

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

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| Participating UN Organization(s) | Sector(s)/Area(s)/Theme(s) |
| <i>(if joint programme, indicate the lead agency)</i> UNAMI HRO, OHCHR, UNOPS | Former cluster C: Governance and Human Development Governance Sector Outcome Team |

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| Programme/Project Title | Programme/Project Number |
| Human Rights Project for Iraq 2006-2007 (implementation extended until 31 March 2009) | C9-19 UNDG ITF Atlas Award Number: 54949 UNDG ITF Atlas Project Number:66949 |

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| Programme/Project Budget | Programme/Project Location | | | | | | | | | | |
| <table> <tr> <td>UNDG ITF:</td> <td>USD 3.163.586</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 3.163.586</td> </tr> </table> | UNDG ITF: | USD 3.163.586 | Govt. Contribution: | USD | Agency Core: | | Other: | | TOTAL: | USD 3.163.586 | Region (s): Central Iraq, KRG and Jordan Governorate(s): District(s) |
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| Other: | | | | | | | | | | | |
| TOTAL: | USD 3.163.586 | | | | | | | | | | |

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| Final Programme/ Project Evaluation | Programme/Project Timeline/Duration |
| Evaluation Done <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No x Evaluation Report Attached <input type="checkbox"/> Yes <input checked="" type="checkbox"/> o | Overall Duration Start date: April 1 st 2006- End Date: March 31 st 2009 Original Duration Start date: April 1 st 2006- End Date: June 31 st 2007 Programme/ Project Extension 3 extension requests presented and granted (5 April 2006 to extend implementation until 31 December 2007; second extension request presented on 31 December 2007 to extend implementation until 31 October 2008; third and last extension presented on 15 October 2008 to conduct last activities up until 31 March 2009) |

Report Formatting Instructions:

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

FINAL NARRATIVE REPORT

I. PURPOSE

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

The primary goal was to help develop and strengthen an Iraq led and owned national human rights protection system in view of the mandate of SCR 1546 (2004), para. 7 (iii) to “promote the protection of human rights, national reconciliation, and judicial and legal reform in order to strengthen the rule of law in Iraq”.

The project was conceptualised based on a UNCT human rights needs assessment carried out, discussed and drafted in 2004.

The key objectives of the programme are to:

- 1-improve the managerial and operational capacity of the Ministries of Human Rights and Justice to enable them to carry out their mandates
- 2-establish a National Human Rights Institution in compliance with the international guidelines and principles
- 3-assist in bringing Iraqi legislation in conformity with human rights standards
- 4-support the development of a national strategy for transitional justice institutions
- 5-support the development and implementation of a national human rights education campaign

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

Outcome 1. a well functioning MoHR and MoJ with clear mandates and operational mechanisms.

Associated outputs:

- 1.1. Ministry of Human Rights and Ministry of Justice have received adequate and requested training that will help them in their activities
- 1.2. Human Rights library in the Ministry of Human Rights is fully equipped and operational
- 1.3. There is a visible human rights promotion campaign with measurable impacts

Outcome 2: the ground work for the establishment of an independent, truly representative and effective national human rights commission with protection and promotion functions is done

Associated outputs:

- 2.1. Advise and guidance is provided to the Iraqi government at each level of the establishment of the NHRI
- 2.2. Specific draft legislation, brought in conformity with international human rights standards, is discussed and adopted by Iraqi legislators;
- 2.3. NHRI is in place with a clearly stated vision, methodology and all staff is hired and trained;
- 2.4. A strategic plan for the national institution upon which a capacity building initiative can be established is developed and agreed upon;

Outcome 3: a more effective and independent judiciary and a better functioning administration of justice

- 3.1. Ability of the Ministry of Justice to exercise its role is visibly improved
- 3.2. Awareness of government institutions, parliament members and civil society organisations in relation to international human rights standards is increased through workshops and seminars discussing bringing Iraqi legislation in conformity with human rights standards

Outcome 4: A national policy on transitional justice is developed addressing past crimes including the missing and disappeared persons and accountability mechanisms to fight impunity.

Associated outputs:

- 4.1. Expert advice is made available to Iraqi Government officials, people in the legal profession as well as civil society representatives have taken part in the awareness on transitional justice issues, as well as strategy development;
- 4.2. A national policy and strategy on addressing transitional justice is formulated in such a way that it reflects the needs and desires of the Iraqi people and benefits from experiences of countries in transition

Outcome 5: Development of a culture of human rights through a national human rights campaign targeting the Iraqi society as a whole in all locations

Associated outputs:

- 5.1. A wide ranging human rights campaign on the rights and responsibilities of and the mechanisms for the protection as well as individual responsibilities of different governmental agencies and institutions vis-à-vis human rights safeguarding is undertaken.

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

- **UN Assistance Strategy for Iraq:** The project falls under the Cluster C Matrix program outcome 4: “Incorporating human rights context (including rule of law) at the level of the civil society and governmental organisations”.
- **UN Millennium Development Goals:** This project supports in an indirect way all the goals as defined in the MDG 2005 for Iraq as it is directed to create a strong national human rights protection system in Iraq. **MDG 3 is relevant for this project: gender equality and empowerment of women.** This MDG is concerned with gender disparities in literacy and education and representation in national decision-making. In addition, this project **contributes** to the attainment of **MDG 8**, which helps to develop a global partnership for development.
- **Joint Needs Assessment:** The project is in line with immediate needs and mid-term priorities (2005-2007) of the assessment. The needed support to the rule of law and human rights includes building the capacity of institutions in defining their mission and mandates, establishing monitoring mechanisms of the justice sector to identify individual and systematic human rights violations, review laws and support the implementation of transitional justice, develop training programs, and strengthen the law enforcement capacity.
- **Iraqi National Development Strategy:** This project directly and mainly contributes to the development goal “Strengthening good governance and security”. It indirectly contributes to the other development goals as well, principally to “improving the quality of life”.

It should be noted that the International Compact with Iraq did not exist at the outset of the project.

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

The Office of the High Commissioner for Human Rights (OHCHR) with the UNAMI Human Rights Office (HRO) is the lead agency in ensuring implementation of human rights activities in Iraq as foreseen in Security Council Resolution 1546, 1770 and 1830, requesting UNAMI to assist in the promotion of the protection of human rights in Iraq. OHCHR has signed a memorandum of understanding with the UNDG Iraq Trust Fund on 4 October 2004 whereby OHCHR delegates representation in Amman to the UNAMI Human Rights Office, with the support of the desk officer for Iraq in Geneva. UNAMI HRO in cooperation with OHCHR is the responsible leader for the implementation of the project. The executing agency responsible for administering the fund is UNOPS. Project activities have been implemented as a result of the joint effort of these three UN partners.

Furthermore, UNOPS signed a memorandum of understanding with the UNDG Iraq Trust Fund on 30 January 2004 and has since then been instrumental in developing activities supporting Iraqi civil society. This factor benefited the project since many of the consultations have included civil society participation to develop sustainable policies and strategies and UNOPS has contributed by

identifying and bringing together relevant representatives from the civil society to participate in several activities.

UNOPS has executed the project by making the necessary financial, logistical and project management arrangements, in close coordination with UNAMI HRO.

In implementing each project activity, partners and specialised organisations were identified in order to ensure impact and delivery of high quality outcomes.

Other implementing partners/collaborators in this project have been as follows:

- International Center for Transitional Justice (ICTJ), specialised organisation combining intellectual resources, professional experience and a mission to provide support to transitional justice initiatives, was the implementing partner on the component related to Transitional Justice. One of the workshops was conducted in Erbil.
- Arab Institute for Human Rights (AIHR): has mainly been in charge of the delivery of the capacity building activities to Ministries.
- United Nations Office on Drugs and Crime (UNODC): the Terrorism Prevention Branch of the UNODC, MENA division, sent a team of 2 to 3 specialists to conduct the 4 training events, 3 in Iraq (twice in Baghdad and once in Erbil) and 1 in Amman.
- Human Rights Information and Documentation Systems, International (HURIDOC): the leading organisation on training activities on library systems for MoHR, MoJ and the CoR.
- UNIFEM, Minority Rights Group International and Iraqi Minorities Council assisted in conducting research study on the situation of minority women in Iraq.
- UNICEF Iraq: HRO in cooperation with UNICEF-Iraq has conducted a 5-day specialized training course on Human Rights Based Approach to Programming (HRBAP). The training course was attended by 25 staff members, 17 of them women, representing 13 different ministries and governmental bodies from both GOI and KRG. The specific target group of this training course was program staff that is involved in conceptualization, development and implementation of programs and projects.
- UNAMI HRO Available in-house expertise

Beneficiaries:

Immediate:

- Staff of the Ministry of Human Rights, Justice in both the Central Government and the KRG; later expanded to include staff from the Ministry of Interior, Defence, Foreign Affairs, Women's Affairs, Labour and Social Affairs, Planning, Civil Society Affairs and the Ministry of Martyrs and Anfal Affairs (KRG) whose capacities to conduct their duties have been strengthened through the provision of modern equipment, research material and intensive human rights trainings, human rights based approach training and guidance.
- The Council of Representatives, particularly, the Human Rights Committee, Legal Committee and Defence Committee of the Council of Representatives are aware of their roles in the promotion and protection of human rights and the Rule of Law, particularly in the area of reform of terrorism legislation and ensuring its adherence with human rights standards.
- Law enforcement officials, governmental officials, parliamentarians, members of civil society benefit from raising their awareness through the discussion of terrorism related issues and challenges, both in GoI and KRG.
- Civil Society Organisations: particularly in the design and implementation of the national human rights campaign, in enhancing their understanding of protection of human rights, in increasing their awareness on women's rights, in Iraq.

Indirect: the general Iraqi population, in particular the most vulnerable, such as women and those undergoing criminal proceedings, are indirect beneficiaries since the protection, respect and promotion of their rights have been enhanced.

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?**

Overall, the key outputs of the project were achieved in line with the projected indicators.

Output 1.1 A number of workshops, seminars and other activities which have been organized by UNAMI/HRO and UNOPS have positively contributed to the managerial and operational capacity of the MOJ and MOHR. Their respective roles and mandates have become clearer not only to the MOJ and MOHR but also to other government agencies and partners.

Output 1.2 The MOHR library has become equipped and operational, and librarians have received adequate training in order to be able to organize human rights documents according to modern standards. Following the training, librarians have introduced standard software and programs in the work of their libraries and have passed on the knowledge acquired to their colleagues. UNAMI/HRO with the cooperation of UNOPS have also cooperated with HURIDOCS, the leading organization to plan a training activity on library systems. HURIDOCS was the implementing partner which carried out training for a number of Iraqi Librarians from MOHR, MOJ, COR and other public libraries in different locations in Iraq.

Output 1.3 The MOHR has carried out a public information campaign through the design and distribution of media products and other items.

Outputs 2.1 and 2.2 The achievement of the whole of Outcome 2 concerning the establishment of the Iraqi National Human Rights Institution (NHRI) was dependent on passing the draft law pertaining to the actual establishment of the Commission by the Iraqi Council of Representatives (as required by art 102 of the Iraqi Constitution). A number of activities were carried out that led to an increased awareness on the importance of such an institution and the role it would play in protecting and promoting human rights. Advice and guidance was provided and a draft law produced. (Consultations and workshops included Iraqi government officials, members of the CoR and civil society activists and discussions in relation to the process of finalising a draft law to establish a NHRI in accordance with the Paris Principles included a “Workshop on human rights for members of the Iraqi CoR” in Geneva 7-11 August 2006 and “Consultations on the National Human Rights Commission for Iraq” in Amman 16-18 October 2006.)

However, when at the time of the second project extension in December 2007, the law had yet to be passed and other issues were at the top of the agenda of the CoR, it was considered appropriate to focus efforts of the project elsewhere and it was requested and granted that funds for the related outputs under outcome 2 be reallocated to the objective of strengthening national institutions which included a wide range of training activities on human rights. With regards to the legislation, UNAMI HRO advised that a more robust advocacy strategy be undertaken by the SRSG de Mistura and in November 2008 it culminated in the CoR passing the law for the establishment of the national human rights commission.

2.3 and 2.4 As the achievement of these outputs was dependent on the passing of the law by the Iraqi CoR, funds under these outputs were reallocated at the time of the second project extension in December 2007 as explained above.

Output 3.1/3.2 Arabic speaking experts were identified by UNAMI/HRO and UNOPS to provide guidance in bringing legislation in conformity with international standards. Progress was made in this area through improving the ability of MOJ to exercise its role and through raising awareness of government institutions and members of COR in relation to international human rights standards.

Output 4.1/4.2 Progress was made with regard to raising awareness of Iraqi government officials, legal professionals, and civil society representatives on transitional justice issues and transitional

justice strategy development. UNAMI/HRO with the cooperation of UNOPS have conducted a series of activities that included different Iraqi stakeholders. UNAMI/HRO and UNOPS continued their work in this field by providing continuous advice and by organizing two workshops on relevant transitional justice issues and sparked an initiation for the establishment of a documentation centre for the Kurdistan region. The work done by HRO in cooperation with its implementing partners has set the grounds for a national strategy to be framed and adopted.

Output 5.1 A wide ranging human rights campaign on the human rights protection mechanisms was undertaken. Due to the difficult security situation in Iraq, implementation was conducted through cooperation with different Iraqi actors. After careful selection, grants and support was provided by UNAMI/HRO and UNOPS to 12 human rights NGOs which carried out human rights education projects in their local communities. UNAMI HRO with the cooperation of UNOPS also carried out activities on additional human rights issues of concern, such as the freedom of expression and the media in the KRG, and the draft publications law and code of ethics for media bodies. OHCHR publications have also been distributed to NGOs working with Human Rights.

To raise awareness of the Iraqi public in relation to human rights and in commemoration of the sixtieth anniversary of the Universal Declaration of Human Rights (UDHR), UNAMI/HRO with the cooperation of UNOPS produced materials on the theme, including posters in Arabic and Kurdish and a calendar containing the 30 articles of UDHR. These publications targeted government ministries and institutions in addition to Iraqi NGOs and public institutions and aimed to increase these institutions' and public awareness of the basic principles and standards of human rights.

Furthermore, UNAMI/HRO with the cooperation of UNOPS completed two original studies related to the situation of women in Iraq. The first field based research looked at the "situation of women in minority communities in Iraq", an area that had not been addressed before and the second examines "honour related crimes in Kurdistan". The two studies were finalized and printed and then were distributed during the international conference on Iraqi women which was held in March 2009. These two studies helped disseminate information of the situation of women and the extent of their enjoyment of their human rights in Iraq, which raised the awareness of the population in Iraq in relation to one of the vulnerable groups and therefore would push for more equal opportunities and justice for Iraqi women.

The primary beneficiaries - particularly direct - as outlined above, welcomed the activities and in general terms, showed enthusiasm during the implementation process. While most of the activities were conducted in Amman, a progressive shift to Iraq as the location was possible as the security situation improved, permitting activities to take place in Baghdad and Erbil. This shift was welcomed by the Iraqi authorities and other beneficiaries.

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

The project's outputs contributed to the realization of the outcomes in the following manner:

-The Ministry of Human Rights started drafting reports on pressing human rights concerns for public distribution, in line with training received, (outcome 1)

-The Ministry of Justice's capacities were developed to incorporate human rights principles, discourse and monitoring mechanisms acquired through training in their planning; (outcome 1)

- As a result of their inclusion in project activities,, a change of institutional behaviour was gradually observed in the Ministries of Human Rights, Justice, Defence and Interior which was manifested in increasing levels of engagement and cooperation, exchange of information, precision in the use of human rights notions and language in texts and verbal communication, modifications in ministerial policies to address human rights concerns, and progressive dialogue with UNAMI HRO on pressing human rights issues and priorities, and requests from the ministries to conduct additional capacity building; (outcome 1, 5)

-The workshop with the Parliament (HR Committee, Legal Committee and Defence Committee) focused on raising awareness on the inadequacies of the anti-terrorism law and the need to ratify remaining conventions within the global legal framework against terrorism; The commitment to form a working committee to address this issue is a concrete step in the direction towards the achievement of two of the outcomes (outcome 4, 5).

-The work undertaken with Government officials and Civil Society Organisations contributed to creating higher awareness of the principles of a culture of human rights and transitional justice issues. The project resulted in a visible and increased cooperation/communication of the beneficiaries with UNAMI/HRO and UNOPS, and its successful completion led to numerous requests for further engagement and continuation of the development of the capacities of government institutions and civil society. (outcome 1, 3, 4 and 5)

-In relation to Outcome 2. ground work in the form of advocacy and technical advice was provided on a regular basis to members of the CoR Human Rights Committee and other institutions to influence the discussions on the draft law (particularly the mandate and competencies of the future national human rights commission) and to unblock the status quo predominant during 2007. Upon advice of UNAMI HRO, a more robust advocacy strategy undertaken by the SRSG de Mistura culminated in the CoR passing the law for the establishment of the national human rights commission, in November 2008.

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

- **UN Assistance Strategy for Iraq:** The Project falls under the Cluster C Matrix program outcome 4: “Incorporating human rights context (including rule of law) at the level of the civil society and governmental organizations”. The whole project was designed to help develop and strengthen an Iraq led and owned national human rights protection system in view of the mandate of SCR 1546 (2004), para. 7 (iii) to “promote the protection of human rights, national reconciliation, and judicial and legal reform in order to strengthen the rule of law in Iraq”. To that end, all the outputs directly contribute to incorporate a human rights perspective either at the level of civil society or governmental organisations. **UN Millennium Development Goals:** This project in an indirect way supported all the goals as defined in the MDG 2005 for Iraq as it was meant to create a strong national human rights protection system in Iraq. **MDG 3** is relevant for this Project: gender equality and empowerment of women. See references to the two studies on violence against women and minority women produced, as well as the conference organised under the project in March 2009. Also see section on gender mainstreaming under “cross-cutting issues” below). In addition, this project contributed to the attainment of **MDG 8**. It will help, in general terms, to develop a global partnership for development.
- **Joint Needs Assessment:** The project was in line with immediate needs and mid-term priorities (2005-2007) of the assessment as stated under points 3.148 and 3.151 and 3.152. The needed support to the rule of law and human rights included building the capacity of institutions in defining their mission and mandates, establish monitoring mechanisms of justice sector to identify individual and systematic human rights violations, review laws and support the implementation of transitional justice, develop training programs, and strengthen

the law enforcement capacity.

- **Iraqi National Development Strategy:** This project directly and mainly contributed to the development goal “Strengthening good governance and security.” It also indirectly contributed to the other development goals as well, especially to “improving the quality of life.”
- d. Explain the contribution of key partnerships including national, international, inter-UN agency, CSO or others towards achievement of programme/ project results.**

For an outline of the respective roles of the partners in this project, please see section 1d above.

The partnerships with ICTJ, Arab Institute for Human Rights, UNODC and others proved very fruitful. Discussions on the substantive components were held between UNAMI HRO and UNOPS and the relevant partners on a regular basis and delivery of the project outputs were within the expected parameters.

The project activities were generally positively received by national beneficiaries. Iraqi ministerial authorities and civil society approached both Agencies requesting further capacity building and assistance in the promotion of Human Rights. As a result of the implementation of the project, a progressive inclusion of human rights components within the Ministries of Defence and Interior was noted, in the form of organisation of Human Rights conferences, highlighting Human Rights issues, more active steps to address human rights violations and accountability in the public function, etc.

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

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

All trainings reiterated the importance of gender equality and the inclusion of minority and other protected groups. The research study on Minority women, presented in the Women’s Conference organised by UNAMI HRO and UNOPS in March 2009 in Jordan, served to highlight the issues of concern that affect this particular group. Specific recommendations to address the areas of concern were issued as a result of this study.

The nature of the project aiming to support the enhancement of the culture and protection of human rights in Iraq in itself work towards protecting the interests of vulnerable and marginalised groups.

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

In addition to the points mentioned above, the selection process and nominations were conducted following the principles that had been agreed in the project document (see Project Document, 2.2.4). In the assessment of the proposed participants -in order to select them according to the criteria - gender was considered by ensuring the participation of women in activities and promoting their empowerment during the implementation phase. However, the final responsibility for the nomination of participants lies with the ministries and in spite of an improved working relationship over the duration of the project, the participation of women in certain activities was at times difficult to ensure. Consequently and regrettably, women were under-represented in some activities.

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

The project did not have an environmental impact.

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

The volatile security situation in Iraq directly affected project implementation. In 2006 and 2007 (with the exception of one activity in Erbil, Kurdistan region, in November) all the programmed

activities were conducted in Jordan. Conditions permitting, the locations of trainings and conferences were gradually moved to Iraq however. In 2008, the first activity was conducted in Baghdad and some followed in Erbil, where the security situation was and still is calmer and more stable. Certain activities in Baghdad had to be postponed as the system and management of the only authorised venue to conduct events in, in the so called green zone -although having been booked in advanced by UNOPS- proved unreliable and bookings were cancelled at the last minute. The second activity in Baghdad was conducted in January 2009.

As mentioned above, the volatile security situation also at times affected the priorities and availability of project counterparts/beneficiaries and adjustments had to be made as explained.

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

Not directly.

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 has ostensibly contributed to build the capacity of the MoHR and MoJ in their understanding of the principles of promotion and protection of human rights and the perspective of planning using the human rights based approach. Additionally, it helped to enhance the visibility of the then newly created Ministry of Human Rights and its scope of work, by the provision of specialised training to staff and the equipment of the library. Other Ministries were also beneficiaries of targeted training.

The achievement of the component related to the support to the creation of the national human rights commission remained incomplete, since the political and institutional requirements to its setting by the Iraqi counterparts were not met. Sensitization work, technical advice on the desirable legislation in line with international standards and capacity building to stakeholders were continuously provided in this framework. The law creating the national human rights commission was finally approved in November 2008 but the institution has not been set up as yet.

The project's activities also raised awareness on significant Human Rights topics with government officials and civil society. Ground work in the form of specialised seminars and workshops on bringing domestic legislation in conformity with international human rights standards, particularly in the areas of gender based violence, fair trial rights and counter-terrorism and transitional justice was successfully conducted. As a result of the discussions, the general consensus was that remedial action to the shortcomings in legislation and policies had to be put in place and potential mechanisms for this purpose were suggested.

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?

Continuous consultations and regular meetings were held with stakeholders during the project's implementation to ensure appropriate design and maximum value of activities. Representatives of UNAMI HRO and the ministries agreed in advance on agendas and were also present at all trainings to monitor content and progress.

Two studies, referred to above, were produced. One about violence against women done by ASUDA and another one about minority women which were shared with the participants during the conference on Minority Women which was conducted in March 2009. (These studies are annexed with this report)

The project workplan had originally made provisions for an independent evaluation to be conducted towards the end of the project, however, due to high staff turnover and difficulties at

UNAMI HRO, TORs for such an evaluation were not possible to put together to meet the project closure date of 31 March 2009. It should here be noted that at the time of the project extension granted in October 2008, the Deputy Special Representative of the Secretary General (DSRSG) in Iraq, Mr. David Shearer, made it conditional on that no additional project extension would be granted and hence the date of closure was permanently fixed.

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

The project was formally approved and signed in late April 2006. However, transfer of funds from ITF to UNOPS account did not materialise before June. Therefore, the first actual activity related to the project took place in Baghdad in July 2006.

Due to the sensitivity of the issues addressed through the project, UNAMI HRO spent the first months conducting close consultations with Iraqi government officials and other Iraqi partners to assess needs and to set project priorities accordingly. Carrying out these activities often required a great degree of careful planning and well thought through implementation strategy.

At the beginning of the implementation process, the security situation in Iraq represented a key constraint to ensure relevant participation and application of the knowledge and new methodology acquired through the different activities.

It should be emphasised that successful implementation of project activities requires not only approval of the Iraqi government ministries concerned, but rather real commitment and willingness to work on promoting human rights. Unfortunately, particularly in the early stages of implementation, the Iraqi government demonstrated a limited commitment to prioritising the advancement of the human rights agenda. Institutional instability and political actors' conflicting priorities had a significant impact on the commitment to achieve any meaningful progress in the human rights concerns and priorities. Additionally, structural constraints in connection with inherited past practises and its effects on institutional dynamics, rapid turnover of personnel within the Iraqi ministries and insufficient flexibility to respond to the challenges of the new context also resulted in obstacles and delays in the implementation.

The law providing for the establishment of the Human Rights commission not being passed on time, further resulted in the exclusion of a substantial key objective of the project. Slowly and timidly however, key ministries started to talk about the importance of human rights and began taking active steps to mainstream human rights components in their work.

Administrative constraints related to visa requirements enforced in June 2007 for Iraqis to enter Jordan, sometimes delayed activities and even led to cancellation of events..

Hiring experts and consultants to provide advice and guidance to ministries inside Iraq also turned out to be a greater challenge than expected. In order to fulfil their function, a basic requirement, especially in the area of legislative review and drafting, would be that the experts are Arabic speakers. Although experts were identified, willingness to travel to Iraq was for many a major concern and a reason for not accepting the job. Therefore terms of reference had to be changed in such a way that would not endanger the objective of hiring the experts.

An additional noted constraint was the profile and at times insufficient qualifications of participants attending the events, particularly activities targeting ministry and government officials. Measures were taken to mitigate this constraint by requesting more solid background information on participants and UNAMI HRO was put in charge of the final selection, however, nominations still remained with the MoHR. Unfortunately, the profile of most participants remained below the expected selection criteria. UNAMI HRO fears that this fact may lessen the impact of the knowledge transmitted and may affect the sustainability of impact within the Ministries.

During the conceptualisation of the project in 2003-2004 there were no specific plans related to the KRG area. While implementing the project and in light of the presence of UNAMI HRO in Erbil, newly emerging needs in relation to the capacity building of KRG ministries were identified. HRO and UNOPS through their offices in Erbil during project implementation addressed these needs which were incorporated in the work plan.

For security reasons , activities in Baghdad were not possible up until March 2008.

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

Qualitative input from the UNAMI HRO team and sustainable dialogue with implementing partners and key national beneficiaries informed the development of the activities. Being on top of the substantive component of all activities helped the project achieve maximum impact.

Flexibility was key to adapt to the rapidly changing environment, highly restricting security constraints and emerging needs and priorities. A slight change of the project scope was thus requested to the DSRS, David Shearer, on 31 December 2007.

More coordinated efforts need to be made in order to reinforce the involvement of the government throughout the implementation of activities, adoption of follow-up strategies and have them committing on active support through allocating resources for action plans. A possible way to do this is to nominate a participant/group of participants as a focal point to follow up on the agreement/commitments emanating from the activities and liaise with HRO and the project manager to report on difficulties encountered and work out solutions.

Coordination and cooperation between UNAMI and UNOPS significantly improved throughout the duration of the project. According to UNAMI, strong and continuous support was received from the UNOPS project manager and her staff resulting in the outstanding provision of services.

Logistically it was noted that the earlier stakeholders were notified of activities planned, the better the participation and flexibility to adapt to changing circumstances and requests.

In order to achieve best results, the project further adopted a habit of contingency planning to accommodate for the volatile security situation and the turn over of government officials as well as the changing needs of Iraqi counterparts during implementation.

IV. INDICATOR BASED PERFORMANCE ASSESSMENT

| | Performance Indicators | Indicator Baselines | Planned Indicator Targets | Achieved Indicator Targets | Reasons for Variance (if any) | Source of Verification | Comments (if any) |
|--|--|---|--|---|---|---|-------------------------|
| IP Outcome 1 | | | | | | | |
| IP Output 1.1 MoHR and MoJ have received adequate training that will help them in their activities | Indicator 1.1.1 Train staff of the MoJ and MoHR in principles of promotion and protection of human rights | No training activities undertaken on HR related areas | 11 specialised workshops and seminars on human rights, programming, monitoring and reporting HR, detainee's rights, including ToT, to be held. | 11 specialised workshops and seminars timely conducted in Erbil, Amman and Baghdad provided knowledge and tools to participants | Expansion to include staff from the Ministry of Interior, Planning and Defence in most of the activities. | <p>Project progress report and financial and contractual documents</p> <p>Increased knowledge noted by UNAMI HRO and evidenced in the raising of the profile of human rights issues, the increasing role of the HR Directorates within the ministries and use of human rights related language in official documents.</p> <p>Incorporation of elements of HR in the curricula of the MoD Training Institute</p> | Coverage on GoI and KRG |

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| <p>Indicator 1.1.2 Organise and facilitate meetings between MoHR and other stakeholders to increase the visibility of the Ministry's role and expand cooperation</p> | <p>No coordination mechanisms existing</p> | <p>Regular meetings and consultations among MoHR, UN and other stakeholders</p> | <p>-2 rounds of meetings in Nov/Dec 2006 in Baghdad -Rule of Law conference in Baghdad (Jan.2007) -Rule of Law coordinative meetings regularly held in Baghdad during 2007 to discuss needs of the Ministry and areas of engagement with the international community improved coordination and implementation of joint efforts.</p> | <p>No variance</p> | <p>Project progress report Increased role and visibility of the MoHR and MoJ evidenced through increased funding of donors to programs and cooperation to address needs and priorities.</p> | <p>Coordination and lead of HRO conducted mainly in Baghdad</p> |
| <p>Indicator 1.1.3. Enhance the capacity of ministries officials and NGOs in all aspects of human rights, including planning, management, etc.</p> | <p>No use of HRBA in the planning processes of the relevant ministries Rudimentary stages of engagement with Ministries and CSO</p> | <p>1 training on HRBA in programming to be held</p> | <p>1 training session conducted in collaboration with UNICEF provided principles and framework to design planning according to the HRBA</p> | <p>No variance</p> | <p>Project progress report and financial and contractual documents related to training. Increased capacity evidenced by more functional planning and management, as well as increased engagement/number of meetings and interaction of</p> | <p>Coverage on GoI and KRG</p> |

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| | | | | | | Ministries and Civil Society with UNAMI HRO. | |
| IP Output 1.2 Human Rights library in the MoHR is fully equipped and operational | Indicator 1.2.1 Establish the library in the MoHR and build the capacity of librarians. | No library in place | Fully equipped library at the MoHR | Publications shipped from Geneva and library established and equipped | | Library in place, equipped, functional and consulted by MoHR staff | |
| | Indicator 1.2.2. Develop training program for librarians | No training for librarians | 1 training for librarians on modern information management to be conducted by OHCHR | Librarians trained in Geneva are able to perform their job | | Librarians assist clients at the MoHR and manage the library according to modern information and management techniques. | In Baghdad. |
| IP Output 1.3 There is a visible human rights promotion campaign with measurable impacts | Indicator 1.3.1. Increase the distribution of human rights materials inside Iraq | No OHCHR materials provided to governmental institutions, ministries or NGOs | Periodic delivery of publications to government and civil society organizations to be initiated and developed | Distribution of materials initiated with MoHR setting of the library and continued within the framework of the project activities to other ministries, CoR and civil society and visibility of HR and OHCHR's mandate increased | | Publications on file in the MoHR library. | |
| | Indicator 1.3.2. Distribute materials on HR to government | No materials on HR from OHCHR or HRO | Publications and promotional materials made available to | Calendars with printed articles of the UDHR widely distributed | | Publications distributed Project progress | Coverage for GoI and KRG |

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| | offices, schools and CSO on the occasion of HR Day | systematically disseminated | CSO and Government offices | OHCHR publications periodically disseminated among CSO and governmental institutions | | report details of distribution. | |
| IP Outcome 2 | | | | | | | |
| IP Output 2.1 Advice and guidance is provided to the Iraq government at each level of the establishment of the NHRI | Indicator 2.2.1. Organise expert meetings and development of ToRs for a working group on the NHRI | No groundwork to discuss NHRI done | 3 consultations, roundtables and seminars for Iraqi representatives conducted. | 1 in Geneva for the CoR and 1 consultation in Amman, other more informal regular meetings raise awareness on the model that a NHRI has to follow according to international standards | | Project progress report | The advocacy and consultation work was continuously exercised by the UNAMI team deployed in Baghdad through their contacts with the CoR, NGOs and MoHR. |
| | Indicator 2.2.2. Assist in the establishment of the NHRI by identifying office space for NHRI and a joint recruitment panel to select and identify staffing and other secretariat's | No assistance to the establishment of the NHRI provided | Place for the NHRI identified; panel established; Selection of staffing and other needs | Not achieved | The law on the NHRC was passed much later than expected and the project outcomes had to be revised. Project was expected to be finalised by March 2009 | N/A | |

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| | needs | | | | | | |
| | Indicator 2.2.3. Recruit a Human Rights specialist on National Institutions for 12 months | No presence of a dedicated HR officer to provide advise solely on the NHRC and worked in conjunction with the Iraqis. | Presence of a dedicated HR officer | Not achieved | Legislation process stalled during 2007 and most of 2008. | N/A | |
| IP Output 2.2 Specific draft legislation, brought in conformity with international human rights standards is discussed and adopted by Iraqi legislators | Indicator 2.2.1. Provide continuous expert advice | No expert advice available | Series of meetings with Iraqi officials to discuss substantial aspects of the draft law on the NHRI | Continuous meetings and contacts with the MOHR and CoR in Baghdad contribute to highlight concerns and make suggestions on the various draft laws | | project progress report | Discussions focused on mandate, temporal and territorial jurisdiction and the division of labour between MoHR and the NHRC |
| | Indicator 2.2.2. Coordinated advocacy work to Iraqi parliamentarians and other relevant officials to expedite the discussion and adoption of legislation establishing the | No coordinated advocacy work done | Regular monthly contacts with other actors (UK, US, EU, CSO, etc) to coordinate a common approach to advocacy on substantial aspects of the draft law | Monthly meetings on the NHRC draft law and common approach towards Iraqi authorities coordinated by UNAMI HRO in Baghdad Regular meetings with the Human | | Project progress report | |

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| | NHRC | | Regular contacts with Iraqi officials to discuss progress on legislation drafting and provide inputs on current drafts | Rights Committee of the CoR. SRSG engaged in the advocacy strategy with the CoR to push for adoption of the draft law | | | |
| | Indicator 2.2.3. Legislation establishing the NHRC enacted in compliance with Paris Principles and international standards | No legislation in place | Law establishing the NHRC passed | A draft law was produced but was not finalized and passed in the lifetime of the project. | Process of adoption of the NHRC law was significantly delayed due to political reasons. | Draft legislation | Under the 2 nd revision, funds assigned to outcome 2 were reallocated to training activities (see main body of report) given the delays in passing legislation. This output was only partially achieved. |
| IP Output 2.3 NHRI is in place with the clearly stated vision, methodology and all staff is hired and trained | Indicator 2.3.1. Train secretariat and members of the NHRC through study programs | No NHRI in place | Secretariat and members of the NHRI to be hired and trained | Output cancelled | Commission not in place | N/A | This output was cancelled under project extension and revision 1 as a result of delays in legislation for the human rights commission. |
| IP Output 2.4 A strategic plan for the national institution upon which a capacity | Indicator 2.4.1. Develop and disseminate information on the structure and | No campaign in place | Public information campaign implemented | Not achieved | Commission not in place | N/A | |

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| building initiative is established and agreed upon | mandate of the commission using local media, leaflets and posters, radio, tv. Etc | | Iraqi people informed on the mandate of the commission | | | | |
| Output 3.1 Ability of the ministry of Justice to exercise its role is visible improved | Indicator 3.1.1. Organise specialized human rights workshops and training | No HR training available or consistently provided to government officials | 5 specialised workshops and 1 two-phased ToT workshop on several relevant HR topics | Staff of the MoJ and other Ministries are cognizant of basic and specialized HR principles and mechanisms DGs in MoI/MoJ and MoD are strengthened within the institutional structure | Expanded to include other Ministries (MoI, MoD, MoP, MoFA,etc) MoJ refrained from sending participants to the workshop on standards related to the treatment of detainees and internees. | Project progress report and workshop and ToT financial and contractual records. | |
| | Indicator 3.1.2. Provide advice and guidance as needed and requested | No guidance or dialogue established with MoJ | Regular meetings and consultations with officials from the MoJ through the RoL sectoral WG | Dialogue with Ministry officials is initiated, encouraged and sustained | Expanded to include MoI and MoD | Testimony of Director General of MoD and MoI/Deputy of MoJ on guidance received. | The window of opportunity to engage in a sustainable dialogue with the MoI and MoD was opened to include personnel of these official bodies who benefited from continuous advice and guidance |
| | Indicator 3.1.3. Organise a three-phased | Scattered training delivered to law | 30 law enforcement agents to be | 3 training courses on HR and a two-phased ToT | Personnel of the MoD and MoI included in the | Project progress report and financial and contractual | |

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| | ToT for 30 law enforcement officials | enforcement by other stakeholders | trained on HR principles and ToT principles | conducted. | activities | documents for 3 training courses on HR and a two phased ToT conducted. | |
| | Indicator 3.1.4. Contract a consultant to work in the Ministry of Justice | No consultant in the MoJ | Consultant to be deployed in the MoJ and serve as link between ministry and UNAMI HRO | Not implemented | Activity lost relevance in view of prior deployment of consultants hired by Denmark and the UK | N/A | |
| Output 3.2 Awareness of government institutions, parliament members and civil society organizations in relation to international human rights standards is increased through workshops and seminars discussing bringing Iraqi legislation in conformity with international human rights | Indicator 3.2.1. Hold conferences and specialised seminars to discuss the current antiterrorism legislation with a view to discuss harmonization with international standards and fair trial requirements | No reflection or discussion on the current Iraqi anti-terrorism legislation | 2 introductory conferences in Iraq with UNODC 1 specialised seminar with members of the CoR | 1 in Erbil and 1 in Baghdad with ample participation debated on terrorism related issues 1 in Baghdad with the CoR members was sensitized on the need to amend the current anti-terrorism legislation | | Project progress report and contractual and financial records for implementation of introductory conferences in Iraq with UNODC and one specialised seminar with members of CoR. | The participants of the specialized seminar on legislation reform committed to form a working committee to discuss amendments to the legal framework |
| | Indicator 3.2.2. Hold a conference on issues affecting women in Iraq | No national conference held | 1 Conference on Protection of women in honor crimes to be held in Erbil | Conference held in Erbil with the participation of several NGOs from the KRG, prepared | | Project progress report and financial and contractual records for one day conference held in | Awareness raised and topics for discussion prepared for the national |

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| standards | to sensitise government officials, NGOs, regional experts, etc | | targeting NGOs in preparation for the national conference National conference to debate on issues affecting women to be held | discussions for the national conference and raise awareness Conference held and attended by all sectors of Iraqi society and regional experts | | Erbil | conference Package of recommendations, among them, the need for amendment of discriminatory laws and enactment of new protective legislation was issued at the end of the event |
| | Indicator 3.2.3. Organise a workshop with CoR members, NGOs and Iraqi officials to discuss conformity of selected legislation with International HR standards | No national consultation or debate on the matter | Workshop to open the debate on the need to harmonise domestic legislation with international standards | Not achieved. Awareness and discussion instead took place during activities organized under other outputs. | Iraqi officials were not available to participate in the workshop preventing the implementation of the activity | N/A | Approach in legislation reform has proven a very sensitive topic. It is recommended to undertake it in a more specific thematic framework rather than identifying a group of laws in need of amendment. |
| | Indicator 3.2.4. A study on honour killings | No UN sponsored study on the subject | Research study on honour killings in KRG | Research study finalized and presented during the | | Final study document. | |

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| | in Kurdistan is carried out and presented in the women's national conference | carried out | conducted | national conference | | | |
| | Indicator 3.2.5. Research team to conduct a study on the situation of minority women contracted, study carried out and presented in the women's national conference | No UN sponsored study research on the subject carried out | Research study on minority women conducted | Research study finalized and presented during the national conference | | Final study document presented and distributed during the National Women's conference in March 2009 | |
| | Indicator 3.2.6. Conduct workshops on freedom of expression and publications law in the KRG to raise awareness on the issues | No debate on the draft laws and situation of journalists in the KRG | 2 workshops to be conducted in the KRG | Participants appraised of fundamental principles on freedom of expression and the drafting publications law and code of ethics for journalists in 2 workshops conducted in Erbil | | Project progress report and contractual and financial documents for the implementation of 2 workshops conducted in Erbil | HRO continued to provide technical support and recommendations on the draft law |
| Output 4.1 Expert advice is made available to Iraqi | Indicator 4.1.1. Hold workshops and meetings with authorities | No prior discussion nor national consultation on | 2 events in Baghdad to discuss priorities on transitional | Participants discussed and determined direction on a | | Project progress reports and contractual and financial documents | These two initial activities marked the strategic involvement of |

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| Government officials, people in the legal professions, as well as civil society representatives have taken part in the awareness on transitional justice issues, as well as strategy development. | to determine priorities for the formulation of a transitional justice strategy and an UN assistance package | the subject | justice with UN, ICTJ specialists and government officials to be held | transitional justice program in a conference and in 1 follow-up meeting held in Baghdad | | related to workshops and meetings held | the UN in support of the GoI and KRG in the area of transitional justice |
| | Indicator 4.1.2. Hold workshops for government officials and NGOs on reconciliation and reparations | | 3 workshops for government officials and NGOs on reconciliation and reparations to be held | NGOs and government officials trained in 2 workshops held in Erbil and 1 in Amman | | Project progress reports and contractual and financial documents related to workshops held | |
| | Indicator 4.1.3. Hold workshop on the deba'athification process in Iraq for government officials, law makers and civil society in line with international standards on vetting mechanisms. | Confusion on the deba'athification process; shortage of international standards in vetting processes | 1 workshop on principles of vetting and deba'athification processes to be held | Target audience informed on the international standards and experiences of other post-conflict on countries on vetting practices | | Project progress reports and contractual and financial documents related to workshop held | |
| | Indicator 4.1.4 Hold a | No workshops conducted for | 1 workshop targeting NGOs | NGOs trained and aware of their | | Project progress reports and | |

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| | workshop for NGOs on their role in transitional justice processes | NGOs in this particular area | on their role during transitional justice processes to be conducted | potential role on transitional justice | | contractual and financial documents related to workshop held | |
| | Indicator 4.1.5 Hold a workshop for Media on their role in transitional justice processes | No workshops or debate conducted for the media on this particular area. | 1 workshop for media professionals to be held | Media professionals are sensitized on the role of support they can perform during transitional justice processes | | Project progress report | |
| Output 4.2 A national policy and strategy on addressing transitional justice is formulated in such a way that it reflects the needs and desires of the Iraqi people and benefits from experiences of other countries in transition | Indicator 4.2.1. Develop ToRs and identify suitable consultants to facilitate the work of the transitional justice groups | No dedicated personnel to provide guidance on a national policy on transitional justice | Two consultants to be hired | Not achieved | No endorsement by the Iraqi authorities to formulate a global national strategy. Transitional justice issues have been addressed separately. | N/A | Ground work for laying out a national strategy was done as described in Output 4.1 |
| Output 5.1 A wide ranging human rights campaign on the rights and the | Indicator 5.1.1. Organise specialized human rights workshops and | Weak knowledge of HR standards and lack of systematic | Training seminars and workshops to be conducted in Iraq, situation | 12 CSOs contracted to carry out seminars and training sessions all over Iraq spread HR | Due to the prevailing security situation in Iraq, it was not | 12 Memoranda of Agreements signed for activities implemented | Coverage on GoI and KRG |

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| <p>mechanisms for their protection as well as the individuals responsibilities of different governmental agencies and institutions vis a vis human rights safeguarding is undertaken</p> | <p>seminars all over Iraq</p> | <p>dissemination of HR publications</p> | <p>permitting</p> | <p>knowledge</p> | <p>possible for the UN to directly implement trainings on the ground in Iraq during 2007. As a solution, 12 CSOs working with human rights were identified and contracted to carry out seminars/ workshops and training sessions on human rights..</p> | <p>Project progress reports</p> | |
| | <p>Indicator 5.1.2 Produce and distribute posters and calendars on Human Rights in Arabic and Kurdish</p> | <p>No publication of such kind in Iraq</p> | <p>600 Posters and 1000 calendars designed, produced and distributed</p> | <p>Materials distributed. Cooperation and interaction with UNAMI HRO increased</p> | | <p>Number of communications between governmental organizations, members of the CoR and civil society with UNAMI HRO field offices developed and improved</p> <p>600 posters and 1000 calendars distributed among</p> | |

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| | | | | | | CSOs and Government offices | |
| | Indicator 5.1.3. Design and organize a media campaign | No media campaign in place | Consultant to develop media campaign to be hired | Not achieved | In-country situation and priorities as well as MoHR not recipient of the initiative. | Not achieved | |