

**UN WOMEN
ASRO**

**IRAQ NATIONAL CONSTITUTION AND REFERENDUM
AWARENESS CAMPAIGN
2005-2007**

FINAL EXTERNAL EVALUATION

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February 2011

IRAQ NATIONAL CONSTITUTION and REFERENDUM AWARENESS CAMPAIGN

Table of Contents

Acronyms

Executive Summary

1. Introduction

2. Project Context

3. Project Description

3.1 Objectives

3.2 Design

3.3 Project Management

3.3 Partners

3.4 Beneficiaries

4. Purpose and Scope

4.1 Evaluation Key Objectives

5. Evaluation Methodology

5.1 Criteria

5.2 Limitations

5.3 Plan

6. Findings

6.1 Relevance

6.2 Effectiveness

6.3 Efficiency

6.5 Sustainability

7. Conclusions

7.1 Lessons Learned

7.2 Good Practices

Annexes

1. Terms of Reference

2. List of Project Partners

3. List of Project Participants Interviewed

References

ACRONYMS

ASRO	Arab States Sub-Regional Office
BWA	Baghdad Women's Association
CDC	Constitution Drafting Committee
CEDAW	Convention for the Elimination of All forms of Violence Against Women
CMC	Communications and Media Commission
CSO	Civil Society Organization
IAA	Iraqi Al-Amal Association
IWM	Iraqi Women Movement
ITF	Iraq Trust Fund
MICT	Media in Cooperation and Transition
MMPW	Ministry of Municipalities and Public Works
NGO	Non-Governmental Organization
PAC	Project Assessment Committee
ROI	Republic of Iraq
SMOWA	State Ministry of Women Affairs
TOR	Terms of Reference
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UN WOMEN	United Nations Development Fund for Women
WEO	Women Empowerment Organization
WLI	Women Leadership Institute
WPO	Women for Peace Organization

EXECUTIVE SUMMARY

In response to the ITF Steering Committee request, UN Women ASRO commissioned a final external evaluation of the Iraq National Constitution and Referendum Awareness Campaign (INCRAC) project over its entire period (2005-2007). The evaluation was to contribute to the comprehensive evaluation of the United Nations Development Group Iraq Trust Fund, which was closing in December 2010. The key objectives of the final evaluation included: evaluating the extent to which the project had achieved its objectives and how it contributed to broader development results in Iraq; identifying the strengths and challenges that the project has experienced and the good partnership; assessing the sustainability of the activities in national contexts; and, the lessons learned for UN Women for future programming, planning and operations in conflict areas where security is a concern; and, the lessons learned for the empowerment of women in Iraq.

The UN Women Arab States Regional Office (ASRO) implemented the INCRAC project. The underlying development objective was to ensure equal and effective participation of women in the drafting of the Constitution and the ratification process. Hence, reinforcing human rights principles and self-determination by building the capacity of Iraqi women to participate in politics. More specifically, INCRAC's objectives included:

1. To foster commitment to gender equality in all branches of government and among all political leaders, and to support Assembly members in making the Constitution gender-sensitive.
2. To enable women Assembly members and CSOs and NGOs to lay the groundwork for translating the draft new Constitution into new legislation.
3. To create a strong, effective campaign organization and delivery structure which supports INCRAC.
4. To elicit views from the public about the proposed content of the Constitution and to build a feedback loop to the Constitutional Drafting Committee and other Assembly members.
5. To ensure a strong voter turnout for the Referendum, particularly among women, so as to ensure the legitimacy of the decisions reached in the Referendum.

The United Nations Development Group-Iraq Trust Fund (UNDG-ITF) funded INCRAC (US\$1.670,010). The project was initiated in 2005 with a six-month life span, yet, due to security issues and delays in forming a government and funding partners, the project underwent two extensions leading it to end in 2007. The project government partners included the Ministry of Municipality and Public Works and the State Ministry of Women Affairs and civil society organizations (CSOs) especially NGOs. Women were the primary beneficiaries, men were also considered important and included in the raising awareness campaigns.

Two national staff members in Iraq and four stationed in the UN Women ASRO in Amman managed the project.

The evaluation methodology was qualitative. This entailed assessing the project's

performance by data collection and analysis of primary and secondary data. Primary data was collected by means of phone interviews with key informants such as, persons from the State Ministry of Women Affairs (SMOWA), partner CSOs, the project's legal expert and media expert. These interviews included open-ended and in-depth questions based on the evaluation criteria. Secondary data included a desk review and analysis of UN Women project documents, progress reports, interim reports, and project activity documents.

Four criteria were applied in assessing the project's design, implementation and outcomes, these included: relevance, effectiveness, efficiency and sustainability. Each criterion was operationalised through a number of evaluation questions.¹

The evaluation however was conducted with limitations due to the significant gap in time from when the project was closed (2007) to the time of the evaluation (2010). Consequently, primary data collection was inhibited from collecting data from field visits, focus group discussions or interviews with project staff, stakeholders and beneficiaries. As a result, primary data was obtained from a small number of participants than actually took part in the activities. Furthermore, the evaluation was conducted from Amman due to the security situation in Iraq.

Findings

Overall, the project made significant contribution to raising awareness and enhancing the capacities of women Parliamentarians and NGOs so they take a more active role in drafting of the Constitution. In employing the evaluation criteria: relevance, effectiveness, efficiency and sustainability, the evaluation highlights conclusions on the project's strengths and challenges.

Relevance

The project responded to an immediate need in the political development of Iraq, namely the inclusion of Women in the drafting of its new Constitution and its ratification process. Furthermore, the project started at an opportune time, i.e., in 2005, during the campaign to vote for drafting the Constitution. In doing so it provided support for advocates of the controversial Article 41, which proposed cancelling Personal Status Law 188 and dictating more restrictions on women's rights particularly in marriage and inheritance.

The project's core activities, raising awareness and enhancing capacities were responsive in addressing women's political marginalization and lack of representation in the legislative process. For example, the former entailed public education and an advocacy campaign; while, the latter comprised training in gender sensitization and analysis of legislation to ensure that women's rights are included in drafting the Constitution and their proposals are included in their ratification process. In addition, project objectives and activities pertaining to gender equality in political participation and human rights, also, contributed to CEDAW and MDG.

Project design was also coherent in that it took a holistic approach, i.e., targeting both

¹ Each criterion includes a set of questions in accordance to those stated in the INCRAC's Evaluation Terms of Reference.

politicians and civil society. The design reflects an upstream-downstream model. For example, downstream includes project interventions initiated at the government level and impact civil society; upstream includes project interventions that were commenced at the citizen level and were to have impact at the legislative level. Involving these two levels sustains a circular flow of information and dialogue.

Some shortfalls in the project design, however, were highlighted. Project objectives were too broad and lacked specific measurable outcomes; project indicators, such as perceptions and skills, which require complex means of measurements, were beyond the project's capacity; the project did not include a baseline data to serve as a benchmark to measure changes; and, the project's original lifespan of six months was too short in relation to the objectives it aimed to achieve and activities to be implemented.²

Effectiveness

The project's effectiveness was demonstrated by the fact that it laid the groundwork for gender equality in the legislative process. We can also ascertain that the project did raise awareness on gender equality in the participants, yet, it cannot be determined that gender equality was achieved at the national level, especially in such a short period of time. Project objectives in enhancing capacity of key partners and stakeholders was evident in the women Assembly members expressing that the training they received has enabled them to perform gender analysis in legislation, promote gender debates in the Assembly and dealing with the media and translating their needs into article of the new Constitution (if ratified). Moreover, several interviewees expressed that INCRAC activities were a catalyst in having Government appoint more women ministers, and for the Parliament to decree a twenty five percent quota that its members be women. Undoubtedly these are significant achievements. It was also evident that the advocacy campaigns encouraged women to vote. This was reflected in the large women voter turn out in the 2010 Constitution Referendum.

Efficiency

Because the project staff is no longer available, the evaluation was unable to obtain any substantial information on the efficiency the project such as its managements, whether project outputs were cost-efficient or if the project resources were distributed equally to different groups of women. Obviously, the activities were not implemented in a timely manner since it had to undergo two extensions because of the security situation and delivery of funds to project partners. Yet, some project partners interviewed stated that project resources were sufficient and for this reason it was able to provide services such as secure transportation to participants so they could attend the workshops.

Sustainability

Several NGOs interviewed are still working on raising women's awareness in political participation, the CEDAW principles, and involving women in peace building activities. For example, the Women Leadership Institute (WLI), which conducted the research study on women voting attitudes and since then have established a research unit to continue

² The project later under went two extensions due to the security situation and funding related matters.

conducting such studies.

Overall it is evident that the project helped Iraqi women become better informed about how to advocate for their rights and entitlements. During the time of the evaluation (12 December 2010), women in Baghdad held a demonstration in demand of more rights and the elimination of Article 41. This demonstrates women's ongoing efforts to advocate for their political rights and entitlements.

Conclusions and Recommendations

UN Women's project INCRAC was important in providing the necessary support for women to attain equal and effective political participation. It also made a significant contribution in educating citizens of their rights in participating in the Constitution and ratification process. As the country is in a transitional phase in its political development this project came at an opportune time. NGOs and women MPs attained the necessary skills to respond to the controversial Article 41.

The findings of the evaluation highlighted several lessons learned from this initiative, which also reflect strengths and challenges of the project. These lessons offer important considerations for future project design.

Lessons learned:

- The project benefited from conducting research studies, which provided project partners useful information and better insight on women attitudes in political participation, how they differed from one governorate to another, and that women were more independent in their voting activities than generally assumed. The findings of these studies were also used in preparing workshops.
- UN Women publications distributed to project partners were useful to NGOs, as they were used as a source of reference, such as learning more about the principles of CEDAW. They also used these publications to guide them during their workshops.
- The project objectives were not well articulated and lacked measurable indicators. As a result, it was difficult to make a better assessment of the project's performance and outcomes.
- The project did not include a baseline data, which would have been very useful for monitoring and evaluating project performance and women's political participation during and after project completion.
- The project timeframe, which was initially six months, was too short and ambitious in relation to the objectives it aimed to achieve. Its two extensions advantageously allowed the project more time to conduct its activities in effort to reach its objectives.
- The project included training different NGOs, yet, this training could have been broader to include enhancing their capacity such as in management and training of trainers (TOT), which would have allowed them reach more remote areas cost-effectively.

- Training women MP on promoting their message by utilizing the media is an effective strategy; yet, it would have been also beneficial if the project also included training them on utilizing the media for their election campaigns.
- INCRAC had a comparative advantage because it was established on previous partnerships, thus had national support and capacities they had previously trained.

Good Practices

- Establishing alliances between NGOs, women MP and government institutions facilitates implementing project activities as they give support to each other.
- NGOs solicited the advice of religious leaders to help them fight primitive attitudes spread by extremist clerics' bias interpretation of women's role in Islam. These religious leaders provided Quranic versus and other references to NGOs to use in their advocacy campaigns, debates and workshops.
- Soliciting the participation of national partners in the project design ensured its relevance and sensitivity to cultural norms concerning women. This also helped UN Women avoid accusations that their hidden agenda was to import western ideas that aim to corrupt Iraqi women.
- Using real-life stories of women's abuses or legal discrimination to raise awareness is an effective strategy in gaining women's attention and making them appreciate the importance of their political participation in the Constitution and its ratification.

Recommendations

- Project objectives should include articulate measurable outcomes and attainable over the lifespan of the project.
- It is imperative that a project includes baseline data, which then would serve for monitoring and evaluation of project performance and achievements.
- It is imperative that UN Women build on the INCRAC initiative with follow-up projects as to institutionalize women's equal and effective political participation.
- Since there has been a surge of women NGOs in the last several years, it would be very useful for UN Women to map these CSOs as to have better knowledge on who is doing what and who would be best suited in involving in future projects.
- Future projects should consider having a multidisciplinary team of government partners as to reinforce each other's gender equality activities in government. This is also of particular importance since the SMOWA is limited in executing its mandate because it does not have the authority of a full ministry and functions with a constrained budget.

IRAQ NATIONAL CONSTITUTION AND REFERENDUM AWARENESS CAMPAIGN

1. PURPOSE OF THE EVALUATION

This is a final external evaluation of the Iraq National Constitution and Referendum Campaign (INCARC) project implemented by UN Women Arab States Regional Office (ASRO) from 2005 to 2007. Due to the security issues in Iraq, the evaluation was conducted out of Amman in December 2010.

As the United Nations Development Group- Iraq Trust Fund (UNDG-ITF) is closing at the end of 2010, its Steering Committee requested an evaluation of a selected number of project activities implemented through the various agencies working on the Iraq programme. INCRAC, which was implemented by UN Women, was one of the projects selected for the evaluation. Consequently, UN Women Arab States Regional Office (ASRO) commissioned a final external evaluation of INCRAC that will be included as part of the comprehensive evaluation of the ITF.

The evaluation would serve UN Women in gaining more insight on how to promote women's human rights through the process of greater participation in drafting the Constitution and its ratification. Similarly, the evaluation will provide a better understanding of how to engage women in the legislative process. In addition, this final evaluation is mandatory in line with UN Women's Evaluation Policy and will provide an assessment of the implementation and results achieved during the life span of the project.

2. PROJECT CONTEXT

Since 2003, Iraq has been in a state of transition and political turmoil. The country and its people live in a situation with no guarantees of their survival from one day to the next. Violence continues to be widespread during this process of state building of a new democracy. Similarly, women's role in society--socially, economically and politically-- has been going through a process of marginalization. This is best demonstrated in the drafting of the Constitution (2005) where women were not consulted, had no role in drafting the document, nor did its content address gender equality issues. Pertaining to Personal Status Law, Article 41, there even seems to be a contraction of previous women's rights and entitlements. For example, the minimum marriage age of 18 years old for women, which has been law since the Constitution of 1959 (Personal Status Law 188), is now in the process of being substituted by Article 41, which reduces the minimum marriage to 14 years old.³

³ Article 41 stipulates: "Iraqis are free in their commitment to their personal status according to their

Additionally, laws affecting marriage, divorce and inheritance, which were previously under the jurisdiction of the state court, are to be transferred to religious courts, whereby each court has its own jurisdiction according to its sect and interpretation of the Sharia'a. The end result is a court system divided along sectarian lines rather than state law, which also threaten embedding social divisions along these lines. Radical political groups, particularly those with religious inclination, have taken lead in imposing these constitutional changes.

Women activists and several women NGOs have voiced their opposition to such changes and criticized their exclusion from drafting of the Constitution. Yet, their efforts were hampered by the lack of wide support from civil society, and Iraqi women in particular, because of the general lack of knowledge about citizen's rights to participate in drafting the Constitution and the ratification process. In addition, women that spoke out have often been subjected to threats and violence. Hence, these failures have a wider impact in that they constitute a breach of Women's human rights in general, and in specific, international conventions such as the Convention for the Elimination of All forms of Violence Against Women (CEDAW).

It is within this context that UN Women was asked to respond to the critical need of protecting women's political participation and representation in the drafting of the new Constitution. As a result, INCRAC's aim was to reach out to women from all echelons of society, ranging from women members of Parliament (MPs) and Government officials to women in civil society groups and NGOs, and to raise awareness of the need for gender equality, particularly women's human and political rights and their right to participate in the legislative process. Hence, INCRAC was tasked with providing them with the necessary skills to take a more proactive role in ensuring their rights and entitlements in drafting the new Constitution and the ratification process.

3. PROJECT DESCRIPTION

INCRAC's overall development objective was to promote equality and effective participation of Iraqi women in the Constitution drafting and the ratification process. The project was under the umbrella of the UNDG-ITF as part of the joint UNCT programme support for the Constitution Committee in its efforts to draft a new Constitution that would represent the interests of a broad range of Iraqi citizens, providing information for a stable government with strong rule of law and one that conforms to international standards. The project also was tasked with engaging a broad spectrum of Iraqi society in an informed and constructive dialogue and supporting civil society organizations (CSOs), particularly women NGOs, including national and regional media in carrying out a public information and awareness campaign. Furthermore, INCRAC was to contribute to the Iraqi National Development Strategy (NDS, 2005-2007), the Millennium Development Goals (MDGs) and the UN Assistance Strategy (2008-2010) portions intended to lead to greater gender equality in Iraq.

religions, sect, beliefs or choices. This shall be regulated by law.” Consequently, given the array of religious groups in Iraqi society, Iraq may host multiple Personal Status courts that make women more vulnerable to human rights violations (such as in issues related to child marriage and inheritance). Hence, changes to the article are necessary in ensuring women's rights are legally protected.

Accordingly, the project's strategy was twofold: 1) to enhance capacity of the Constitutional Drafting Committee (CDC) and other women MPs to incorporate gender equality in the Constitution; 2) to raise awareness by means of public education and an advocacy campaign on the importance of popular participation in constitutional reform. Both activities were to be joined by collecting women's view on the Constitution and to feed back to the CDC.

In doing so, the project was to address issues such as:

- Women's marginalization in the legislative framework and the failure of the Constitution to adequately protect their rights.
- Legal blind spots that limit women's rights and remedying them through stronger constitutional guarantees of gender equality.
- Inform people of how the new draft Constitution affects their rights, and explain why it is important for them to become involved in the Constitution drafting and ratification process.
- Make people aware of how poor security for women and men who support gender equality in Iraq exacerbates problems, making public education and consultation even more challenging.

Project implementation was conducted in partnership with the Ministry of Municipality and Public Works (MMWP) and the State Ministry of Women's Affairs (SMOWA). The United Nations Development Group-Iraq Trust Fund (UNDG-ITF) provided funding for INCRAC (\$1,670,000). The project's timeframe was a six-month period in 2005, yet, due to security issues, delays in the naming of the Prime Minister and the Cabinet members and delays in delivering funds to UN Women's local partners, the project frequently encountered postponements and cancellation of its activities. As a result, the project underwent two extensions, which led implementation over an almost two-year period (2005-2007).

Project management included two UN Women staff in Iraq and four in Amman. Its monitoring activities entailed NGOs direct reporting to UN Women, which included recordings, news coverage and verified pictures; follow-up and monitoring of INGOs of local organizations activities; and, feedback from stakeholders on activities.

3.1 Objectives

INCRAC's objectives underscore reinforcing women's self-determination in the Iraqi Constitution and support international human rights principles and standards. Hence, these objectives include:

1. To foster commitment to gender equality in all branches of government and among all political leaders, and to support women MPs in making the Constitution gender-sensitive.
2. To enable women MPs and women NGOs to lay the groundwork for translating

- the new Constitution into new legislation.
3. To create a strong, effective campaign organization and delivery structure which supports INCRAC.
 4. To solicit views from the public about the proposed content of the Constitution and to build a feedback loop to the Constitutional Drafting Committee (CDC) and other Assembly members.
 5. To ensure a strong voter turnout for the Referendum, particularly among women, so as to ensure the legitimacy of the decisions reached in the Referendum.

3.2 Design

In achieving the objectives, the project was to include activities and outputs that would focus on enhancing capacities, raising awareness by public education and advocacy campaigns, thus, institutionalizing gender equality in political participation and the Constitution. In view of that, the project was designed to include specific interventions to be implemented during the two important phases in the Constitution drafting process, i.e., pre-referendum and post referendum. For example:

Phase I: Pre-referendum activities entailed enhancing capacities of women MP, SMOWA, MMPW, gender focal points in government departments and relevant NGOs. These activities, for instance, involved training in gender sensitization and analyzing legislation from a gender perspective; promoting gender equality debates in the Assembly; broadening their knowledge base and teaching them methods for influencing policy. On the civil society level, these activities included NGOs conducting workshops, initiating a strong advocacy campaign to raise awareness on the Constitution in order to increase women's participation in voting on the Referendum.

The project was also to utilize a wide range of innovative communication in its outreach to remote areas. UN Women was to also include training men in gender-sensitization, which was considered equally important in bringing about change. These activities are summarized as follows:

Pre-Referendum activities:

- support efforts of members of the CDC and Assembly members to incorporate gender goals in the constitution;
- implement a public education campaign that would inform Iraqi citizens of the importance and implications of constitutional reform; and,
- consultations with women to collect their views on the Constitution so as to feedback them back to the CDC.

Phase II: Referendum Campaign and Post-Referendum activities included following up the Referendum by providing the CDC and Assembly Members technical support for converting the results into new legislation. Thus, this phase initiated a feedback loop to the CDC and the Assembly.

Post-Referendum activities included:

- a campaign to encourage popular participation in the referendum to increase the legitimacy of its outcomes;
- follow-up activities to lay the groundwork for the long-term challenge of converting constitutional provisions into law and practice.

Additional activities assigned to support the above included:

- Organizing a campaign to raise awareness about gender issues in Iraq's new Constitution and in the Referendum process;
- Establishing a women's working group in the National Assembly, to serve as a knowledge resource for women Parliamentarians and an arena for cross-party strategy building, and a gathering point for interactions between women MP, NGOs and government institutions;
- Initiating an effective public education campaign of informed Iraqis, especially for women to understand the importance of the Constitution in realizing their rights.
- Mobilizing informed women from across the country to contribute to debates on the draft Constitution and participate in the Referendum on 15 October 2005.

3.3 Management

Two national staff members in Iraq and four stationed in the UN Women ASRO in Amman managed the project. The project also had a gender advisor.⁴

3.4 Partners

UN Women's main partners in implementing INCRAC were the Ministry of Municipalities and Public Work (MMPW), the State Ministry of Women Affairs (SMOWA) and a selected group of women NGOs. Initially the project began in partnership with the MMPW, who had already worked with UN Women in previous projects relating to gender and governance. Through these projects the MMPW had received training for capacity enhancement such as gender sensitization and training of gender focal points. Consequently, this ministry was appropriate for UN Women to be in partnership with for INCRAC. While, the SMOWA had only been established (2005) after project initiation. As a result, this provided UN WOMEN with an opportunity to work directly with the ministry responsible for safeguarding women's rights in Iraq and directly linked with the parliamentary Committee on Women and Children. Conversely, this also included the need for the capacity building of the SMOWA.

By 2006, the MMWP handed over all affairs pertaining to women issues to the SMOWA including the INCRAC's implementation and supervision responsibilities. Hence, SMOWA became the principal government partner. Other project stakeholders included a selection of women NGOs who participated in implementing different project activities and private

⁴ The evaluation was unable to attain sufficient information on project management.

media and experts for the advocacy campaign and legal experts to assist in the legislative activities.⁵

3.5 Beneficiaries

Project beneficiaries included women and men, with emphasis on women who are most vulnerable such as; single head of households, gender-based violence, below the poverty line, the young and old, disabled or inflicted with HIV/AIDS and those from certain ethnic or religious minorities.

4. EVALUATION SCOPE AND OBJECTIVES

The evaluation encompassed an assessment of the INCRAC project over its two-year lifespan (2005-2007). Its findings are intended to provide useful information on the extent this initiative attained its objectives. The findings would also help concerned organizations such as the government, the National Assembly and CSOs to build future projects using this initiative as a model. Furthermore, the findings contribute to the UNDG ITF Lessons Learned Exercise (UNDG ITF LLE), which aim to generate broader lessons based on the operational and development best practices of the UNDG ITF.

4.1 Key Evaluation Objectives

The evaluation objectively assesses the operational performance and effectiveness in achieving the project objectives. More specifically, this includes:

- a. Evaluating the extent to which the project achieved its planned objectives, and determination of how they contributed to broader development results in Iraq.
- b. Identifying the strengths and challenges the project experienced and good practices in partnering and coordinating between and across different parties.
- c. Assessing the sustainability of the activities in the national context.
- d. Providing lessons learned for UN Women future programming and operations in conflict areas where security is a concern.
- e. Providing lessons learned that were obtained for empowering women in Iraq.

5. METHODOLOGY

The evaluation adheres to UN Women Evaluation Policy and the Evaluation Norms and Standards of the United Nations Evaluation Group that is responsive to human rights and

⁵ See Annex for a list of project partners and stakeholders.

gender equality. The evaluation methodology applied was qualitative in assessing the project's performance in implementing its activities and achieving its objectives. This was conducted by: 1) data collection and analysis of primary and secondary data; and, 2) applying evaluation criteria in assessing the project design, implementation and outcomes.⁶

The evaluation began by collecting secondary data and a desk review. This included analysis of UN Women project documents, progress reports, interim reports, and project activity documents. Subsequently, primary data was collected by means of phone interviews conducted with key informants UN Women could contact, such as; persons from the SMOWA, NGOs, legal experts and the media.⁷ These interviews required open-ended and in-depth questions tailored to each group's contribution to the project. These questions were based on the four evaluation criteria: relevance, effectiveness, efficiency and sustainability. These criteria were operationalised through a number of evaluation questions, which include:⁸

Relevance:

- Do the project's objectives address the identified rights and needs of the women beneficiaries, relative to their local and national context?
- Did the activities of the project address the problems identified; in particular those intended to reduce gender inequality?
- Did the project adapt and respond to changing contextual requirements?
- What rights did the project advance under CEDAW, the MDGs and other international conventions?
- Was the project design articulated in a coherent manner? Was the definition of objectives and outputs clearly articulated?
- Was the project consistent with national plans and priorities, and with UN Women's strategic plan?
- What was UN Women's comparative advantage in designing and implementing this project?

Effectiveness:

- To what extent did the project:
 - a) achieve its intended objectives and outputs as in the logframe?
 - b) contribute to raising awareness of gender equality in the political system?
 - c) contribute to the achievement of national gender equality goals? What was the project's general value added at the national level?
 - d) enhance capacities of those s involved in the project?
 - e) enhance the capacities of gender equality advocates?

⁶ The evaluation will not assess impact as suggested in the TOR because it requires a more complex methodology involving observations over a period of time which is beyond the scope of this evaluation.

⁷ Since it has been several years since the project was completed, the number of informants interviewed depended on those UN Women was able to locate.

⁸ The evaluation criteria questions are in accordance with the INCRAC Evaluation Terms of Reference.

- f) satisfy partners and beneficiaries with the results?
- What progress was made towards achieving the intended outcomes?
 - What were the results achieved? What were the reasons for the achievement or non-achievement of the outcomes?
 - To what extent does a project like this contribute to shaping women beneficiaries' political and human rights and priorities?
 - Which of the partnerships played the most active role in achieving the results of the project?
 - Were there effective monitoring mechanisms in place to measure progress toward the results?

Efficiency

- Were the outputs achieved cost-effective and performed in a timely manner?
- What could have been done to ensure a more efficient use of resources in the individual country contexts?
- Did UN Women's organizational structure; managerial support, planning and coordination mechanisms effectively support the delivery of outcomes with the most efficient use of resources?
- Was the project appropriately staffed to implement its activities?
- Did the project have sufficient financial resources to cover project activities effectively?

Sustainability:

- What is the likelihood that networks, initiatives, and other project achievements and results will be maintained?
- Do the partners demonstrate leadership, commitment and technical and other capacity to continue to work on these issues in the future?

5.2 Evaluation Limitations

The evaluation was conducted under unusual circumstances. First, the significant gap in time from when the project was completed (early 2007) to the time of the evaluation (December 2010) made it impossible to collect data from field visits, focus group discussions or interviews with stakeholders and beneficiaries. In addition, UN Women staff that supervised the project had relocated; the project team leader, and national consultants were no longer in contact with UN Women, while, the gender focal points in the ministries that had been trained by the project were no longer the same staff. Second, due to the security situation in Iraq, the evaluation was conducted from Amman, Jordan. Consequently, the evaluation was inhibited in its primary data collection and thus was obtained from a smaller number of participants than actually took part in the activities this also had an impact in addressing some evaluation questions.

5.3 Evaluation Management

An independent international evaluation consultant conducted the evaluation. The timeframe of the evaluation was from December 2010 to January 2011. The evaluation consultant collected primary data (i.e., phone interviews with former project participants in Iraq) and secondary data while in Amman at the UN Women's ASRO office. While report writing was completed at her home base in New York.

6. FINDINGS

Overall, the project made a significant contribution to raising awareness of citizens particularly women, and enhancing the capacities of women Parliamentarians, CDC and members of civil society groups so they take a more active role in the drafting of the Constitution and the ratification process. In employing the evaluation criteria: relevance, effectiveness, efficiency and sustainability, the evaluation highlights findings of the project's strengths and challenges.

6.1 Relevance

INCRAC objectives responded to an immediate need in the political development of Iraq, namely women's participation in the drafting of the new Constitution and its ratification process. Women's rights were overlooked primarily because they were not considered or given any significant role in this legislative process. Moreover, there was widespread unawareness among civil society and among regional officials about the contents of the Constitution and their right to participate in its drafting, and how refraining from doing so, may have the negative consequence that their rights are not represented. Furthermore, the project started at an opportune time, i.e., in 2005, during the campaign to vote for drafting the Constitution. In doing so it provided the necessary support for advocates of the controversial Article 41, which proposed cancelling the Personal Status Law 188 and dictating more restrictions on women's rights such as in marriage and inheritance.

Raising awareness and enhancing local capacity were the two major activities to address women's political marginalization and lack of representation in the legislative process. These activities were core in addressing gender inequality in political participation. Activities, such as raising awareness by means of public education were implemented in a variety of ways such as an advocacy campaign in the media and workshops for public education of civil society in different governorates on drafting the new Constitution, how to pursue their rights in the law, and the government's responsibility in responding to their demands in implementing the law to protect their human rights and their international commitment to CEDAW.

Disseminating information was another strategy, which included broadcasts on television and radio and distributing pamphlets and posters. Some NGOs conducted research studies to gather information on the different violations women encounter in their private

lives or the public sphere. Another major study was to learn more about women's priorities, attitudes toward political participation. For example, the Women Leadership Institute (WLI) conducted a study on Women's voting attitudes.⁹ This was the first study of its kind to be conducted in Iraq. Findings revealed that a high percentage of women vote independently from their husband's and/or their family's influence. This study was published in major newspapers and disseminated in ministries and other government institutions. More significantly, it raised politicians' awareness of the importance of winning women's votes.

Activities in enhancing capacity primarily targeted women Parliamentarians the CDC and the SMOWA. These activities were appropriate in providing them with necessary skills in promoting gender equality in policy-making, analysis of legislation with a gender perspective, translating the new Constitution (if ratified) into new legislation, promoting debate on gender and interacting with the media.

In addition, INCRAC's objectives on the protection of women's political participation and human rights were in alignment with the CEDAW and the MDG. This was accomplished by the project's focus on raising awareness and educating the public on the government's commitment to human right laws such as CEDAW. Advocating for the protection of women against violence especially in Iraq requires to take place on two levels: at the country level where women are threatened by violence daily as a result of living in a war zone; and second, at a personal level, for instance, some fundamentalist leaders were promoting men's right to reprimand a wife's disobedience with physical punishment, a practice that was gaining support among men. Hence, the projects activities in raising the awareness of politicians and civil society about protecting women's rights were in line with international human rights standards that contributed directly to the CEDAW and the MDGs.

Project design was coherent in that it took a holistic approach, i.e., targeting both politicians and civil society and linking the two in support of the objectives. The design reflects an upstream-downstream model. For example, downstream includes project interventions that were initiated at the government level and impact civil society; such as strengthening the capacities of women MPs, CDC and the SMOWA by providing them training in legislative gender analysis and how to translate referendum results into amendments in the Constitution. Furthermore, staff of political parties and ministries through their gender focal points received training in gender sensitization with the objective of fostering their commitment to gender equality in government affairs which would lead subsequently to incorporation in policies related to civil society. Upstream, on the other hand, were project interventions initiated at the civil society level and that were to have an impact at the legislative level. These activities aimed to raise public awareness about the Constitution and increase voter turn out, especially women. In that way their votes would provide feedback to the government of what they want consideration for their rights and entitlements. Hence, involving these two levels sustains a circular flow of information and dialogue.

⁹ INCRAC had provided technical and financial assistance in conducting the study, for example, how to write survey questions, data collection and analysis, and incorporation of gender in the survey analysis.

Another important issue that ascertained the relevance of the project design to the national context was that it was undertaken with a participatory approach, i.e., UN Women solicited input from its partners on what they considered important components to include in the project and that it was culturally and politically sensitive. This also served to avoid local accusations that the project's agenda was to spread western ideas to influence Iraqi women.

The project also demonstrated flexibility in responding to changing needs. This is best illustrated in three situations. First, it was extended for two years to make-up for the lost time when it had been halted for security reasons and then when the formation of the new government was postponed. Second, although the general impetus of the project was to promote equal participation of Iraqi women in the Constitution, drafting and ratification process, as Article 41 became a controversial issue, many project activities focused on this particular Article in the Constitution due the impact it would have on women's rights. Third, during the project, the issue of women participation in peace building activities also emerged as an issue; although this had not been an activity included in the project document, it nonetheless proved to have a lot of support and importance within the context of women political participation and as a consequence the project adopted it as an additional activity.

Yet, some weaknesses were evident in project design. First, the project's objectives were not well articulated, as they were too broad and lacked specific measurable outcomes that would make it possible to assess the extent to which they were achieved. For example:

“Objective 1: To foster among political decision-makers and among political leaders, and Assembly Members their efforts to make the Constitution gender sensitive.

While the project's logframe includes a section for supposedly measurable indicators for each of the objectives, some of these indicators were also not in fact measurable, such as:¹⁰

Objective 1 measurable indicators are:

- *In six months there is a perceptible difference in the levels of awareness of gender equality issues in the Constitution and formal legislation on the part of a proportion on National Assembly members, the national executive, and politicians at other levels of government*
- *In six months the skills of a proportion of Assembly Members, particularly women, in understanding women's rights and human rights in the Constitution have improved.”*

Weaknesses in these indicators are exemplified in attributes such as “perceptible difference” and “skills.” The former is a subjective term, while the latter does not refer to any specific measurement.

¹⁰ UNDG-ITF Project Document, pgs. 4-5.

Second, the project did not include any benchmark data that would allow it to measure changes over the lifespan of the project. Third, the project was intended to last for only six months; hence, it was too ambitious to expect change in attitudes and social behaviour towards gender equality in such a short period of time.

The project may have also benefited if it included more government partners. At first, the partners included the MMPW and SMOWA, yet shortly after the project began, the MMPW handed all its responsibilities to the SMOWA; thus, making it UN Women's single government partner. Although the SMOWA has the main responsibilities on women affairs it had recently been established and had limited capacity. Moreover, it could not effectively execute its mandate because it did not have the authority of a full ministry and functions with a very limited budget. Therefore, if the project had also included partnerships with Ministries such as the Ministries of Human Rights, Al-Awqaf, Ministry of Social Affairs, and all of who play an important role in women legal issues, it would have had a multidisciplinary team of partners reinforcing gender equality in government, and the SMOWA would have had more support in executing its activities.

UN Women, on the other hand, had a comparative advantage in its pursuit to promote gender equality the legislative system. It was the first international agency to promote gender equality in political rights and representation in the Constitution. Prior to INCRAC, UN Women had implemented a project in partnerships with the Ministry of Human Rights and the MMPW, which included in strengthening their capacities and training a cadre of gender focal points in the MMPW. Moreover, having had this experience and established these partnerships and capacities, gives UN Women strategic positioning in relation to other international agencies and donors. In addition, their activities were aligned to its mandate of gender in development and good governance.

6.2 Effectiveness

The project laid the groundwork for including women in the legislative process by being the first project of its kind to raise citizen's awareness about the importance of taking part in the Constitution drafting and ratification process, and to strengthen women's equal and effective political participation. As explained earlier, the evaluation cannot provide specific measures of the extent the project achieved its objectives since they do not have adequate measurable indicators. Yet, the evaluation to a certain extent can confirm the project achieved progress in each of its objectives; this is demonstrated in the following:

***Objective 1:** To foster commitment to gender equality in all branches of government and among political leaders, and to support assembly members in making the Constitution gender sensitive.*

Gender focal points in the ministries have been trained by UN Women in gender sensitization, CEDAW and other women human rights issues. UN Women also worked

with women MPs in enhancing their capacities in analysing legislation with a gender perspective, effectively interacting with the media and broadening their knowledge on CEDAW and the implications of Article 14. The CDC was trained in interpreting voter proposals in the drafting of the Constitution; while, the newly established SMOWA capacity has been strengthened to enable it to strategize a unified action plan towards women empowerment.¹¹ In addition, UN Women's partnership with the SMOWA was significant as it is the central ministry responsible for overseeing women's rights in Iraq and is directly linked with the Parliamentary Committee on Women and Children. UN Women also facilitated meetings between the SMOWA, women MPs, the Constitutional Review Committee and NGOs, to jointly identify gender gaps and priorities for addressing women's issues. As a result, a working alliance developed between them. These initiatives involving government's participation exemplifies its commitment to overseeing gender equality in legislation.

Moreover, as expressed by some project partners interviewed, INCRAC is also believed to have been a catalyst in appointing more women as ministers in the government and decreeing that there be a quota that twenty five percent the Parliament members be women. These changes were all made during the project's lifespan.

***Objective 2:** To build public awareness about the purpose and content of the Constitution and the way it affects each Iraqi and women in particular.*

The project pursued raising public awareness by employing several strategies, notably by means of public education and an advocacy campaign. For example, public education was conducted primarily by NGOs holding workshops and lectures in various governorates and their networking with other NGOs to extend their outreach to more remote areas. Diverse groups from civil society and government institutions attended the workshops. For instance, in urban areas the workshops included more educated and professional women, people from the private sector, religious leaders and judges. In rural areas, participants were often less educated or illiterate; men were also targeted to participate as raising their awareness and involvement was considered equally important. These workshops were also tailored to the participants' general attributes. For example, one strategy employed by some NGOs, was using real-life stories of hardships women encountered, such as violence or discrimination. These stories were gathered from studies the NGOs had conducted and to explain how certain laws can protect them. Consequently, allow them to appreciate the importance of their political participation to assert their representation in legislation and drafting the Constitution and its ratification process. Thus, conveying information relevant to these women's lives was an effective strategy in gaining their support.

Some workshops focused on the Personal Status Law, Article 41, which incorporates more restrictions on women, while other workshops concentrated on violence against women and the government's commitment to CEDAW.

¹¹ UNIFEM. Final Report for Project: Iraq National Constitution and Referendum Awareness Campaign (INCRAC). July 2005-April 2007. pgs. 6-7.

Another means in raising public awareness included a media advocacy campaign on the Constitution and Referendum, which was broadcast on television, radio and newspapers and reached a wide range of citizens in the country. Other outreach methods employed in the advocacy campaign included a mobile play that toured several governorates and distributing pamphlets and posters.

***Objective 3:** To elicit public reactions about the proposed content of the Constitution, and these views are fed back to the Constitutional Drafting Committee (CDC) and other Assembly members.*

The project conducted several studies on women's political participation and which their partner NGOs conducted. The project provided them with the training on how to carry out the research. These studies were very useful in providing a better understanding of women's attitudes in political participation. For example, one study identified that women's knowledge, attitudes and priorities concerning their political rights were not uniform but differed from one governorate to the other. Another study gathered real life stories of abuses and discrimination women encountered. These studies assisted NGOs to have a better understanding of women and accordingly adjust workshops as to be more effective in reaching them.

One important study conducted by the Women Leadership Institute (WLI) was about influences affecting women's voting. The findings surprisingly showed that the majority of women were independent when it came to voting. This study was distributed widely especially to politicians and had a significant impact in making them realize the importance of women's vote.

***Objective 4:** To ensure that there is a strong voter turnout for the referendum, particularly among women so as to ensure the legitimacy of the decisions reached in the referendum.*

Several NGOs reported that there was a stronger voter turnout, especially women, in the elections of 2010; yet, this is based on their observations, but, as there was no baseline data and no actual measurement, the evaluation cannot confirm this.

***Objective 5:** To enable women Assembly members and women in civil society to lay the groundwork for translating the new Constitution into new legislation.*

Women MPs, representatives from CSOs and judges, participated in the workshop for "Advocating for gender sensitive Constitution and legislation." This provided an opportunity for more than 40 participants to review and interpret articles with a gender perspective.¹²

Additionally, legal experts were contracted to assist in explaining the new Constitution and its legal implications on women's rights to women MPs, members of the CDC, NGOs and the SMOWA. This included reviewing the language and content of the

¹² UN Women. Second Six Monthly Progress Report for Project INCRAC. January - June 2006.

Constitution, and interpreting the relationship between state laws and those of the Sharia'a. They also provided training to the CDC on how to make amendments in drafting the Constitution. As a result, the Iraqi Women Movement (IWM) submitted to Parliament a list of amendments to be included in the latest draft of the Constitution. These include: rephrasing of certain paragraphs in the 1st Article and amendments in Article 29 (fourth paragraph), Article 36 (third paragraph) and the omission of Article 39.¹³

Hence, the above demonstrate substantial achievements in project objectives and outcomes in enhancing capacities and instilling gender equality in the legislative framework. These achievements have contributed to laying a foundation, yet, additional projects are needed to build on this foundation to institutionalize equal gender political participation and ensure its sustainability. Moreover, although we can ascertain that the project did raise awareness on gender equality in the participants, the evaluation cannot determine that gender equality was achieved at the national level. It is also not conceivable that such an outcome could be achieved in such a short time. Achieving gender equality at a national level is a goal not an objective, moreover, beyond the scope of this project. Nonetheless, without a doubt the project created greater gender sensitivity in the political arena. It was also the only project in the country that focused on women's role in political development and supported them in taking a more proactive role in the political process.

The evaluation also found that workshops were effective in enhancing capacity of key partners. For example, it was very useful for the newly established SMOWA staff that did not have adequate skills to conduct their activities. Women MPs were also trained in analysis of legislation with a gender perspective and how to capitalize on using the media to promote their work. An interesting comment made from the SMOWA was that capacity enhancement should have also included training women to utilize the media in their election campaigns, as it was equally important to enhance their capacity to campaign more effectively.

Yet, there was some criticism pertaining to the selection of some NGOs participation in the workshops, particularly those that were newly established and therefore did not have yet any proven record on working in women issues. As one interviewer expressed, it is good to have new blood and provide them with the opportunity to build their capacity; but we still need to differentiate them from those that have emerged but whose activities may have no merit. Hence, there is a strong need for UN Women in its future projects to conduct a study that would map the various civil society organizations in the country. Interestingly, several NGOs that had participated in the project had shut down by the time of the evaluation.

Although a significant amount of time had elapsed since the project closed, project partners interviewed spoke positively about the project and its contribution. For example, a respondent from the SMOWA explained that the project was very helpful in building their capacities as to have a more effective national role to play. If it were not for UN

¹³ Iraqi Women Movement. A Paper of Suggested Amendments Submitted on the latest draft Constitution.

Women, they would have had little to do since the government established their Ministry to oversee women's affairs but gave them no budget to do it. Hence, UN Women's support gave them the opportunity to carry out their activities. While members of NGOs stated that the UN Women project provided them the necessary support to pursue their advocacy for women's rights in the Constitution.

Other important project outcomes included:

- strengthening the SMOWA to work closely with other ministries and government institutions;
- establishing a network of CSOs;
- developing a media strategy for the SMOWA;
- analysing the profile of ministries from a gender perspective;
- strengthening dialogue between CSOs and Parliamentarians.

Because the evaluation did not include interviewing beneficiaries due to the aforementioned limitations, it is not within its capacity to assess the extent the project contributed to shaping beneficiaries political and human rights priorities. Similarly, the evaluation cannot ascertain which of the partners played the most active role in achieving the results of the project. Each partner played an important role and their activities complemented each other. Conversely, it was highlighted in the evaluation that a significant element in reinforcing the project's performance was the energy and passion of the women working in the NGOs to advocate, pursue and safeguard Iraqi women's political rights and entitlements.

Some project shortfalls, on the other hand, included not having a more systematic monitoring and evaluation mechanism in place and no baseline data collected. Monitoring was primarily depended on NGOs reporting their activities to the project manager. Moreover, baseline data was essential to enable project implementers and national partners monitor and evaluate the changes taking place over the project's life span. Yet, this was not included in the project design. Furthermore, such data could then be incorporated into a future SMOWA management information system (MIS) for monitoring women's political participation, among other things.

6.3 Efficiency

The evaluation could not obtain substantial information regarding the project's efficiency in implementing its activities or whether outputs were achieved in the most cost efficient way possible. It was also unable to determine if project resources were distributed equally to different groups of women. UN Women project staff that supervised the project can best provide such information but they have relocated and could not be contacted.¹⁴

As mentioned, the project was not implemented in a timely manner since it had to

¹⁴ The gender advisor continues to work at UN Women ASRO. The evaluation repeatedly tried to make arrangements for an interview; yet, she insisted she did not have the time to do so.

undergo two extensions because of the security situation in the country and the delay in the appointment of the government; this was beyond the control of the project. In addition, funds for project partners at one point were frozen causing activities to stop for a period of time.

According to the information gathered from the interviews, project resources were sufficient for implementing project activities. Moreover, it was the availability of sufficient resources that made it possible for the project to continue effectively despite the frequent delays thus enduring the two-year extension, securing transportation to participants so that they could attend the workshops, and extending its outreach to remote villages.

Some interviewees expressed that the project could have been managed more efficiently if the project manager had been stationed in Baghdad rather than Amman. They believed that her absence contributed to delays in communication, trouble-shooting and lack of hands-on management of the project. Again the evaluation cannot confirm this since the project manager could not be contacted. Yet, it was due to the security situation that the project manager was stationed in Amman.

It was also highlighted that capacity enhancement of NGO partners could have been broader. Although most of them were already working in women activities such as raising awareness and thus had the capacity in conducting most project activities, some could have benefitted in receiving training in management and strengthening their outreach skills to remote villages where women who have more conservative ideas about their role in the political sphere.

Furthermore, most of the workshops were held in Amman, therefore restricting training to a selected few. During the interviews, several commented that having the workshops in Amman was not the most efficient means for several reasons; first, since Iraqis had been prohibited from travelling for a long time, some participants who attended the workshops considered it as a vacation trip and therefore once in Amman their participation was not a priority; second, there was suspicion that there was preferential treatment in the selection process, therefore, those selected were not necessarily the most appropriate to attend; third, the workshops were conducted by expatriate consultants, whom the respondents critiqued as not having enough knowledge and/or sensitivity of the social and political scene in Iraq. Moreover, there were capable nationals who could have provided the training and were a better fit than the expatriate consultants. Hence, if this training had been held in Iraq and conducted by Iraqis, more participants could have benefited from the training and would have been less costly.

6.4 Sustainability

The NGOs interviewed continue to work in raising women's awareness about the importance of political participation, the CEDAW principles and women in peace building activities. Some were able to continue their activities by securing funding from

other donor agencies. Others, such as the Women Leadership Institute, which conducted the study on women voting attitudes, have established a research unit to continue conducting research studies on women's political participation. They were interested in conducting a follow-up study on women's voting attitudes during the 2010 elections, but were unable to secure funding. The Women Empowerment Organisation, for example, continued to work on raising awareness and support women's participation in Kurdistan's Constitution (2007-2008) and reviewing and analyzing its civil, economic and political rights. Their proposals/recommendations were presented to the Parliament and Women's Committee; in addition, they had a media campaign to propagate their proposals as to ensure that the Parliament and CDC would incorporate these proposals in drafting of the Kurdistan Constitution. Some partner NGOs have closed yet this is not related to the project, while the remaining particularly those interviewed continue working in promoting women's rights in political participation especially in the advocacy of Article 41.

The project also established network between the various NGOs, the SMOWA and some women Parliamentarians, which also continues to be active.

Overall it is evident that the project made more women informed about the importance of their political participation to ensure their rights in the Constitution. During the time of this evaluation, women in Baghdad held a demonstration on 12 December 2010 in demand of more rights and the elimination of Article 41. This demonstrates women's ongoing efforts to advocate for their political rights and entitlements.

7. CONCLUSIONS

UN Women's project INCRAC was important in providing the necessary support for women to attain equal and effective political participation. It also made a significant contribution in educating citizens of their rights in participating in the Constitution and ratification process. As the country is in a transitional phase in its political development this project came at an opportune time. NGOs and women MPs also attained the required skills to respond to the controversial Article 41. Moreover, although the project was implemented during a challenging time due to the security situation, UN Women persevered in implementing the INCRAC project and to a certain extent achieved its objectives.

7.1 Lessons Learned

The findings of the evaluation highlighted several lessons learned from this initiative, which also reflect strengths and challenges of the project. These lessons offer important considerations for future project design. These include:

- The project benefited from conducting research studies as they served to provide

project partners useful information and better insight on women attitudes in political participation, how this differed from one governorate to another, and that women were more independent in their voting activities than generally assumed. The findings of these studies were also used in preparing workshops.

- UN Women publications were distributed to project partners. These publications were useful to NGOs, as they used them as a source of reference, such as learning more about the principles of CEDAW. They also used these publications as guidebooks during their workshops.
- Although the project design was relevant to the national needs, the project objectives were not well articulated and lacked measurable indicators. As a result, it is difficult to make a better assessment of the project's performance and outcomes.
- The project did not include a baseline data, which would have been very useful for monitoring project activities and assessing women's political participation and representation during and after project completion.
- The project timeframe, which was initially six months, was too short and ambitious in relation to its objectives and activities. Its two extensions advantageously allowed the project more time to conduct its activities in effort to reach its objectives.
- The project included training different NGOs, yet, this training could have been broader to include enhancing their capacity such as in management and training of trainers (TOT), which would have allowed them reach more remote areas cost-effectively.
- Training women MPs on working with the media to maximize promoting their message is an effective strategy, yet, it would have been beneficial if the project also included training them on utilizing the media for their election campaigns.
- UN Women had a comparative advantage in getting national support because INCRAC was built on previous government partnerships and utilized capacities they had already trained. This is exemplified by UN Women's previous project with the MMPW and Ministry of Human Rights.

7.2 Good Practices

- Establishing alliances between NGOs, women MPs and government institutions facilitates implementing project activities as they support each other's activities.
- NGOs solicited the advice of religious leaders to help them fight

primitive attitudes spread by extremist clerics' bias interpretation of women's role in Islam. These religious leaders provided Quranic verses and other references to NGOs to use in their advocacy campaigns, debates and workshops.

- Soliciting the participation of national partners in the project design ensured its relevance and sensitivity to cultural norms concerning women. This also helped UN Women avoid accusations that their hidden agenda was to import western ideas that aim to corrupt Iraqi women.
- Using real-life stories of women's abuses or legal discrimination to raise awareness is an effective strategy in gaining women's attention and appreciation of the importance of their political participation to protect their rights in the Constitution and its ratification.

7.3 Recommendations

- Project design should include objectives that are articulate in specifying outcomes that are measurable and attainable over the lifespan of the project.
- It is imperative that a project includes baseline data, which then would serve for monitoring and evaluation of project performance and achievements.
- It is imperative that UN Women build on this initiative with follow-up projects. In other words, INCRAC laid the groundwork in effort to ensure women's political participation in drafting of the Constitution, but more is needed to institutionalise women's equal and effective political participation.
- Since there has been a surge of women NGOs in the last several years, it would be very useful for UN Women to map women NGOs as to have better knowledge on who is doing what and who would be best suited in involving in future projects.
- Future projects should consider having a multidisciplinary team of government partners as to reinforce each other's gender equality activities in government. For example, this could include the SMOWA, Ministry of Human Rights, Ministry of Al-Awqaf and Ministry of Social Affairs. This is also important since the SMOWA is limited in executing its mandate because it does not have the authority of a full ministry and functions with a minimal budget.

ANNEX 1

Terms of Reference Summative independent Evaluation

Title

Iraq National Constitution and Referendum Awareness Campaign (INCRAC) project

Background

The Iraq National Constitution and Referendum Awareness Campaign (INCRAC) project, aimed to promote the equal and effective participation of Iraqi Women in the Constitution drafting and ratification process. This project was part of a joint United Nations Country Team (UNCT) programme, which aims to support the Constitution Committee to undertake the task of establishing a constitution that reflects the interest of a broad range of Iraqi citizens, and provides information for stable government and rule of law in conformity with international standards. INCRAC started in 2005 and ended in 2007. UN WOMEN, the Ministry of Municipality and Public Works and the State Ministry of Women's Affairs jointly assumed project implementation and supervision responsibilities. INCRAC was designed in response to the priorities of Iraqi counter parts indicated in the National Development Strategy (2005-2007) (NDS) and contributed towards achieving the Millennium Development Goals (MDGs) and the UN Assistance Strategy (2008-2010) for Iraq for greater gender equality in Iraq. The project aimed to contribute directly to enhancing public participation, particularly among Women, in the political process, and promoting the protection of Women's rights within the national assembly and constitution.

Description of the Programme

The United Nations Development Fund for Women (UN WOMEN) – part of UN-WOMEN worked in close collaboration with the Ministry of Municipalities and Public Works (MoMPW), the State Ministry of Women Affairs (MoWA) as well as with a number of local NGOs to implement its work. The work by the local partners focused on initiating peace building initiatives as well as on raising awareness about the constitution, in particular article 41¹⁵ of the constitution and on Iraqi personal status law, Women

¹⁵ Article 41 stipulates, "Iraqis are free in their commitment to their personal status according to their religions, sects, beliefs or choices. This shall be regulated by law." As such, given the array of groups in the Iraqi society, Iraq may host multiple Personal Status courts that render women more vulnerable to human rights violations (such as issues related to child marriage and inheritance). Therefore, changes to the article are necessary in ensuring women's rights are legally protected.

rights, and role of Women in conflict mitigation.

This project aims at ensuring that women's rights and gender equality concerns are addressed in Iraq's new legal framework, and hence, women and men stand to benefit from this project. Even though the primary focus of the activities has targeted Women, UN WOMEN has proactively engaged with both men and Women throughout the programme implementation. It is estimated that more than 25,000 men and Women participated in UN WOMEN activities through face-to-face interaction as part of this project.

One of the project's main objectives was to ensure equal and effective participation of Iraqi Women in the drafting of the Iraqi Constitution and its ratification process. This objective reinforces human rights principles, including self-determination, by building the capacity of Women Iraqi citizens to participate in politics. In addition, their work to ensure Women's rights in the Iraqi Constitution is a reinforcement of international human rights principles and standards. UN WOMEN along with all UN partner agencies continuously aims to adopt a human rights based approach to the projects it supports and implements.

Although the project's impact on communities and the state of Iraq cannot be fully determined in the short term, significant successes in crosscutting issues include short-term employment generated through local partners and the strengthening of NGOs, as well as the integration of human rights alongside gender equality.

Security concerns slowed down project implementation with the MoMPW. In addition to this, delays in naming the Prime Minister and the Cabinet members posed challenges to the engaging with these government counterparts from the beginning of the project in 2005.

The establishment of the MoWA in 2005 created an opportunity for UN WOMEN to closely work with the ministry responsible for safeguarding Women's rights in Iraq and directly linked with the parliamentary Committee on Women and Children, which monitors the functions of the ministries and quality of services provided for Women and children.

Despite these delays, UN WOMEN succeeded in engaging the Iraqi government by closely working with MoWA, MoMPW, the gender focal points within various ministries, and Women Members of Parliament.

Development Goal: The project overall objective is “**to promote the equal and effective participation of Iraqi Women in the Constitution-drafting and ratification process**”.

Key Immediate Objectives: To create a strong, vibrant and effective campaign organization and delivery structure which supports the Iraq National Constitution and Referendum Awareness Campaign (INCRAC) over 12 months (the Project will be divided into phases to move in strategic and focused way, where the first phase will be implemented in the next seven months). To foster commitment to gender equality in all branches of government and among political leaders, and to support Assembly Members in making the Constitution gender-sensitive. To present a successful, compelling, fact-based Iraqi National Constitution and Referendum Awareness Campaign to Iraqi citizens to build public awareness about the purpose and content of the constitution and the ways it affects each Iraqi and Women in particular. To elicit views from the public about the proposed content of the constitution, and to build a feedback loop to the Constitutional Drafting Committee and other Assembly Members. To ensure that there is a strong voter turnout for the Referendum, particularly amongst Women, so as to ensure the legitimacy of the decision reached in the Referendum. To enable Women Assembly Members and Women in civil society to lay the groundwork for translating the new Constitution (if ratified) into new legislation.

Most of the challenges faced by UN WOMEN related to the security situation. Delays in delivering funds to UN WOMEN local partners led to postponement and periodic cancelling of activities, hindering progress of the project.

The project was originally designed to be implemented within a period of six months. However, due to security concerns and a protracted constitution process, the time period was extended to an additional 6 months and, then, another 10 months, for a total of almost 2 year period.

The total budget allocation of US\$1,670,010 for implementing the INCRAC project was received from the United Nations Development Group – Iraq Trust Fund (UNDG-ITF). No additional money was received for this project.

Evaluation purpose and scope

The UN WOMEN Arab States Regional Office (ASRO) is commissioning a final external evaluation of the Iraq National Constitution and Referendum Awareness Campaign (INCRAC) project over its entire period. As a measure for the comprehensive evaluation of the ITF, which is closing this year, the steering committee of the ITF requested the evaluation of separate projects funded by the ITF for the various agencies working for the Iraq programme; INCRAC was the project selected for UN Women to evaluate. This final evaluation is also mandatory in line with UN Women's Evaluation Policy and will provide an assessment of the implementation and results achieved during the life span of the project.

The evaluation is expected to take place between November 2010 and January 2011. The evaluation's findings will help UN WOMEN to gain a better insight on how to further the realization of human rights particularly of Women through improved participation in the referendum process as well as through active involvement in the drafting of the constitution for better future for the Iraqi's Women and ensuring gender equality, The evaluation will provide learning on engaging Women in political processes, namely constitution drafting and reform. Moreover, the evaluation will help UN Women to determine if this initiative has achieved its objectives. In addition, the findings and recommendations of the evaluation would help the concerned organizations, Government, National Assembly and Women MPs, NGOs to better and more efficiently plan for the sustainability, continuation and improvement of this initiative. The evaluation will also contribute to the UNDG ITF LLE (The United Nations Development Group Iraq Trust Fund Lessons Learned Exercise) that aims to generate broader learning on operational and development effectiveness of the UNDG ITF in Iraq.

The budget range for this evaluation is 20,000\$USD from the ITF, UN WOMEN can put a matching amount from the MRF which will increase the budget to 40,000 \$USD.

Key evaluation objectives

The evaluation will objectively assess the development and operational effectiveness of the programme. In specific, the final evaluation will:

- f. Evaluate the extent to which the project has achieved its planned objectives and how they contributed to broader development results in Iraq.
- g. Identify the strengths and challenges that the project has experienced and the good partnership and coordination practices between and across different parties.
- h. Assess the sustainability of the activities in national contexts.
- i. Provide lessons learned for UN WOMEN for programming and operations in conflict areas where security is a concern for future programme planning.
- j. Provide lessons learned obtained for the empowerment of Women in Iraq.

Key Evaluation Questions: relevance, effectiveness, efficiency, sustainability and impact

In order to address key evaluation objectives, the evaluation will address a number of questions related to the project's effectiveness, relevance, efficiency, sustainability and its contribution to broader development results. Some of the key questions in each area are set out below. These questions should be reviewed and finalized in the evaluation report, in collaboration with UN WOMEN.

Relevance:

- Are the project's objectives addressing the identified rights and needs of the Women beneficiaries given the local, national and regional context? Did the activities designed and implemented in the project address the problems identified, in particular in reducing the gender inequality? Did the project adapt and respond to changing contextual requirements?
- What rights does the project advance under the Convention on the elimination of all forms of discrimination against Women (CEDAW), the MDGs and other international conventions?
- Is the project design articulated in a coherent structure? Is the definition of objectives and outputs clearly articulated?
- Was the project coherent with national plans and priorities, and was it coherent with UN WOMEN strategic plan? What was UN WOMEN's comparative advantage in designing and implementing this project? ?

Effectiveness:

1. To what extent
 - a. did the project achieve its intended objectives and outputs as in the logframe?
 - b. has the project contributed to the achievement of national gender equality? What was in general the value added of the project's on the national level?
 - c. capacities of the rights holder and duty bearers involved in the project have been strengthened?

- d. capacities of gender equality advocates have been enhanced?
- e. partners and beneficiaries have been satisfied with the results? How do they consider that the project has strengthened their capacities to promote Women's political rights and participation?
- f. the underlying strategies, processes and a management structures contributed to the development effectiveness of this UNDG ITF project?

2. What has been the progress made towards achievements of the expected results? What are the results achieved? What are the reasons for the achievement or non-achievement?

- 3. How much does the project contribute to shaping the Women beneficiaries' political and human rights and priorities?
- 4. Which of the partnerships played the most active role in achieving progress towards results of the project?
- 5. Were there effective monitoring mechanisms in place to measure progress towards results?

Efficiency:

- Were the outputs achieved in the best value of money and in a timely manner? And have the resources been used to the best effect?
- Have UN WOMEN organizational structure, managerial support, planning and coordination mechanisms effectively supported the delivery of the project and efficient use of resources?
- Have project resources been equally distributed to different groups of Women with sensitivity to race, ethnicity, economic status, disability, and other potential sources of discrimination?
- Could the activities and outputs be delivered in with fewer resources without reducing their quality and quantity?

Sustainability:

- 1. What is the likelihood that networks, initiatives, and other achieved results will be maintained?
- 2. Do the partners demonstrate leadership, commitment and technical and other capacity to continue to work on these issues in the future?

Impact:

- 1. Was there an increase in Women participation in the referendum and constitution drafting that can be attributed to the implementation of this project?
- 2. Was there change in gender relations and roles with regards to political participation and other areas? Did the project impact gender rights and equality in the country?

3. What are the intended and unintended, positive and negative changes produced directly or indirectly by the project on the opportunities of different groups of Women in the country?

Evaluation Methodology

This evaluation will be gender and human rights responsive and conducted through a mixed- method approach relying on both quantitative and qualitative data and involve all the project partners and beneficiaries. In order to apply the principles of participation and consultation, transparency and accountability, key partners will be part of a reference group during the evaluation processes.

The evaluation consultant will produce a detailed methodology for the evaluation that adheres to UN WOMEN Evaluation Policy and the Evaluation Norms and Standards of the United Nations Evaluation Group and that is responsive to human rights and gender equality. Although this project has been closed for a while, but UN WOMEN was able to maintain good relations with partners and stakeholders which will facilitate the accessibility to partners and stakeholders whom are still working in Iraq.

The methodology should include:

- Desk review of secondary information including all the relevant documents on the project including project document, annual/ biannual progress and field visits reports and number of monitoring reports, publications of the project, concept papers and minutes of meetings
- Collection of primary data through a questionnaire to be prepared for the stakeholders groups of the project that would include tailored questions to each group based on its contribution to the project to get in-depth information about the project, and to assess their response to the project's activities, processes and results. It is important to also ensure that Women are actively involved in the evaluation process in addition to national ownership.
- Phone Interviews with selected stakeholders and partners in Iraq. The selection of stakeholders and partners will be based on agreed criteria such as the; area of the implementation; number of direct beneficiaries reached; and involvement of the community in their activities.
- Evaluators are not expected to travel to Iraq due to security issues; however association with existing local presence for the purpose of this evaluation would be appreciated. In the latter case:

A final evaluation report is to be submitted after having all the stakeholders comment on the recommendations in the draft evaluation report.

Expected Products from the Evaluation

The evaluation will be expected to produce the following products:

- An inception report which contains evaluation objectives and scope, description of evaluation methodology, data collection tools, data analysis methods, key

project's stakeholders and their role in the evaluation process, general evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. It should include a clear evaluation matrix relating all these aspects as well as an outline for the overall evaluation report. This will be followed by a desk review.

- Draft evaluation report, which should be delivered with adequate time to allow stakeholder discussion of the findings and recommendations.
- Final evaluation report which should be structured as follows:
 - Executive Summary (maximum five pages)
 - Programme Description
 - Evaluation Purpose
 - Evaluation Methodology
 - Findings
 - Lessons learnt
 - Recommendations

The key evaluation products are set out below. All documents will be delivered in English.

Product	Responsible Party	Estimated Time Frame
Work plan with Specific dates	Evaluation Team	November 2010
Inception report	Evaluation Team	December 2010
List of preliminary findings	Evaluation Team	December 2010
Draft Report of the Evaluation	Evaluation Team	January 2010
Final Report and Executive Summary	Evaluation Team	January 2010

Composition, Skills and Experience of the Evaluation Team

Evaluators or a consultancy firm will conduct the evaluation. It will be chosen on the basis of a review, associated field presence in relevant areas within Iraq is a plus (Evaluators are not expected to travel to Iraq as UN WOMEN cannot be responsible for their safety and security; however association with existing local presence for the purpose of this evaluation would be appreciated). At least one member of the team should be proficient in Arabic. The evaluators/consultancy firm chosen will not have had any direct involvement in the formulation and implementation of the project.

Evaluation team leader should be:

- A master degree in political sciences, governance or related field.

- At least 10 years of evaluation experience, of which 4 years in evaluating development projects with a good knowledge of participatory methods.
- Thorough understanding of gender equality, human rights and development issues.
- Knowledge and experience around the thematic area under review (Women political participation and Rights);
- An experience in evaluating UN development projects is an asset.
- Excellent communication skills and demonstrated ability to facilitate group discussions.
- Demonstrated ability to produce high quality evaluation reports, including recommendations for future work.
- Experience and understanding of the regional, sub- regional and country context is essential. Field experience in Iraq an asset
- Fluent in English with good working knowledge of Arabic, Ability to work with the Evaluation Task Manager to ensure that a high quality evaluation report is produced.
- Ability to work with the UN WOMEN team to ensure that a high quality evaluation report is produced.

Evaluation team Member should be:

- A master degree in political sciences, governance or related field.
- At least 5 years of evaluation experience, of which 3 years in evaluating development projects with a good knowledge of participatory methods.
- Thorough understanding of gender equality, human rights and development issues.
- Knowledge and experience around the thematic area under review (Women political participation and Rights);
- An experience in evaluating UN development projects is an asset.
- Excellent communication skills and demonstrated ability to facilitate group discussions.
- Demonstrated ability to produce high quality evaluation reports, including recommendations for future work.
- Experience and understanding of the regional, sub- regional and country context is essential. Field experience in Iraq an asset
- Fluent in English; Arabic language skills desired Ability to work with the Evaluation Manager to ensure that a high quality evaluation report is produced.
- Ability to work with the UN WOMEN team to ensure that a high quality evaluation report is produced.

Management of the Evaluation Process

The evaluation will be conducted between November 2010 and January 2011 . UN WOMEN Iraq Country Programme will help manage the evaluation with the designated Team Leader to directly manage the evaluation process. UN WOMEN Iraq Country Programme will establish an internal Reference Group for internal validation of the process and to enlarge the circle of learning. The Reference Group will include a representative from the UN WOMEN Iraq Country Programme. It will review the evaluation TOR, the inception report, and the first draft of the evaluation report and provide feedback. UN WOMEN Iraq Country Programme will also establish an external Reference Group with the national counterparts in Iraq.

The UN WOMEN Iraq Country Programme team in Jordan will:

- Provide a Task Manager for the purpose of this evaluation process.
- Organize and make available the set of documents to be reviewed by the Evaluation consultant;
- Provide a list of project partners, beneficiaries and stakeholders in order to enable the Evaluation consultant to select particular individuals for interviews/ meetings;
- Arrange the interviews with selected partners, stakeholders, beneficiaries;
- Organize any necessary logistics in Amman for the evaluation consultant;
- Develop a dissemination strategy to ensure that the final evaluation report reaches its target audiences. Iraq team will also develop a management response to the evaluation.

The roles and responsibilities of the task manager are as follows:

- Liaise with the ASRO RPD as well as the Evaluation Unit at HQ to finalize the TOR for the Evaluation so as to ensure that an effective evaluation is conducted that is relevant to key users and that includes a desk review, stakeholder interviews, and in-depth information gathering;
- Timely delivery of documentation and information requested by the Evaluation Team;
- Facilitating meetings and interviews requested by the evaluation team with internal and external parties.
- Monitor the evaluation work-plan and ensure its timely completion, including time-line and deliverables of the Evaluation Team;
- Facilitate with ASRO to organize debriefings with the ACT project's main donors if necessary;
- Facilitate the coordination of the Evaluation Team's meetings in Amman including briefings by the Evaluation Team to present preliminary and final findings and recommendations;
- Review and technically assess the Evaluation Team's work plan, inception report, preliminary and final evaluation products to ensure Evaluation Team products reflect all requirements for a high quality evaluation;
- Circulate the Evaluation Team's products for review and compiling comments and feedback from internal and external stakeholders;
- Hold briefing and debriefing sessions with the Evaluation Team and maintain regular contact throughout the evaluation;

- Other tasks related to the evaluation, upon request by the Iraq Programme Manager.
- Oversight of the Evaluation Team's inception report to fully comply with evaluation quality standards, including sending it for consultation with key stakeholders Review the list of preliminary findings
- Oversight and technical review of the draft report to ensure a quality Oversight and technical review of the final evaluation report to ensure a quality product

A management response to the evaluation recommendations will be issued within one month of finalizing the evaluation.

The evaluation budget (for the evaluator and team leader) is expected to cover:

- It is estimated that the evaluation team will require a total of 26 days for the evaluation. This will cover:
 - o desk review, induction briefings by the evaluation task manager and project team, and inception report (3 days);
 - o phone interviews and electronic surveys (face to face interviews if field presence available) with selected stakeholders and counterparts in three governorates (3 days);
 - o Draft and final evaluation report based on comments received (20 days).

Annexes:

Annex 1 : Project Objectives, Outputs and Challenges

Resources:

UNEG Norms and Standards -

http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

UN WOMEN Evaluation Policy

http://www.UN Women.org/materials/item_detail.php?ProductID=158

UN WOMEN Quality Criteria for Evaluation Reports

ANNEX 2

LIST of Project Partners

Al-Nas Company for TV and Radio Broadcasting and Production Co. Ltd.

Al-Ofoq Dialogue Center

Baghdad Women Association

Bent Al-Rafidain

Helping Women in Life Institution

Insan Iraqi Society

Iraqi Al-Amal Association

Iraqi Women Movement

Kurdish Women Forum

Mercy Hand for Humanitarian Aid

Ministry of Municipalities and Public Work

MICT

National Women Council

New Horizon for Women

New Iraq Women Organization

State Ministry of Women Affairs

Women Empowerment Organization

Women for Peace Organization

Women Leadership Institute

Annex 3

List of Organizations and Experts Consulted

Baghdad Women Association.
Bent Al-Rafidain Organization.
Iraqi Women Independent Group.
INCRAC Project Legal Consultant.
INCRAC Project Media Consultant.
Rafidain Women Coalition
State Ministry of Women's Affairs.
Women Empowerment Organization.
Women Leadership Institute.
Woman Member of Parliament.

REFERENCES

A Paper of Suggested Amendments by the Iraqi Women Movement on the Latest Draft Constitution.

Baghdad Women Association. Proposal for Project “Women Rights in the Constitution and the National Unity.” 19/10/2006.

Bint Al-Rafidain. A Study on Personal Law in Al-Fourat Al-Awsat (in Arabic).

Bullet INS on UNIFEM Iraq based Programme coordination with existing UN agencies in Iraq.

WEO. The Personal Status Law and Sharia. 2005.

UNDG-ITF Project Document.

UNDG-ITF Workplan for INCRAC Project UNIFEM and UNDP. UNDG-ITF Project Document. (Cluster 9: Governance and Civil Society)

UNIFEM. Interim Report for Iraq National Constitution and Referendum Awareness Campaign (INCRAC). June 2005- December 31, 2005.

UNIFEM. Second Six Monthly Progress Report For Project: Iraq National Constitution And Referendum Awareness Campaign (INCRAC). January – June 2006.

UNIFEM. Final Report For Project: Iraq National Constitution And Referendum Awareness Campaign (INCRAC). July 2005- April 2007.

UNIFEM. Atlas Accounts Payable Data Entry Form (Rafidain Women Coalition). 03/10/2005.

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UNIFEM. Advocating for Gender Sensitive Constitution and Legislation in Iraq. Project Document, 2006.

UN WOMEN Evaluation Unit. Evaluation Guidance Note Series. No. 8. 2009.

UNIFEM. Promoting Women's Participation in Governing Processes and Peace Building.

UNIFEM REPORT: FOR CLUSTER C.

UNIFEM. Operational Strategy for Iraq.