

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

<p align="center"><b>Participating UN Organization(s)</b></p> <p><i>(if joint programme, indicate the lead agency)</i></p> UNAMI/UNEAD UNOPS	<p align="center"><b>Sector(s)/Area(s)/Theme(s)</b></p>
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<p align="center"><b>Programme/Project Title</b></p> Support to Electoral Observer Groups in Iraq Phase III	<p align="center"><b>Programme/Project Number</b></p> G11-16  UNDG ITF Atlas Project Number: 66969
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<p align="center"><b>Programme/Project Budget</b></p> <table style="width: 100%;"> <tr> <td style="width: 20%;"><b>UNDG ITF:</b></td> <td>USD 6,243,599</td> </tr> <tr> <td><b>Govt. Contribution:</b></td> <td>n/a</td> </tr> <tr> <td><b>Agency Core:</b></td> <td>n/a</td> </tr> <tr> <td><b>Other:</b></td> <td>n/a</td> </tr> <tr> <td><b>TOTAL:</b></td> <td>USD 6,243,599</td> </tr> </table>	<b>UNDG ITF:</b>	USD 6,243,599	<b>Govt. Contribution:</b>	n/a	<b>Agency Core:</b>	n/a	<b>Other:</b>	n/a	<b>TOTAL:</b>	USD 6,243,599	<p align="center"><b>Programme/Project Location</b></p> <table style="width: 100%;"> <tr> <td style="width: 30%;"><b>Region (s):</b></td> <td>Iraq and Jordan</td> </tr> <tr> <td><b>Governorate(s):</b></td> <td>Baghdad and 18 Governorates of Iraq- Jordan, Amman</td> </tr> <tr> <td><b>District(s)</b></td> <td></td> </tr> </table>	<b>Region (s):</b>	Iraq and Jordan	<b>Governorate(s):</b>	Baghdad and 18 Governorates of Iraq- Jordan, Amman	<b>District(s)</b>	
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<p align="center"><b>Final Programme/ Project Evaluation</b></p> <p><b>Evaluation Done</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No  <b>Evaluation Report Attached</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No</p>	<p align="center"><b>Programme/Project Timeline/Duration</b></p> <p><b>Overall Duration</b> 15 months</p> <p><b>Original Duration</b> Starting Date: 24 January 2008, completion Date: 24 January 2009</p> <p><b>Programme/ Project Extensions</b> New end date 24 April 2009</p>
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<p><b>Report Formatting Instructions:</b></p> <ul style="list-style-type: none"> <li>• Number all sections and paragraphs as indicated below.</li> <li>• Format the entire document using the following font: 12point _ Times New Roman &amp; do not use colours.</li> </ul>
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## **FINAL NARRATIVE REPORT**

### **I. PURPOSE**

#### **a. Provide a brief introduction to the programme/ project (*one paragraph*)**

This project was developed to provide support to Iraqi national Election Observer networks through the training of initially 20,500 domestic Electoral Observers and Media Monitors, in observation, reporting skills and media monitoring, and, at a later stage to mobilise the observers during the next electoral event in Iraq. To guarantee impartiality and independence the project was implemented through two international Non-Governmental Organisations (NGOs): Friedrich-Ebert-Stiftung (FES) and Amman Center for Human Rights Studies (ACHRS) which organised the training of 20,500 observers and media monitors and facilitated their deployment during the upcoming Voter Registration.

After the successful completion of these activities during the Voter Registration Update in July/August 2008, and in order to utilize remaining funds (savings achieved from relocation of activities from Jordan to Iraq), the project was revised to support the training of an additional 1,250 electoral observers and their mobilisation for the governorate elections in January 2009.

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

##### Main Objectives:

The project identified as immediate objectives:

1. Support election observation networks through Training of Trainer (ToT) capacity building workshops on election observation and media monitoring in Amman and cascade training on these topics in Iraq.
2. Facilitate the work of electoral and media observers during an actual electoral event through the provision of mobilisation allowances for elections observers and media monitors on Election Day.

##### Outcomes

An enhanced implementation of electoral processes in Iraq in line with UNCT Goal 4 (*Promote good governance and democratic processes, assist to uphold the rule of law and establish a human right regime*) granted by independent monitoring of the processes.

##### Outputs

- 1.1 80 personnel from Iraqi national observer groups will have received ToT at workshops in Amman on election observation and reporting skills.
- 1.2 20 personnel from Iraqi Media Monitoring groups will have received ToT at a workshop in Amman.
- 1.3 21,250<sup>1</sup> national electoral observers will have attended 860 training workshops on electoral observation and reporting skills delivered by those trainers who attended the courses in Amman.

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<sup>1</sup> Revised number of trained electoral observers to include the 1250 additionally trained for the Governorate Elections of 31<sup>st</sup> Jan 2009.

1.4 500 media monitors will have attended 20 workshops delivered by those trainers who received training on media monitoring during electoral processes.

2.1 21,750<sup>2</sup> electoral observers and media monitors will have been mobilised and will have received an allowance to cover food, transportation and communication on Election Day.

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

✓ UN Assistance Strategy for Iraq

Strengthened governance institutions and processes for political inclusion, accountability, rule of law and efficient service delivery

✓ UN Millennium Development Goals

Indirect contribution to the MDGs in general as widespread acceptance of Iraqi electoral results will facilitate a general environment conducive to their more effective realisation.

Specifically, the project contributes to MDG 8 “*Develop a global partnership for development*”

✓ Iraqi National Development Strategy

Strengthen good governance and improve security

✓ ICI Bench Mark

3.1.2 Implementation of political/legislative timetable

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

Participating UN Organizations

- UNAMI/UNEAD
- UNOPS

Other International Organizations

- Friedrich-Ebert-Stiftung (FES)
- Amman Centre for Human Rights Studies (ACHRS)

Indirectly, many of the members of the national Iraqi NGOs who were trained as observers have become advocates for democratic processes and good governance in their own communities. Obviously, this is not measurable, but it should be noted.

Under the funding arrangements between UNAMI, UNOPS and the UNDG/ITF, UNOPS acts as Executing Agency, whereas overall technical supervision is with UNAMI.

FES and ACHRS are the implementing partners to UNAMI and UNOPS under the provisions of individual Tripartite Agreements prepared by UNOPS.

The overall financial management of the project rests with UNOPS, the recipient of the funds from UNDG/ITF. UNOPS is responsible for financial monitoring of the activities (incl. those carried out by implementing partners).

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<sup>2</sup> Revised number of mobilised electoral observers to include the 1250 additionally trained for the Governorate Elections of 31<sup>st</sup> Jan 2009.

## II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

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

80 personnel from Iraqi national observer groups will have received ToT at workshops in Amman on election observation and reporting skills.

FES organised two Training of Trainers (ToT) in Amman while ACHRS carried out one ToT in Amman and one in Erbil. Iraqi electoral observers were trained on relevant Iraqi laws, regulations, and norms as well as international standards for the observation of electoral events (incl. voter registration). In addition, the trainings included reporting and coordination techniques relevant to electoral observation.

Each training saw the participation of twenty people chosen in coordination with the partner Iraqi NGOs.

20 personnel from Iraqi Media Monitoring groups will have received ToT at a workshop in Amman.

FES organised a three-day ToT in Amman on media observation during electoral events and on the preparation of relevant training materials for outreach workshops in Iraq.

The workshop was attended by a selected group of twenty Iraqi electoral observers with professional background in the field of media.

21,500 national electoral observers will have attended 860 training workshops on electoral observation and reporting skills delivered by those trainers who attended the courses in Amman and Erbil.

FES and ACHRS organised respectively 400 one-day outreach workshops in every Governorate of Iraq prior to the VRU. All sessions were coordinated by FES and ACHRS and the Iraqi observer networks (networks that consisted of coalitions of NGOs, covering every Governorate) and conducted by the successful participants of the ToT workshops.

Each session was attended by twenty-five people for a total of 20,000 electoral observers chosen in coordination with the partner Iraqi NGOs.

In addition ACHRS organised 60 workshops for 25 observers each as a preparation for the Governorate Council elections.

500 media monitors will have attended 20 workshops delivered by those trainers who received training on media monitoring during electoral processes.

FES organised twenty one-day outreach workshops in Iraq on media monitoring. All sessions were coordinated by FES and the Iraqi observer network and conducted by the successful participants of the ToT workshop in Amman.

Each training saw the participation of twenty-five people chosen in coordination with the partner Iraqi NGOs.

20,500 electoral observers and media monitors mobilised and received an allowance to cover food, transportation and communication during the electoral event.

Throughout the entire voter registration process, 500 observers have been monitoring the media and 20,240 observers were deployed in the designated Voter Registration Centres in the 18 Governorates of Iraq (distribution details in the table here following). The VRU lasted six weeks, two more than expected, but implementing partners were able to cover the whole period through project savings and voluntary contributions of the observers. ACHRS was also able to deploy 240 additional observers thanks to savings accumulated during the training phase, whose transfer was authorised by UNAMI and UNOPS. Final reports of the activity of

the observers are available (those coordinated by FES are also online on the organisation's website). Final consolidated reports will be soon available and successively presented to the Electoral Commission, for appraisal and development of lessons learned, and to the public.

The Voter Registration period was extended by the IHEC. This presented a potential challenge as funding was only available to mobilise observers for the original designated period. The observers and observer networks offered to volunteer for the additional hours of required observation. There was no adjustment in strategy but it was recognised that the NGO partners offered enormous flexibility and support to provide the VRU process with legitimacy and independent observation.

<b>Nr.</b>	<b>Governorate</b>	<b># of observers</b>
1	Baghdad	4654
2	Babel	887
3	Karbala	483
4	Najaf	788
5	Qadissiya	807
6	Wassit (Kut)	749
7	Thi-Qar (Nasseriya)	1120
8	Muthanna (Samawa)	580
9	Missan (Amara)	741
10	Basra	1291
11	Ninewa	1835
12	Salah Al-Din	776
13	Tameem (Kerkuk)	897
14	Diyala	1039
15	Anbar	1202
16	Dahuk	497
17	Sulaymaniyah	919
18	Erbil	975
<b>Total</b>		<b>20,240</b>

On the day for the governorate council elections 31<sup>st</sup> January; 1,250 independent national observers were also mobilised through ACHRS' network, having been trained earlier in the month.

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

Observers were trained and successfully deployed as per the project outputs. The presence of a high number of independent national observers monitoring the VRU had a positive impact on the credibility of the electoral process and hence also the results. The electoral process is an important part of the democratic process as a whole. It is considered to enhance the credibility of the electoral process within nascent democracies, and thus play an important contribution to promotion of good governance.

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

✓ ICI

The presence of independent national observers increased the credibility of the electoral process, lending support to the democratic process, tangentially assisting *Implementation of political/legislative timetable*.

✓ Iraqi National Development Strategy (NDS)

Under the National Development Strategy, democracy was recognised as a cornerstone of *good governance* as it provides an enabling environment for Iraq's diverse people to interact in a participatory and transparent manner. The monitoring of electoral processes is key in ensuring transparency, adherence to international standards and respect of democratic rights.

✓ UN Millennium Development Goals

This project is not immediately related to the achievement of the MDGs, although it will partially contribute to MDG 8 "*Develop a global partnership for development*" where this includes a commitment to good governance as electoral observation is a key element in the creation of a stable and transparent political system in Iraq. In particular, where the project provides for interactions between international and local NGOs this will contribute in strengthening local capacities to international standards.

The project contributed indirectly to the MDGs in general as widespread acceptance of Iraqi electoral results is deemed to facilitate a general environment conducive to their more effective realisation.

✓ UN Assistance Strategy for Iraq

For the Electoral processes in 2005, the UN assisted the Iraqi authorities and the IECI through a range of projects including the provision of Support to the Elections Process, Support to the Elections, Technical Assistance to IECI, Support for Fair, Safe and Professional Media Coverage and Logistics Support to the IECI. In addition, two 'Support to Observer Group' projects were organised (Phase 1 and Phase 2) with the first one providing support to Observer groups for the January 2005 elections and the second for the referendum in October 2005 and the second legislative election in December 2005.

With the SCR 1770 the United Nations confirmed and reinforced their assistance to Iraq and their support to the government and to the IHEC. Alongside the direct measures that are currently being delivered to enhance the capacity of the IHEC, it is necessary to ensure that the upcoming electoral processes are perceived as transparent and legitimate both by the actual voters and the international community. Therefore it is essential to support national independent electoral observation networks enabling them to effectively monitor the forthcoming electoral processes planned for 2008/9.

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

FES and ACHRS developed the training programme and methodology for election observation and reporting skills and, in coordination with networks of Iraqi NGOs, they selected participants to ToT workshops to be conducted in Amman and subsequently organised outreach sessions in all Governorates of Iraq.

Once the training phase was completed, a decision was made to deploy the observers during the Voter Registration Update (15 July - 15 August 2008). To ensure effective monitoring,

FES and ACHRS, in coordination with the partner Iraqi NGOs, selected among them the Registration Centres to cover and the observers to deploy.

Final narrative and financial reports have been prepared at the end of the monitoring exercise and results shared with the IHEC.

UNAMI reviews progress and final narrative reports, whereas UNOPS reviews progress and final financial reports and prepares progress and final narrative and financial reports for UNDG/ITF and UNAMI.

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

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

The project dealt 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.

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

In Iraq, the participation of women in the public/political arena is limited. Although, information on gender participation was not a requirement of the grants to the INGOs, the implementing partners have to the extent possible tried to have a relevant representation of women in the trainings. For example FES' reports show that 52% of the participants to the ToTs were female. As for the outreach sessions, still coordinated by FES, but organised by their partner Iraqi NGOs, the turnout was less impressive, only an average of 10% of participants were female. However, these numbers should also be put against the security concerns and the social restrictions faced by women travelling inside Iraq (as domestic observers do) and participating in public events. A lessons learned from the project was any future activities should, where possible, request a numerical breakdown for gender specific information.

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

N/A.

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

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

For those activities carried out in Jordan security concerns were limited.

Project activities which were carried out inside Iraq, implied instead some relevant security concerns, especially when implemented in the more unstable governorates.

For the trainings, the responsibility was with the local NGOs to organize the sessions in a safe area or to postpone individual trainings in accordance with the development on the ground.

For the actual observation, mitigating measures were taken by the IHEC who supported by the UN and various actors in the field of security provision (Iraqi army, police, multi-

national forces) tried to ensure that the situation on the ground was safe enough for voters and observers to come to the VRU centres and to register and observe in a protected environment.

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

The project does not have a direct impact on local employment. However by preparing trainers and then training 21,250 observers and 500 media monitors, the project provided with new technical skills a significant number of NGOs members, who will certainly benefit from the newly acquired abilities.

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

The project performance was felt to be satisfactory and as expected. This project represented the third in a series providing support to national electoral observers for Iraq and had learned from previous projects. The mechanism and method of implementation and partnerships was well established and this is reflected in both the design and output.

<b>Quantitative achievements against objectives and results</b>			
<b>1.1</b>	80 personnel from Iraqi national observer groups will have received ToT at workshops in Amman on election observation and reporting skills.	100	<b>% of planned</b>
<b>1.2</b>	20 personnel from Iraqi Media Monitoring groups will have received ToT at a workshop in Amman.	100	<b>% of planned</b>
<b>1.3</b>	21,250 national electoral observers will have attended 860 training workshops on electoral observation and reporting skills delivered by those trainers who attended the courses in Amman.	100	<b>% of planned</b>
<b>1.4</b>	500 media monitors will have attended 20 workshops delivered by those trainers who received training on media monitoring during electoral processes.	100	<b>% of planned</b>
<b>2.1</b>	21,750 electoral observers and media monitors will have been mobilised and will have received an allowance to cover food, transportation and communication during electoral events.	100	<b>% of planned</b>

### **III. EVALUATION & LESSONS LEARNED**

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

- **Joint Needs Assessment**

Before developing assistance projects to assist in the 2005 Electoral processes, UNAMI/IEAT developed a detailed and effective concept paper to establish and promote democratic electoral processes while simultaneously developing sustainable capacity to manage the electoral systems and processes.

Subsequently the outcomes of Electoral Observation Projects I and II have been reported on and evaluated in the relevant Lessons Learnt Exercises (for Phase I in New York and for



Phase II in Cyprus). As a result, the Tripartite Agreements between UNOPS, UNAMI/IEAT and the implementing partners were developed to include and reflect better inter-partner coordination and monitoring of in-country workshops and mobilisation.

A Lessons Learned and Future Planning Conference was organised in Istanbul on April 17-21, 2009. Eight out of the nine Commissioners of the Board of IHEC were present together with 13 Senior Officials of the Electoral Administration and five members of the IEAT. Following from these discussions, lessons learned and recommendations for the several potential electoral events in the coming year were drawn. A part of the Lessons Learned was also to evaluate the different observers projects (including this).

One of the conference's objectives was also to make recommendations and structure future planning for the three electoral events in the coming year (voter registration exercise, KRG elections and the COR elections); these recommendations were incorporated in the next phase of the observers project. The lessons learned in bullet below.

- The scope of election observation should be extended to include an assessment of coverage in various media outlets on both the qualitative content of election-related news and the quantitative amount of such news per candidate or political party;
- Support activities for independent observer groups should be coordinated with other stakeholders (including donors, NGOs and the IHEC itself);
- The dependence of national electoral observer groups on international funding should gradually be reduced;
- There is a need for distribution of observation reports and results in diversified outlets across Iraq;
- There is a need for greater clarification of both the role that IHEC plays in elections and the appropriate relationship between IHEC and independent observers; and
- In order to enhance results, during elections, there should be a call centre available to advise election observers on how appropriately to implement their observation tasks.

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

The project has been satisfactory, achieving the planned outputs with no delay.

The only variation to the training implementation plan was that one of the ToTs organised by ACHRS scheduled to be held in Amman was instead brought to Erbil. The reason for the changed location was that ACHRS faced some problems in obtaining security clearance from the Government of Jordan for the Iraqi participants to the workshop.

As stated above, the Voter Registration period was extended by the IHEC but the potential challenge to provide the VRU process with legitimacy and independent observation in the absence of funds to cover the mobilization of observers beyond the originally designated period, was overcome by the observers and observer networks offering to volunteer for the additional hours of required observation.

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

In addition to the specific recommendations raised from the project evaluation (see above, point a), the project's lessons learned were somewhat limited by the consistent methodology applied to implementation, recognised as effective by two previous projects responsible for training and mobilisation of national observers (albeit for different electoral events, and with different specific electoral law). It is recognised that electoral events can always be delayed or

extended, (see above point b) but the ability for the NGO networks to respond positively to such operational challenges should be taken into account when planning future similar tasks.

#### IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
<b>IP Outcome 1</b>							
<b>IP Output 1.1</b> 80 personnel from Iraqi national observer groups will have received ToT at workshops in Amman on election observation and reporting skills.	Indicator 1.1.1	0 personnel from Iraqi national observer NGOs received TOT	80 Iraqi national observers trained .	80 Iraqi national observers trained	n/a	FES and ACHRS Reports	
<b>IP Output 1.2</b> 20 personnel from Iraqi Media Monitoring groups will have received ToT at a workshop in Amman.	Indicator 1.2.1	0 personnel from Iraqi Media monitoring groups received TOT	20 personnel from Iraqi Media monitoring groups received TOT	20 personnel from Iraqi Media monitoring groups received TOT	n/a	FES and ACHRS Reports	

<p><b>IP Output 1.3</b> 21,500 national electoral observers will have attended 860 training workshops on electoral observation and reporting skills delivered by those trainers who attended the courses in Amman.</p>	<p>Indicator 1.3.1</p>	<p>0 electoral observers trained in new electoral procedures</p>	<p>860 training workshops; total of 21,250 electoral observers trained in Iraq</p>	<p>860 training workshops; total of 21,250 electoral observers trained in Iraq</p>	<p>n/a</p>	<p>FES and ACHRS Reports</p>	
<p><b>IP Output 1.4</b> 500 media monitors will have attended 20 workshops delivered by those trainers who received training on media monitoring during electoral processes.</p>	<p>Indicator 1.4.1</p>	<p>0 media monitors attended workshops and were trained on media monitoring during the electoral processes</p>	<p>20 training workshops; total of 500 media monitors</p>	<p>20 training workshops; total of 500 media monitors have been trained on media monitoring</p>	<p>n/a</p>	<p>FES and ACHRS Reports</p>	

<b>IP Outcome 2</b>							
<b>IP Output 2.1</b>  21,750 electoral observers and media monitors will have been mobilised and will have received an allowance to cover food, transportation and communication.	Indicator 2.1.1	0 observers and media monitors have been mobilized for electoral events in Iraq 2008/2009	21,750 observers and media monitors mobilized for electoral events of Iraq 2008/2009	21,990 <sup>3</sup> observers and media monitors were mobilized ( 20,740 for the VRU and 1,250 observers for the governorate council elections)	n/a	ACHRS and FES final financial and narrative reports, including signatures from all observers	

<sup>3</sup> Although the project partners reported a total number of trained and mobilised observers and requested funding to support these trained and mobilised observers, it should be noted that where possible the NGOs trained more people and (e.g. 22 instead of 20 at an individual training) thus making efficient use of project funding.