported to the committee members , CSOs, media and the general public. - Members of the Committee and the sub-committees and other key political, religious, community leaders consulted. - Media monitoring and reporting daily on the work of the constitution committee, NGOs and other actors. - media interviews - 5 Public opinion polls organized in collaboration with COSIT - information disseminated to CSOs , HRs and professional 						
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	organizations, universities, and 18 governorates through information centers.						
IP Outcome 4 Promotion of inclusiveness and participation in the constitution making process							
IP Output 4.1 Civic education and public participation promoted through CSOs: (Stipulated under the attached Project Documents of UNOPS, UNIFEM, and UNESCO) NB.(UN Agencies would ensure inclusiveness through careful selection of participants based on identified merits)	Indicators: - Performance monitoring mechanisms in place. - Records, reports and publications for each activity, events, and discussions. Reports made available to journalists, public on line and in hard copy. - Timetables for work-plans and progress reports agreed and developed and distributed. - Training Workshops, sessions, roundtable discussions. - Regular meetings with UNAMI Baghdad, Amman NY. - Regular Meetings with the donor community.						

