

**FINAL NARRATIVE REPORT
IRFFI/UNDG IRAQ TRUST FUND (UNDG ITF)**

<p align="center">Participating UN Organization(s)</p> <p>UNOPS</p>	<p align="center">Sector(s)/Area(s)/Theme(s)</p> <p>Governance</p>										
<p align="center">Programme/Project Title</p> <p>C9-20: Facilitating Reconciliation in Iraq through Constitutional Review and National Dialogue</p>	<p align="center">Programme/Project Number</p> <p>ATLAS Project Number: 66950 ATLAS Award Number: 54950 ITF Project: C9-20</p>										
<p align="center">Programme/Project Budget</p> <table border="0"> <tr> <td>UNDG ITF:</td> <td>USD 6,033,807</td> </tr> <tr> <td>Govt. Contribution:</td> <td>USD</td> </tr> <tr> <td>Agency Core:</td> <td></td> </tr> <tr> <td>Other:</td> <td></td> </tr> <tr> <td>TOTAL:</td> <td>USD 6,033,807</td> </tr> </table>	UNDG ITF:	USD 6,033,807	Govt. Contribution:	USD	Agency Core:		Other:		TOTAL:	USD 6,033,807	<p align="center">Programme/Project Location</p> <p>Region (s): Nationwide with bulk of activities in Baghdad</p>
UNDG ITF:	USD 6,033,807										
Govt. Contribution:	USD										
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<p align="center">Final Programme/ Project Evaluation</p> <p>Evaluation Done X Yes <input type="checkbox"/> No Evaluation Report Attached X Yes <input type="checkbox"/> No</p>	<p align="center">Programme/Project Timeline/Duration</p> <p>Overall Duration 58 months, 26th October 2006 - 31st August 2011. Original Duration 12 months, 26th October 2006 – 26th October 2007 Programme/ Project Extensions <u>End Date revised: 31st August 2011.</u> <u>Budget Revisions/Extensions:</u> No cost time extension and budget revisions: (i) 31st December 2008 (ii) 31st March 2009 (iii) 31st December 2009 (iv) 30th September 2010 (v) 30th June 2011 (vi) 31st of August 2011.</p>										

FINAL NARRATIVE REPORT

I. PURPOSE

UNOPS implemented this project with UNAMI Office of Constitutional Support (OCS) to allow the continuation of UNAMI-OCS support to the constitutional review process in order to finalise a constitution that truly can be considered a social contract between the peoples of Iraq. The project included activities in direct support of the Constitutional Review Committee including infrastructural support, organisation of Multi Party Dialogues and Study Tours, and the provision of technical assistance, as well as assistance to Iraqi civil society initiatives supporting the process of constitutional review and national reconciliation.

This programme was specifically developed against the backdrop of the newly drafted Iraqi constitution. The Government of Iraq (GoI) mandated the creation of the Constitutional Review Committee (CRC) to help determine how these issues would be addressed. UNAMI-OCS had already been supporting constitutional activities since 2005. They saw the urgent need to ensure that the CRC had the necessary technical and operational support to deal with its highly controversial mandate. The underlying logic was that supporting Iraqi initiatives on reconciliation (such as achieving consensus on the constitution) would help to promote stability and mitigate potential conflict.

Accordingly, the purpose with the project was to:

1. Provide support to key Iraqi governmental institutions, parliamentarians and politicians, and in particular the Constitutional Review Committee, to manage the constitutional amendment process and implement constitutional mandated laws.
2. Nurture a consensus-based constitution-review and implementation process by raising the awareness of the key issues in such a way that they are prioritised, internationalised and technicised and by providing neutral environment for and facilitation of dialogue between political actors.
3. Reach out to the wider Iraqi society to increase inclusiveness and transparency of the constitutional review and implementation process and foster national reconciliation through public outreach and support to civil society initiatives.

The outcomes of the programme/ project were:

1. Technical and logistical Support to the Constitutional Review Committee

- 1.1 Iraqi governmental institutions involved in the Constitutional process are presented with an array of viable best practice options to guide the constitutional review and implementation process.
- 1.2 Improved management of the constitutional review process and implementation of constitutional mandated laws.
- 1.3 Enhanced capacity, both operational and technical, of the Constitutional Review Committee in order to ensure optimal discharge of its responsibilities

2. Consensus-driven Constitution Review through the facilitation of a neutral environment for dialogue

- 2.1 Enhanced process of dialogue between political actors, based on an improved understanding, in and out of Parliament, of options available for the resolution of divisive issues, leads to real consensus-based constitution making process.
- 2.2 Secure the support of influential Iraqi and international actors towards the constitutional process through intense coordination, awareness raising and dialogue.

3. Iraqi society aware and involved in the review process and efforts towards national reconciliation

- 3.1. Greater visibility of the efforts carried out by the Iraqi Government to conduct a transparent, inclusive and consensus-based constitutional review process.
- 3.2. Multi-stakeholder and other initiatives working towards the resolution of divisive constitutional issues, the contribution to cessation of violence in order to provide an environment for constructive dialogue and the support to the national reconciliation plan.
- 3.3. Empowerment of civil society to advocate their constitutional and national reconciliation concerns.

The expected outputs of the programme/project were:

- 1.1.1. Submissions to CRC for constitutional amendments and knowledge-based support on constitutional principles and practices to Iraqi institutions.
- 1.1.2. Improved management of the Constitutional Review Process.
- 1.1.3. Direct support to CRC for logistics and outreach.
- 2.1.1. Inter-party Dialogues and Study Tours.
- 2.1.2. Intensive and ongoing coordination with other international actors involved in the Constitutional Review Process.
- 3.1.1. Publications and Media events.
- 3.1.2. NGO Grant Fund.
- 3.1.3. Civil Society consultation and participation in the Constitutional Review Process.

This project aimed to contribute to the following goals:

UN Millennium Development Goals

- MDG 8: “Develop a global partnership for Development”, point 1, which “...includes a commitment to good governance, development and poverty reduction – nationally and internationally”

Iraqi National Development Strategy

- NDS: “Strengthening good governance and security”

International Compact with Iraq

- ICI Benchmarks/Indicators: 4.2.1. Engaging with Civil Society

List of primary implementing partners and stakeholders including key beneficiaries.

- Iraqi Council of Representatives (CoR)
- Iraqi Constitutional Review Committee (CRC). This committee was part of the Council of Representatives.
- NGOs: 44 NGOs participated in the National Reconciliation Grant Fund, 4 NGOs participated in the Dialogue Grant Fund, and 7 NGOs participated in the component on Participation of Iraqi Civil Society in Resolving Outstanding Constitutional Issues. Two NGOs had coordination roles: Friedrich Ebert Stiftung facilitated the consultation process and Al-Amal Association worked on constitutional debates with 6 other NGOs.
- UNAMI-OCS was the lead agency in ensuring implementation of constitution-related activities in Iraq.
- Friedrich Naumann Foundation (FNS). FNS was contracted by UNOPS to implement the project component on organising two study tours, for CRC members, to Germany/Spain and Malaysia, in order to raise the level of comparative experience with federal systems among members of the CRC.

- ‘Stratagem’ Ltd., a consultancy company based in Belfast, which supported the process of organising Study Tour to Northern Ireland preparations of the compilation of papers summarising messages conveyed to the Iraqi delegation by their interlocutors in Northern Ireland.

The project’s beneficiaries were:

- 275 members of parliament (including the Constitution Review Committee)
- Iraqi politicians and public officials from various institutions, with a special focus on the Chief Justice Office, the Human Rights Commission and the Civil Service Commission.
- Selected staff from the following ministries: Ministry of Justice, Ministry of Interior, State Ministry for Parliamentary Affairs, Ministry of Human Rights.
- High Judiciary Council.
- 18 Governors and a number of regional politicians.
- 56 NGOs / CSOs / academic institutions
- Over 50,000 opinion leaders including community leaders, religious leaders and intellectuals. This includes participants in the National Reconciliation Grant Fund, Parliament Members, participants in the multiparty dialogues, the roundtable meetings, the study visits, the Consolidation Process Grant Fund, the Dialogue Grant Fund and other activities over the 6-year duration of the project. All of these people benefited from the project’s support to the national reconciliation process.
- 34277 direct participants of the events under the NGO Grant Fund, representing diversity of political, religious, social and sect groups.
- 23,400 persons representing diversity of political, religious, social and sect groups participated directly in the events under the NGO Grant Fund during the reporting period.

Project Resources

- **Funds**

The total funds provided by UNDG Iraq Trust Fund was: 6,033,807 US\$.

- **Other funding resources available to the project, if applicable.**

Not applicable.

- **Budget revisions approved by ITF Steering Committee**

An internal budget revision was done between UNOPS and OCS and was approved on 20 June 2007. In the initial project budget the funds of USD 1,000,000 were allocated for the National Reconciliation Grant Fund. During the selection process project proposals were selected totalling more than the amount allocated. With the agreement of OCS, the budget was revised by the way of reallocating USD 200,000. The transfer of funds was done within one budget component and amounted to less than 10% of that component.

No cost time extension and budget revision approved on 18 December 2007 – new duration until 31 December 2008.

No cost time extension and budget revision approved on 17 November 2008 – new duration until 31 March 2009.

No cost time extension and budget revision approved on 2nd February 2009 – new duration until 31st December 2009.

No cost time extension and budget revision approved on 17th November 2009 - new duration until 30th September 2010.

No cost time extension and budget revision approved on 15th November 2010 - new duration until 30th June 2011.

No cost time extension and budget revision approved on 12th July 2011 - new duration until 31st August 2011.

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

Variance From Planned Results

This project was originally foreseen to have a duration of 12 months, with a project end date of 24 October 2007, but it was repeatedly extended until the final revised end-of-project date on 31 August 2011 because of the political situation and other reasons. For a detailed discussion of the reasons for variance from the project plan, see the section below on “Key Constraints.” The following section lists major activities that were added as the project was being extended, explains activities that were not completed as planned, and finally discusses the complete set of results under the project.

Additional Activities Added After the Start of the Project

Outcome 1, Output 1.1

- **Roundtable on Minorities in Iraq**, titled “Concepts for a Future Legislative Framework on the Protection of the Rights of Ethnic and Religious Communities (Minorities) in Iraq.” This activity was added in October 2008 during the 3rd project extension (until Dec 2009) and delayed repeatedly because UNAMI was unable to secure confirmation from key officials from the federal and regional governments, including representation from the Council of Ministers or Prime Minister’s Office. Due to reasons beyond the control of the project, the event was not implemented.
- **Virtual Teleconference (VTC) on Constitutional and Legislative Dimensions of the Federation Council** organised by the Research Directorate of the Iraqi Council of Representatives with support from the Office of Political and Constitutional Affairs of UNAMI and UNOPS. This activity was added in October 2008 during the 3rd project extension (until Dec 2009). Due to reasons beyond the control of the project, the event was not implemented.

Outcome 2, Output 2.1

The number of Multi-Party Discussions (MPDs) and Study Tours as per the original project proposal was achieved by October 2008, one year later than planned, because of the delays described in the “Key Constraints” section below. Activities of this kind continued to be organized, including the activities below which were added to the project plan.

- **Roundtable Meeting on the NGO Law in Erbil** to review the then current draft of the NGO Law. This event was successfully organized from 1-3 March 2008. See Output 2.1 below for details.
- **April 2009 Roundtable in Erbil**. This activity was added in October 2008 during the 3rd project extension (until Dec 2009), and was successfully conducted from 7-8 April 2009. See Output 2.1 below for details
- **May/June 2009 Constitutional Conference in Baghdad**. This activity was added in October 2008 during the 3rd project extension (until Dec 2009). However, because of the difficulties described above, the event was changed from a four-day conference on constitutional issues to a two-day “Conference on the Future of Iraq” focusing on issues of hydrocarbon revenue and

water sharing. This revised event was held successfully in June 2009. See Output 2.1 below for details.

- **Roundtable Discussion on Water Sharing.** This activity was added in October 2008 during the 3rd project extension (until Dec 2009). It was not implemented independently as planned; instead, it was incorporated in the “Conference on the Future of Iraq” in June 2009. See Output 2.1 below for details

Outcome 3, Output 3.2

All activities planned under this output in the initial 12-month project implementation period were completed in the first part of project implementation. As the project was subsequently extended and funds remained, additional activities were included in the project implementation strengthening overall participation in the reconciliation process.

- **Dialogue and Peacebuilding projects** in Baghdad and Kirkuk were added in October 2008 during the 3rd project extension (until Dec 2009). These projects sought to build on the National Reconciliation Grant Fund, which was completed during the original project period. The projects were carried out, but did not achieve all of their objectives due to underperformance of the implementing NGO. See Output 3.2 below for details.
- **Participation of Iraqi Civil Society in Resolving Outstanding Constitutional Issues..** this project promoted constitutional debates of Iraqi civil society and provided civil society representatives with opportunities of interacting with decision makers and providign them directly with their feedback regarding constitution and relations between public authities and civil soicety See Output 3.2 below for details.

Results in Detail

Outcome 1 - Technical and Logistical Support to the Constitution Review Committee

Note on Variance: Activities under this outcome were severely limited by the political constraints faced by the project. In 2010 in particular, members of government and parliament were focused in the federal election campaign and the protracted negotiations that followed. During this time, none of the project activities geared toward political decision makers could be implemented. See the “Key Constraints” section below for details.

Output 1.1 - Submissions to CRC for constitutional amendments and knowledge-based support to Iraqi institutions

Advising:

Over the course of the project, OCS closely monitored the CRC’s discussions and, where relevant, provided inputs to discussions aimed at facilitating a political agreement on the constitutional amendments under the Article 142 Constitutional Review Process.

OCS prepared a number of papers and formulations in support to the work carried out by the CRC, including: (i) initial Issues Paper for the Constitutional Review Committee which identified specific areas of the Constitution which OCS believed to merit review; (ii) submissions on six substantive constitutional issues: Fiscal federalism; federalism; the Federation Council; independent institutions; the judiciary; and human rights; (iii) developed advice on the design of the Constitutional Review Process itself; (iv) multiple advisories on the topics of: division of powers; the transition from governorate to region, the federation council, fiscal federalism and wealth sharing, independent institutions; the transition from governorates to regions; and the judiciary.

OCS commented on several key pieces of legislation with constitutional implications that were before the CoR. In particular: (i) OCS monitored the progress of these legislations and provided commentaries on the draft *Law on the Executive Procedures to Form Regions*; (ii) the draft *Law on Governorates not Organized into Regions*; (iii) the draft amendments to the *De-Ba’athification Law*;

(iv) the inter-relationship between the Constitution and the draft *Hydrocarbon Law*; (v) the draft *Revenue Sharing Law*; (vi) *Petroleum Law for the Kurdistan Region*.

OCS provided likewise a technical assistance and commentary on the law on Governorates not formed in to Regions in the course of its preparations.

CRC Report:

The Constitutional Review Committee released a draft report on proposed Constitutional Amendments that reflected an internal consensus within the Committee on 23 May 2007. The set of issues addressed in this draft report were largely those prioritized by OCS. The report contained a number of proposed amendments, which if ultimately adopted, could have represented a major breakthrough from a standpoint of establishing a functional federal system for Iraq. While certainly not perfect, particularly with respect to the CRC not having taken up recommendations by OCS relating to human rights and mechanisms for the transition from governorates to regions, the draft report represented an important achievement in the context of the difficult circumstances faced by Iraqi political leaders and the country as a whole. Following this, OCS produced a detailed commentary on the CRC's draft report of 23 May 2007.

The lack of high level political agreement on the CRC's draft report resulted in a series of extensions of its mandate until September 2007, June 2008, August 2009, and finally March 2010. The CRC continued to refine the technical quality of its draft report following the first extension, and OCS provided ongoing and direct technical support to the CRC draftsman on the ordering and sequencing of the Constitution.

In July 2008 the CRC presented a second report, in which it outlined a set of politically divisive issues on which a consensus had not been reached. These included the powers of the Iraqi presidency; the respective powers of governorates and regions vis-à-vis the center, the constitutional dimensions of hydrocarbon management, and the status of Kirkuk. In response, UNAMI OCS and UNOPS launched a series of four roundtable discussions on the topic of federalism/hydrocarbon management (July 2008; November 2008; April 2009; June 2009), which was intended to provide key Iraqi stakeholders with an opportunity to debate and refine their respective positions in this area and to move toward a consensus-based resolution (see Output 2.1 below).

The CRC concluded its work in January 2010, and its mandate officially lapsed on 15 March 2010, together with that of the Council of Representatives. The third CRC report was informally submitted to the Presidency of Iraq in July 2009, but it was not formally received by the Iraqi Council of Representatives. The July 2009 Report acknowledges that a number of key constitutional issues, including the management of hydrocarbon resources, the Paramountcy Clause (Art. 115), the formation of the Federation Council, the status of Article 140 and Kirkuk, and the respective powers of the Presidency, governorates and regions within the Iraqi federation remain unresolved.

Experts:

Throughout the project implementation OCS/UNOPS managed a pool of 19 short-term international experts to support OCS in the fields of constitutional law; federalism; fiscal federalism; resource sharing; oil, gas and hydrocarbon law; data base management; political economy of the region; water management as well as reconciliation. These experts contributed to preparations of the submissions, drafted papers and analysis, participated in meetings, conferences, dialogue meetings organized in the course of the project. Similarly the project engaged with 11 national Iraqi experts supporting in particular roundtables and conferences.

Other Events:

In the project final stage preparations were undertaken to organize a roundtable on "Concepts for a Future Legislative Framework on the Protection of the Rights of Ethnic and Religious Communities (Minorities) in Iraq," with participation of key officials from the federal and regional governments, including representation from the Council of Ministers or Prime Minister's Office. A virtual teleconference (VTC) on the Federation Council with participation of Council of Representatives members and an Oxford expert on federalism was also planned. The two events could not be implemented due to reasons beyond the control of the project.

Output - 1.2 Improved management of the Constitutional Review Process

Activities under this output began in November 2006 (CRC was formed on 25 September 2006 but did not convene until December). OCS provided technical advice for modalities by which the committee may better realize its objectives. In the initial stage OCS issued written advice on the design of the Constitutional Review process itself as well as a formal submission to the CRC regarding the implications of the form of the CRC's final report for a subsequent vote in the Council of Representatives and a future constitutional referendum. Throughout the period of the CRC's work, OCS maintained regular communication with CRC members and supported the Committee by commenting on drafts and providing direct technical support to the Committee's draftsman. Committee members also approached UNAMI OCS for assistance with the formulation of textual options on contentious issues.

OCS met jointly and separately with the Presidency of the CRC in order to better understand the political positions and room to manoeuvre with respect to the key issues of the distribution of powers and wealth sharing. Members of the Constitutional Review Committee consistently described the working atmosphere in the Committee as "constructive" and "responsible". As compared to the Constitutional drafting process, a wider group of political blocs were actively involved in the review process, including representatives of all of Iraq's major communities.

In the second part of 2007, the CRC did not convene as a body, with all its members, after issuing the May 2007 draft report. During this period only informal meetings of CRC members and members of sub-committees took place. This influenced dynamics of the entire constitutional process. In consequence neither OCS nor UNOPS could play any significant role in the improvement of the management of the constitutional review process. OCS continued meeting informally with various politicians, including chairmen of various CoR committees, related to the constitutional review process and UNOPS carried on work on arrangements for CRC infrastructural assistance throughout the period. In 2008, OCS continued meeting bilaterally with various elected political leaders and officials, including the Chairs of various CoR committees, related to the Constitutional Review Process. UNOPS carried on work on arrangements for CRC infrastructural assistance throughout the period. The Constitutional Review Committee of the Iraqi Council of Representatives submitted its Second Report to the "3+1" (President, Vice-Presidents and the Prime Minister) in July 2008. This Report outlined a set of questions within the Constitutional Review Process on which the CRC has been unable to reach a political consensus. These issues relate to the very core of the design of the Iraqi state and included Article 140; the powers of the Presidency and the regulation of oil and gas. In 2009 and 2010 regular communication of OPCA with various elected political leaders and officials, including the Chairs of various CoR committees (such as the CRC, Oil and Gas Committee and Regions Committee), related to the Constitutional Review Process continued. The Constitutional Review Committee of the Iraqi Council of Representatives submitted its Second Report to the "3+1" (President, Vice-Presidents and the Prime Minister) in July 2008 and its Third Report (final report) in July 2009, on which it then consulted with the Iraqi Presidency and heads of political blocs. However, as outlined above, this report has not been formally received by the Iraqi Council of Representatives

In May, 2010, UNAMI OPCA established a Committee on Ethnic and Religious Communities in Ninewa and continued to meet with members of the Committee. Three sub-committees on Security, Political, Cultural, Religious and Administrative Rights as well as Education and Services were also established to work with the Committee in drafting a set of recommendations adopted by the Committee on Ethnic and Religious Communities to be incorporated in the larger Ninewa agreement to end the boycott of the Ninewa Provincial Council. The recommendations focused on representation of minorities in local police, curriculum reforms, language rights and preservation, access to institutions of higher learning especially by the minorities in the disputed areas, establishment of satellite universities, preservation of cultural rights and protection of places of worship, and the implementation of Article 125 of the Constitution which guarantees the political, administrative, cultural and educational rights of various ethnicities.

Output 1.3 - Direct support to CRC for logistics and outreach

Implementation of activities under this output began with negotiations between the CoR and UNOPS and the subsequent signing of a Memorandum of Agreement on support to the CoR. UNOPS offered to support the CRC with resources needed for the Secretariat and Public Outreach Unit. The support included infrastructural assistance in the form of equipment in-kind donation and provision of funds for covering salaries of part time, specialized staff. The form and content of the support was designed by UNOPS and the CoR during the consultations preceding the conclusion of the MoA. By mid-2008, all of the equipment and consumables procured internationally and locally were handed over to the CoR. The funds were also transferred. The list of equipment include: 9 laptops, 20 desktop computers, 20 chairs, 5 file cabinets, 1 data show, 1 laser printer, 1 shredder, 1 polycom power supply.

Outcome 2 - Consensual constitution review through providing neutral environment for dialogue

Output 2.1 – Multi Party Dialogues (MPD) and Study Tours

Study Tours

Two study tours were organised in cooperation with the Friedrich Naumann Foundation (FNS): one to Germany and Spain (10 – 18 February 2007) and the other to Malaysia (10 – 19 February 2007). The participants of the Germany/Spain tour constituted of: 12 CRC members, including the CRC Deputy Chair and head of the political sub-committee. The members of the delegation represented all political, ethnic and religious constituencies of the Iraqi CoR. The Malaysia Tour brought together 10 Members of CoR and CRC, representing three major political blocs – United Iraqi Alliance, Kurdish Alliance, National Accord Front and one member of the Iraqiya list. Participants included both the Chairperson and a Deputy Chairperson of the Constitutional Review Committee. In total, 22 members of the CRC participated in the study tours, which constituted two-thirds of the CRC members. The missions included substantive discussions with high-level government officials.

- In Europe, the delegates focused on an examination of Spain's asymmetrical federal arrangement and the role of the German Upper House (Bundesrat) in coordinating between Germany's states (Länder) and its federal government.
- In Malaysia, the delegates concentrated on the practice of federalism in Malaysia, with an emphasis on the problems created by the imbalance of the distribution of powers between the federal and state governments, as well as an examination of the importance which the Malaysian government places on its national unity and integration strategy.

A Study Tour to Northern Ireland was organised between 1 and 9 of March 2008. The group of 13 participants was led by the Chair of the Constitutional Review Committee, and included Christian Assyrian, Turcoman, Kurd, Shia and Sunni Arab representatives. Apart from CRC members the delegation included the Chair and Vice Chair of the Council of Representatives Regions Committee, the CRC legal advisor as well as a representative from the Sadrism Bloc. The study tour programme in Belfast and its surroundings covered the themes of conflict resolution, consensus building, and management of political transition during conflict linking in multi-party engagement, power sharing arrangements and minority inclusion as well as the roles of civil society, technical experts, and the business sector in dialogues. Participants of the study tour met Northern Ireland politicians representing various political parties (including the Prime Minister and Deputy Prime Minister), representatives of institutions established to monitor the peace process, academia and civil society.

Inter-Party Dialogues (IPDs)/Roundtables:

- IPD in Cairo “*Mapping Out a New Federal Judicial System for Iraq*” was organised from 21 to 23 January 2007 and was addressed to 17 participants, including members of the CRC, the CoR, the Higher Judicial Council, Prime Minister's office, Kurdistan Regional Government, and Iraqi civil society and academia. With the support of international experts, participants

discussed Iraq's judicial architecture as well as the constitutional amendments and implementing legislation necessary to create a fully functional federal judicial system.

- IPD in Dubai "*Iraq's Federal Structure and Fiscal Flows: An Agenda for Constitutional Amendment?*" was organised from 25 to 28 February 2007 and gathered 19 Iraqi delegates, including 16 CRC members and 3 advisors to federal government officials. The participants included the chairman of the CRC political subcommittee, representatives from a wide range of political blocs, and advisors to prominent government officials. The first dialogue concentrated on the federal structures envisaged in the Iraqi Constitution while the second dialogue focused on the fiscal arrangements set forth in the document.
- A Roundtable Meeting on the NGO Law was organized in Erbil between 1 and 3 March 2008. The main goal of the Roundtable was to review the then current draft of the NGO Law, prepared by the Ministry of Civil Society Affairs. The Roundtable gathered a total of 24 Iraqi policy-makers (4 civil society, 5 MPs, 15 government officials), 4 experts and 12 UN and International NGO observers. The following institutions were represented: Deputy Presidents' Offices, Council of Ministers, Deputy Prime Minister's Office, Ministries of Planning, Human Rights, Civil Society and National Security, NGO Assistance Office and KRG. The meeting resulted in adopting "The Erbil Declaration". The Declaration based on discussions held among the participants constitutes a Statement of Principles on the Legal Framework for NGOs in Iraq.
- Roundtable IPD on Constitutional Dimensions of Hydrocarbon Revenue was organized in Baghdad on 14 of July 2008;
- Roundtable IPD on Water Sharing was organized in Baghdad on 15 of July 2008. The two roundtables gathered 34 participants each including MPs, members of CRC, GoI, invited experts and UN. The roundtables were very well received by the Iraqi interlocutors and broke new ground in that they led to a constructive discussion between parliamentarians and ministerial staff in the area of hydrocarbon revenue and water sharing.
- Roundtable IPD on Iraqi Legislative Framework for the Protection of Women's and Children's Rights was organized in Baghdad on 23 and 24 of November 2008 bringing together 70 participants;
- Roundtable MPD on Hydrocarbon Management within a Federal System was organized in Baghdad on 25 and 26 of November 2008 bringing together 68 participants. Each of these two Roundtables brought together participants including MPs, members of CRC, GoI, KRG, KNA, invited national and international experts and UN. The Roundtable Multiparty Dialogues achieved a high level of participation and provided a unique opportunity for a diverse group of Iraqi actors to engage with one another and to create a foundation, on which to build future events, which was requested from UN by RT participants. The first RT provided a platform for open discussion between representatives of the government and civil society. The participants were able to express their views freely, which allowed for successful discussions leading to concrete recommendations.
- The roundtable IPD on "Hydrocarbon Resource Management in the Context of a Federal System" was organized in Erbil on 7 and 8 of April 2009. The event was attended by approximately 140 participants representing GoI, CoR, KRG, KA and experts. During the course of the roundtable meeting participants discussed federalism and hydrocarbon resource management. Broad agreement was achieved among participants on Iraq's future as an asymmetrical federal system, comprising the KRG and the various governorates. While outlining their perspectives, both sides emphasized their flexibility and willingness to compromise.
- The conference on the 'Future of Iraq' was organized in Baghdad on 14 and 15 of June 2009. The conference was attended by app. 100 participants representing GoI, CoR, KRG, KA and

experts. The participants of the conference discussed hydrocarbon revenue and water sharing. The participants stressed the existing broad agreement between the GoI and the KRG on the principle of revenue sharing, including automatic transfers. They also agreed that among the major outstanding issues that need to be resolved are definitive allocations of revenue to the GoI and the KRG, as well as the financing of strategic national projects by the central government. They underlined the need for establishing a national council for water resources to promote coordination in water regulation and management, and launching a coherent national water strategy and legislation that would effectively address environmental needs, agricultural needs, and electricity and oil production demands.

Seminars:

On 28 and 29 March 2007 two seminars were held in Erbil for the sub-national levels of government in Iraq that will be directly affected by changes to the federal system: Iraq's Governorates and the KRG.

- A seminar with KRG gathered 36 delegates, including the Speaker of the Kurdistan National Assembly (KNA), three regional Ministers (Justice, Education and Civil Society Affairs), a number of members and committee chairs from the KNA, the Governors and Provincial Council Chairpersons from Erbil, Sulaymaniyah and Dahuk, the KRG Coordinator for UN Affairs, representatives from the Kurdistan judiciary, the regional bar association and civil society experts and academic experts in law and political science.
- A seminar with representatives of Governorates of Iraq was held for 35 Iraqi delegates, including the Governors or Deputy-Governors of 12 governorates (Babil, Basrah, Diyala, Erbil, Kerbala, Kirkuk, Missan, Muthanna, Ninewa, Salah Al-Din, Sulaymaniyah and Wassit), the Provincial Council chairpersons of 11 governorates, the Minister of State for Governorate Affairs, the KRG Coordinator for UN Affairs, the Chair of the Governorates Committee in the CoR, representatives from the Prime Minister's Office and Deputy Prime Minister's Office, as well as other important delegates. Issues discussed in the seminars included the draft *Law on Governorates Not Organized into Regions*, the envisaged procedures for transitioning from a governorate to a region, the draft *Revenue Sharing Law* and *Hydrocarbon Law* and their impact on fiscal flows between regions, governorates and the central government, the format and structure of the Federation Council, and finally the relationship between the draft Kurdistan Regional Constitution and the Iraqi Constitution.

Other Activities:

In addition to the aforementioned activities the OCS has been closely involved in UNAMI's work on the Disputed Internal Boundaries (DIBs) and the development of options for the status of Kirkuk, which remains one of the key outstanding issues under the Iraqi Constitution.

Output 2.2 – Intensive and ongoing coordination with other international actors involved in the Constitutional Review Process.

Throughout the project implementation period coordination was taking place in Baghdad and in Amman via various bodies. It included the International Coordination Group on the Constitution (Baghdad) and in Amman through Cluster C Constitution Group (later Governance Sector Outcome Team). Numerous other informal meetings were also attended by OCS.

In addition to that OCS presented proposals for strengthening freedom of expression and the right to information in Iraqi institutions at *The International Conference on Freedom of Expression and Media Development in Iraq* organised in Paris by the Communications and Media Commission of Iraq in cooperation with UNESCO and UNDP. OCS also coordinated with other UN agencies on submissions prepared for the CoR. The submission on human rights was a triumvirate submission involving input from the UN Country Team (in particular UNIFEM, UNESCO, UNICEF) and UNAMI Human Rights Office.

In order to strengthen coordination OCS circulated for comment its submissions to the CRC and shared its commentary on the CRC draft report with Baghdad-based representations of the

international community. Furthermore, during the Constitutional Review Process, and subsequent to the CRC's delivery of its draft report, OCS held a number of meetings with senior officials of the international community, during which it stressed the importance of international support for the CRC's draft report. In addition to that, OCS hosted a Legislative Roundtable, a multilateral effort of the international community in Baghdad to share information and coordinate advice to the CoR, as appropriate, on both legislative and constitutional matters.

Outcome 3 - Iraqi society aware and involved in the review process and efforts towards national reconciliation

Output 3.1 - Publications and Media events

The publication and media element of support to the Constitutional Review Committee was not as extensive as originally planned. This was partially in response to a strategic decision taken by Committee members to refrain from discussing the constitutional negotiations in the media. It was felt by Committee members that, given the polarized environment in Iraq today, the Review would have a better chance of delivering consensus-based substantive changes outside of the harsh public spotlight. UNAMI OCS respected this decision by the Committee members but also took advantage of OCS organized events to work to raise the understanding of constitutional issues with the Iraqi public.

Press Conferences

During the study tours to Spain/Germany and Malaysia, OCS staff and CRC members participated in press conferences that received coverage in both the Iraqi and international media. An application to hold a press conference following the two Inter-Party Dialogues on federalism and fiscal federalism held in Dubai was rejected by the UAE government. Then following the study tours to Spain/Germany and Malaysia, OCS organized and participated in a press conference on 20 March 2007 at the Iraqi Convention Center on the just completed multiparty dialogues and study tours. Subsequently, after each of the Seminars held in Erbil on 28 and 29 March, OCS organized and participated in press conferences for the seminar participants. The press conferences were well attended by Iraq's Arab and Kurdish media as well as international agencies. The press conferences provided an opportunity to raise the profile of the Constitutional Review process and for the participants to present their points of view to the media.

Press Releases

Furthermore, at critical junctures in the Constitutional Review process UNAMI issued press releases reiterating its support to the process. The first press release was issued on 14 May and encouraged the political blocs to find compromise on constitutional issues as the deadline for the delivery of the CRC's report approached. The UN Secretary-General also issued a similar statement at this time. Following the delivery of the draft report, on 23 May, UNAMI issued a press release commending the work of the CRC and encouraging the Committee to resolve outstanding issues and to further consider amendments in those areas which draft report did not fully address. Both of these press releases endeavoured to identify the key issues at stake and why substantive amendments to them were in the interest of all Iraqis.

Media Engagement

Iraqi NGOs used media in the course of various projects to promote their activities and engagement of civil society in the constitutional debates. In the course of implementation of the National Reconciliation Grant Fund 95% of the implementing partners engaged in cooperation with media, which additionally increased impact of their projects. Another example is the conference on Consolidation of Constitutional Recommendations developed during National Reconciliation Grant Fund project organised in Baghdad on 16th July 2008. This conference received very extensive media coverage including thirteen TV channels and three newspapers.

Publications

UNOPS designed and produced a set of documents on the National Reconciliation Grant Fund in both Arabic and English. This consisted of pamphlets (500 Arabic, 200 English), booklets (300 in both

languages) and a multimedia presentation (300 in both languages). The publication on the National Reconciliation Grant Fund (Arabic and English) was distributed among Iraqi officials, civil society and international community. The publication served as promotion of Iraqi Civil Society's role in the constitutional review process and was distributed among Iraqi officials, civil society and international community.

In 2008 and 2009 UNOPS commissioned and published a publication containing compilation of papers prepared by selected Northern Ireland (NI) lecturers, who participated in meetings with the Iraqi delegation during the Study Tour to Northern Ireland in March 2008. The papers included a summary of the messages conveyed to participants during the meetings on topics of: NI political system, key institutions for maintaining political balance, role of civil society and academia in achieving and maintain peace in NI, issues on power sharing. 500 copies of the English - Arabic publication were printed and distributed widely among Iraqi MPs, members of the Government, donor community in Baghdad. The official launch of the publication took place in the Northern Ireland Assembly in Belfast under auspices of NI Assembly speaker. The event was broadcasted by various media.

Output 3.2 - NGO Grant Fund

National Reconciliation Grant Fund (NRGF) (2007)

The goal of the NRGF was to fund projects emanating from, and implemented by, Iraqi civil society to promote dialogue and debate of issues of national importance in the public sphere and to foster reconciliation as a result of these efforts. The topics tackled, in the course of the projects, with regards to the Iraqi Constitution included: the judicial system, human rights, separation of powers, management of natural resources, federalism, status of individuals and groups in the law. During the selection process 20 grants were approved (19 projects and an NGO - monitoring agent). 20 projects were implemented by 13 coalitions of NGOs, 6 individual NGOs and a NGO-monitoring agent, and 600 events were organised including workshops, seminars, theatre plays and panel discussions.

The projects covered all 18 Iraqi governorates. The fund gave appropriate recognition to geographic and demographic spread. Examples of projects include training programmes, seminars, public debates, theatre plays for different constituent groupings, e.g. women, youth, farmers, disabled persons etc., and conflict management projects requiring groups to engage on constitutionally divisive issues. The projects were based on involvement of various religious, social and political groups including religious clerics, parliament and government members, representatives of local authorities, sheiks, jurists, members of law enforcement services, teachers, students etc. The projects created a forum for these groups to voice their opinions on the constitution and national dialogues and also provided opportunities to enhance awareness of the constitution and the constitutional review process.

During the implementation of the projects, the grantees prepared recommendations on constitutional review, which were then further developed and consolidated into one document.

The National Reconciliation Grant Fund (NRGF) was planned, executed, and concluded in the initial 12-month project implementation period. As the project was subsequently extended and funds remained, it was decided to create a second round of grants to follow up on the NRGF, strengthening overall participation in the reconciliation process. To this end, the Dialogue and Peacebuilding projects in Baghdad and Kirkuk were added to the project in October 2008 during the 3rd project extension (until Dec 2009).

Dialogue and peacebuilding project (2008 – 2009)

Phase I

Based on the projects implemented during NRGF, UNOPS contracted one of the NRGF partners together with another Iraqi NGO with experience in projects on conflict resolution, to conduct Dialogue and Peacebuilding projects in the communities of Nuayriyah and Gejara in Baghdad Al Jedede in Baghdad. Preparations for the project commenced with a 2-day workshop (26th and 27th of May) organised in Baghdad, which brought together community stakeholders and allowed for

participatory planning. The project implementation commenced in October 2008 and aimed at supporting initiatives countering conflict trends in ethnically and religiously mixed community of Baghdad Al Jedede. The project sought to contribute to activation of the communities around the theme of peacebuilding by supporting concrete activities such as job creation, support to schools, and awareness raising. The implementing NGO in cooperation with the local communities also carried out a Participatory Rapid Appraisal (PRA) exercise to better understand the communities' needs and engage in future planning.

The project did not achieve all of its objectives due to the underperformance of the implementing NGO. The implementation was put on hold by UNOPS at the end of 2008 based on suspicions that the NGO had forged some of the invoices submitted to UNOPS with the midterm financial report. An investigation on the forged invoices was carried out in 2009 and resulted in the identification of financial irregularities in the NGO's accounting, including forgery of invoices. The project was terminated and the NGO was not reimbursed for the expense in question. More information can be obtained from UNOPS upon request from ITF or a donor.

A parallel project was implemented in Kirkuk by the NGO Insan. This parallel project was funded by project C9-21e. For details on its implementation and results, please refer to reporting by that project.

As a part of the peacebuilding projects in Baghdad and Kirkuk, the Egyptian company AIDME was contracted to render technical assistance during the project implementation (cofounded by project C9-21e). AIDME offered ongoing technical assistance to NGOs via remote communication means (e-mail, phone). Furthermore NGOs participating in the project were trained/coached by AIDME on techniques of PRA through two events and a dedicated website:

- Training on Rapid Participatory Appraisal for 2 NGOs and communities leaders from Baghdad and Kirkuk organized in Erbil from 11th to 23rd October. The training gathered 17 participants;
- A workshop in Erbil for 2 NGOs and communities' representatives from Baghdad and Kirkuk, on analyzing PRA findings and community planning, organized from 13th to 17th December. The workshop brought together 13 participants;
- A dedicated website established for the purposes of the project implementation: <http://www.aidme-coaching.org/>

Phase II

This phase was co-funded by project C9-21e and built on the PRA organized by the NGO Insan in 2008 with support of UNOPS. The 2009 intervention allowed targeting some of the needs identified during the 2008 PRA process. The aim was to sustain peaceful coexistence and community cohesion in the community of Rapareen in Kirkuk through alleviating sufferings of community members and promoting peace-building.

The main achievements of the project included: 18 beneficiaries completed a business management training; 30 youth enrolled in mobile phone fixing training; 30 youth enrolled in computer maintenance training; 9 youth enrolled in a theatre training activity, where 3 theater presentations have been conducted; 53 women enrolled in a decorative sewing activity and received training; 2 advocacy trainings and meetings were held with local authorities to present the reasons of the frustrations of the inhabitants of Rapareen; topics raised included the problem of garbage in the area and lack of garbage containers, the problem of sewage in the roads which are not paved where the water is accumulating, the lack of green areas, and others. All together 186 persons benefited directly from the project activities and grants and the entire community has actively participated in most of the activities.

During the two phases, at the community level the peace-building project in Rapareen paved the way for further interventions as the community was mobilized and came together around the different activities implemented with this initiative.

Output 3.3 Civil Society consultation and participation to constitutional review

Constitutional Consultation Campaign (2007)

The Constitutional Consultation Campaign was implemented by UNOPS together with FES in 2007. In the course of the project, 36 one-day workshops for CSO representatives were organised in all 18 Iraqi governorates. 768 CSO representatives participated in the workshops. The CSO participants had the opportunity to exchange their views concerning the constitution and to develop their comments and recommendations. The participants produced documents with CSOs comments and recommendations on the constitution. Subsequently 5 lobby meetings between CSO representatives and members of the main alliances in the CoR took place in Baghdad. 47 CSO representatives and MPs participated. The meetings gave the NGOs a chance to deliver the comments and recommendations of the CSOs to decision makers.

Subsequently, a one-day conference was organised in Baghdad for CSO representatives to discuss the latest developments in the constitutional review process and to finalize the CSO recommendations. 58 CSO representatives from the entire country participated. This conference served to consolidate the various civil society views from across Iraq into a coherent set of recommendations.

Lastly a one-day conference “*Civil Society Input on the Constitutional Review Process*” was held in Baghdad. 99 CSO representatives, MPs, members of the CRC, media actors and representatives of the international community participated. The conference was a tool to deliver the CSOs’ recommendations to the MPs and the CRC members. The conference raised the civil society inputs on the constitutional review. It focused on rights and liberties in the constitution, federalism, wealth sharing and the future formation of regions. It also gave a chance to civil society representatives to present their views on the constitutional review to the media.

A media campaign was carried out and civic education materials were produced, including education materials from the 36 workshops as well as 3 TV spots (broadcasted 38 times), 6 radio spots (broadcasted 90 times) and 21 radio programs.

National Reconciliation Grant Fund – consolidation process (2008)

The Iraqi NGO Al Yaqeen Center was selected to implement a project to consolidate the recommendations from the consultation component and present them to the CRC and other Iraqi decision-makers. To accomplish this, a number of meetings and conferences were organised with participation of various stakeholders:

- One regional meeting in Erbil on 21st and 22nd of June 2008. 22 participants including: representatives of civil society, a MP, representative of IHEC, provincial council and academicians;
- One regional meeting in Baghdad on 27th and 28th of June 2008. 21 participants: representatives of civil society, academics and lawyers;
- One regional meeting in Basrah on 4th and 5th of July 2008. 20 participants: MPs, representatives of civil society, academics and lawyers;
- One Pre-national conference meeting in Baghdad on 14th July 2008, 20 participants: representatives of civil society, academics and lawyers.

At the last stage of the project a National Conference was organised in Baghdad on 16th of July 2008. The conference gathered approximately 130 participants representing civil society, CoR, GoI and the international community and media. Civil society constitutional recommendations were presented to the officials and Iraqi public during the conference. It provided a forum for presenting the consolidated recommendation on the constitutional review as well as papers prepared by the experts to the Iraqi government, CoR, civil society and public.

Following the operational closure of the activity, in the process of verifying reports from the NGO, financial irregularities including suspicion on forgery of invoices were found. The investigation process was carried on through mid-2009. The invoices submitted by the NGO were not reimbursed as a result. The NGO disintegrated in the meantime and no further contact could have been established. More information can be provided by UNOPS upon request from ITF or a donor.

The Dialogue Grant Fund

The Dialogue Grant Fund was a component of this project with the aims:

- 1) To raise the awareness and the understanding among Iraqis of issues related to constitutional-democratic government, including particularly, the distribution of water resources, hydrocarbon management and the situation of minorities in Iraq;
- 2) To promote an open discussion about these issues among Iraqi citizens including student groups;
- 3) To gather recommendations of civil society regarding the best solution for the discussed issues.

Four NGOs were selected: two in Erbil: Ainkawa Centre for Employment (ACE) and Al Mesalla Organization for Human Resources Development, and two in Kirkuk: Iraqi Human Rights Establishment (IHRE) and Civil Development Organization (CDO). This grant fund and the four projects it supported helped establish effective dialogue spaces and facilitated debate among various stakeholders at a local, grass roots level. Complete reports including the findings with recommendations were compiled and shared with the authorities and main stakeholders as a contribution to the debate and in support to a broader national dialogue over vital issues.

List of Projects funded through the Dialogue Grant Fund

A project was implemented in the governorate of Erbil with the aim to bring together Iraqis to discuss vital issues including the sharing of natural resources and minority issues. In addition to three lectures, focus groups and four series of radio programs, the implementing NGO also conducted a meeting with 20 other local NGOs to discuss issues related to oil and gas. At the end of its project, the NGO organized a final conference with 96 people from NGOs, parliaments, media, and government.

A project was implemented in Erbil governorate with the aim to select communities to host meetings about key national issues and to provide technical support to agreed awareness raising strategies in communities. The NGO conducted a ToT training course for 15 facilitators to facilitate and supervise the implementation of the awareness raising sessions and project activities. They also conducted 20 community meetings and held ten focus group meetings. The meetings finalized a synthesis report with recommendations which was later shared with decision-makers of relevant KRG departments and the Kurdistan parliament.

A project was implemented in Kirkuk governorate with the aim to bridge the gaps among various political blocs, ethnic, religious and vulnerable groups. The NGO conducted, among other things, 20 workshops about reconciliation through constitutional review and national dialogue and printed and distributed leaflets. At the end of its project, the NGO organized a final conference; 124 people from the local community attended this conference.

A project was implemented in Kirkuk governorate with the aim to raise the awareness and understanding among Kirkuk inhabitants about issues related to a constitutional-democratic government, including: the distribution of water resources, hydrocarbon management, and the situation of minority rights. The NGO, for example, conducted eight awareness raising community meetings, two debate sessions and five seminars. This information was presented to the GoI, KRG, the Iraqi Parliament, and Kurdistan Parliament. The NGO shared the final outputs with 124 people from the local community through a final conference on the project.

Participation of Iraqi Civil Society in Resolving Outstanding Constitutional Issues

The Iraqi Al Amal Association, with the assistance of 6 partner NGOs, implemented a project on supporting the participation of Iraqi civil society in constitutional debates as part of the project “Facilitating Reconciliation in Iraq through Constitutional Review and National Dialogue”. Al Amal conducted 38 roundtables at the governorate level and 10 roundtables at the regional level. The number of participants in the governorate roundtables was around 700 people from different backgrounds. Additionally, Al Amal organized a national conference in Baghdad on Civil Society Partnerships with the COR to resolve pending constitutional issues. The conference was attended by 121 representatives from parliament, government offices, academia, lawyers, NGO activists, and journalists from all Iraqi governorates. Moreover, Al Amal conducted two interactive roundtables on the relations between parliament and civil society and on freedoms and social justice at the Council of Representatives venue. The roundtable discussed human rights on all levels and was attended by 38 people representing the Chairman of the Human Rights Committee in the CoR, the Chair of the Women and Childhood Committee, and 13 MPs from different committees.

In the last phase of the project, Al-Amal designed, printed and distributed a booklet containing a summary of the project. The publication entitled “Civil Society and State” contains speeches of the project partners including representatives of parliament, government and NGOs. In addition the publication includes recommendations and press releases following each of the events. The publication promotes dialogue between Iraqi Civil Society and Parliament on resolving outstanding constitutional issues.

A set of recommendations were finalized at a roundtable on constitutional issues hosted by the Human Rights Committee of the Iraqi Council of Representatives. These included political, social, economic rights and liberties. For example, the legislations and laws that guarantee civil and political rights contained in the constitution needed to be finalized, and social security and the right of the Iraqi individual in life and decent living through the amendment of the Social Security law to be prioritized.

The qualitative achievements from Al-Amal’s project include members of the Iraqi government openly supporting, promoting, and recognizing the importance of civil society in helping to rebuild Iraq and including them in the constitutional review process. The head of the NGOs Directorate stated that Iraqi civil society proved its credibility through its dedicated work to support the democracy in the post war environment, and praised and wished success for this initiative. There were highly interactive discussions amongst the attendants for these events hence the importance of the recommendations – outcome of a compromise between various parties involved. The level of constructive partnership developed in the course of this project between civil society, MPs, representatives of local authorities gives hope that the recommendations produced can have a genuine impact. The project received good attention from the parliament members who expressed willingness to participate in the activities and be part of follow up committees. This gave a very good indication that Civil Society and Parliament can be active partners in decision making and consultation processes. The project also proved that civil society can participate in resolving constitutional issues.

b. Overall contribution of the project to the ICI, NDS, MDGs and Iraq UN Assistance Strategy.

UN Millennium Development Goals, MDG: 8

“Develop a global partnership for Development”, point 1, which “...includes a commitment to good governance, development and poverty reduction— nationally and internationally.”

With regards to MDG 8, the indicators that the UN provides for measuring achievement of this goal are economically-focused and measured in terms of official development assistance, market access, and debt sustainability. Since this project focused on awareness and dialogue and not economic development, these indicators cannot be an accurate measurement of this project’s contribution. Therefore it would be more appropriate to look at how this project contributed towards good governance, which is described in more detail below.

Iraqi National Development Strategy (NDS):

The Programme contributed to the following Iraq National Development Goals:

“Strengthening good governance and security”

There were no set indicators within the NDS that dictated how to measure “Strengthening good governance and security.” In order to know whether this project contributed to this result, it is important to first define what good governance means. The World Bank states that “Good governance is epitomized by predictable, open and enlightened policy-making, a bureaucracy imbued with a professional ethos acting in furtherance of the public good, the rule of law, transparent processes, and a strong civil society participating in public affairs.” There is documented evidence that this project helped to bring together bureaucrats, oftentimes with very conflicting views, to work together and try come to a consensus within the CRC/GoI. While certainly not perfect, the project helped to provide important fora for open dialogue and learning. The project also helped to strengthen the participation of civil society in public affairs, especially with the organization of the constitutional review workshops, follow-up regional and national fora, as well as media and promotional activities. Based on the achievements and criteria described above, it can be said that this project helped to contribute towards strengthening good governance.

The strengthening of security in Iraq is based on a variety of complex factors, and it would be difficult to show any causal link between this project and an improvement (or lack thereof) in the security situation. In comparison with 2006, it is certainly true that the security situation in Iraq improved. From a theoretical perspective it may be assumed that the project’s focus on national reconciliation efforts, from both political and community perspectives may have been a contributing factor to the decrease in interethnic violence over the last years, although this is almost impossible to empirically prove.

International Compact with Iraq (ICI)

Benchmarks/Indicators: 4.2.1. (Engaging with Civil Society)

For 4.2.1 of the ICI, the Joint Monitoring Matrix had the following measurements:

- Benchmark: Adopt and carry out policies to stimulate civil society engagement in reforms
- Indicative Action: By 2008, introduce regulations to ensure an appropriate advisory and consultative role for civil society in legislative, administrative and policy making processes

This project has engaged civil society on reconciliation activities at both the local and national levels. It has organized space for the sharing and gathering of opinions on divisive constitutional issues, as well as creating fora for civil society to meet and discuss with their elected representatives and refine their views as the constitutional process progressed. Therefore it can be said that this project has contributed to the realization of 4.2.1 and successfully engaged with civil society throughout the implementation of project activities.

Iraq UN Assistance Strategy:

This project directly contributed to achieving the fourth goal of the UNCT Assistance Strategy matrix: *“To promote good governance and democratic processes, assist to uphold the rule of law and establish a human rights regime”*.

c. The contribution of key partnerships including national, international, inter-UN agency, CSO or others towards achievement of project results.

One key partnership for this project was between UNAMI-OCS and UNOPS. Task division was clear and complementarities evident. While OCS was mostly engaged on the political and planning level and the provision of substantive and technical advice to the CRC, UNOPS focused on setting the

operational framework of the project, as well as preparing logistical support to the CRC and leading its civil society component.

The other key partnership was the one with Iraqi NGOs that were implementing partners of the project, especially under the various Grant Funds. Popular participation in constitution making or in review of a constitution is crucial and a constitutional review process cannot be considered legitimate without the direct participation of the people. As people in a direct and unhindered are able to express their views on what they wish to see included in the constitution, they bring legitimacy and it is important as sine qua non for any constitution to be valid is its legitimacy. In this respect the role and contribution of civil society is of a crucial importance and value. This project could not have achieved any of its results if it was not for direct engagement of civil society organisations. CSOs remain the most direct link between decision makers and the population at large and in this project, CSOs were involved in implementing the NRGF, the peacebuilding grand fund, the dialogue grant fund and many more activities. It was crucial that all of these activities were implemented by the CSOs to achieve a genuine impact on achieving the objectives of the project and to have an impact on Iraqis' day to day life. It should also be noted that CSOs provide dual legitimacy. They legitimise project activities vis a vis population and they legitimise the people's views and demands versus decision makers.

d. The contribution of the project on crosscutting issues:

The project aimed to maintain gender balance throughout the implementation of the different activities through the project life cycle and tried to give equal opportunity to women and men to participate in project activities as partners, beneficiaries and stakeholders. However, it remained a challenge to include qualified female participants in project activities including trainings. This follows the tendency for the predominance of men in key CSO and government posts and the tendency to nominate men for participation in activities.

Some of the projects implemented under NRGF contained specific references to women's rights and Article 41. In the course of the peace building project implemented by the NGO Insan, the income generation activities were particularly focused on vulnerable women living in female headed households. The NGO also organized special social activities for women: An average of 60 women met regularly to take part in manual activities including ceramic painting and clothes and jewel designing. The activities were an opportunity for women to engage in dialogue during diverse sessions organized on diverse sources of conflicts identified in the community.

The project had no direct impact or link with the environment.

In the first phase of the project implementation 2006 – 2007 the security situation in Iraq was deteriorating gradually. This affected the ability of OCS and UNOPS to interact with Iraqis and had impacts on mobility and the number of meetings OCS staff members could realistically conduct. This was particularly the case after the bombing of the Parliament in April 2007. The security situation also posed immense challenges to the implementation of the grant projects and the ability of UNOPS to monitor them as well as to the organization of procurement process.

In the remaining period of the project implementation the security situation in Baghdad with regards to UN operational capacities was generally stable except for some incidents that occurred. At the same time security still posed immense challenges for the work of OCS, UNOPS and NGOs implementing grants on the ground. It hindered access to the Iraqi counterpart and thus ability to carry out direct communication. This has in particular been the case in relation to the civil society project in case of which monitoring process has posed great challenges. Similarly some of the roundtables, conference had to be organised outside of Baghdad in order to provide secure access of participants.

This project did not have a job creation impact, except on a very marginal basis; for example as part of the MoA signed between UNOPS and the CoR, the CoR was granted financial assistance to employ 27 temporary staff as well as a certain number of short-term staff (12 persons per month).

a. Assessments, and evaluations

An independent evaluation of Project C9-20 was carried out between January and February 2010. The project was evaluated over a one-month period using a combination of primary and secondary data collection. This included key informant interviews with project management and partners, a systematic review of all relevant project documents (including the original proposal, all quarterly and bi-annual reports, budget revision request, no-cost extension requests), as well as a literature review on relevant articles and published papers. Specifically the consultant utilized:

- Iraq's National Development Strategy 2005-2007
- The International Compact with Iraq, including its updated Joint Monitoring Matrices of 2007 and 2008
- World Bank's Governance Indicators, Country Data Report for Iraq, 1996-2008
- Report and Lessons Learned, UNAMI/OCS/UNOPS Support to the Iraqi Constitutional Review Process July 2006-2007

A National Reconciliation Grant Fund (NRGF) workshop took place in Amman during 2007 and brought together UNOPS Amman and field staff involved in the implementation of the NRGF project as well as representatives of the Iraqi NGO Al Yaqeen – monitoring agent for the grant projects. The exercise aimed at indicating lessons learned from the NRGF project in order to improve the implementation of similar activities in the future. The workshop consisted of structured, open discussions on various stages and topics related to the project.

The main participants of the workshop included:

1. Amman based UNOPS staff: Senior Governance & Socio Economic Development Programme Officer, two Project Managers and a Grants Associate.
2. Iraq based UNOPS staff: two Field Associates based in Erbil, two Field Associates based in Baghdad, one Field Associate based in Basrah.
3. Chairman of Board of Directors of Iraq based Al Yaqeen Center for Training Development and Studies.

OCS and UNOPS conducted on 25 June 2007 a **teleconference on the Lessons Learned from the Constitutional Review Process**. Findings of the conference were incorporated in the OCS '*Report and Lessons Learned - United Nations (UNAMI/OCS/UNOPS) Support to the Iraqi Constitutional Review Process, July 2006 – July 2007*'.

OCS prepared numerous comments and papers on the constitutional review process including submissions for alternative wording of particular articles, advice on key issues and a commentary on the CRC draft report on constitutional amendments. Specifically, OCS generated the following reports on the technical substance of OCS work:

- *UNAMI Constitutional Support Programme Progress Report*
- *Report on Phase Two of the Constitutional Support Programme to Iraq's Constitutional Review Committee (CRC)*

- *Report on Phase Three of the Constitutional Support Programme to Iraq's Constitutional Review Committee (CRC)*
- *Update on Ongoing Activities of Phase Three of the Constitutional Support Programme to Iraq's Constitutional Review Committee (CRC)*
- *Report and Lessons Learned United Nations (UNAMI/OCS/UNOPS) Support to the Iraqi Constitutional Review Process, July 2006 – July 2007*

b. Key constraints including delays during project implementation

In general, the project was extremely ambitious for a one-year programme, involving numerous complementary but distinct components that required significant planning and human resources. The success of the project was very much linked to the evolving situation in Iraq, and could only be implemented on time if there were no problems or delays. This was not the case in Iraq, or typically with any other new government in transition, and this ambitious timetable meant that the project had to be extended well beyond the initial end date. There were numerous revisions to the project duration, budget and scope; the project submitted 6 budget revision requests for project revision either for extension of duration, and /or change of scope.

The dynamics of the project implementation were closely linked to the Constitutional Review Process in Iraq. For this reason, the project encountered delays and was not able to utilise most of the allocated funds during the original period due to general delays in the Constitutional Review Process, reflecting the political dynamics within the Council of Representatives and Constitutional Review Committee (CRC).

It appeared that in some cases the Iraqi counterparts were either not ready to engage in particular actions (such as visits to neighbouring countries) or were preoccupied by other political issues taking priority in their agendas. In effect from 2007 to 2009 not all of the planned activities were delivered due to the very slow process of Constitutional Review Process on the Iraqi side. The low work pace was due to the general political situation in the country:

In 2008 several factors resulted in partial shift of political attention, on the side of Iraqi Government, to areas other than the Constitutional Review Process. These factors included the Iraqi Government's anti-militas campaigns in the Lower South and Baghdad, the troubled process of reaching consensus over the electoral law as well as the very sensitive process of delineating disputed internal boundaries.

The lack of progress in 2009 was a direct consequence of the continuing political stand-off between the Government of Iraq and the Kurdistan Regional Government over the issue of greater centralization. In addition, at critical times between 2006 and 2009, the country still suffered from open military hostilities. These factors resulted in partial shift of political attention, on the side of Iraqi Government, to areas other than the Constitutional Review Process, the slow pace of progress on the part of the CRC, and the necessity of further delaying and extending activities under the project.

During the months of January and February 2010, the Iraqi political parties actively directed their energies toward the federal election campaign. A protracted period of negotiations over the position of the Prime Minister began after the 07 March elections and continued until the close of the project in August 2011. UNAMI received advice from key interlocutors that, while the constitutional and legislative challenges remained profoundly important to the future of the country and high priorities for the incoming Council of Representatives, it would not be appropriate for UNAMI to continue to convene roundtables and conferences on these subjects until the new government was confirmed. This situation had direct impact on the project implementation as none of the activities geared towards political decision makers (parliament, government) could be implemented during this time.

Beyond the political situation, a more specific constraint was the set of restrictions on traveling abroad imposed by CRC on its members. The restrictions were due to the workload to be handled by the CRC in the limited time period, but they prevented the project from implementing some of the planned activities.

UNAMI and UNOPS attempted to mitigate these implementation constraints by retaining, to the greatest extent possible, flexibility in accommodating particular dates for key events. In order to maximize future participation by the key political groups, detailed bilateral consultations continued to be held with major stakeholders in the course of preparations for the proposed events.

- Moreover, the security and operational context of Iraq meant that many projects were implemented and managed remotely from Amman. While most of the UNAMI-OCS team was based in Baghdad, the Project Manager (a UNOPS staff member), who was ultimately responsible for monitoring, was based in Amman. This meant that project monitoring was difficult at best, without being able to physically travel and interact with partners and beneficiaries on a daily basis. However, it should be noted that great efforts were made to weigh up for the limited access to Iraq and to follow up that all activities were properly monitored by UNOPS staff. In the case of the NRGF, a peer monitoring by one of the local NGOs was applied.

c. Lessons learned

The National Reconciliation Grant Fund (NRGF) was a project component with the aim to support projects stemming from, and implemented by Civil Society Organizations in Iraq to ensure that opportunities for dialogue and debate around the constitutional review process were made available to the public. National reconciliation could be fostered as a result. The following are the main lessons learned from the project.

General complexity and lack of ‘readability’ of the project

The complexity of this project’s logical framework created certain challenges concerning the possibility to fully capture the project’s results (based on the measurements) and as such to sufficiently communicate the achievements over time, both internally and externally. To build upon the positive impact of various design revisions made during implementation to correct these flaws, it is recommended that projects have clearer logical frameworks from the beginning.

Project design and budgets for an uncertain post-conflict environment should be appropriate and feasible for the timeframe.

The complexity of the Iraqi context, including in terms of political issues, posed certain difficulties to the project’s original timeframe of 12 months. The project design would have benefitted from having an extended timeframe in the beginning as to reflect the challenging political context on the ground in Iraq. To be successful in implementation, the project went through six time extensions.

As a neutral and international body, the UN can play a powerful facilitating role in bringing together different political, religious and community groups.

It is essential that project design make the most of the UN’s meditative ability to work between different political / ethnic / religious groups. A large portion of this project’s success has been its ability to build linkages between political parties, government departments, and between civil society and the GoI. The project was successfully able to encourage these relationships.

These points should be taken into consideration along with the below seven points on lessons learned and good practice to provide an overall illustration of i) what interventions or approaches have worked well for this project, ii) what should be replicated/ capitalized on for future interventions in Iraq, and iii) generalizations on good practice for similar development programs.

Dialogue with more concrete results: there are numerous benefits that can result from a workshop or roundtable between different political parties, government departments, Civil Society Organizations and ethnic / religious groups. Such forms of dialogue can, for instance, build important linkages through the facilitation of discussions on outstanding issues and as such increase the communication and trust between these actors. However, it is also important that workshops and roundtables to the extent possible result in concrete recommendations and action points as to capitalize on the dialogue established.

Project re-design: the challenging Iraqi political context resulted in the need to be flexible and to adapt priorities and plans based on the developments on the ground. In order to fully account for these changes in project implementation, however, the project would have benefitted from a revised logical framework as the time frame was extended.

Funds and good will alone are not enough to achieve results: the following conclusion is from the 2010 evaluation report, “This project has an ample budget, and was staffed by a qualified team who was committed to their work. Yet despite all of their time and efforts, the constitution was not finalized and many of the key divisive issues were not resolved. As mentioned throughout the report, the constitutional review process was “stuck” at a high political level, and various delays to project implementation were due to the political / security / contextual environment in Iraq. This does not mean that the activities have not been successful, but it does mean that the ultimate aims may not have been achieved within the lifetime of this project.”

Working simultaneously on the political and community levels: There are definite positive benefits from working on divisive national issues by focusing simultaneously on the political and community levels. One of the challenges in Iraq is that there are limited channels of communication between local communities and high-level politicians – which mean that often decision makers are not exposed to and informed by local discussions and concerns. It is very important to continue ensuring that political and community representatives have the fora to meet and build a relationship.

In transitioning democracies where there is limited history of government and grassroots community relationships, the UN can play an important role in facilitating these linkages: The absence of a democratic system and a culture of citizen representation in Iraq before 2003 have resulted in limited cooperation and trust between civil society organizations and public authorities. This manifested itself in that GOI officials were somewhat cautious about involving civil society in their affairs in the beginning of the project. This project was however successfully able to facilitate a number of events between civil society and the GoI, using its relationships with broad spectrums of Iraqi society to build linkages that were critical both for this project’s success but also for overall development in Iraq.

Projects in transitional contexts should be designed for longer than 12-months:

The project dealt with a variety of activities within a complex setting and there was a need to incorporate some flexibility with regards to the timeframe. The original timeframe was too short for the project to be able to successfully fulfill all of its objectives within one year, and also considering the political process in Iraq. Funds could be given for 18-36 months, with time to readjust interventions if needed if there are major contextual developments or changes.

Result Indicators

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Means of Verification	Comments
IP Outcome 1 Provide support to key Iraqi governmental institutions, parliamentarians and politicians, and in particular the Constitutional Review Committee, to manage the constitutional amendment process and implement constitutional mandated laws.						
IP Output 1.1 Iraqi governmental institutions involved in the Constitutional process were presented with an array of viable best practice options to guide the constitutional review and implementation process.	Indicator 1.1.1 Actual support provided to key Iraqi governmental institutions in managing the constitutional amendment and relevant legislative process (number and kind of experts, duration of assignments).	0	N/A	19 short-term international and 11 Iraqi experts were hired during the project to support OCS in the fields of constitutional law, fiscal federalism, resources sharing, oil, gas and hydrocarbon law, data base management, political economy of the region, water management as well as reconciliation.	UNOPS documentation.	There was no Planned Indicator Target for the reporting period.
IP Output 1.2 Improved management of the constitutional review process and implementation of constitutional mandated laws.	Indicator 1.2.1 Legal texts, policy papers, working papers, and other documents produced by project team and expert consultants to advise key players and institutions.	0	N/A	An evaluation report produced by an M&E expert. OCS prepared a number of papers and formulations in support to the work carried out by the CRC. This included: (i) initial Issues Paper for the Constitutional Review Committee which identified specific areas of the Constitution which OCS believed to merit review; (ii) submissions on six substantive constitutional issues: Fiscal federalism; federalism; the Federation Council; independent institutions; the judiciary; and human rights; (iii) developed advice on the design of the	UNOPS documentation.	There was no Planned Indicator Target for the reporting period.

				Constitutional Review Process itself; (iv) multiple advisory on the topics of: division of powers; the transition from governorate to region, the federation council, fiscal federalism and wealth sharing, independent institutions; the transition from governorate to region; and the judiciary.		
IP Output 1.3 Enhanced capacity, both operational and technical, of the Constitutional Review Committee in order to ensure optimal discharge of its responsibilities	Indicator 1.3.1 Direct support provided to CRC and other relevant parliamentary committees / structures, in terms of equipment, staffing, capacity-building.	0	N/A	100% of planned equipment/support delivered in the previous reporting period.	UNOPS documentation/reports, handover documents, MoA between UNOPS and CoR.	There was no Planned Indicator Target for the reporting period.
IP Outcome 2 (objective as per project document) Nurture a consensus-based constitution-review and implementation process by raising the awareness of the key issues in such a way that they are prioritised, internationalised and technicised and by providing neutral environments for and facilitation of dialogue between political actors.						
IP Output 2.1 Enhanced process of dialogue between political actors, based on an improved understanding, in and out of Parliament, of options available for the resolution of divisive issues, leads to real consensus-based constitution making process.	Indicator 2.1.1 Level of participation (number, seniority, representation) from politicians, governmental representatives and independent experts, to seminars, workshops, conferences and study tours.	0	N/A	6 study tours and 11 roundtable meetings and conferences on federalism, civil society, hydrocarbon revenues, water sharing, women and children were held during the project.	OCS, UNOPS reports.	There was no Planned Indicator Target for the reporting period.

<p>IP Output 2.2 Secure the support of influential Iraqi and international actors towards the constitutional process through intense coordination, awareness raising and dialogue.</p>	<p>Indicator 2.2.1 Level of participation in coordination meetings, task group meetings, presentations by project team, from influential Iraqi and international actors.</p>	<p>N/A</p>	<p>N/A</p>	<p>UNAMI OPCA continued to act as the Co-Chair of the International Legislative Roundtable.</p> <p>The coordination throughout the project implementation was taking place in Baghdad via the International Coordination Group on the Constitution and in Amman through the Cluster C Constitution Group (later Governance Sector Outcome Team).</p>	<p>OCS reports.</p>	<p>There was no Planned Indicator Target for the reporting period.</p>
<p>IP Outcome 3 (objective as per project document) Reach out to the wider Iraqi society to increase inclusiveness and transparency of the constitutional review and implementation process and foster national reconciliation through public outreach and support to civil society initiatives.</p>						
<p>IP Output 3.1 Greater visibility of the efforts carried out by the Iraqi Government to conduct a transparent, inclusive and consensus-based constitutional review process.</p>	<p>Indicator 3.1.1 Media reports and inserts on project-supported dialogue and reconciliation initiatives.</p>	<p>0</p>	<p>N/A</p>	<p>UNOPS designed one publication on the National Reconciliation Fund (500 Arabic, 200 English pamphlets; 300 booklets and 300 multimedia presentations in both languages) and one containing a compilation of papers prepared by selected Northern Ireland lectures (500 English – Arabic copies). The media role was not as extensive as originally planned but press conferences provided an opportunity to raise the profile of the Constitutional Review process. UNAMI also issued press releases, reiterating its support to the process during critical junctures.</p>	<p>UNOPS, UNAMI report.</p>	<p>There was no Planned Indicator Target for the reporting period and no baseline indicator obtainable.</p>
<p>IP Output 3.2 Multi-stakeholder and other initiatives working towards</p>	<p>Indicator 3.2.1 Number and type of civil society initiatives supported</p>	<p>N/A</p>	<p>N/A</p>	<p>1 Peace-building, peace-building/ reconciliation civil society initiative supported in Kirkuk.</p>	<p>NGO reports. UNOPS monitoring report.</p>	<p>There was no Planned Indicator</p>

<p>the resolution of divisive constitutional issues, the contribution to cessation of violence in order to provide an environment for constructive dialogue and the support to the national reconciliation plan.</p>	<p>through grants, and their impact on public's attitude and perceptions of the importance of the constitutional review and national reconciliation</p>			<p>Four grants implemented under the Dialogue grant fund launched (Erbil and Kirkuk)</p> <p>1 grant by IAA to engage with civil society in discussing constitutional issues</p> <p>National Reconciliation Grant Fund, 21 coalitions of NGOs worked on constitutional revision outreach campaign in 2007 plus one grant fund to consolidate recommendation by NGOs on constitutional revision.</p>	<p>TA provider reports. Media coverage (TV, radio, newspapers)</p>	<p>Target for the reporting period and no baseline indicator obtainable.</p>
<p>IP Output 3.3 Empowerment of civil society to advocate their constitutional and national reconciliation concerns.</p>	<p>Indicator 3.3.1 Level of inclusion of civil society proposals in the final draft of the amended constitution.</p>	<p>N/A</p>	<p>N/A</p>	<p>NRGR, the Constitutional Consultation Campaign managed through FES, Participation of Iraqi Civil Society in Resolving Outstanding Constitutional Issues by IAA, all of these projects produced a number of recommendations by civil society on amendments to the constitution. The recommendations were communicated to decision makers to the CRC or the Parliament. However, due to the fact that the Constitutional Review Process was never completed the proposals could not be included in the amended constitution.</p>		<p>There was no Planned Indicator Target for the reporting period and no baseline indicator obtainable.</p>