



[UNDG Iraq Trust Fund]

ANNUAL PROGRAMME¹ NARRATIVE PROGRESS REPORT

REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2009

Submitted by:

UNOPS
Andrew Reese
andrewr@unops.org

Country and Thematic Area²

New Sector: Governance Sector Outcome Team

Programme No: G11-21

MDTF Office Atlas No: 71815

Programme Title:

Support to National Electoral Observer Groups
for the Electoral Events of Iraq 2009 - 2010

Participating Organization(s):

- UNAMI/UNEAD
- UNOPS

Implementing Partners:

- National counterparts (government, private, NGOs & others)
- International Organizations, including NGOs
 - Friedrich-Ebert-Stiftung (FES)
 - Amman Centre for Human Rights Studies (ACHRS)

Programme Budget (from the Fund):

USD 8,000,000

¹ The term “programme” is used for programmes, joint programmes and projects.

² E.g. Priority Area for the Peacebuilding Fund; Thematic Window for the Millennium Development Goals Fund (MDG-F); etc.

Programme Duration (in months):

Start date³: 17th July 2009

End date: 16th April 2010

Budget Revisions/Extensions:

List budget revisions and extensions, with approval dates, if applicable

³ The start date is the date of the first transfer of funds from the MDTF Office as Administrative Agent.

Introduction:

The Narrative Progress Report template is in line with the UNDG Standard Progress Report.

Building on continued efforts made in the UN system to produce results-based reports, the progress report should describe how the activities (inputs) contributed to the achievement of specific short-term outputs during the twelve month reporting period, and to demonstrate how the short-term outputs achieved in the reporting period collectively contributed to the achievement of the agreed upon outcomes of the Strategic (UN) Planning Framework guiding the operations of the Fund⁴.

In support of the individual programme reports, please attach any additional relevant information and photographs, assessments, evaluations and studies undertaken or published.

The information contained in the Programme Summaries and Quarterly Updates prepared by the Participating Organizations may be useful in the preparation of the Annual Narrative Progress Report. These Summaries and Updates, where applicable, are available in the respective Fund sections of the MDTF Office GATEWAY (<http://mdtf.undp.org/>).

Formatting Instructions:

- The report should not exceed 10-15 pages.
- The report should be submitted in one single Word or PDF file.
- Annexes can be added to the report but need to be clearly referenced, using footnotes or endnotes within the body of the narrative.
- Do not change the Names and Numbers of the Sections below.

NARRATIVE REPORT FORMAT

I. Purpose

IHEC has requested the UN to support national electoral observer networks during the Electoral Events of Iraq 2009 - 2010.

During the project period three major electoral events were scheduled to take place in Iraq. The first were the Presidential and Parliamentary Elections in the Kurdistan Region which took place on the 25th July 2009. The

⁴ E.g. in the case of the MDG-F, it is important to show how the programme relates to the UNDAF and how it aims to support national development goals, including the Millennium Development Goals. The causal links and rationale between the joint programme, the thematic window of the MDG-F and the MDGs should be clearly stated. In the case of the Peacebuilding Fund's Peacebuilding and Recovery Facility (PRF), show how the programme relates to the PBF Priority Plan's objectives. For the UNDG Iraq Trust Fund, explain how the programme relates to the UN Assistance Strategy for Iraq, UN MDGs, ICI, NDS, etc.

second event was the Voter Registration Update (VRU) in August/September 2009 in all governorates of Iraq as a preparation for the third electoral event, the Iraq Parliamentary Elections in March 2010.

In order to prevent the perception of a conflict of interest between the UN's assistance to the IHEC and the independent observer groups, all support for the electoral observers is implemented through international partner organisations (FES, ACHRS) who coordinate, jointly with their local NGO network partners, the training sessions and mobilisation of 7,000 Observers for the Kurdistan Elections, the mobilisation of 4,900 Observers for the VRU and the training and deployment of 29,200 Observers for the Iraq Parliamentary Elections.

UNAMI/Electoral Support is responsible for technical supervision and monitoring (trainings and observer reports). UNOPS is in charge of financial management (incl. procurement, legal, monitoring).

- **Provide the main outputs and outcomes/objectives of the programme.**

The objectives of the project are to mobilise sufficient numbers of qualified national electoral observers to cover the Kurdistan Elections, the Voter Registration Update and the Iraq National Parliamentary Elections. In order to achieve these objectives, UNOPS/ UNAMI through FES and ACHRS intend to (a) to enhance the capabilities of selected Iraqis on electoral observation; and (b) to mobilise the selected Iraqis to observe the coming electoral events in Iraq. The execution of these objectives will happen in separate stages.

Sector Team Outcome:

Outcome 1: Strengthened electoral processes in Iraq

Project Outcomes and Output:

Outcome 1: Strengthened capacity of electoral observer networks in Iraq

Output 1.1: Sufficient number of qualified national electoral observers to cover the Electoral Events of Iraq 2009-2010 (target is 35,000 trainees through 800 workshops)

Outcome 2: Successful observation of the Electoral Events of Iraq 2009-2010

Output: 2.1 Sufficient numbers of national electoral observers mobilized for the Kurdistan Elections in July 2009, the Iraq wide VRU in August 2009 and the Iraq Parliamentary Elections March 2010 (Total of 39,900 observers)

- **Explain how the Programme relates to the Strategic (UN) Planning Framework guiding the operations of the Fund.**

Plan	Ref.	Description
NDS		Strengthen good governance and improve security
ICI	3.1.2	Implementation of political/legislative timetable
UNCT Strategy	Assistance Outcome	Strengthened governance institutions and processes for political inclusion, accountability, rule of law and efficient service delivery

Sector Outcome Team: Governance	Outcome 1	Strengthened electoral processes in Iraq
MDG	n/a	The project will contribute indirectly to the MDGs in general as widespread acceptance of Iraqi electoral results will facilitate a general environment conducive to their more effective realisation.

To a small extent this project will address MDG Goal 3– Enhancing gender equity and strengthening women issues. The scope of the project is to deploy at least 20% female observers if not more. It is envisaged that focusing on deploying female electoral observers will eventually encourage female voters as well as indirectly improving female access to civil society organisations playing an active role in Iraq’s governance. It is envisaged that focusing on the deploying of female observers will eventually empower women to participate in the growing culture of democracy in Iraq by improving their access to and position within civil society organisations playing an active role in Iraq’s governance in general and the electoral process in particular. Deploying female observers may also eventually further encourage female voters by contributing to a more comfortable voting environment for them, it may bring to light gender related issues in the voting process, and it may potentially in the long run encourage the trained female observers to one day participate in politics themselves by introducing them to and raising their awareness of the nuances of the electoral process. However, it should be noted that these are indirect and long term goals, which are inherently difficult to measure and outside the immediate scope of the project.

The Project will address the SOT Governance Outcome ‘Strengthen electoral processes in Iraq’, the NDS goal ‘Strengthen good governance and improve security’, the ICI benchmark ‘Implementation of political/legislative timetable’ as well as the UNCT assistance strategy ‘Strengthened governance institutions and processes for political inclusion, accountability, rule of law and efficient service delivery’. This will be achieved through training and mobilisation of national electoral observer groups in sufficient numbers for the three upcoming electoral events in Iraq.

II. Resources

Financial Resources:

- **Provide information on other funding resources available to the project, if applicable.**
n/a
- **Provide details on any budget revisions approved by the appropriate decision-making body, if applicable.**
n/a
- **Provide information on good practices and constraints in the mechanics of the financial process, times to get transfers, identification of potential bottlenecks, need for better coordination, etc.**

In general, the financial process with the UNDG-ITF is very well managed as funds for newly approved projects are transferred in a few days after the official signature of the Project Document. There are no real bottlenecks and currently budget revisions are processed quickly. Moreover, the financial reporting on an annual basis facilitated the process compared to the

previous practice of semiannual financial reporting. The on line reporting portal used for financial reporting of all the Multi Donor Trust Fund projects also helped improve the quality of reporting.

Human Resources:

- **National Staff: Provide details on the number and type (operation/programme).**

Two Project Associates: Main responsibilities: financial analysis (proposals, financial progress and final reports)

- **International Staff: Provide details on the number and type (operation/programme)**

One Project Manager: Oversight, financial and narrative reporting

One Programme Support Officer: Procurement, finance, legal support

III. Implementation and Monitoring Arrangements

- **Summarize the implementation mechanisms primarily utilized and how they are adapted to achieve maximum impact given the operating context.**

The project is executed by UNOPS supported by UNAMI/IEAT in Baghdad and Amman through provision of technical supervision. Management and oversight of the project will be according to UNOPS' standard procedures and other reporting requirements agreed between UNOPS, UNAMI and the UNDG/ITF.

All project activities are carried out in accordance with the project document approved by the Governance SOT and the steering committee of the UNDG ITF. Should there be any changes or additions in these instructions and the support to be provided by UNOPS, they will be issued in writing by the responsible UNAMI/IEAT personnel. Upon receipt of such changes in instructions, UNOPS will alter the relevant budget requests submitted to UNDG/ITF to reflect the new requirements and seek approval from the funding source if necessary.

Overall management of this project falls under the direction of a UNOPS Project Manager based in Iraq who ensures that the Project's objectives are realised through the delivery of the outputs by the Project's implementing partners delivering their project components to schedule and taking the required corrective action whenever necessary.

Recruitment of project personnel has been carried out in line with UNOPS HR rules and procedures. At all times, project personnel will operate according to the appropriate UN procedures (including UN-DSS rules for deployment and mission travel). Any personnel engaged by project sub-contractors will come under the responsibility of the contracted organisation/company.

- **Provide details on the procurement procedures utilized and explain variances in standard procedures.**

The Project engages two international organizations, ACHRS and FES, to assist in the implementation of the Project's activities as noted above. Both of the implementing partners have been pre-selected by UNAMI in line with their respective criteria and based on their extensive experience in similar projects in Iraq and regionally. This past experience has permitted both ACHRS and FES to develop mid and

long-term strategies for Electoral Observation related activities and in addition their experience specific to Iraq has enabled them to develop partnerships with the Iraqi electoral networks. The budget makes provision of USD 3,498,080 for each organisation which will cover their respective costs for:

- 400 training sessions and allowances for 17,500 trainees (per organisation),
- Allowances for 20,550 mobilised observers (per organisation).

The reasonableness of each cost element has been verified by the UNOPS project team and was subjected to review by the UNOPS HQ Contracts and Procurement Committee and approved by the UNOPS Chief Procurement Officer.

- **Provide details on the monitoring system(s) that are being used and how you identify and incorporate lessons learned into the ongoing project.**

a) *Internal Project M&E*

Trainings

1. Information on trainings organised by the NGOs will be communicated to FES/ACHRS and UNAMI. FES/ACHRS and UNAMI will attend some of the sessions as monitors. Due to the high number of events to take place within a short timeframe and across the country as well as the prevailing security situation/movement restrictions, such spot-checks will only be feasible for a limited number of training sessions.
2. Feedback on the training sessions will be received from the IHEC Governorate Electoral Offices which will be informed in advance and allowed to attend as observers.
3. Every training workshop will be evaluated by the respective NGO and by ACHRS/FES (based on actual observation and/or based on reports received from NGO partners and participants).
4. An over-all evaluation will be provided by UNAMI and UNOPS based on actual workshop observation, reporting received from the NGOs and ACHRS/FES as well as feedback received from participants and the IHEC.

Election Day observation

5. The Election Day activities themselves include an element of evaluation of the IHEC organised operation.
6. It would be impossible to monitor all 41,100 observers individually but FES/ACHRS will ensure that certain feedback on actual presence in the polling stations etc is obtained (e.g. through spot checks organised by electoral NGO networks etc.).
7. Evaluation of observation activities and their quality will be carried out by ACHRS/FES based on the reports received from all polling stations (incl. reporting on non-coverage of certain locations where applicable).
8. UNAMI/UNOPS will review all reports received and match against information received through IHEC (e.g. locations, incidents, etc.).

Financial monitoring and evaluation

9. Prior to entering into financial agreements with the NGOs, UNOPS will review the proposed cost structure and evaluate its reasonableness compared to past operations and current market rates. This exercise will include a detailed review of all costs by UNOPS HQ Contracts and Procurement Committee. Only if confirmed that proposed costs are evaluated to be necessary and reasonable, the UNOPS Chief Procurement Officer will approve that UNOPS Iraq enters into financial commitments vis-a-vis ACHRS and FES.
10. ACHRS and FES will enter into agreements with their NGO partner networks defining financial

- reporting criteria which will enable detailed monitoring of all expenditure (incl. supporting documentation), incl. information on procurement/contracting, allowance payments, etc.
11. In order to reduce risks to UNOPS and the funding source, advance payments will be kept at a minimum and actual payments will be done post-facto and in line with the agreed budget and payment. The same principle will be applied by ACHRS and FES in their agreements with the electoral observer networks.
 12. UNAMI will review all technical/narrative reports received and clear them if satisfied. Progress and final payments through UNOPS will require that narrative reports have been received and were cleared by UNAMI.
 13. UNOPS will be responsible for reviewing all payment requests received (incl. supporting documentation). This will include spot-checks to validate invoices, signatures on receipts, etc.

b) Reporting

The following reporting requirements apply:

- The Iraqi NGO networks will submit progress and final reports on both the training and Election Day observation components (financial and narrative).
- ACHRS and FES will prepare and submit to UNAMI and UNOPS progress and final reports on both the training and Election Day observation components (financial and narrative).
- UNOPS will prepare financial and narrative progress and final reports to the funding source UNDG/ITF, in line with the MOU signed with UNDP as the UNDG/ITF Administrator. This will include:
 - o Monthly expenditure status reports;
 - o 3-monthly progress fiches;
 - o 12-monthly narrative and certified financial progress reports;
 - o Final narrative and certified financial reports.

c) External Independent Review

The budget makes provision for an independent review at the end of the project. Such review will focus on efficiency and effectiveness of the implementation, results achieved, lessons learned as well as on sustainability issues.

The project will also be subject to UNOPS standard audits (coordinated through UNOPS HQ).

- **Report on any assessments, evaluations or studies undertaken.**

No evaluations were undertaken during 2009. The project was selected by the ITF for evaluation which is currently ongoing in 2010.

IV. Results

- **Provide a summary of Programme progress in relation to planned outcomes and outputs; explain any variance in achieved versus planned outputs during the reporting period.**
- **Report on the key outputs achieved in the reporting period including # and nature of the activities (inputs), % of completion and beneficiaries.**

Outcome 1: Strengthened capacity of electoral observer networks in Iraq

Outcome 2: Successful observation of the Electoral Events of Iraq 2009-2010

For the two electoral events in 2009, the planned number of observers were trained and successfully mobilised as per below table. Also, the observers planned to be mobilized for the CoR elections 2010 were provided with the relevant training in December 2009 (hence they had their capacities strengthened and were better prepared for their upcoming task of observing the elections to the CoR in 2010.)

Quantitative achievements against objectives and results			
<u>Output 1.1</u> Enhanced capacities of electoral observers to manage the Kurdistan Elections, the Voter Registration Update and the Iraq Parliamentary Elections in a transparent manner.		% of planned	100 %
1.1.1	Total of 5,000 electoral observers to be trained and 2,000 to be updated on electoral law prior to the Kurdistan Elections	% of planned	100 %
1.1.2	28,000 electoral observers to be updated on electoral law prior to the Iraq Parliamentary Elections	% of planned	100 %
<u>Output 2.1</u> Civil society mobilised to fully participate in Kurdistan Elections, the Voter Registration Update and the Iraq Parliamentary Elections in a transparent manner		% of planned	30 %
2.1.1	7,000 Observers to be mobilised for the Kurdistan Elections	% of planned	100 %
2.1.2	4,900 Observers to be mobilised for the Voter Registration Update	% of planned	100 %
2.1.3	29,200 Observers to be mobilised for the the Iraq Parliamentary Elections	% of planned	0 %

FES and IDFN (Iraq Democratic Future Network) reported to have mobilised 3,500 observers for the KRG elections. They reported to have covered all polling centres and most polling stations in Erbil, Suleimaniyeh, Dohuk, Baghdad and Mosul. IDFN maintained contact with all the observes through telecommunication and field visits. Both the training and re-fresher workshops were reported to have been implemented successfully and in a timely manner. In addition to the observers mobilised for the KRG elections on E-day, IDFN also organised volunteer observers for the Voter Registration Update prior to the elections. It was also reported that the IHEC welcomed and collaborated with the observes

ACHRS reported to have trained (or re- refresher trained) and mobilised 3,500 observers for the KRG elections through their network Election Integrity Monitoring Team (EIMT). They reported that the trainings were all implemented successfully and satisfactory and the mobilised observers went smoothly.

Final reports (narrative and financial) was submitted by both FES and ACHRS for the KRG elections and were all approved by UNOPS and UNAMI.

FES reported to have mobilised 2,450 observers through their network IDFN (Iraqi Democratic Future Network for the VRU in the 18 governorates of Iraq, under this project. FES' network also facilitated the mobilisation of 450 observers on a voluntary basis. The network provided weekly updates on the VRU through the entire period.

For the VRU, ACHRS reported to have mobilised 2,450 observers through their network TEIM (Team Election Integrity Monitoring) in the 18 governorates of Iraq, under this project. ACHRS' network also facilitated the mobilisation of 650 observers on a voluntary basis. The network provided weekly updates on the VRU through the entire period.

Prior to the Iraqi Parliamentary Elections FES together with their networks IDFN (Iraq Democratic Future Network) and TOSD (Tammuz Organisation for Social Development) organised 280 refresher trainings, each training lasted one day with 50 participants. The aim of the workshops were to update the observers who already worked with IDFN in earlier observation projects on national and international election observation standards, observers' code of conduct, IHEC regulations and reporting. A total of 14,000 observers were trained under this project. IDFN will also facilitate the work of 14,600 observes during the Iraqi Parliamentary Elections.

In November a meeting took place between UNAMI, UNOPS and IDFN in Baghdad. IDFN presented an update on the ongoing preparations for the training workshops.

IDFN also closely followed up on all the developments of the election law and was providing FES with information and news related as they happened; there was a representative of IDFN in the parliament during the voting session.

In November and December 2009 ACHRS and TEIM organised 280 refresher trainings as a preparation for the CoR elections. Each workshop lasted one day and updated the 50 observers who had already worked with observation on earlier electoral events on national and international election observation standards, observers' code of conduct, IHEC regulations and reporting. ACHRS and TEIM are continuing the preparations for the mobilisation of observers for the Iraqi Parliamentary Elections.

Final reports (financial and narrative) were submitted by both FES and ACHRS for the VRU and the training of observers prior to the CoR elections. The reports were reviewed and approved by UNOPS and UNAMI.

It should be mentioned that both FES and ACHRS have coordinated and facilitated training for a larger number of observers than reported on under this project in order to be able to mobilise a total of 29,200 observers for the CoR elections.

- **Explain, if relevant, delays in programme implementation, the nature of the constraints, actions taken to mitigate future delays and lessons learned in the process.**

The project has not been subject to any significant delay, however, the CoR elections initially planned for January 2010 were postponed to March 2010. When the project was designed, up

to three months were allocated for the period following the elections to allow sufficient time to receive and review the final financial and narrative reports from the NGOs prior to project closure. With the postponement of the elections, it will now be necessary to request a project extension in order to complete this component as planned.

- **List the key partnerships and collaborations, and explain how such relationships impact on the achievement of results.**

The project partners, UNAMI, UNOPS, FES, ACHRS, have been working closely together throughout the implementation phases to ensure coordination, maximise resources and impact. The implementing partners, in particular, have been providing continuous feedback and detail of their work which was a great help to monitor the activities and ensure successful and timely achievement of the outputs.

- **Other highlights and cross-cutting issues pertinent to the results being reported on.**

Human Rights

The project deals indirectly with the needs of particularly vulnerable and marginalised groups by contributing to improving the overall organisation of the upcoming electoral processes through the provision of support to independent observer groups. This support will assist these groups in their activities and increase public trust in the overall electoral processes, thus encouraging overall participation in these electoral processes and a better representation of all of Iraq's ethnic/religious groups.

More directly the project assured the presence of Electoral Observer groups in areas with ethnic minorities and high numbers of displaced, and also in specific institutions such as hospitals and prisons for both KRG elections and the VRU and will do the same for the CoR elections.

Employment

The project does not have a direct impact on local employment. However, by training 35,000 observers the project improved the technical skills to a significant number of NGO members, who will certainly benefit from the newly acquired abilities.

Environment

Not applicable

Security

Electoral observation has as ultimate goal that of creating a transparent electoral framework, factor which plays a relevant role in the country's stability and security.

Gender

In Iraq, the participation of women in the public/political arena is limited. However the implementing partners have been trying to the extent possible to have a relevant representation of women in the trainings and mobilisation of observers.

V. Future Work Plan (if applicable)

- **Summarize the projected activities and expenditures for the following reporting period (1 January-31 December 2010), using the lessons learned during the previous reporting period.**

The only major activity left under this project is the mobilisation of observers for the CoR elections in March 2010 and the following financial and quality review of the NGOs reports.

- **Indicate any major adjustments in strategies, targets or key outcomes and outputs planned.**

As described above, the postponement of the CoR elections from January to March 2010 meant a later mobilisation of observers for this election as well as implied that the timetable for reporting and closure of the project will necessarily be pushed forward.

VI. Performance Indicators (optional)⁵

- **Fill the table in this section to report on the indicators set at the output level as per the approved results framework in the programme document.**

(see table below)

VII. Abbreviations and Acronyms

- List the main abbreviations and acronyms that are used in the report.

ACHRS: Amman Center for Human Rights Studies

FES: Friedrich-Ebert-Stiftung

IHEC: Independent High Electoral Commission of Iraq

UNAMI/IEAT: United Nations Assistance Mission to Iraq/International Electoral Assistance Team

⁵ E.g. for the UNDG Iraq Trust Fund and the MDG-F.

I. Performance Indicators assessment

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Targets	Means of Verification	Comments (if any)
Outcome 1 Strengthened capacity of electoral observer networks in Iraq						
<u>Output 1.1</u> Enhanced capacities of electoral observers to manage the Kurdistan Elections, the Voter Registration Update and the Iraq Parliamentary Elections in a transparent manner	Number of NGOs participating in the electoral observation process	25 NGOs	25 NGOs	51 NGOs	Reports from FES and ACHRS	
	Number of male and female electoral observers provided with full training on elections rules and regulations.	Female 493 Male 1,507	20 % Female	25% Female	Reports from FES and ACHRS	
	Number of male and female electoral observers provided with refresher training as election observers.	Female 7,485 Male 25,515	22 % Female	25% Female	Reports from FES and ACHRS	
Outcome 2 Successful observation of electoral events in Iraq in 2009/2010						
<u>Output 2.1</u> Civil society mobilised to fully participate in Kurdistan Elections, the Voter Registration Update and the Iraq Parliamentary Elections in a transparent manner	Number of electoral observers accredited for the for the observation of the Kurdistan Elections, the Voter Registration Update and the Iraq Parliamentary Elections	0 electoral observers accredited for Kurdistan Elections, the Voter Registration Update and the CoR Elections	41,100 electoral observers accredited for KRG, the VRU Update and the CoR Elections (At least 20% female observers accredited)	11,900 Observers accredited for KRG elections and VRU. 29 % Women	Reports from FES and ACHRS	
	Number of electoral observers (male/female) mobilised for Kurdistan Elections, the Voter Registration Update and the Iraq Parliamentary Elections	0 observers mobilized for KRG elections 0 observers mobilized for Voter Registration Update 0 observers mobilized for CoR elections	7,000 observers mobilized for KRG elections 4,900 observers mobilized for VRU 29,200 Observers mobilised for the CoR Elections	7,000 observers mobilized for KRG elections 4,900 observers mobilized for VRU	Reports from FES and ACHRS	