

UN WOMEN/ASRO

ACT TO END VIOLENCE AGAINST WOMEN IN IRAQ PROJECT 2006-2009

FINAL EVALUATION REPORT

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**Evaluation Team:
Camillia Fawzi El-Solh/Team Leader
Michael Bernhart/Team Member**

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ACRONYMS

ACHRL	Adaleh Centre for Human Rights & Law
ACS	Ajjal Charitable Society
ACT	<i>Act to end VAW; Communicate</i> and raise awareness about VAW; <i>Transform</i> handling of VAW
AI	Amnesty International
ASRO	Arab States Sub-Regional Office
BAR	Bint Al-Rafidain
BWA	Baghdad Women's Association
CMC	Communications and Media Commission
CSO	Civil Society Organization
DCC	Dialogue Conference Centre
DTWC	Developing & Training Widows Centre
FGM	Female Genital Mutilation
FH	Freedom House
FIF	Free Iraq Foundation
GBV	Gender-Based Violence
HRW	Human Rights Watch
IAAA	Iraqi Al-Amal Association
IIS	Ihsan Iraqi Society
IIWO	Independent Iraqi Women's Organization
IOWF	Iraqi Organization for Women & Future
ITF	Iraq Trust Fund
IWFD	Iraqi Women Forum for Development
IWP	Iraqi Women for Peace
IWPR	Institute for War & Peace
KRG	Kurdistan Regional Government
LPS	Love and Peace Society
MICT	Media in Cooperation and Transition
MOU	Memorandum of Understanding
MPDC	Ministry of Planning and Development Cooperation
MWA	Maryam's Women Association
NCA	Norwegian Church Aid
NGO	Non-Governmental Organization
PAC	Project Assessment Committee
RFP	Request for Proposal
RoI	Republic of Iraq
SMoWA	State Ministry of Women Affairs
SWOT	Strength/Weakness/Opportunity/Threat
TIO	Ta'beer Insani Organization
TOR	Terms of Reference
UNAMI	United Nations Assistance Mission for Iraq
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
VAW	Violence Against Women
WCRC	Women and Child Rights Centre
WEO	Women Empowerment Organization
WHO	World Health Organization
WPO	Women for Peace Organization

EXECUTIVE SUMMARY

BACKGROUND

1. An independent Evaluation Team was commissioned in December 2010 to carry out the final evaluation of the *ACT to End Violence against Women Project in Iraq*.¹ As UNIFEM/ASRO has, since January 2011, become part of the Global One UN Women and Gender Entity, and the draft evaluation report was completed and presented in January 2011, the reference where appropriate will be to UN Women/ASRO.

2. The aim of the final external evaluation is to provide an independent, in-depth assessment of the results of the ACT Project over its implementation period September 2006- December 2009. It also aims to: inform decision-makers in UN Women/ASRO, the Iraqi Government, donors and partner NGOs about project performance - specifically relevance, effectiveness, efficiency, and sustainability - lessons learned and good practice; and present practical recommendations for follow-up action for the second phase of the ACT Project and other UNWomen/ASRO projects related to addressing violence against women (VAW).

3. The ACT Project - funded by the Spanish and Australian Governments respectively - aimed to empower Iraqi activists (women and men), government counterparts and NGOs to support an environment conducive to addressing manifestations of VAW in Iraq. The Project sought to strengthen the capacity of stakeholders to raise awareness about and combat VAW; to enhance the knowledge base and awareness of Iraqi authorities, and in particular men, about VAW; and to build the capacities of media institutions, men and women journalists, on gender sensitive methods of reporting on VAW cases.

4. Iraq has ratified various international human rights instruments, and there are a number of references in Iraq's *National Development Strategy*, as well as *National Security Strategy*, to international human rights legislation. However, as is the case in various countries of the Arab Region, the challenge in respect of addressing women's rights in general, and manifestations of VAW in particular, is largely linked to dissemination of the pertinent information on Iraq's ratification of international human rights instruments, compatibility between the latter and domestic legislation, and supporting the rule of law as part of a rights-based approach to development.

5. Notwithstanding some efforts to support Iraqi women's empowerment, as a recent study of Iraqi legislation and regulations pertinent to personal status, civil and criminal laws concludes, various articles relevant to women's rights and gender equality are not compatible with international human rights conventions. Indeed, in February 2003, the Special Rapporteur for VAW revealed that though the Iraqi Government had enacted legislation to protect women in the labour market, in public space and in the family, it also noted the difficulty of determining the true extent to which these protections are implemented.

6. New forms of VAW noted in Iraq are linked to the sectarian-based conflict and activities of militant groups. The increase in the incident of rape has been noted,

¹ ACT is the abbreviation for Act to end VAW; Communicate and raise awareness about VAW ; Transform handling of VAW.

even though rape victims are generally unwilling to come forward due to perceptions of shame and attitudes towards family honour. The latter has implications for the increase in so-called honour killings. Threats of kidnapping and killing have implications for curtailing women's physical mobility, as well as dwindling employment opportunities which hinder access to education, and imposition of conservative dress codes in respect of female population groups in Iraq. Early marriage, including temporary marriage, is also on the increase. Moreover, anecdotal evidence indicates that the incidence of domestic violence has been increasing, in turn deemed to be linked to economic insecurity, male unemployment and poverty.

7. The first *National Survey about VAW in Iraq* in 2009 revealed that 36 per cent of women reported that they had been exposed to violence; one in five women reported that this had been frequent; and 13 per cent reported they were always exposed to violence. The survey also reveals the type of violence to which women are subjected.

8. A Committee was established in 2009 by the Council of Ministers – Diwan Regulation No. 80/2009, hence the reference to the 'Committee of 80'. The latter is headed by the representative of the State Ministry of Women's Affairs (SMoWA), and includes representatives from the Ministries of Interior, Labour and Social Affairs, and Civil Society respectively. The aim of the Committee is to tackle VAW in Iraq, and to follow-up on implementation of the UNDP supported project activities focusing on establishing a section for women in police stations, training female police officers and establishing a bureau for family reconciliation.

9. Iraqi women's NGOs face particular gender-related challenges due to the security situation and the pervasive socially conservative climate impacting on perceptions of women's role and status. However, a number of women NGOs are active in overcoming these challenges, and are working to support campaigns and build networks to address gender inequality in Iraq, including manifestations of VAW.

10. A *2007 Conference on Freedom of Expression and Media Development in Iraq* discussed policy recommendations covering the regulatory framework and capacity development requirements of the media in Iraq. Among the points is the call for the Iraqi Media Network to encourage and promote fundamental respect for human rights and freedom; this includes impartiality in treating political, economic, social, health, cultural, educational and religious pluralism and supporting the creation of informed public opinion.

ACT PROJECT FRAMEWORK

11. The ACT project *development objective* aims to 'empower Iraqi activists, women and men, and non-government and government organizations to create the basic infrastructures that will prevent and address violence against women'. The ACT Project includes two components, which complement one another. *Component One* aims to 'increase the availability of information on women's rights in general, and on violence against women in particular'. *Component Two* 'seeks to develop the capacities and infrastructure to address violence against women at both national and community level'.

12. More specifically, the ACT Project aims to support:

**Capacity building* at both the individual and organizational levels through training and coaching, as well as provision of ‘technical and managerial support to design, plan, manage, implement and monitor pilot projects that will promote an end to VAW and help support victims of violence’.

**Knowledge building* through capacity building, to include research on gender-based violence (GBV) and ‘supporting media initiatives to report on, and disseminate information about, human rights in general and violence against women in particular’.

**Advocacy* to end VAW, which will cross-cut all project activities and entails two components: target public opinion to raise awareness on VAW; and target policy-makers on the need to address VAW in legislation. Advocacy will also be addressed through a media campaign to end VAW.

EVALUATION METHODOLOGY

13. The methodology for evaluating the ACT Project was constrained by the reality that - for security reasons - the independent Evaluation Team was unable to travel to Iraq, and had to operate from UNWomen/ASRO in Amman/Jordan.

14. Though the evaluation methodology takes into account the quality criteria identified for UN evaluations, it is unable to fully apply the third principle of triangulation which involves:

- * desk review of available/accessible sources;
- * views and insights of stakeholders and beneficiaries;
- * perceptions and observations of the Evaluation Team on the ground.

15. The key conclusions and recommendations of the Evaluation Team are therefore based on briefings with UNWomen/ASRO/Iraq staff, document review, telephone interviews with partners and stakeholders identified by the Iraq Programme Management, and information gleaned from the electronic survey sent out to a list of stakeholders also identified by Iraq Programme staff.

PERCEPTIONS OF STAKEHOLDERS

16. The telephone interviews were meant to provide in-depth responses. To expand this information base, a larger number of responses - on a more limited set of key questions - were obtained through an electronic survey.

17. Given the sample selection process, the Evaluation Team believes it would be disingenuous to attribute precision to the results of surveys where the selection process has been neither random nor independent. This was further complicated in the electronic survey by the difficulty of applying a stratified random sample and, where, moreover, the response rate was 38 per cent (out of the total of 100 questionnaires sent out by the Iraq Programme Management). However, notwithstanding these limitations, the Team concluded that in summarizing results, qualifiers such as ‘most, many, the majority’ etc. would support major conclusions. This is further substantiated by the result that there were many common themes that arose during the telephone interviews and that overlapped with the responses from the electronic survey.

18. Responses of NGO partners were divided as follows according to the two project objectives mentioned earlier :

a) capacity building: information elicited from project partners, covering organizational clarity, moral support, internal management, technical capacity, sustainability, relevance of the ACT Project, internal strategic integrity, and NGO satisfaction with the ACT Project indicate that the latter has made a difference.

b) awareness-raising and knowledge building: while clear attribution is not possible to pinpoint accurately, respondents generally indicated that the quantity and quality of the dialogue on VAW in Iraq has improved greatly, and the ACT Project is deemed to have been at the forefront of contributing to such results.

19. Overall, respondents felt that initial project objectives had been met and it is now time to turn the attention to new challenges, particularly to care for VAW victims and survivors. In respect of the latter, respondents were usually quick to add that there was still much ground to be covered to strengthen advocacy. Respondents also noted the potential risk of back-sliding and losing the momentum in raising awareness on VAW.

20. In respect of respondents to the electronic survey, the most frequently mentioned achievements were related to awareness-raising, followed by institutional change, working with the media and advocacy. Legislation reform, and working with VAW victims and with men were less frequently mentioned, which overlaps with some of the information elicited from the tele-interviews. Moreover, and again largely similar to the latter, respondents to the electronic survey were more likely to commend the ACT Project for achievements in respect of raising awareness among civil society and NGOs than among governmental decision-makers and the general public.

21. *In conclusion*, the presentation and analysis of the results of the electronic survey need to be viewed with some caution, given the previously mentioned methodological problems. Though the Evaluation Team has attempted to present an overview of response patterns, it is aware of the limitations and the inherent risk of sampling bias, which may in turn explain some of the contradictory responses. Notwithstanding this caveat, the Team notes that in the mind of the majority of respondents – both those who participated in the tele-interviews as well as respondents to the electronic survey - overall the ACT Project is deemed to have contributed to improving the environment for combating VAW in Iraq, for raising awareness on manifestations of this social problem, as well as contributing to the strengthening of civil society stakeholders.

ACT PROJECT RELEVANCE

22. *Key question: To what extent is the project strategy relevant to the need identified? Especially related to the structural causes of rights violations in the given context of post-conflict in Iraq?*

a) The Evaluation Team concludes from the desk review, as well as from information elicited from selected partners and stakeholders, that overall the ACT Project contributed to highlighting the rights and needs of women victims and survivors of VAW in Iraq.

b) The Team notes that it is difficult to conclude categorically that causal connections were identified in the project design. However there is in the Logical Framework synergy between stated outcomes and outputs. There is also a clear link with international human rights instruments.

ACT PROJECT EFFECTIVENESS

23. *Key question: To what extent did the project achieve planned outputs and outcomes?*

a) Discussion of the effectiveness of the ACT Project needs to keep in mind two specific factors: First, during the project implementation period 2006-2009, Iraq staff was more or less confined to the remote management of partners and activities from the UNWomen/ASRO base in Amman/Jordan. Second, the security situation posed serious constraints during the initial years of project implementation, particularly in 2006 when public discussion of VAW in Iraq was perceived to be politically unacceptable.

b) Review of project-related documents, and information elicited through the tele-interviews and the electronic survey, largely support the Evaluation Team's overall conclusion that the ACT Project functioned as a catalyst in terms of raising awareness on manifestations of VAW in Iraqi society.

c) The tele-interviews generally revealed that partner NGOs believe that, apart from strengthening their capacity, their involvement in the ACT Project has added to their overall credibility as organizations working on human rights in general, and women's rights in particular.

d) Capacity-building of partners was achieved through training on VAW; training in advocacy, as well as in counselling, as part of supporting VAW victims and survivors; and through technical training in developing project proposals.

e) The NOON magazine received extensive technical as well as funding support from the ACT Project. However, as far as the Team could ascertain, NOON has not been systematically used as an advocacy tool for campaigning to combat VAW. Moreover, no readership survey has been carried out in respect of the hard copies of the magazine. Nor has a survey been carried out of the number of hits in respect of the electronic version of NOON available through its website, though such information would be available through the host website.

ACT PROJECT EFFICIENCY

24. *Key question: Has the project approach led to efficient implementation of development assistance on VAW in Iraq context?*

a) The level of know-how was clearly increased through awareness-raising and other training workshops on VAW implemented through the various NGO partners. However, since no systematic monitoring mechanism appears to have been put in place, no baselines were established, and no measurement indicators mentioned in the Logical Framework were systematically applied, the main monitoring tool appears to have been reports submitted by NGO partners who were successful in having their project proposals accepted and funded by the ACT Project.

b) A separate issue concerns the quality and adequacy of training provided. Though the ACT Project strategy included a training-of-trainers (TOT) component, as well as developing a training manual, the Evaluation Team notes that the apparent absence of a systematic monitoring mechanism in place does not facilitate evaluating the efficiency of training inputs, other than what NGO partners report.

c) The question remains whether, in hindsight, the ACT Project should have opted for geographical concentration and focused on a limited number of governorates, working with a selected number of NGOs and government and local level officials, tribal and religious leaders, which would have perhaps facilitated the development of a governorate-based baseline and putting in place a systematic

monitoring mechanism. But then this may well have precluded UNWomen/ASRP/Iraq's visibility as a catalyst for encouraging public debate on VAW at the national and sub-national levels, i.e. a relatively wider geographical coverage as seems to be the case given the diversity of NGO partners and the location of their operations.

d) A further issue is the financial support provided to the NOON magazine, which - as indicated in the annual financial reports for donors - appears to have been relatively substantial relative to the total amount of funding made available for the ACT Project. In the absence of concrete measurement indicators regarding outreach and impact of NOON, it is not possible for the Evaluation Team to come to any concrete conclusion regarding good value for money.

e) Overall Iraq Programme staff is deemed by the Evaluation Team to have been resourceful in overcoming the shortcomings of managing the ACT Project from the remoteness of Amman/Jordan; keeping in mind the limitations of the internet system and the fact that mobile telephones were not that widespread at the time project implementation commenced. Notwithstanding such remoteness, information on NGO partners and stakeholders has been pulled together and is accessible in folders and files in UN Women/ASRO. Overall, the Team deems that the ACT Project's knowledge management has been efficient.

ACT PROJECT SUSTAINABILITY

25. Key question: What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time.

a) A concrete answer in respect of sustainability would have to largely remain speculative, though some tentative conclusions are proffered by the Evaluation Team. Capacity-building is a case in point. Some NGOs have clearly benefited, as reflected in the quality of the project proposals submitted. Other NGOs appear to have required less capacity-building, but benefited from access to some funding enabling them to focus on combating VAW and, by implication, establish their credentials in the area. For a relatively small investment, UNWomen/ASRO/Iraq, through the ACT Project, as well as other projects implemented during the past years in Iraq, can be said to have left its mark on the NGO sector. This is with presumed to have positive implications for sustainability, even though these cannot be readily measured at present.

b) Equally important, sustainability may be gauged from the apparent reality that the socially and culturally sensitive topic of VAW has become more or less part of the public discourse, to which the ACT Project can be deemed to have made a contribution. Indeed, the 'genie is out of the bottle'. Anecdotal evidence, including information obtained from the tele-interviews, indicates that women and men activists in Iraq are generally more prepared to tackle this sensitive subject, even though supportive legislation, accountable law enforcement and appropriate services are overall limited or in many areas in Iraq non-existent.

26. ACT PROJECT OUTPUTS

a) Outputs that could largely be substantiated through the evaluation desk review and tele-interviews:

- *Improved capacity of NGOs to address VAW.
- *Enhanced understanding of project partners of VAW.
- *Twenty different projects addressing VAW implemented by NGOs.
- *Increased media reporting of VAW, and women rights.

*Improved availability and quality of information about GBV, particularly VAW.

b) Outputs for which the available/accessible evidence is less clear though there are signs of progress:

*Improved capacity of government agencies to address VAW.

*Increased provision of quality services.

*NOON Magazine is sustainable and can continue without further support.

c) Outputs which were not achieved during the ACT Project's implementation life-time:

* National Strategy to Combat GBV.

27. LESSONS LEARNT AND GOOD PRACTICE

a) *A common understanding of the link between VAW and the wider issue of women's rights and empowerment as part of the rights-based approach to human development.*

b) *An understanding of international human rights instruments in activities aimed at raising awareness on VAW among stakeholders and service providers.*

c) *Widespread network of NGOs targeted as implementing partners ensures wider geographical coverage, as well as coverage of various aspects relevant to combating VAW in Iraq.*

d) *Ensuring partner NGOs acquire the capacity to support advocacy on VAW and widen their outreach to encompass civil society, youth, rural communities, service providers and victims and survivors of VAW.*

e) *Including the media sector as a means of raising awareness on VAW.*

f) *Including youth and other civil society target groups in the design and dissemination of posters and other art work as part of raising awareness on VAW in Iraq.*

g) *Identifying key sub-national and community leadership, both male and female, to support a common understanding of VAW.*

h) *Importance of UNWomen/ASRO working effectively with pertinent UN, bilateral agencies and national stakeholders, to support capacity-building of the SMOWA; linking such support with gender mainstreaming efforts in other key ministries whose mandate has direct or indirect implications for Iraqi women's social and economic empowerment.*

i) *Supporting public debates on the meaning and importance of women's empowerment, through targeting tribal and religious leaders and supporting public debates on customs and traditions detrimental to the well-being of male and female family members alike.*

j) *Ensuring that service providers are sensitized on women's rights and the link with human rights in general, and on the mental and physical effects of VAW in particular.*

k) *Linking service provision with effective protection of victims and survivors of VAW; presupposes that all stakeholders concerned are held accountable for the protection of VAW victims and survivors.*

l) *Importance of establishing a database with a relevant set of measurable indicators.*

RECOMMENDATIONS

28. Priority Recommendations for UN Women/ASRO, taking into account that it is in the process of developing its programming framework for the Arab Region:

a) Organize a round-table meeting with national stakeholders in Iraq who participated in the implementation of the ACT Project to discuss lessons learnt and good practice that need to be taken on board in future activities aimed at combating VAW in Iraq, to include the meaning and implications of perceptions of and attitudes towards masculinity in Iraq. .

b) Invest appropriate human and financial resources in developing a database through which UN Women/ASRO/Iraq supported activities aimed at combating VAW in Iraq can be traced and measured. Explore innovative ways to develop such a data base given the security situation in various geographical areas of Iraq.

c) Support government counterparts to enable a policy environment that ensures the capacity of service providers to be accountable as duty-bearers in supporting victims and survivors of VAW.

d) Support strengthening of the 'Committee of 80' in the Council of Ministers as part of supporting the rule of law in combating VAW in Iraq.

e) Ensure that SMoWA is enabled to function effectively through the appropriate human and financial resources, allocated from the regular government budget and not dependent on donor funding.

f) Support the NGO sector in Iraq to strategize to work with other NGOs on combating VAW in Iraq, with the aim of complementing relevant activities that contribute to improved results in terms of soliciting funding for activities on VAW, raising awareness on VAW, building the required capacities to combat VAW, reaching a wider group of beneficiaries and implementing effective advocacy campaigns.

g) Support the development of a media strategy that encourages the mobilization of media stakeholders to report widely and objectively on VAW cases, with special stress on the cost of VAW to Iraqi society and economy.

h) Lobby donors to provide funding support for UN Women/ASRO's forward-looking approach as part of consolidating the results of the ACT Project in Iraq; to be addressed during an interim period until ACT Project II is ready for implementation, and as part of contributing to post-project sustainability.

29. Further Recommendations for UN Women/ASRO

29.1 Forward-Looking Recommendations

a) Identify key duty-bearers among governorate-level counterparts to be targeted in future activities aimed at combating VAW in Iraq - to include government officials in pertinent key social and economic sectors; the judiciary; and law enforcement institutions - to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

b) Identify key duty-bearers among governorate-level support service providers targeting victims and survivors of VAW - to include social, health and legal aid workers - to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

c) Identify key duty-bearers in the NGO sector active at the governorate-level - whose track record reflects a pro-active approach to combating VAW in Iraq, and whose outreach includes targeting rural and marginalized population groups - to

present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

d) Identify key duty-bearers among governorate-level tribal and religious leaders to participate in round-table meetings to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

e) Identify key activists in the media sector operating at governorate level to participate in round-table meetings to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

f) Explore the possibility of lobbying for the introduction of gender sensitive budgeting as part of government commitment to address gender inequity in Iraq.

29.2 Strengthening Project Monitoring Mechanisms:

a) Compile data provided by NGO partners into one coherent information base that provides an efficient and effective quantitative overview of outreach and coverage of project-related activities.

b) Regularly review media reporting on VAW and compile into an information pack with the aim of identifying recurrent VAW-related topics, as well as gaps in information on VAW. Such information will support advocacy campaigns that is substantiated by solid information sources and data.

c) Ensure that the required resources are allocated to implementing project mid-term reviews as part of identifying constraints and corrective course of action if necessary.

d) Include in annual progress reports an up-dated logical framework and working plans for the following year of project implementation, linked to the above recommended data base.

29.3 Website on VAW in Iraq

a) Support the development of an Arabic language website on efforts to combat VAW in Iraq that stresses the role and accountability of duty-bearers versus rights-holders as part of supporting a rights-based approach to development in general, and combating VAW in Iraq in particular.

b) Ensure that this website includes up-to-date quantitative and qualitative information on manifestations of VAW in Iraq; pertinent activities by governmental and non-governmental duty-bearers contributing to combating VAW; social, health and economic costs of neglecting to address VAW in Iraq; and key lessons learnt and good practice adapted to the socio-political realities in Iraq.

c) Include information in the website on VAW-related activities in the Arab Region, as well as similar experience in other world regions.

29.4 Joint Efforts in Combating VAW in Iraq:

The Evaluation Team notes that UNIFEM/Iraq is currently involved in the joint implementation of the CVAW Project in Iraq, activities of which focus on the national level. This macro-level focus is important for supporting governorate- and local level activities aimed at combating VAW in Iraq.

a) Ensure that information on progress in, and results of, implementing the CVAW Project in Iraq is shared with governorate and local level stakeholders, through meetings, campaigns and other pertinent activities.

30. *Recommendations for Government Counterparts*

a) Enable a policy environment that encourages key ministries, whose mandate and focus have direct or indirect implications for combating VAW, to cooperate in addressing the social and economic cost of neglecting to deal with VAW in Iraq.

b) Enable a policy environment that supports the rule of law, ensuring that law enforcement institutions and staff are accountable as duty-bearers in efforts to combat VAW in Iraq.

c) Support the establishment of safe shelters for victims and survivors of VAW, ensuring that such places of safety are appropriately funded, are subject to legal protection and the rule of law, and operated with support from selected NGOs with a reputable track record.

31. *Recommendations for the NGO Sector*

a) Ensure that a separate data base is compiled on the NGO's VAW-related activities to facilitate compiling an overview of results of pertinent activities in the NGO sector. This information would also serve to:

- * support efforts to achieve consensus on key VAW measurement indicators;
- * systematically identify gaps in combating VAW in Iraq;
- * provide substantive information for effective advocacy campaigns.

b) Mainstream VAW into NGO activities supporting efforts to address gender inequalities in Iraq, as part of supporting a human rights-based approach to development.

c) Ensure that training of service providers who support victims and survivors of VAW includes counselling skills.

d) Lobby government authorities for the establishment of safe and adequately funded shelters for victims and survivors of VAW with appropriately trained human resources/staff; link with advocacy campaigns that stress the importance and social respectability of such shelters.

32. *Recommendations for the Media Sector*

a) Support training of media staff on human rights and development concerns in general, and on VAW in particular, through strengthening the capacity of media training centres and supporting the establishment of additional such centres in Iraq.

b) Support innovative ways of raising awareness on VAW through pertinent advocacy campaigns, including via TV and radio spots, short documentaries and plays etc.

c) Support and fund competitions in schools and tertiary education targeting male and female students with the aim of encouraging the proliferation of innovative messages on combating VAW. Link this activity with lobbying for the inclusion of human rights in the education curricula.

33. *Recommendations for Donors*

a) Ensure that project implementation includes the development of a systematic monitoring mechanism supported by the required human and financial resources.

b) Require project proposals to include exit and sustainability strategies that are updated and included in the annual progress reports.

c) Require and fund end-of-project workshops that discuss lessons learnt and good practice, with the expected output of a strategic action plan to further support efforts aimed at combating VAW in Iraq, and as part of supporting national ownership of

project results. Require that a gender balance is achieved to avoid marginalizing the focus of such workshops as a ‘women’s issue’.

d) Support research on the human, health and other development costs of neglecting to address VAW in Iraq.

e) Support the capacity of media training centres to train journalists and other media stakeholders on human rights in general and the cost of VAW to Iraqi society and the economy in particular.

34. ACT II PROJECT: STRATEGIC FOCUS

a) Focus on further capacity-building of the NGO and media sectors respectively, taking into account the recommendations presented in the pertinent sub-sections above (3/NGOs and 4/media).

b) Build on the focus and activities proposed above in section 1.1 (forward looking approach) to further consolidate results of the ACT Project 2006-2009. Link this with the proposed establishment of a website on VAW in Iraq (section 1.3 above).

c) Discuss with key stakeholders the pros and cons of geographical concentration of the ACT II Project versus country-wide coverage, taking into account overlap with VAW-related activities by other stakeholders and agencies.

d) Take into account the recommendations on strengthening monitoring process and activities presented in sub-section 1.2 above.

e) Target NGOs that have a proven track record in combating VAW through the ACT Project 2006-2009; with the aim of establishing and strengthening a viable NGO network that encompasses work on various aspects of combating VAW in Iraq.

f) Ensure that the selected NGOs cover a range of activities relevant to a strategic focus in respect of combating VAW; i.e. human rights training that includes the concepts of duty-bearers versus rights-holders, social and health care service provision, media campaigns, and poverty alleviation through small enterprise development.

g) Ensure that the selected NGOs work in different geographical areas to avoid competition and duplication of efforts.

h) Support the NGO network to develop a holistic strategy and action plan that systematically target key stakeholders relevant to combating VAW in Iraq. This includes targeting local religious and tribal leaders, governorate and local level officials, local judges and lawyers, as well as male and female youth, with special focus on rural areas hitherto largely neglected in media campaigns aiming to raise awareness on VAW.

i) The strategy and action plan would aim to focus on VAW-related activities relevant to the areas identified in point 6.6 above. This would ensure that ACT II Project activities are focused on key areas that provide synergy with the CVAW Project focus.

I. INTRODUCTION

1. ACT Project Objectives

The United Nations Development Fund for Women/Arab States Sub-Regional Office (UNIFEM/ASRO) - commissioned an external independent Evaluation Team in December 2010 to carry out the final evaluation of the *ACT to End Violence against Women Project in Iraq*,² mandatory under UNIFEM's evaluation policy and requested by donors.

As UNIFEM/ASRO has since January 2011 become part of the global One UN Women, and the draft evaluation report was completed and presented in January 2011, the reference - where appropriate - will be to UN Women/ASRO, rather than to UNIFEM/Iraq.

The ACT Project - funded by the Spanish and Australian Governments respectively³ - was implemented during the period September 2006-December 2009. It aimed to empower Iraqi activists (women and men), government counterparts and non-government organisations (NGOs) to support an environment conducive to addressing manifestations of violence against women (VAW) in Iraq. The Project sought to strengthen the capacity of stakeholders to raise awareness about and combat VAW; to enhance the knowledge base and awareness of the Iraqi authorities, and in particular men, about VAW; and to build the capacities of media institutions, and men and women journalists, on gender sensitive methods of reporting on VAW cases.

As such, the ACT Project contributes to addressing the *Universal Declaration of Human Rights*;⁴ UN Security Council Resolution (UNSCR) *1325 on Women, Peace and Security*;⁵ UNCSR *1820 Addressing Conflict-Related Sexual Violence*;⁶ the *Beijing Platform of Action (BPA)*;⁷ the *Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)*;⁸ and *Millennium Development Goal (MDG) 3 'Promote Gender Equity and Empower Women'*.

The ACT Project was directly linked to UNIFEM's global thematic area on human rights and on VAW, and at the time aimed to contribute to DRF outcome 5 in UNIFEM's Strategic Plan (2008-2013), and to outcome 5 in UNIFEM/ASRO's Strategy (2008-2011). Furthermore it took into consideration UNIFEM's work on gender and armed conflict in various global contexts.⁹ The ACT Project also built on other UNIFEM supported projects in Iraq, namely the Iraq National Constitution and Referendum Awareness Campaign (INCRAC), and the Women's Solidarity Towards Participation in Elections (IRAQIA) projects.¹⁰

² ACT is the abbreviation for Act to end VAW; Communicate and raise awareness about VAW ; Transform handling of VAW.

³ Funding support from the Government of Spain: US\$ 2,542.362.89; from the Government of Australia: US\$ 423,728.81. The ACT Project evaluation does not include a financial audit.

⁴ <http://www.un.org/en/documents/udhr>

⁵ UNSC, 2005.

⁶ UNSC, 2008.

⁷ <http://www.un.org/womenwatch/daw/beijing/platform>

⁸ <http://un.org/womenwatch/daw/cedaw>

⁹ See e.g. UNIFEM, 2002.

¹⁰ UNIFEM/ASRO/Iraq, 2006/b.

2. ACT Project Context

2.1 Iraq and Human Rights Instruments

Iraq has ratified a number of international conventions since the 1970s with direct/indirect implications for gender-based rights and addressing violence against women (VAW); including:

**International Covenant on Political and Civil Rights* (ratified 25 January 1971);

**International Covenant on Economic, Social and Cultural Rights* (ratified 25 January 1971);

**Convention on Elimination of All Forms of Discrimination Against Women* (accession 13 August 1986);

**Convention on the Rights of the Child* (accession 15 June 1994);

**International Labour Organization Conventions*, specifically: C89/maternity leave and special protection before/after childbirth (ratified 17 November 1967); C100/equal pay/remuneration for work of equal value (ratified 28 August 1963); and C111/ non-employment in underground work (ratified 15 June 1959).

Amnesty International recently reported that the *International Convention for the Protection of All Persons from Enforced Disappearance* will enter into force on 23 December 2010, after Iraq became the 20th country to ratify. However, ‘almost 90 per cent of the international community have yet to commit themselves to tackling enforced disappearances’.¹¹

There are a number of references in Iraq’s *National Development Strategy*, as well as *National Security Strategy*, to international human rights legislation. These references explicitly mention key issues such as international human rights norms and standards, and managing the judiciary in harmony with international criteria, the international community and the United Nations.¹²

However, as is the case in various countries of the Arab Region, the challenge in respect of addressing women’s rights in general, and manifestations of VAW in particular, is largely linked to dissemination of the pertinent information on Iraq’s ratification of international human rights instruments, compatibility between the latter and domestic legislation, and supporting the rule of law as part of a rights-based approach to development.

2.2 Gender-Related Issues and Concerns in Post-Conflict Iraq

It should be noted that the *State Ministry of Women’s Affairs (SMoWA)*, established in 2004, and the key government counterpart of the ACT Project, has been and continues to be affected by serious human resources and funding limitations. For example, in 2006, SMoWA received US\$ 2000/month to carry out its programme.¹³ By 2009, the Minister of State/SMoWA had tendered her resignation for the reasons cited above.¹⁴ As far as the Evaluation Team could ascertain, the SMoWA currently has an Acting Minister; no information was obtained by the Team regarding the Ministry’s current human resources and funding situation.

¹¹ AI, 2010.

¹² RoI, 2007/a; RoI 2007/b.

¹³ IWPR, 2006.

¹⁴ IRIN, 2010.

There are a number of *Parliamentary Committees* in Iraq whose focus would - technically - be expected to have direct/indirect implications for addressing women's rights in general, and combating VAW in particular; namely: Human Rights; Women and Children; Labour and Services; Religious Affairs; Civil Society; and Economic, Investment and Reconstruction. Currently, with the formation of the new government in Iraq, these Committees are headed and influenced by various political parties and affiliations. The Evaluation Team was unable to ascertain how these political developments are affecting addressing women's rights in Iraq, including the social problematic of VAW.

Though up-to-date data on key social and economic indicators on Iraq are generally limited, various studies and surveys enable some insight into women's rights and gender equality. For example, the post-2003 *UNIFEM Gender Profile of the Conflict in Iraq* provides insight into challenges, constraints as well as physical risks faced by Iraqi families in general, and girls and women in particular.¹⁵ The *Iraq Family Health Survey 2006/2007* provides some data on female education and labour force participation.¹⁶ The *Iraq Labour Force Analysis 2003-2008* further confirms the low female labour force participation and the link with poverty.¹⁷

Women's rights and gender equality in Iraq are also affected by constraints in supporting gender sensitive legal reform. Although *Article 14* in the New Iraqi Constitution states that all Iraqis are equal before the law 'without discrimination because of sex', this is linked to the statement that no law can be passed that contradicts the 'established rulings' of Islam.¹⁸

Particular concern has been voiced in respect of *Article 41* in the Constitution which states that 'Iraqis are free in their commitment to their personal status according to their religions, sects, beliefs, or choices, and this shall be regulated by law'.¹⁹ However, as reiterated in a press release by UNIFEM, Iraqi women are particularly concerned with provisions in the Constitution 'that make equal rights for women conditional on conformity with *Shari'a* Law, and foresee the acknowledgement of international laws and treaties only as long as these do not contradict *Shari'a* Law'.²⁰

With regard to the *Personal Status Code* in force in central and southern Iraq, for example *Article 3* on polygamy, *Article 37* on divorce and *Article 25* decreeing that maintenance is not due to the wife if she leaves the husband's house without his permission, is imprisoned for a crime, or refuses to travel with him without a lawful excuse, all have implications for women's rights and security.²¹

In the Kurdistan Region, the *Personal Status Code* which came into force in November 2008 has been subject to various amendments ratified by the Kurdistan Regional Parliament. Amendments to the 1959 Iraqi Personal Status Code include decreeing that marriage is a mutually agreed upon contract between a man and a

¹⁵ UNIFEM/WWW, no date.

¹⁶ RoI, 2007/c.

¹⁷ UNIAU/UNOCHA, 2009.

¹⁸ Coleman, 2006.

¹⁹ RoI, 2008.

²⁰ UNIFEM, 2005.

²¹ Iraqi Personal Status Laws 1959; Amendments 1987. See also UNESCO, 2005.

woman; though polygamy has not been outlawed more stringent measures are in force before permission is granted to the husband to take an additional wife; and a divorced wife who can demonstrate that she has been unfairly treated or destitute is entitled to at least two years and up to a maximum of three years maintenance by her divorced husband.²²

A recent report by *Freedom House* notes that ‘Iraq now has the most progressive laws regarding citizenship rights in the Arab world’. Children born to an Iraqi father or mother have the right to Iraqi citizenship, as reflected in *Article 3(a)/Nationality Law (No. 26/2006)*. However, Iraqi mothers are subject to gender-based limitations; for example, children born to an Iraqi mother outside Iraq have to petition the Ministry of Interior and must fulfil certain residency and age requirements. The same does not apply to Iraqi fathers abroad.²³

The 2008 *Iraq National Report on the Status of Human Development* points out in Chapter 7 (Women Caught Between Insecurity, Transition and a Legacy of Cultural Restriction) that ‘the State has shown no real awareness that empowering (women) is not achieved solely through legislation; but rather, that it only comes about when society puts law into practice, which in turn demands changes in the culture of discrimination’.²⁴

Notwithstanding efforts to gender sensitize legal reform, as a recent study of legislation and regulations pertinent to personal status, civil and criminal laws concludes, various articles relevant to women’s rights and gender equality are not compatible with international human rights conventions.²⁵ Indeed, in February 2003, the Special Rapporteur for VAW revealed that though the Iraqi Government had enacted legislation to protect women in the labour market, in public space and in the family, it also noted the difficulty of determining the true extent to which these protections are implemented.²⁶

Iraqi women’s political empowerment is subject to a complexity of constraints affecting their access to decision-making positions. Data on women’s representation in Parliamentary Committees in 2007 reveal that all members of the Women’s Committee were female; women were mainly presented in social sector committees such as education and health; very few if any women were represented in key economic, legal and security-related committees.²⁷ Generally it has been women’s organizations that have lobbied for women’s quotas as part of female political empowerment, while male politicians have overall tended to be opposed to such quotas.²⁸

2.3 Violence Against Women in Iraq

The above mentioned gender-related legal and other issues are of particular importance to efforts to support a rights-based approach to deal with manifestations of

²² KRG, 2008.

²³ FH, 2010.

²⁴ RoI/MPDC, 2008, p. 145.

²⁵ Elias, 2009.

²⁶ UNIFEM/WWP, no date.

²⁷ RoI/MPDC, 2008, p. 150.

²⁸ Dahlerup & Nordlund, 2004.

violence against women (VAW) in Iraq. While cultural factors, as well as a trend towards more conservative social norms, have implications for perpetuating gender gaps in education, health and labour force participation, there is increasing anecdotal evidence that gender-based violence has become a decisive factor affecting women's presence and visibility in public space. In turn this has crucial implications for women's social, economic and political participation.²⁹ There is also increasing evidence of the socio-economic costs of VAW in terms of health, the criminal justice system, women's shelters and social services, deemed to be also applicable to Iraq.³⁰

New forms of VAW noted in Iraq are linked to the sectarian-based conflict and activities of militant groups. The increase in the incident of rape has been noted, even though rape victims are generally unwilling to come forward due to perceptions of shame and attitudes towards family honour. The latter has implications for the increase in so-called honour killings. Threats of kidnapping and killing have implications for curtailing women's physical mobility, as well as dwindling employment opportunities, hindering access to education and imposition of conservative dress codes in respect of female population groups in Iraq. Early marriage, including temporary marriage, is also on the increase. Moreover, anecdotal evidence indicates that the incidence of domestic violence has been increasing, in turn deemed to be linked to economic insecurity, male unemployment and poverty.³¹

In 2006, the then Minister of State for Women Affairs gave an interview to the Iraqi media which highlighted the deteriorating situation of Iraqi women, and which pointed to manifestations of VAW in Iraq, including: honour killings, kidnapping, abduction and rape, domestic violence, trafficking and prostitution, female genital mutilation (FGM), as well as faith- and tribal-based practices intimidating Iraqi girls and women and curtailing their social freedom and economic well-being.³² VAW-related incidents continued to make head lines in 2007 and 2008.³³

The *Iraq Family Health Survey 2006/2007* includes some data and information on the type of violence to which girls and women are subjected. This includes 'controlling behaviour', with around 83 per cent of female respondents indicating at least one form of controlling behaviour by husbands, though the incidence was lower in the North relative to central and southern regions of Iraq. One in three female respondents reported emotional violence (such as humiliation, intimidation). One in five female respondents reported physical acts of violence, with little apparent difference in respect of age, education or area of residence.³⁴

The *2009 Report on the Social Condition of Women in the Kurdistan Region* reveals some progress linked to the establishment of the Directorate to Trace VAW, based in the Ministry of Interior/Kurdistan Regional Government. The Report provides details of VAW in the Hawler, Sulaymaniah and Duhok provinces, and reveals that - comparing 2009 with 2008 - the rate of killing of women has decreased by 50 per cent; the rate of registering complaints by women has increased by 200 per cent; some

²⁹ See Al-Ali and Pratt, 2009.

³⁰ Envall & Eriksson, no date.

³¹ ACT Evaluation TOR.

³² Al-Sabah Newspaper, 2006.

³³ See VAWNET, no date; IP, 2007; EuropeNews 2008; electronicIraq.net, 2008.

³⁴ RoI, 2007/c.

progress is discernible in the rate of burning women and is also reported in the number of cases where perpetrators are brought to justice.³⁵

Some progress on eradicating FGM is also noted in the Kurdistan Region, where recently the Kurdistan Islamic Scholars Union issued a religious edict establishing that this is not an Islamic practice. However, as pointed out by Human Rights Watch, the edict does not call for the outright ban of FGM.³⁶

Also in 2009, the first *National Survey about VAW in Iraq* revealed that 36 per cent of women reported that they had been exposed to violence; one in five women reported that this had been frequent; and 13 per cent reported they were always exposed to violence. The survey also reveals the type of violence to which women are subjected.³⁷

Moreover, a Committee was established in 2009 by the Council of Ministers – Diwan Regulation No. 80/2009, hence the reference to the ‘Committee of 80’. The latter is headed by the representative of the SMOWA, and includes representatives from the Ministries of Interior, Labour and Social Affairs, and Civil Society respectively. The aim of the Committee is to tackle VAW in Iraq, and to follow-up on implementation of the UNDP supported project activities focusing on establishing a section for women in police stations, training female police officers and establishing a bureau for family reconciliation.³⁸

The *2009 Amnesty International Iraq Report* points to the light sentence handed out by judges in cases of honour killing.³⁹ Another *2009 Report by the Institute for War & Peace* reveals the danger faced by women journalists in Iraq, such as the killing of a woman journalist reporting on sectarian violence.⁴⁰

The *2010 Human Rights Watch Report* on Iraq reveals that ‘violence against women and girls continues to be a serious problem’, compounded by the fact that ‘prosecutions are rare’. Attacks have been perpetrated against diverse population groups, including journalists and women rights activists.⁴¹

Similarly, the February *2010 KARAMA Report* indicates that ‘among the areas of human rights concerns in Iraq, the environment for women’s safety from violence and the threats to women’s security are worse in many ways than they were four years ago’.⁴²

By November 2010, a media report was revealing the continuing prevalence of VAW in Iraq, quoting a woman activist who pointed out that ‘we have to count on a comprehensive human development policy, laws and on the media role to help in

³⁵ KRG/PMC/MoI/DTVAV, 2009.

³⁶ HRW, 2010/c.

³⁷ Say-No-To-Violence, 2009; see also OXFAM International, 2009.

³⁸ RoI/CoM, 2009. With exception of the Ministry of Interior representative, all other members were female at the time of establishing the ‘Committee of 80’.

³⁹ AI, 2009.

⁴⁰ IWPR, 2009.

⁴¹ HRW, 2010/a; see also HRW, 2010/b..

⁴² KARAMA, 2010.

making a well-developed culture, which recognizes women's rights and highlights their importance in the society'.⁴³

The *2010 VAW in Iraq Factsheet*, reporting on the 16 days campaign to end VAW, provides some data on domestic violence, early marriage, trafficking and FGM. Of concern is data indicating that over 50 per cent of girls and women in Iraq are not fully aware of their rights and tolerate abuse. The percentage is generally higher in rural areas and among the uneducated female population. The Factsheet also points to the low capacity of state authorities to prevent and protect girls and women from VAW, and to prosecute perpetrators. However, it is reported that there are steps undertaken by the Government of Iraq to draft a Domestic Violence Bill, and that various UN agencies, including UNIFEM, are actively supporting efforts to address VAW.⁴⁴

Notwithstanding efforts to address and combat VAW in Iraq, and some progress in raising public awareness, the reality remains that the number of available and accessible shelters for victims of VAW remains inadequate, and are for the most part supported by NGOs.

Another crucial issue relevant to addressing VAW is the link with perceptions of masculinity in Iraq. Indeed, UNIFEM has accorded attention to this link in its Fact Sheet 5, *Masculinity and Gender-Based Violence (GBV)*. The Fact Sheet points out that there are 'different forms of masculinities that are manifest in various ways'. Therefore in dealing with GBV, it 'is now recognized that, starting in childhood, a preconceived mould of masculinity is imposed upon boys and men, just as stereotypes of femininity are imposed on girls and women'.⁴⁵

2.4 Civil Society

A *2005 Iraq Ministry of Planning and Development Cooperation (MPDC)* report revealed that there were some 4000 registered non-governmental organizations (NGOs),⁴⁶ though 'very few are active and working effectively'. Overall, the weakness of the NGO sector in Iraq is deemed to be linked to limited if any defined mission and objectives; limited management and planning capacity; and inadequate financial resources and communication systems. Moreover, NGO training has tended to accord less attention to gender issues and concerns, such as VAW and women's economic empowerment.⁴⁷

Iraqi women's NGOs face particular gender-related challenges due to the security situation and the pervasive socially conservative climate impacting on perceptions of women's role and status. However, a number of women NGOs are active in overcoming these challenges, and are working to support campaigns and build networks to address gender inequality in Iraq, including manifestations of VAW.⁴⁸

⁴³ Aswat Al-Iraq, 201; see also Bahadin, 2010.

⁴⁴ IAU/SMWA, UNCT-Iraq, 2010.

⁴⁵ UNIFEM, no date.

⁴⁶ RoI/MPDC, 2005. As stated in UNIFEM/ASRO, 2006/b, the number of NGOs in Iraq has risen to around 6000.

⁴⁷ AIOF, 2005, p. 4.

⁴⁸ UNIFEM/ASRO/Iraq, 2006/b, pp. 6-7.

The above points to the challenge of implementing projects through the NGO sector in Iraq, in particular in respect of a socio-culturally sensitive topic such as VAW. As the recent evaluation of selected NGOs commissioned by UNIFEM/ASRO concludes there is a need to ensure that NGO programmes are based on the SMART (specific/measurable/achievable/results-based/time-sensitive) framework; project activities should aim to target beneficiaries from a wider cross-section of society; and ensure gender balance in training and project-related events.⁴⁹

Relevant in this context is the *Draft NGO Law* which, as far as can be ascertained, has been passed by the *Shura* (Consultative) Council, but apparently still awaits Cabinet approval. The Government supported Draft is of concern to the NGO sector, specifically in respect of the registration process; no grounds are specified on the basis of which government authorities can refuse registration; the need to renew registration every two years; and the rule that NGOs can only form and join networks with governmental permission.⁵⁰

2.5 The Media Sector

Accessible national and local newspapers, magazines and websites indicate the extent to which the media sector in Iraq is growing.⁵¹ A *2007 Conference on Freedom of Expression and Media Development in Iraq* discussed a Paper - commissioned by the Iraqi Communications and Media Commission (CMC) - which presented policy recommendations covering the regulatory framework and capacity development requirements of the media in Iraq. Among the points raised in this Paper - which are relevant to the UNIFEM/Iraq supported ACT Project in Iraq - is the call for the Iraqi Media Network to 'encourage fundamental respect for and promote fundamental human rights and freedom ... (which includes treating) ... impartially all political, economic, social, health, cultural, educational and religious pluralism ... (as well as ensuring that) ... the public is aware of different points of view in order to create informed public opinion'.⁵²

Recommendations presented in the *2007 Towards Understanding the Media Policy and Media Systems in Iraq* study includes calls for creating an Iraqi Media Development Network; improving media education and training; and developing a 'peace media strategy' that supports dialogue and meetings, joint media projects and documentaries, and using drama series to convey key messages.⁵³

The *2007 Workshop on Gender-Sensitive Reporting in Iraq* discussed the decrease in women's political representation, constitutional restrictions, increasing restrictions on personal freedom and on the freedom of journalists, as well as the particular problem addressing and combating VAW in Iraq. There was consensus among workshop participants that reporting on sexual violence was particularly sensitive due to the politicization of VAW, the threat to journalists who report such cases, and the dilemma journalists face between reporting VAW and protecting victims. The Workshop concluded with a number of recommendations to the Law Group on Media

⁴⁹ Ladek & Arsan, 2008, pp. 2-3.

⁵⁰ ReliefWeb, 2009.

⁵¹ See <http://www.abyznewskinks.com/iraq>

⁵² RoI/CMC, 2007, p. 14.

⁵³ The study was commissioned by CMC; see Price et. al. 2007, pp. 91-97.

Policy in Iraq, which included the commitment to international standards and skills training.⁵⁴

The *Iraqi Journalists' Rights Defence Association* operates a number of offices in various parts of Iraq.⁵⁵ There is also a *Journalistic Freedom Observatory*, which is a partner organization in *Reuters Sans Frontieres*. However, these and other media networks are subject to various reporting and financial restrictions.

It should be noted that national media training centres in Iraq are limited in number. Capacity building of the media sector is largely supported by UN agencies, as well as bilateral donors including the US, UK, Canada and Denmark, as well as the Institute for War and Peace Reporting (IWPR). UNIFEM supported a media campaign in 2006 on women's rights in conjunction with holding seminars targeting key stakeholders and decision-makers in government institutions.⁵⁶ The UNIFEM supported ACT Project in Iraq is a further contribution to strengthening the media sector.

There are no accurate data on women working in the media sector as a percentage of the total number of media staff. Nonetheless, women are visible in the media sector as broadcasters, talk-show hosts, announcers and print journalists. The *Committee to Protect Journalists* revealed that of the 130 journalists killed since March 2003, 11 were women. It should be noted that media outlets are generally affected by their political links and affiliations, which in turn affect if – and to what extent – they may espouse the issue of women's rights in general and the topic of VAW in particular. Thus, while some media outlets may include news items on domestic violence, reporting may be in terms of excusing men's behaviour, deemed to be linked to current economic and security conditions. Other media outlets may, on the other hand, include VAW-related news items and analysis calling for women's rights.⁵⁷

3. ACT Project Framework

As stated in the ACT Project Document, working to end VAW requires a holistic approach that includes tackling laws discriminating against women; raising public awareness on VAW and mobilizing public opinion to combat VAW; and providing support and services for the victims and survivors of violence.⁵⁸

The project *development objective* aims to 'empower Iraqi activists, women and men, and non-government and government organizations to create the basic infrastructures that will prevent and address violence against women'.⁵⁹

The ACT Project includes two components, which complement one another. *Component One* aims to 'increase the availability of information on women's rights in general, and on violence against women in particular'. *Component Two* 'seeks to develop the capacities and infrastructure to address violence against women at both national and community level'.

⁵⁴ Organized by ARTICLE 17 and funded by the UK Foreign and Commonwealth Office; see GCFE, 2007.

⁵⁵ Website suspended for non-payment; noted by the Evaluation Team.

⁵⁶ IAAA, no date/c.

⁵⁷ FH, 2010; see also various issues of NOON magazine supported by the ACT Project.

⁵⁸ UNIFEM/ASRO/Iraq, 2006/b, p. 8.

⁵⁹ UNIFEM/ASRO/Iraq, 2006/b, p. 11.

More specifically, the ACT Project aims to support:⁶⁰

**Capacity building* at both the individual and organizational levels through training and coaching, as well as provision of ‘technical and managerial support to design, plan, manage, implement and monitor pilot projects that will promote an end to VAW and help support victims of violence’.

**Knowledge building* through capacity building, to include research on gender-based violence (GBV) and ‘supporting media initiatives to report on, and disseminate information about, human rights in general and violence against women in particular’.

**Advocacy* to end VAW, which will cross-cut all project activities and entails two components: target public opinion to raise awareness on VAW; and target policy-makers on the need to address VAW in legislation. Advocacy will also be addressed through a media campaign to end VAW.

As detailed in the *Results Matrix*, the ACT Project is designed as follows:⁶¹

Result: Reduce the incidence of VAW.

Outcome 1: Iraqi women and men are knowledgeable about VAW, particularly in light of violations of human rights.

Output 1.1: increased media reporting on incidents and scope of VAW; activities include training of journalists to report on VAW and human rights; and implement awareness-raising campaigns on VAW.

Output 1.2: improved availability of quality information about VAW; activities include conducting studies, enhancing capacity of Independent Iraqi Women’s Group to manage NOON magazine; support publication of NOON magazine; support innovative initiatives to raise youth awareness.

Outcome 2: Iraqi women and men activists, NGOs and government working systematically on elimination of VAW.

Output 2.1: Improved capacity of NGOs and government to address VAW; activities include training workshops on VAW; organizational development workshops to build NGO and government capacity.

Output 2.2: Increased on the ground quality activities to address VAW; activities include funding 20 NGOs to combat VAW; provide technical support to NGOs and government to manage projects.

The ACT Project *Logical Framework (LF)* presents objectives, indicators to measure impact, outcomes and outputs and means of verification.⁶²

Outcome indicators include adoption of a national VAW strategy and number of self-initiated activities on VAW without UNIFEM assistance, and the link with sustainability; increased reference to international conventions in addressing VAW; and increased knowledge of VAW.

Output indicators include number of NGOs and government agencies taking initiative to combat VAW; expanded outreach of NGOs on VAW; quality of reporting by partners; satisfaction of beneficiaries receiving support; frequency of media reporting;

⁶⁰ UNIFEM/ASRO/Iraq, 2006/b, pp. 10-11.

⁶¹ UNIFEM/ASRO/Iraq, 2006/b, p. 14.

⁶² See Annex 1: ACT Project Logical Framework. See also the Logic Model in Annex 2: Evaluation Terms of Reference.

interest of Iraqi women and men to discuss VAW; youth perception of GBV; number of NOON magazine issues published; and frequency of media reporting on VAW.

A separate column lists the assumptions and risks challenging project implementation, including: resistance of Iraqi women and men to openly discuss VAW; impact of armed conflict; ensuring the sustainability of activities; and unpredictability of working with Iraqi NGOs due to the security situation in Iraq.

II. EVALUATION METHODOLOGY AND PROCESS

1. Evaluation Terms of Reference

As UNIFEM/ASRO reiterates,⁶³ different forms of VAW, especially domestic violence, honour killing, sexual harassment, detention and torture for political reasons, existed in Iraq in the past. However, over the past decade, lack of security, increased sectarian conflict and factionalism have led to the emergence of new forms of VAW largely unknown in the country before the 1990s. These new forms of violence are on the increase and are continuously threatening Iraqi women's rights to security, mobility, health care, access to education and employment, and their right to participate in the political processes shaping the future of Iraq.

Despite the increase in manifestations of VAW in Iraq, there is limited systematic reporting on its scope and nature, and preventive measures are weak. Services for VAW victims and survivors remain limited, especially those provided by the public sector. Civil Society Organizations (CSOs) are providing some services, but the gap between survivors' needs and the services available continues to be wide.

The aim of the final external evaluation is to provide an independent, in-depth assessment of the results of the ACT Project over its implementation period 2006-2009. It also aims to inform decision-makers in UNWomen/ASRO, the Iraqi Government, donors and partner NGOs about project performance - specifically relevance, effectiveness, efficiency, and sustainability - lessons learned and good practice, as well practical recommendations for follow-up action for the second phase of the ACT Project and other UNWomen/ASRO projects related to addressing VAW.

The scope of the evaluation included:

- a) Determining if the ACT Project has achieved its stated objectives.
- b) Reviewing the results (i.e. outputs and outcomes) of the ACT Project and sustained improvements achieved.
- c) Presenting recommendations on how to build on project achievements, address challenges and gaps, and ensure that results are sustained by relevant stakeholders.
- d) Documenting lessons learned and good practices in order to maximize the experience gained, and guide the planned second phase of the ACT Project and other UNIFEM Iraq projects related to VAW.

The evaluation would also take into consideration the project duration, existing resources, and political and environmental constraints; review project management;

⁶³ Annex 2: Evaluation TOR; see pp. 2-3.

and provide recommendations for the management of a planned second phase of the ACT project and other UNIFEM Iraq projects related to VAW.

2. Evaluation Constraints

The methodology for evaluating the *ACT to End Violence Against Women in Iraq Project* was constrained by the reality that - for security reasons - the independent Evaluation Team was unable to travel to Iraq, and had to operate from UNIFEM/ASRO in Amman/Jordan.

Though the evaluation methodology takes into account the quality criteria identified for UN evaluations,⁶⁴ it is unable to fully apply the third principle of triangulation which involves:

- * desk review of available/accessible sources;
- * views and insights of stakeholders and beneficiaries;
- * perceptions and observations of the Evaluation Team on the ground.

The key conclusions and recommendations of the Evaluation Team are therefore based on briefings with UNIFEM/Iraq staff, document review, telephone discussions with partners and stakeholders, and information gleaned from the electronic survey.

3. Inception Report

The Evaluation Team formulated and submitted an *Inception Report* based on the desk review of project-related documents made available to the Evaluation Team prior to the mission in Amman/Jordan.

The Inception Report included the list of documents reviewed;⁶⁵ evaluation work plan; brief overview of key issues relevant to project context, focus and objectives; discussion of the evaluation questions listed in the Evaluation Terms of Reference (TOR); list of guideline questions for the tele-interviews with project partners and stakeholders; questions for the electronic survey; a SWOT (strength/weakness/opportunity/threat) analysis intended to be the basis for discussion during the planned tele-conference with selected stakeholders; and areas for further investigation during the Evaluation Team's mission in UNIFEM/ASRO, Amman/Jordan during the period 7-13 December 2010.⁶⁶

4. Document Review

The Evaluation Team did not receive all key documents pertinent for formulating the Inception Report prior to the mission in Amman/Jordan. The Team therefore allocated some time during the mission in Jordan to review additional key documents, including minutes of the UNIFEM/ASRO Committee that evaluated NGO project proposals, files on NGO partners and counterparts, project work plans, and issues of the NOON magazine 2005-2010.⁶⁷

5. Discussions with UNIFEM Project Management

⁶⁴ UNEG, 2005.

⁶⁵ Annex 3: List of Documents Reviewed (updated).

⁶⁶ Fawzi El-Solh & Bernhart, 2010.

⁶⁷ See Annex 4, Evaluation Team mission schedule.

During the Evaluation Team's mission in Amman/Jordan (7-13 December 2010), the UNIFEM ACT Project Manager was on mission in Iraq.⁶⁸ The Evaluation Team had a number of tele-discussions with the UNIFEM/Iraq Programme Manager, covering various aspects of the evaluation methodology and process, as well as key issues arising from the desk review and interviews with partners and stakeholders. The Programme Manager, with support from ACT Project focal points and assistants in Iraq, mobilized partners and stakeholders for participation in the tele-interviews and the electronic survey. UNIFEM/Iraq staff based in Amman also supported the Team.

Due to logistics and security reasons, UNIFEM/Iraq was unable to organize the planned joint tele-conference with selected stakeholders, during which the Evaluation Team aimed to implement a SWOT analysis and further discuss key issues pertinent to combating VAW in Iraq.

6. Tele-Interviews

The Evaluation Team formulated guideline questions for tele-interviews with NGO partners and key stakeholders in the ACT Project.⁶⁹ The UNIFEM/Iraq Programme Management sent out invitations to all NGO partners who had participated in the ACT Project. Tele-interviews, organized by UNIFEM/Iraq staff, were held with NGO partners, i.e. in effect a self-selected group of respondents.⁷⁰ In addition, tele-interviews were held with government counterparts in the SMOWA, with the former Head of the Parliamentary Civil Society Committee, who is also Head of the NGO Iraq Independent Women's Group, and Chief Editor of NOON magazine supported by the ACT Project in Iraq; and with a UNFPA/Iraq representative.

Tele-interviews could not be organized with media stakeholders who participated in various capacities in the ACT Project, or with other members of pertinent Parliamentary Committees.

7. Electronic Survey

The Evaluation Team drafted the list of questions to be distributed electronically to various target groups perceived to be stakeholders in the implementation of the ACT Project, namely: government counterparts including 'Committee 80' members, gender focal points in selected ministries, Parliamentary Committee members, NGOs and women activists, as well as media sector representatives. In total, 100 electronic questionnaires were sent out by the UNIFEM/Iraq Programme Management to these target groups. The response rate was 38 per cent.

8. Briefing Note on Preliminary Key Findings

The Evaluation Team formulated a Briefing Note on the preliminary key findings of the mission, which also provided an overview of the evaluation methodology and process.

⁶⁸ Starting in 2010, the UNIFEM/Iraq Programme Manager, who is based in UNIFEM/ASRO in Amman/Jordan, divides her time between the latter and short-term missions/presence in Iraq. Largely confined to the Green Zone in Baghdad, the Programme Manager is supported by three national focal points in Iraq, and two programme assistants in UNIFEM/ASRO.

⁶⁹ See Annex 5: Guideline Questions for Tele-Interviews.

⁷⁰ See Annex 4: Evaluation Team Mission Schedule.

The Briefing Note was intended to be the Team's basis for discussion with the UNIFEM/Iraq Programme Management during a meeting scheduled in Amman/Jordan. In the event, due to weather conditions and security reasons, the Programme Manager was unable to travel from Iraq, and the Briefing Note was discussed during a tele-meeting with the Evaluation Team.

In conclusion, the brief discussion of the evaluation methodology and process further confirms the continuing challenge of implementing development projects in post-conflict Iraq with implications for stakeholders, UN and other agencies, as well as the constraints faced by evaluation missions.

III. KEY FINDINGS OF THE EVALUATION

1. Perceptions of Partners and Stakeholders

As explained in Part II, two information collection efforts aimed to obtain views of key project partners. For in-depth responses, a telephone interview was carried out. To expand this information base, a larger number of responses - on a more limited set of key questions - were obtained through an electronic survey.

Given the sample selection process, the Evaluation Team believes it would be disingenuous to attribute precision to the results of surveys where the selection process has been neither random nor independent. This was further complicated in the electronic survey by the difficulty of applying a stratified random sample and, where, moreover, the response rate was 38 per cent (out of the total of 100 questionnaires sent out by the UNIFEM/Iraq Programme Management). However, notwithstanding these limitations, the Team concluded that in summarizing results, qualifiers such as 'most, many, the majority' etc. would support major conclusions. This is further substantiated by the result that there were many common themes that arose during the telephone interviews.

1.1 Tele-Interviews

a) Methodology:

Telephone interviews were held with 17 project partners. These included 14 national NGOs, one government partner/SMoWA, an international NGO and a partnering UN agency.⁷¹ Of the national NGOs, two were Jordanian. While they also benefited from institution strengthening inputs, their primary role was to deliver training services to Iraqi NGOs. Participants in the telephone interviews were selected by UNIFEM/Iraq. The Evaluation Team reviewed all available reports from participating NGOs and concluded that the respondent pool was representative of the universe of ACT Project NGO partners.

Obtaining broadly representative inputs from the government partner reflected the difficulties the ACT Project encountered in working with the public sector. The constantly changing staff turnover and preoccupation with other priorities affecting the Ministry's focus and activities further complicated the evaluation process as much as it appears to have affected project implementation. Though the Evaluation Team received some response through the pertinent interview, it should be noted that one interview does not provide the breadth of information to allow substantial conclusions.

⁷¹ See Annex 4 for list of NGOs interviewed by the Evaluation Team.

Members of the media, a third group of ACT Project partners, were not interviewed, other than the spokesperson for *Noon* magazine. The media sector was targeted in several ACT project activities, and the Team assessed the effectiveness of these project inputs through review of hard copy and electronic outputs, as well as through response to the electronic survey discussed in the following section.

The tele-interviews were guided by an open-ended questionnaire (see Annex 5). All identified participants were contacted from Amman/Jordan, and all interviews were completed.⁷²

b) Responses of NGO Partners:

As explained previously, prior to 2003, with the partial exception of the Kurdistan Region, the NGO sector was generally limited if not discouraged. Thus most of the ACT Project NGO partners were founded after 2003. This relative youth presented UNIFEM/Iraq with several problems, not least of which was potential conflict between the two ACT Project objectives. Strengthening activities should rightly be targeted at those NGOs that appear to have potential, but are in clear need of assistance. These, however, would not necessarily have the capacity to be entrusted with the task of contributing to raising awareness and changing attitudes. As in most such cases, UNIFEM/Iraq focused on working with NGOs that needed help to realize their potential, but also by contracting with a few NGOs that had good track records and wider geographical coverage, and could therefore deliver results.

A further complication worth noting arises from the proliferation of organizations in post-liberation Iraq, with unclear political affiliations, limited human resources and in some cases dubious financial track records. UNIFEM/Iraq followed two tracks to address this challenge: while respecting the principles of open competitive bidding for grants to implement project activities, staff conducted unofficial investigations of applicants, gathering information from banks, other UN personnel, and local informants. The purpose of this investigation does not appear to have been to make final decisions on grants, but rather, to avoid being entangled with NGOs that could not deliver and contribute to achieving the ACT Project objectives.

The ACT Project NGO partners played a dual role in project implementation; under:

- *Objective 1*, as direct targets of project assistance, to strengthen their capacity; and
- *Objective 2*, as a medium by which ‘to enhance the knowledge base and awareness of Iraqi women and men about women human rights and violence against women’.⁷³

The Evaluation Team sought information on both ACT Project objectives.

Objective 1, capacity building

Turning to the project’s performance on the first objective - capacity building - the Evaluation Team looked at several aspects of NGO operations to assess whether project inputs had led to stronger, more sustainable NGOs that are active in contributing to addressing the problem of VAW; this includes self-reported capacity strengthening inputs; perceived congruence between the ACT Project and NGO

⁷² With the exception of ASUDA; interview shortened due to time limitations.

⁷³ See Annex 6: NGO ACT Project-related proposals for which grants were sought from UNIFEM/Iraq.

objectives respectively; the strategic fit between project inputs and NGO activities; and reported satisfaction with project results.

During the tele-interviews, all NGO respondents were able to cite specific organization strengthening inputs of the ACT Project, which may be discussed under the following general areas:

Organizational clarity: Diffusion of purpose is an often neglected, but frequently encountered problem that NGOs experience. The mission of some NGOs may move with focus/priority of donor funding, possible changing interests of key NGO staff, and/or perceived transient opportunities. While none of these motives for undertaking activities are necessarily constraints, they can undermine the long-term effectiveness of the organization. The majority of the NGOs interviewed stated that the ACT Project inputs had been valuable in clarifying (and expanding) their understanding of VAW, GBV and domestic violence. These were more than simple definitional issues; rather, they affected the approach the NGOs took to VAW, the activities they conducted, and their inter-actions with other organizations.

“They taught us how to work, how to work with victims, raise awareness, help victims move from abused to psychological relief, women’s rights, human resources, and international conventions.”

More importantly, most of the NGO respondents indicated that the ACT Project helped them move beyond a broadly defined (to the point of being amorphous) concern for women in Iraq to a clearer and more concrete focus on violence committed against women. This may be one of the singular achievements of the ACT Project: Over half of the NGOs, without specific prompting, stated that the ACT Project had been responsible for their efforts to focus on VAW.

Moral support: All of the comments on the early years of work on VAW were on the difficulties and perils of working in this field, including the dangers faced by NGOs and their staff. Overall, respondents saw the ACT Project inputs as useful in three regards:

- Legitimization: The mere fact that an international organization was willing to finance them enhanced the NGO’s credibility.
- Strengthening dialogue: The ACT Project was not the only voice on VAW in Iraq; but the fact that VAW was a topic that received increasing coverage and comment aided the NGO’s dialogue on women’s rights.
- Strength in numbers: The reassurance that other NGOs in Iraq were working on the same problem seemed to have been an important source of encouragement for many respondents.

Internal management: In light of their relative youth, it might be anticipated that the management systems of the NGO partners would be relatively under-developed. The Evaluation Team did not expect wide-spread acknowledgment of this possibility, as it has been our experience that organization managers are generally reluctant to discuss the inadequacies of systems for which they are responsible. With this in mind, the Team was attuned to comments that would suggest

“They helped us to know how to work with the government, how to train, how to conduct strategic planning”.

the ACT Project had played a role in improving internal management. Indeed, almost half the respondents did list some aspect of internal management strengthening, the most often mentioned of which were training methods, project planning and monitoring. A few NGOs made a point of thanking the ACT Project for support.

Technical capacity: Most NGOs cited specific improvements in technical capacity, traceable to ACT Project inputs. The type of capacity improvement they cited varied by the focus of the organization. For example:

- NGOs dealing with the legal problems of victims acknowledged the ACT Project's assistance in improving the quality of their services.
- NGOs that worked on advocacy noted the Project's contributions to the effectiveness of their advocacy efforts.
- NGOs that worked directly with victims appreciated the Project's inputs in respect of how to work with victims, raise awareness, and help victims move from the state of feeling abused to psychological relief.

The Evaluation Team interprets such responses as a major achievement of the ACT Project; namely that in spite of relatively limited resources, it was able to meet the various technical needs of a diverse group of organizations. This is more or less further reflected in the reports submitted by ACT Project NGO partners to UNIFEM/Iraq on progress of implementation of projects for which they received grants.⁷⁴ By 2009, the final year of the Project, UNIFEM/Iraq had developed a reporting format followed by most of the NGO partners reporting on their project activities. Though not all reports provide information on project challenges, lessons learnt and recommendations, the information culled from these progress reports provided the Evaluation Team with further insights into project implementation and results.

Sustainability: It would not be realistic to have expected the ACT Project to shoulder responsibility for the long term viability of partner organizations. Nonetheless, it is worth noting that well over half of the NGOs participating in the tele-interviews mentioned increased capacity to independently raise funds as a product of their association with the Project.

Relevance of the ACT Project: The Project's relevance to the needs of the NGO partners is partially answered above. Response to the Evaluation Team's question whether the Project could have 'done things differently', 'done more', or 'not carried out some activities' elicited sparse answers. The evaluation team interprets the absence of "constructive criticism" as indicative of a widespread believe that the Project had provided an adequate package of services and support. (The alternative interpretation is a politeness bias: the respondents did not want to criticize the project.) The respondents did offer two groups of suggestions for how things might have been done differently: The first is the more or less predictable response that NGO partners wanted more and larger grants. The second is informative and may speak to the design of follow-on activities, namely that some participants felt more could have been done for victims and survivors of VAW.

⁷⁴ See Annex 7 for summary overview of NGO partner's progress reports 2007, 2008, 2009 compiled by the Evaluation Team from review of ACT Project documents.

Internal strategic integrity: The term aims to capture a basic maxim of strategic management, namely that every activity within the enterprise should ideally make a direct contribution to achievement of the organization's objectives. Given the constraints under which the evaluation was conducted, and the often chaotic security environment in which the ACT Project was implemented, the question – also of interest to donor agencies - was phrased as follows: did the inputs made by the project contribute to desired project outputs? The Evaluation Team collected information at different points in the interview on the inputs that the respondent could recall, and later asked for a listing of outputs. These were compiled in a table, in Annex 8, that presents the inputs and outputs for each NGO interviewed. Two categories of outputs are listed in the right-hand column of that, one for each project objective: capacity building of the NGO, and external activities of the NGO.⁷⁵

Finding: ACT Project inputs were almost always related to an NGO outcome that was consistent with the two objectives.

The evidence cannot be conclusive, but the Evaluation Team points out that the apparent link between inputs from UNIFEM/Iraq and outputs of the NGOs is instructive. The evidence presented in Annex 8 indicates that internal capacity building appears to be almost always related to outputs which were consistent with the two major objectives; such as training of beneficiaries, advocacy-related activities, and outreach to VAW victims and survivors. Keeping in mind that grants allocated to NGO partners were, by any standard, very small.

NGO satisfaction with the ACT Project: The clearest evidence on the question of NGO satisfaction comes from the relative lack of suggestions for doing anything differently. Respondents consistently praised and thanked the Project for assisting NGOs in improving their capacity, raising awareness of VAW in Iraq, and supporting specific interventions that either aided victims, or prepared a foundation for doing so. There were no dissents to this outpouring of positive regard and gratitude. That is not to say that NGOs would now want to replicate the Project. The evaluation team reads the positive feedback as an affirmation that the Project was well-suited to the Iraq of 2006; their satisfaction with the ACT Project is that it achieved its objectives. As will be discussed later, the majority of the respondents felt that efforts can now be focused on a new set of challenges.

Objective 2, awareness raising/knowledge building:

As argued elsewhere, attribution of cause is not possible without further in-depth information and analysis. On one point, however, NGO respondents appeared to be unanimous: the quantity and quality of the dialogue on VAW in Iraq has improved greatly, and the ACT Project is deemed to have been at the forefront of contributing to such results. Indeed, participants in the tele-interviews attested to the improved environment for work on VAW in Iraq.

c) NGO Recommendations for the Future:

As noted above, respondents felt that initial objectives had been met and it is now time to turn attention to new challenges, particularly care for VAW victims and survivors. In respect of the latter, respondents were usually quick to add that there was still much ground to be covered to strengthen advocacy. Respondents noted the potential risk of back-sliding and losing the momentum in raising awareness on VAW.

⁷⁵ See Annex 8: Summary of UNIFEM inputs & NGO outputs compiled by the Evaluation Team.

Following is a discussion of the proposals made by respondents for a future ACT II Project:

Shelters and Services for Victims: Well over half the participants in the tele-interviews spontaneously suggested that a new project needed to provide shelters, psychological counselling, legal aid, and financial independence for victims of abuse (presumably through micro-finance schemes and vocational training). However, shelters also appear to be a point of concern and some debate. A common suggestion was that the government should take the initiative on establishing and protecting shelters, given that the political and physical risks were greater than some NGOs would want to shoulder on their own. Examples of the apparent controversy surrounding the question of shelters: one respondent passed on (unsubstantiated) rumours that victims in shelters had themselves become targets of even further abuse, including being recruited as domestic help; while another respondent indicated that shelters for VAW victims and survivors were not currently a priority in Iraq.

Respondent recommendation:
More services for victims in the future, including shelters.

Technical training for providers: Persons not sufficiently familiar with the challenges of addressing VAW may often fail to appreciate how difficult it is to be effective. Even well-resourced programmes cannot solve all the problems. There is also danger of inadvertently and unintentionally doing harm, thus putting women more at risk in a socially and politically volatile situation. This is an important point since the Evaluation Team notes that while many respondents cited increased services – including counselling – for victims, only two mentioned a corresponding increase in training for professionals. Tellingly, these two respondents represented NGOs currently working with victims.

Targeting men: Several respondents mentioned the need to also work with men as potential allies in addressing and combating VAW in Iraq. However, there was also some discussion on the difficulty of following up such efforts, including the reality that the concept of, and attitudes towards, ‘masculinity’ (*roujoula* in Arabic) required handling with sensitivity. One respondent noted that her NGO works with abusive men, but doubted that such efforts were so far productive.

Longer term grants: Frequent mention was made of the value of longer term grants that spanned more than a single activity or a few months, as has been the case in respect of the ACT Project. It was acknowledged that the Project lacked the resources to make other than seed money grants to interested NGOs, but no one supported this practice for the future. Rather, respondents pointed out the need for wider program support to combat VAW in Iraq. This was linked to other activities for an ACT II Project including training of media sector stakeholders, more effective targeting of religious and tribal leaders, establishing a viable NGO/VAW network and geographic expansion to reach rural and isolated areas.

Respondent recommendation:
Longer term grants will aid strategic planning and integrated programming.

Laws and regulations: Respondents’ observations on the need to revise legislation were not unanimous, and in some cases unclear. Specific legislation was cited (such

as Constitution Article 41)⁷⁶ by some respondents, but some seemed to think this was a challenge and indeed problematic.

The recommendations elicited through the tele-interviews largely reflect issues raised in the NGO partners' reports to UNIFEM/Iraq.⁷⁷ Specifically recommendations in these reports focused on the following key issues/areas:

- Strengthening the role and skills of social workers, as well as their safety; to include provision of safe transportation facilities.
- Strengthening the role of the media sector in supporting human rights in Iraq and reporting on VAW cases.
- Supporting a culture that respect women's rights, to include advocacy campaigns targeting religious and tribal leaders, with specific focus on isolated rural areas.
- Supporting victims and survivors of VAW, to include safe places and supporting their livelihood opportunities, with special focus on widows.
- Supporting counselling services for VAW victims and survivors in safe places/shelters; link with effective support by police and the rule of law.
- Carrying-out advocacy campaigns targeting male/female students.
- Supporting research and training institutions that include human rights and VAW in curricula, to include new ways of tackling VAW in Iraqi society and addressing shortcomings of tribal laws and customs.
- Including male population groups in advocacy campaigns and other activities combating VAW.
- Targeting local councils in training and advocacy efforts.
- Supporting the establishment of a national database on VAW.
- Implementing activities that use plays and other oral/visual communication methods to raise awareness on VAW.

1.2 Responses to Electronic Survey⁷⁸

a) Methodology

In an effort to obtain a broader sampling of opinions and information than was obtained through the tele-interviews, 100 questionnaires were sent electronically to project participants and other stakeholders; specifically to the SMOWA, Parliamentary Committee Members including 'Committee 80' members, Gender Focal Points in key Ministries, NGOs and media stakeholders. UNIFEM/Iraq staff selected the prospective respondents from their files, and emailed the questionnaires, with a cover letter composed by the Evaluation Team and translated into Arabic. UNIFEM/Iraq staff in Baghdad also made follow-up telephone calls to encourage a higher response rate.⁷⁹

As indicated in Table 1 overleaf, the response rate was 38 per cent, with a preponderance of responses from the NGOs. The Evaluation Team interprets the difference in response rates as follows: First, NGOs were more likely to have been direct beneficiaries of the ACT Project and this may have generated some degree of

⁷⁶ As mentioned previously, although *Article 14* in the New Iraqi Constitution states that all Iraqis are equal before the law 'without discrimination because of sex', this is linked to the statement that no law can be passed that contradicts the 'established rulings' of Islam.

⁷⁷ See Annex 7.

⁷⁸ See Annex 9 (a-e) for tabulation of responses to the electronic survey.

⁷⁹ Responses were tabulated with the support of an assistant recruited by UNIFEM/Iraq. See Annex 9.

commitment to assist with the evaluation; second, NGO respondents were perhaps better informed on project purposes and activities.

Table 1

Target Group	Questionnaires sent	Questionnaires returned	Response rate
NGOs	30	25	83%
Media	20	3	15%
Parliamentary Committee Members	20	2	10%
SMoWA, Gender Focal Points in Ministries ⁸⁰	30	8	27%
Total	100	38	38%

b) Overall Response Patterns

The large difference in the response rate across the target groups and the imbalance in respect of responses being heavily weighted toward NGOs (almost two-thirds of total responses), reflects the previously mentioned difficulty of applying a stratified random sampling. It also implies that the Evaluation Team can only extrapolate overall response patterns. Keeping this caveat in mind, and the probable sampling bias, the following analysis attempts to provide further information on perceived results of the ACT Project.

Respondents' Background: As revealed in Annex 9/a, around 82 per cent of respondents were female; the majority had completed tertiary education with a focus on Arts; very few indicated a human rights background; and the majority of respondents were heads of their organizations, departments etc.

Knowledge of the ACT Project: Respondents were asked to indicate whether or not they knew the ACT Project well (see Annex 9/b). Twenty-eight (74 percent) answered that they did know the Project well. Surprisingly, two of the five Gender Focal Points indicated they did not know the Project well.

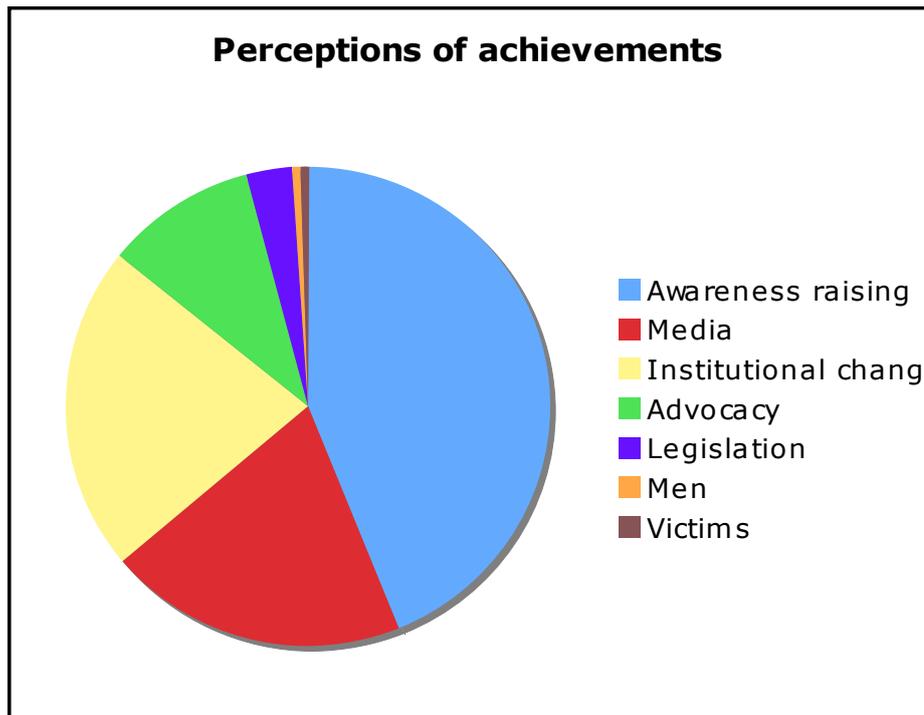
Perceived Achievements: Respondents were asked to check a multiple choice list of potential achievements of the ACT Project (see Annex 9/c). For the purpose of analysis – though keeping in mind that the definitional lines that separate subcategories are far from distinct – potential achievements were divided as follows: awareness raising, advocacy, changing legislation, media work, changing institutions, and working with VAW victims and with men.

Chart 1 overleaf reveals that the most frequently mentioned achievements by respondents to the electronic survey were related to awareness-raising, followed by institutional change, working with the media and advocacy. Legislation reform, and working with VAW victims and with men were less frequently mentioned, which corresponds with some of the information elicited in the tele-interviews. Moreover, and again largely similar to the latter, respondents to the electronic survey were more

⁸⁰ Of the 8 responses received, five were from Gender Focal Points

likely to commend the ACT Project for achievements in respect of raising awareness among civil society and NGOs than among governmental decision-makers and the general public. However it should also be noted that there were more potential achievements listed under the awareness-raising sub-category in Annex 9/c, and less in the case of the victims and men sub-categories, which may have skewed the response pattern obtained from the electronic survey.

Chart 1



In respect of the sub-category ‘institutional changes’, over half of the respondents to the electronic survey indicated that the ACT Project had been effective in mobilizing NGOs to work together on VAW. Here again there is consistency with information elicited through the tele-interviews. However, relatively few respondents to the electronic survey mentioned mobilizing the judiciary to support legal reform, or encouraging the police to arrest abusers, or promoting effective prosecution of abusers.

Finding: Survey respondents most often cited awareness raising and institutional change as project achievements – in line with ACT Project objectives.

Challenges: Respondents were asked to rate a multiple-choice list of potential challenges facing work on VAW as high, medium or low (see Annex 9/d). Under ‘other challenges’, a further thirty challenges were written in by respondents. The number of times the ‘high’ challenge box was checked was 301 (for all 17 potential challenges listed) versus 178 checks for ‘medium’ and 118 for ‘low’. To gain some

Challenge	Score
Drafting new laws on VAW	3.73
Mobilizing the authorities to implement the rule of law	3.61
Providing VAW victims with opportunities to secure their financial security	3.54
Mobilizing the police and other enforcement authorities to protect VAW victims and survivors	3.51
Effective awareness raising on VAW at the community level	3.50
Mobilizing the judiciary to enact the required legal reform	3.42
Mobilizing the police and other enforcement authorities to prosecute perpetrators of VAW	3.42
Impact of the current security situation	3.32
Capacity of media sector to address VAW	3.28
Involving male and female community leaders in campaigns to combat VAW	3.19
Government capacity to combat VAW	3.06
Involving male and female youth in information campaigns on VAW	3.03
Mobilizing the NGO sector to effectively coordinate activities aiming to combat VAW	3.03
Efficient dissemination of information on VAW	2.97
Providing safe places for VAW victims and survivors	2.95
Capacity of NGO sector to address VAW	2.86
Involving male and female religious leaders in campaigns to combat VAW	2.84

sense of priority, the Evaluation Team assigned all ‘high’ challenge mentions a score of five, ‘medium’ challenge mentions a score of two, and ‘low’ challenge mentions a score of one.⁸¹ Through this rather arbitrary approach, and keeping the previously mentioned caveat in mind, the rankings of the challenges are in the table at the left.

The top two ranked challenges refer to legislation – passing laws and enforcing them – the next two refer to care for victims, followed by awareness- raising and law enforcement. One consistent response pattern does emerge and that is that the capacity of the NGOs will not be a problem for future efforts to combat VAW. The same can be said for the media. In the breakdown, only 12 of the 38 respondents thought that NGO capacity would be a ‘high’ challenge; 16 of the 38 gave a ‘high’ challenge rating to the

⁸¹ Converting qualitative results to quantitative is often arbitrary. Our assumption was that respondents were making a statement when they rated a challenge as “high” and the distance between high and medium challenges was greater than between low and medium.

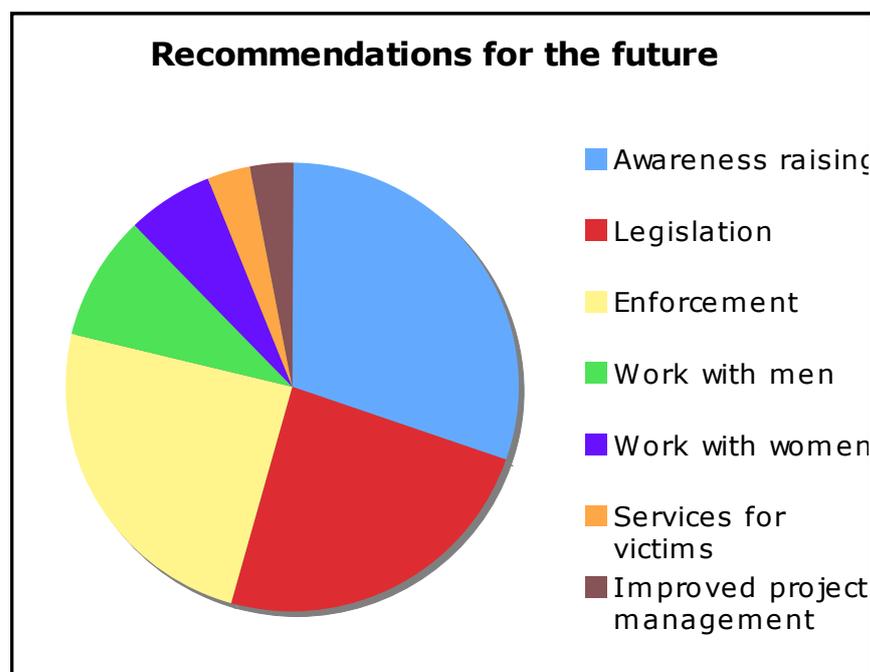
capacity of the media. For comparison, these figures are well below the ‘high’ challenge ratings accorded to drafting legislation (21), securing effective implementation of relevant laws (22), prodding the judiciary to undertake legal reform (21), and mobilizing police to arrest abusers.

A – to the Evaluation Team – somewhat puzzling low challenge rating was given to involvement of religious leaders, which was flagged as significant by participants in the tele-interviews. This item was the lowest, overall, rated challenge in the scale. This points to the following question: Do respondents believe that religious leaders are eager to sign on anyway, and thus do not pose a challenge in addressing VAW in Iraq? It seems unlikely that they believe religious opposition or indifference to VAW is not a factor.

In respect of other challenges listed by respondents, some cited socio-economic dynamics. For examples, two cited poverty as the challenge and three others mention ‘widows’ and ‘villagers’ illiteracy’. Five respondents cited different aspects of bringing abusers to justice as a major challenge. A few lamented the wider cultural dimensions of the problem: perceived religious tolerance of abuse, social and tribal norms, and the failure of women to stand up for their rights.

Future Recommendations: As Annex 9/e indicates, recommendations by respondents to the electronic survey ranged widely. Some were general recommendations, such as ‘fight illiteracy and keep girls in school’, and ‘urge society not to accept illiterate women as wives’. Some were operational recommendations such as ‘build shelters’ and ‘target the tribal leaders in distant governorates’. This noted, overall recommendations can be divided into the following sub-categories, as presented in Chart 2, though again keeping the previously mentioned caveat in mind.

Chart 2



The Evaluation Team notes that although respondents had mentioned awareness-raising as a relatively high achievement (see Chart 1) it appears that this area is perceived to require more attention. Legislation reform, law enforcement and working

with men are the next more frequently mentioned recommendations. It is puzzling in the view of the Evaluation Team that work with VAW victims receives a low

mention, even though this is ranked as among the relatively high challenges and was also mentioned by respondents during the tele-interviews.

These somewhat contradictory responses point to the previously mentioned problem of attempting to implement a stratified random sampling and the more than probable inherent sampling bias. However, the Evaluation Team notes that probable influence on recommendations may be due to the fact that the bulk of questions preceding the recommendations section dealt with awareness raising and legislation.

ACT Project Objectives: In respect of *Objective 1* (capacity-building) the Evaluation Team notes that overall respondents to the electronic survey do not seem to perceive NGO capacity as a challenge to be overcome; indeed only one person suggested investing in project management in the future.

In respect of *Objective 2* (awareness raising/knowledge building), respondents to the electronic survey cited awareness-raising more often than any other achievement. This is closely followed by changing institutions and making the media an effective ally.

In conclusion, the presentation and analysis of the results of the electronic survey need to be viewed with some caution, given the previously mentioned methodological problems. Though the Evaluation Team has attempted to present an overview of response patterns, it is aware of the limitations and the inherent risk of sampling bias, which may in turn explain some of the contradictory responses. Similarly, participants in the tele-interviews were also pre-selected by the UNIFEM/Iraq Programme Management. Notwithstanding this caveat, the Team notes that in the mind of the majority of respondents – both those who participated in the tele-interviews as well as respondents to the electronic survey - overall the ACT Project is deemed to have contributed to improving the environment for combating VAW in Iraq, for raising awareness on manifestations of this social problem, as well as contributing to the strengthening of civil society stakeholders.

2. ACT Project Relevance

Key question: To what extent is the project strategy relevant to the need identified? Especially related to the structural causes of rights violations in the given context of post-conflict in Iraq?

2.1 Relevance of Project Strategy

The previous discussion in Part I/Section 2 on project context, covering human rights instruments, gender-related issues and concerns in post-conflict Iraq, manifestation of violence against women, and some information on civil society, the NGO and media sectors respectively, as well as information gleaned from the tele-interviews with selected project partners and from the electronic survey (Part III/Section 1 above), support the Evaluation Team's conclusion that the ACT Project was relevant in terms of addressing a serious social problem in Iraq, i.e. violence against women (VAW).

The Team concludes from the desk review, as well as from information elicited from selected partners and stakeholders, that overall the ACT Project contributed to highlighting the rights and needs of women victims and survivors of VAW in Iraq. While the ACT Project could take UNIFEM's global and regional experience and

track record in respect of combating VAW as a relevant framework, the needs of women victims and survivors of VAW were identified during the project implementation strategy, discussion of which more readily fits in the following evaluation question on effectiveness.

2.2 Project Design

The Logical Framework (LF) presents a coherent overview of the link between expected outcomes, and planned outputs and activities, as well as indicators and means of verification.⁸² The LF also reflects the link with the rights-based approach in terms of highlighting a human rights violation and the presentation of activities aiming to address this. However, there is no specific mention of the baseline survey indicated in the ACT Project Document, on the basis of which progress would be monitored.⁸³

The Evaluation Team notes that it is difficult to conclude categorically that causal connections were identified in the project design; for example between the outcomes pertaining to more systematic work on, and more knowledge of, VAW on the one hand, and impact in terms of decline in incidents of VAW on the other hand. Indeed, the Team points out that addressing and combating VAW is part of a dynamic process where the effects produced by current activities may feed into the next round of causes, and so on. Keeping in mind that information in the declining incidence of VAW presupposes the existence of a national data base against which to measure progress, or otherwise. As indicated earlier in Part I/Section 2, though there had been a national survey of VAW in Iraq, and a report covering the incidence of VAW in the Kurdistan Region, as far as the Evaluation Team could ascertain, no national data base on VAW in Iraq has been compiled.⁸⁴

However, the Evaluation Team notes that there is in the Logical Framework synergy between stated outcomes and outputs; for example between Iraqi activists working systematically on combating VAW on the one hand, and improved awareness on VAW and improved capacity to address VAW on the other hand. Similarly, there is synergy between wider knowledge on VAW and increased media reporting.

2.2 Link with International Human Rights Instruments

As discussed in Part I/Section 2 on project context, the ACT Project design and expected outcomes contribute to supporting relevant sections and articles in pertinent international human rights instruments – CEDAW, UNSCR 1326, UNSCR 1820 and the MDGs.

However, though the project design also aimed to develop a national strategy to end gender-based violence, and some activities were initiated towards this end, this has not been achieved. Apart from security concerns, there is an obvious link with the continuing challenge to address necessary and required legal reforms in Iraq; with political dynamics and the link with faith-based political parties; as well as with priorities of government authorities during the time of the ACT Project implementation.

⁸² See Annex 1: ACT Project Logical Framework

⁸³ UNIFEM/ASRO/Iraq, 2006/b., p. 17.

⁸⁴ Say-No-To-Violence, 2009

3. Implementation Process

3.1 Effectiveness

Key question: To what extent did the project achieve planned outputs and outcomes? Why and why not? Are there any unintended results of the project?

a) General Observation

Discussion of the effectiveness of the ACT Project needs to keep in mind two specific factors: First, during the project implementation period 2006-2009, UNIFEM/Iraq staff was more or less confined to the remote management of partners and activities from the UNIFEM/ASRO base in Amman/Jordan. Second, the security situation posed serious constraints during the initial years of project implementation, particularly in 2006 when public discussion of VAW in Iraq was perceived to be politically unacceptable. This constraint continued to be intermittently the case in different geographical areas where project activities were implemented via partner NGOs. In effect, though some capacity-building could be outsourced outside Iraq, mainly to Amman/Jordan, forward planning by UNIFEM/Iraq was at various times, and to varying extents, subject to the security situation and the physical risks faced by project partners.

Moreover, the obvious key government counterpart - namely the SMOWA - was in fact a project partner with limited human and financial resources during the period of the ACT Project implementation. The political dynamics in play during the project implementation period was not helpful to efforts on the part of UNIFEM/Iraq to effectively contribute to building and strengthening the capacity of the SMOWA.⁸⁵

A further factor affecting effectiveness is the reality that the NGO Sector in Iraq is relatively young, in respect of both its development - mainly after 2003 - as well as in terms of its limited experience with the rights-based approach to development encompassing an understanding of human rights in general, and women's rights in particular. Though the NGO sector in Kurdistan had in this respect some head start by the late 1990s, the majority of NGOs whose mandate is directly or indirectly linked with promoting gender equality and women's rights in Iraq, and which were targeted as partners by the ACT Project, required UNIFEM/Iraq's support to ensure their technical and managerial capacity in respect of contributing to achieving project outcomes and outputs.

b) Increased Knowledge and Awareness of VAW

Overall, through review of project-related documents, and as information elicited through the tele-interviews and the electronic survey carried out by the Evaluation Team suggest, up to the mid-2000s public discourse on manifestations of VAW appears to have been relatively limited. Indeed this was largely linked to perceived risks for both advocates on the need to combat VAW, as well as for victims and survivors of the latter. The impact of post-conflict political dynamics during the ACT Project's implementation period largely meant that government authorities did not have much interest in according priority to dealing with a socially and culturally

⁸⁵ The Evaluation Team notes that the term 'capacity-building' as used in the UNIFEM/Iraq ACT Project, may be 'unpacked' as follows: capacity- in terms of adequate human resources and funding - and capability - in terms of required skills.

sensitive issue such as VAW in Iraq, given the complexity of potential political repercussions and the apparent influence of faith-based political parties and networks.

Review of project-related documents, and information elicited through the tele-interviews and the electronic survey, largely support the Evaluation Team's overall conclusion that the ACT Project functioned as a catalyst in terms of raising awareness on manifestations of VAW in Iraqi society. This catalytic role contributed to supporting the process of placing discourse and debates on VAW within the public domain in Iraq. However, this appears to have been largely confined to the urban level in the capital Baghdad and in the various governorates where the ACT Project implemented some activities. As discussed elsewhere, activities targeting rural areas were generally limited.

The stress here is on 'contributed', since there have been other actors in the field who, in various ways and to varying extents, have also been active in highlighting the need to address and combat VAW in Iraq, be they international agencies or national stakeholders. It should however be noted that the Evaluation Team's access to information on the ground was limited, depending as it did on tele-interviews with selected partners who were actively promoting awareness and dialogue on VAW in Iraq through various project activities, as well as the desk review of documents made available to the Team.

c) Systematic Mechanisms

As mentioned earlier, in spite of UNIFEM/Iraq's capacity-building efforts to strengthen the ACT Project's key government counterpart, the SMOWA, the latter was not in a position to develop systematic and effective mechanisms to work on eliminating VAW in Iraq. By 2009, i.e. the end-phase of the ACT Project, some government interest and support was discernible in Kurdistan, where the Kurdistan Regional Government (KRG) supported the establishment of the Directorate to Trace VAW, based in the Kurdistan Ministry of Interior. Some progress is also discernible in reforming parts of the personal status laws with implications for tackling VAW in the Kurdistan Region. It was not possible for the Evaluation Team to pinpoint to what extent the ACT Project contributed to these developments. On the other hand, some of the NGOs included in the tele-interviews appear to be key civil society activists in the Kurdistan Region, and as such may well have contributed to these developments.

The ACT Project Management did not work directly with other key ministries, such as the ministries of Labour, Social Affairs or Health respectively, where UNIFEM/Iraq supports Gender-Focal Points via other programme activities. Rather, where this has taken place, this appears to have been via the project activities of an NGO partner in the ACT Project. The same appears to be more or less the case in respect of Parliamentary Committees, keeping in mind that the relative weakness of SMOWA appears to have been reflected in the Women's Affairs Parliamentary Committee. Indeed, the ACT Project progress reports 2008 and 2009 specifically mention the continuing challenge of working with government authorities, a challenge which is currently being addressed through the United Nations project on 'Combating VAW in Iraq', in which UNIFEM/Iraq is a key partner.⁸⁶

⁸⁶ UNDG/ ITF, 2009.

The diversity of NGOs involved in the implementation of the ACT Project - diversity in the sense of a variety of activities, multiplicity of target groups, and different locations in Iraq - needs to take account of the fragility of NGO mechanisms, given the reality that the latter are largely donor-dependent and politically vulnerable. However, the recent passing of the new NGO Law may well contribute to strengthening NGO mechanisms, though keeping in mind the continuing post-conflict political dynamics and unstable security situation. Furthermore, as pointed out in Part I/Section 2, the recent NGO Law is held to include constraints affecting NGO registration and networking.

Either way, the tele-interviews generally revealed that partner NGOs believe that, apart from strengthening their capacity, their involvement in the ACT Project has added to their overall credibility as organizations working on human rights in general, and women's rights in particular. The Evaluation Team also notes that representatives of a number of NGO partners who participated in the tele-interviews were men, reflecting a positive development in respect of attaining wider outreach in involving Iraqi citizens in combating VAW.

A major component of the ACT Project has been the involvement of the media sector as part of the project advocacy strategy. This included training of journalists, supporting NGO projects that targeted various media channels through which VAW campaigns could be highlighted, as well as involving male and female youth in schools and tertiary education in the design of posters, brochures and art work through which combating VAW was advocated. The sample of Arabic language newspaper reports reviewed by the Evaluation Team reveal that, over time, tackling the sensitive issue of VAW appears to have slowly but surely seeped into the public domain. However, various media articles reviewed by the Team also reveal that generally the focus is more on reporting and less on presenting causal analyses.⁸⁷ This is where the NOON magazine discussed further below appears to have performed better in respect of attempting to present some causal analysis for manifestations of VAW in Iraq.

d) Capacities of Local Partners and Stakeholders

As stated in the Logical Framework, the Act Project aimed to achieve the output of 20 different projects addressing VAW implemented by NGOs as part of the objective of strengthening capacity on VAW.⁸⁸ The 2007, 2008 and 2009 ACT Project work plans, and the pertinent annual progress reports reveal that this was achieved, further confirmed by the partner NGOs self-reporting on projects implemented through grants received from the ACT Project.

The capacity-building of partner NGOs - identified by UNIFEM/Iraq through the process of verifying registration and ensuring the NGO had a *bona fide* bank account as a means of weeding out those with suspect political affiliations – was achieved in three ways:

*First, through training on VAW, as part of achieving a consensus on a common definition of the wider manifestations of violence against women in post-conflict

⁸⁷ See sample media reports attached to the fifth ACT Project annual report to donors.

UNIFEM/ASRO/ Iraq, 2009/b.

⁸⁸ See Annex 1.

Iraq,⁸⁹ which in turn contributed to UNIFEM/Iraq's functioning as a catalysts as described earlier.

*Second, through training in advocacy, as well as in counselling, as part of supporting VAW victims and survivors.

*Third, through technical training in developing project proposals, with realistic objectives, outputs and activities, and managerial training conducive to supporting effective project implementation.

Review of the ACT Project partner NGO reports, as well as the focus of the projects they implemented on VAW, reveals a wide diversity with implications for addressing different aspects of combating VAW in Iraq, and by implication addressing and contributing to project outputs and outcomes. There have also been positive implications for establishing and/or strengthening links with local partners and target groups, as well as widening the circle of potential beneficiaries. The process of announcing tenders for project proposals on VAW also contributed to weeding out the weaker NGOs, while at the same time bringing on board those with adequate capacity to implement project proposals. However, the relatively small amounts allocated to NGO project proposals selected by the UNIFEM/ASRO Committee meant that the type of project activity, its implementation timeline, and outreach in terms of number of beneficiaries, was subject to some limitation.⁹⁰ This was a point raised by some tele-interview respondents.

While ACT Project partner NGOs were brought together during joint awareness-raising and training workshops, the Evaluation Team was unable to get a clear sense of the extent to which a viable NGO network focusing on combating VAW in Iraq has been established. The tele-interviews appear to suggest that some NGO partners are part of an NGO network, though not necessarily focusing exclusively or primarily on combating VAW. In other cases, the reality appears to be that NGOs compete for recognition beyond their immediate area of operation and for donor funding. In a context where the priorities of government authorities and political dynamics are generally not conducive to highlighting culturally sensitive issues such as VAW, the NGO sector in Iraq can be expected to continue to require United Nations and donor support. In addition, the point mentioned earlier that the NGO Law requires NGO networks to register with the government authorities may also be a factor, though the Evaluation Team was unable to elicit concrete information on this.

The Team notes that the review of a sample of reports by NGO partners on activities implemented through the project proposals, accepted and funded by the ACT Project, reveal that local partners such as education authorities in schools and universities, health and social welfare authorities and staff, social, health and legal workers, have been variously targeted and it is largely through them that victims and survivors of VAW have been reached.⁹¹

⁸⁹ See UNIFEM/ASRO/Iraq, no date/d.

⁹⁰ The Evaluation Team's cursory review of the minutes of the Committee 2007-2009 reveals that on average, project proposals were allocated amounts between US\$ 10,000 and US\$ 30,000; NGOs had to make a small contribution to the total amount allocated to the project it implemented as part of the ACT Project.

⁹¹ See Annex 7.

Thus, some activities implemented through NGO partners target service providers, such as social and health workers, and medical and counselling staff providing support for victims and survivors of VAW. In this context, raising the issue of shelters for VAW victims and survivors during the tele-interviews did not elicit any consensus on the optimal ways and means to establish and operate such shelters. Some respondents indicated that such shelters needed joint efforts of both government authorities - providing the legal framework and accountability through enforcement of regulations - and civil society/NGOs as 'neutral staff' with the experience of operating the shelters. Some respondents believed that shelters should be the sole responsibility of the government; while others believed that shelters should be operated only by NGOs. Either way, it appears that the shelters established in the Kurdistan Region have been subject to some criticism in respect of the actual protection provided to victims and survivors of VAW.

e) NOON Magazine

The NOON magazine received extensive technical as well as funding support from the ACT Project, a fact deemed to be largely reflected in the quality of the magazine when comparing 2006/2007 issues with 2009/2010 issues. The Evaluation Team reviewed all accessible hard copies of the magazine issued during the ACT Project implementation period, and also reviewed various progress reports indicating the type and extent of capacity-building received by NOON staff.

On average, to date some 10,000 copies of each of the NOON the magazine is distributed free of charge to various government departments, NGOs and civil society counterparts all over Iraq; which by rule of thumb may mean a readership of 50-70,000 in a country of around 30 million people. Though the aim was and remains to publish the magazine monthly, as far as the Evaluation Team could ascertain this was not regularly the case, in part due to the security situation. As NOON staff explained to the Team, the target group is largely middle class Iraqis, civil servants and NGOs who would be attracted by its content and quality paper and print. NOON focuses on issues that are largely relevant to a female readership, including addressing and analyzing reports on VAW. To date it is the only 'women's magazine' that has achieved some name recognition and, as reported to the Team, is referred to and discussed in different fora in Iraq.

A review carried out by the Evaluation Team of NOON copies published 2006-2009 reveals that the majority of issues made some reference to, and included some analysis of, VAW. The diversity of topics, including for example, on poverty, environment, elections and health, is overall impressive. However, as far as the Team could ascertain, NOON has not been systematically used as an advocacy tool for campaigning to combat VAW.

Moreover, no readership survey has been carried out in respect of the hard copies of the magazine. Nor has a survey been carried out of the number of hits in respect of the electronic version of NOON available through its website, though such information would be available through the host website. The fact that NOON is issued under the auspices of the Independent Iraqi Women's Group (IIWG) means that it is largely supported through volunteer staff, but this does not solve its financial constraints affecting its viability.

Indeed, the expected ACT Project output that NOON would be ‘sustainable and can continue printing without further support’ does not appear to have been achieved.⁹² As far as the Evaluation Team could ascertain, there is no apparent strategy in place to attract the type of adverts that could contribute to covering production costs. A Note entitled ‘Strategy of NOON Magazine for the Next Phase’ pinpoints requirements for the future development of the magazine, such as, for example, annual workshops to include experts to discuss future steps and focus of articles; not relying on the internet for source of information for articles; the need to create a consultative board to include NGO’s other than the one hosting NOON, i.e. the IIWG, and which would support the development of the magazine’s strategy; discussion of the possibility of charging for the magazine through subscriptions rather than distributing it free of charge; and establishing a cadre of experts to attract adverts; and fund-raising to ensure continuity.⁹³ The Team does not have any information how the Note has been addressed by NOON staff.

f) Effect of Project Results

The desk review as well as information elicited through tele-interviews and also through the electronic survey, indicate that overall the initial signs appear to be encouraging. This is reflected in increased public discourse and debates on manifestation of VAW among stakeholders and the wider public, in turn reflected in the sample of media reports reviewed by the Evaluation Team, including the NOON magazine referred to above. It is also reflected in the diversity of ACT Project-related activities implemented by partner NGOs which targeted female and male youth and adults from various walks of life. It should however be noted that in the absence of relevant baselines, and of compiling indicators to systematically measure and quantify project outputs and results, no concrete conclusions can be pinpointed in the short-term.

The Evaluation Team also notes that rural and marginalized population groups, in particular girls and women among them, have not been systematically included as target groups of NGO implemented project activities. This is perhaps not surprising since targeting these population groups may not be the focus of NGO partners who submitted project proposals. Similarly, from what the Evaluation Team could ascertain, local tribal and religious leaders respectively - who are important stakeholders in addressing and dealing with customs and traditions that directly or indirectly impact on VAW - have not been systematically targeted and included in the ACT Project.

As explanations for this unevenness, recall that the Project management was straddling two fundamentally incompatible objectives. The following statements exaggerate the incompatibility, but do so to illustrate the inherent problem for Project management: Objective 1) Work with weak organizations and strengthen them. 2) Achieve profound changes in Iraqi society (which requires capable organizations). As is usually the case, the Project, by their own reports, tried to do both: Some grants were given to weak, but promising, NGOs in the hopes that they would benefit and become major players in the future, and would also make a contribution, albeit small, to the second objective. And some grants were given to proven organizations as

⁹² See Annex 1.

⁹³ See NOON Magazine, no date.

insurance that there would be progress toward the second objective. In light of this balancing act - and the paucity of NGOs with reach into rural and marginalized populations - it is not surprising that the Project could not also distribute grants in a fashion that met additional criteria of geographic and demographic equity.

g) UNIFEM's Comparative Advantage

The Evaluation Team notes three specific advantages:

*First: UNIFEM's mandate supporting its focus of addressing manifestations and causes of VAW. This mandate encourages - though does not necessarily guarantee - a modicum of uniformity in respect of VAW-related terminology, coordination with pertinent stakeholders, and UNIFEM's role as a clearing-house for VAW-related information.

*Second: Dedicated UNIFEM/Iraq staff, as repeatedly mentioned to the Evaluation Team during various tele-interviews. Given the difficulty of balancing the reality of remote management and impact of the security situation with the demands of project partners and requirements of project implementation, achieving project outcomes and outputs may be judged to have been relatively ambitious at the time of starting project implementation in 2006. Yet overall the ACT Project's aims and objectives have been addressed and - based on what has been reported by project partners - have been implemented with visible results, and in spite of the limited human resources allocated to the UNIFEM/Iraq programme management team.

*Third: Overall ACT Project management and staff were able to initiate the steps required to achieve expected outcomes and outputs within the project framework, while adapting to circumstances as they arose.

3.2 Efficiency

Key question: Has the project approach led to efficient implementation of development assistance on VAW in Iraq context?

a) General Observations

The Evaluation Team notes that the ACT Project annual progress reports to donors follow a format that enables the reader to trace project progress as linked to the stated outcomes, outputs and activities in the Project Document and the Logical Framework. Annex provides a summary of results listed in the annual progress reports to donors.⁹⁴

However, the Team notes that no work plan was attached to the progress reports; rather pertinent information was summarized under a section entitled 'Future Steps'. Moreover, though repeated mention is made of the challenges faced in working with government counterparts, the pertinent section does not provide concrete information, or steps to address this challenge.

b) Efficiency of Project Approach and Implementation

Addressing this question needs to take account of the two previously mentioned factors affecting project implementation: namely, remote management and the security situation. To which may be added a third factor, namely relative under-funding given the ACT Project's strategy to involve a relatively large number of NGOs and work in various parts of Iraq. Under-funding needs to be also viewed not only in terms of the link with the cost of remote management, but also in terms of the

⁹⁴ See Annex 10: Summary of ACT Project Results in Annual Progress Reports.

overheads which are the product of violence, insecurity and political instability, which in turn necessitated the outsourcing of some project activities outside Iraq.

The level of know-how among the above mentioned target groups was clearly increased through awareness-raising and other training workshops on VAW implemented through the various NGO partners. However, since no systematic monitoring mechanism appears to have been put in place, and, as mentioned earlier, no baselines were established, and no measurement indicators mentioned in the Logical Framework were systematically applied, the main monitoring tool appears to have been the reports submitted by the NGO partners who were successful in having their project proposals accepted and funded by the ACT Project.

A separate issue concerns the quality and adequacy of training provided. Though the ACT Project strategy included a training-of-trainers (TOT) component, as well as developing a training manual,⁹⁵ the Evaluation Team notes that the apparent absence of a systematic monitoring mechanism in place does not facilitate evaluating the efficiency of training inputs, other than what NGO partners report. As indicated in the Logical Framework, means of verifying the measurement indicators is largely dependent on self-reporting by NGO partners, and to varying extent through telephone and electronic communication channels; keeping in mind that the key government counterpart, the SMOWA, did not submit progress reports, ostensibly since it did not receive funding for implementation of activities.

The above observation is particularly pertinent in the case of training social workers and other relevant professional staff as counsellors, a process that typically requires a longer time span than appears to have been provided by the pertinent partner NGOs who have implemented such activities. Moreover, the particular sensitivity and inherent risks of dealing, for example, with domestic violence, for both the victim and the person providing support, should not be under-estimated. Specifically in cases where inadequately skilled supporters may well make a difficult situation worse. To which may be added the inadequacy of law enforcement mechanisms often rendered worse through the precarious security situation.

The Evaluation Team notes from the review of a sample of progress reports submitted by partner NGOs, that during the life-time of the ACT Project, a more systematic reporting format was developed by the Project Management. This facilitates a comparison of project outputs and also contributes to more efficient project and knowledge management.

The Evaluation Team also notes that the UNIFEM/Iraq Project Management developed annual work plans for project implementation, reflecting efforts to further strengthen knowledge management. However, it appears that the project work plans were not included in the annual progress reports submitted to donors and UNIFEM Asia Pacific and Arab States (APAS) Geo Section/New York. The latter seemingly did not request such information, which would have contributed to monitoring the outputs of project implementation. Nor did donors and UNIFEM APAS appear to have flagged the fact that the planned baseline survey and mid-term review were not implemented.

⁹⁵ UNIFEM/ASRO/Iraq, no date/d.

c) Improvement of VAW Services

The ACT Project's objectives did not include the direct provision of services, and nor is this part of UNIFEM's mandate. Rather, the project aimed to train and sensitize target groups on VAW to enable them to provide better quality services to VAW victims and survivors. As indicated in previous sections, and keeping the previous caveats in mind, this has to varying extents been achieved, although information on actual outreach has not been systematically compiled.

d) Good Value for Money

The Evaluation Team's TOR does not include a financial audit. However, the Team has noted previously that, given the costs of remote management and the chronic security situation, as well as the outputs and outcomes to be achieved, the ACT Project may be judged to have been under-funded.

The question remains whether, in hindsight, the ACT Project should have opted for geographical concentration and focused on a limited number of governorates, working with a selected number of NGOs and government and local level officials, tribal and religious leaders, which would have perhaps facilitated the development of a governorate-based baseline and putting in place a systematic monitoring mechanism. But then this may well have precluded UNIFEM/Iraq's visibility as a catalyst for encouraging public debate on VAW at the national and sub-national levels, i.e. a relatively wider geographical coverage as seems to be the case given the diversity of NGO partners and the location of their operations.

The geographical spread in effect meant that funding of NGO project proposals were by default limited in terms of funding and timeline. But it could also be argued that allocating relatively small funding to a nascent NGO sector is an efficient means to monitor performance and identify organizations with which UNIFEM/Iraq can work in the future. Either way, there is no conclusive answer to the question regarding merits and trade-off between these approaches, an issue that the Evaluation Team suggests may be the focus of discussion for the planned ACT II Project.

A further issue is the financial support provided to the NOON magazine, which - as indicated in the annual financial reports for donors - appears to have been relatively substantial relative to the total amount of funding made available for the ACT Project. In the absence of concrete measurement indicators regarding outreach and impact of NOON, it is not possible for the Evaluation Team to come to any concrete conclusion regarding good value for money.

e) Timely Delivery of Project Outputs

The first year of project implementation - 2006 - was largely affected by the security situation and efforts by the ACT Project management to reinforce old contacts, and establish new contacts, with the NGO sector. In spite of the remote project management, as well as the security situation, it appears that project outputs - as indicated in the annual work plans - were largely achieved, specifically during the 2nd, 3rd and 4th years of project implementation. This observation is largely confirmed through a comparison between the work plans and the partner NGO reports on their

individual project implementation, revealing that the planned output of ‘twenty different projects addressing VAW implemented by NGOs’ was achieved.⁹⁶

However, some respondents in the tele-interviews, as well as some NGO project reports, indicate that funding for activities was not always received on time. The Evaluation Team notes the possible link with the security situation, where it was presumably difficult for UNIFEM/Iraq to deliver funds by the required deadline; or NGO partners could not access the banking system. There was also the implication of limited and unreliable electricity supply for internet access, and probably also interrupted contact via the mobile telephone system.

f) Equal Distribution of Project Inputs and Outputs Among Target Groups

Neither the desk review nor the tele-interviews enable the Evaluation Team to answer this question. As mentioned in previous sections, the diversity of NGO partners and the diversity of activities they implemented via their projects have meant that different female population groups appear overall to have derived benefit from awareness-raising sessions on women’s constitutional and other legal rights, as well as on VAW, while others are said to have benefited through the support provided by various service providers sensitized on VAW. However, as mentioned elsewhere, rural and other marginalized women’s groups appear not to have been systematically targeted. Either way, from what the Team could ascertain from the review of a sample of NGO project reports and the tele-interviews, urban-based women appear to have been the main beneficiaries of the ACT Project.

g) Project Utilization of Existing Local Capacities

As previously mentioned, in spite of the capacity-building efforts through the ACT Project, the limited capacity of the key government counterpart, the SMoWA, remained a factor during project implementation. In hindsight, more effort should have been expended on the part of UNIFEM/Iraq in joining forces with other international agencies to more systematically address this limitation, as well as develop an action plan for support by other key ministries whose mandate overlaps with that of the SMoW.

On the other hand, the Evaluation Team notes the relative strengthening of the various NGO partners, as well as strengthening of service providers through the various NGO project activities. Several NGO partners appear to have progressed in improving the quality of their work and in graduating to larger-scale activities. As mentioned elsewhere, the credibility of partner NGOs was also enhanced through the association with a topic - VAW- that is culturally and politically sensitive to deal with, and at some risk to their staff.

h) Project Management and Monitoring

Overall UNIFEM project staff is deemed by the Evaluation Team to have been resourceful in overcoming the shortcomings of managing the ACT Project from the remoteness of UNIFEM/ASRO in Amman/Jordan; keeping in mind the limitations of the internet system and the fact that mobile telephones were not that widespread at the time project implementation commenced. Notwithstanding such remoteness, information on NGO partners and stakeholders has been pulled together and is

⁹⁶ See Annex 1.

accessible in folders and files in UNIFEM/ASRO. Overall, the Evaluation Team deems that the ACT Project's knowledge management has been reasonably efficient.

As indicated elsewhere, the Evaluation Team is unable to provide a clear-cut answer to the issue of monitoring. The fact that the planned data baseline survey, and its link with the measurement indicators and verification as presented in the Project Document Logical Framework, was not implemented indicates that the ACT Project was unable to put in place the type of monitoring mechanism generally expected in the implementation of projects. Though the Team takes into account the difficulty in setting up the type of monitoring mechanism that is usually integral to development projects given the Iraqi context and the reality of remote management, it maintains that some monitoring beyond the self-reporting by partners could have been put in place. For example, detailed and up-to-date information on beneficiaries, participants in advocacy campaigns, outreach etc. The Team notes that it appears that such data bases have been developed by various NGOs as part of their programmes, projects and action plans, as reported during the tele-interviews, but such information has not been pulled together to reflect the outreach of the ACT Project as a whole.

Monitoring of the ACT Project relied primarily on self-reporting by NGO partners. While self-assessment may be viewed as pertinent to capacity-building, this was not supported by a mid-term review, as planned in the ACT Project Document. The Team did not obtain any information on monitoring-related activities of the government counterpart, the SMoWA. As explained by the ACT Project Management, the SMoWA did not implement any projects, but was the focus of various capacity-building activities.

4. Sustainability of Project Results

Key question: What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time [in light of it being in a post-conflict country] if the project were to cease? Why and why not?

4.1 General Observations

An overall answer in respect of sustainability would have to largely remain speculative, though some tentative conclusions are proffered by the Evaluation Team. Capacity-building is a case in point. Some NGOs have clearly benefited, as reflected in the quality of the project proposals they submitted to UNIFEM/Iraq. Other NGOs appear to have required less capacity-building, but benefited from access to some funding enabling them to focus on combating VAW and by implication establish their credentials in the area. Very probably the association with a United Nations agency perceived to be 'neutral' may well have attracted some NGOs to become involved in the ACT Project. Indeed, for a relatively small investment, UNIFEM/Iraq, through the ACT Project, as well as other projects implemented during the past years in Iraq, can be said to have left its mark on the NGO sector, with presumed positive implications for sustainability, even though these cannot be readily measured at present.

Equally important, sustainability may be gauged from the apparent reality that the socially and culturally sensitive topic of VAW has become more or less part of the public discourse, to which the ACT Project can be deemed to have made a contribution. Indeed, the 'genie is out of the bottle'. Anecdotal evidence, including information obtained from the tele-interviews, indicates that women and men activists

in Iraq are generally more prepared to tackle this sensitive subject, even though supportive legislation, accountable law enforcement and appropriate services are overall limited or in many areas in Iraq non-existent.

4.2 Strengthening of Operational Capacity of Partners and Stakeholders

The Evaluation Team notes that the evidence is strongest where national partners and stakeholders have acquired a consistent terminology in respect of VAW, and have been encouraged to focus on combating VAW in a context that continues to pose some risk for their safety. As mentioned elsewhere, investment in capacity-building appears to be bearing fruit where NGO partners have reported that they have carried out their own VAW-linked activities as part of their action plans, and without necessarily lobbying for additional funds; for example during the annual 16-day campaigns to combat VAW. However, a sustainability gap appears to be evident in respect of service personnel, as various respondents mentioned during the tele-interviews. The same applies to the key government counterpart, the SMOWA, though keeping in mind the recently launched UN supported CVAW project.

4.3 Capacity Training of NGO Partners

Overall, and based on information elicited from the tele-interviews, some NGO partners appear to perceive themselves as being in the avant-garde of the battle against VAW in their local area of operation and community. Whether these NGOs can claim leadership in this area could not be ascertained by the Evaluation Team. Neither can the Team gauge to what extent networking and linkages have contributed to building NGO competence and ability. Much depends on the human and financial resource base of the NGO, and the extent to which its members are willing to continue focusing activities on combating VAW, either individually or in cooperation with like-minded NGOs.

4.4 Sustainable Funding Sources for Combating VAW

Several NGOs indicated during the tele-interviews that they had obtained funds from other bilateral and/or multi-lateral donors to continue focusing on combating VAW. Some NGOs with a strong national level track record during implementation of the ACT Project - either through action plans that widened the outreach of their activities, or through having more than one project proposal funded by the ACT Project - are included by the CVAW Project supported by UNIFEM/Iraq in cooperation with other UN partners. As mentioned earlier, other NGOs reported that they have incorporated the focus on VAW into their human rights-related activities, for which they do not appear to have solicited additional funding.

However, it should be noted that overall, the NGO sector in Iraq will continue to require both capacity-building and funding support. The challenge to agencies such as UNIFEM is how to weed out NGOs that do not contribute to project sustainability and, following the Darwinian principle, would eventually disappear into oblivion; while at the same avoiding focusing on a limited number of NGOs which, though they may have the experience and know-how, would not facilitate the development of the type of civil society and other networks required for ensuring that combating VAW does not only remain in the public domain, but also becomes part of the rights-based approach to development by the government authorities and the public sector.

In conclusion, it should be noted that the sustainability-related evaluation questions do not raise one crucial issue, namely if the ACT Project developed a phase-out plan and a post-project sustainability strategy. The Evaluation Team assumes that since UNIFEM/Iraq aims to develop an ACT II Project, no attention appears to have been accorded to the question of phase out. However, the Team notes that a follow-up project does not preclude developing a post-project sustainability action plan for the ACT Project; all the more since it usually requires some time to develop the project document, have it approved by the UNIFEM HQ PAC, and solicit and secure the necessary funding.

5. Summary of Key Findings

Tracing ACT Project results through the Logical Framework, the annual progress reports, as well as reports by NGO partner implementing VAW-related projects indicate that overall progress has been achieved in respect of *the two Project Outcomes*, namely:

**Iraqi women and men, human rights activists and NGOs are working systematically to combat VAW:* though the Evaluation Team notes that the evidence in respect of government counterparts is less clear.

**Iraqi women and men are knowledgeable about VAW, particularly in light of violations of human rights:* the Evaluation Team notes that the diversity of NGOs and the projects they implemented with funding support from the ACT Project, as well as the sample of media reports reviewed by the Team, indicate that discussion of the socially and culturally sensitive topic of VAW has seeped into the public domain. The national survey on VAW and the report by the Kurdistan Regional Government on VAW further serve to reflect that there are concrete signs that what was, up to the mid-2000s, clearly a *tabu* topic has come to be discussed more openly, even if law enforcement and provision of services for victims and survivors of VAW lag behind.

In respect of *ACT Project Outputs*, and keeping in mind the constraints of remote management and the security situation affecting the process of project implementation, as well as the constraints faced during the final external evaluation, the Evaluation Team pinpoints the following key findings:

1. Outputs that could largely be substantiated through the evaluation desk review and tele-interviews:

**Improved capacity of NGOs to address VAW:* The Evaluation Team notes that available evidence points to strengthened capacity-building of partner NGOs.

**Enhanced understanding of project partners of VAW:* The Evaluation Team notes that - based on information elicited during the tele-interviews, as well as review of NGO reports, overall project partners have a deeper understanding of VAW and the need to combat its manifestations which impact negatively on women and their rights.

**Twenty different projects addressing VAW implemented by NGOs:* This output has been achieved, which includes involving in the implementation of the ACT Project a diversity of NGOs working in different geographical areas in Iraq and including diverse target groups.

**Increased media reporting of VAW, and women rights:* As ascertained by the Evaluation Team from the review of a sample of media reports, as well as copies of the NOON Magazine 2005-2010, there are convincing signs that media reporting on VAW has increased. The training of media stakeholders, as well as the projects implemented by ACT Project partner NGOs which focused on or included advocacy-related activities can be said to have also had an impact.

**Improved availability and quality of information about GBV, particularly VAW:* The Evaluation Team notes from the review of a sample of posters and brochures, as well as the contents analysis of NOON magazine copies, that progress is overall discernible. However, information on the extent to which these materials are disseminated could not be pinpointed with any certainty. On the other hand, the fact that UNIFEM/Iraq was able to mobilize 5000 key local leaders to sign a pledge committing them to combating VAW in Iraq may be deemed to be an indirect sign of improved availability of information on VAW, in turn quite possibly linked to wider media information and reporting on VAW.

2. Outputs for which the available/accessible evidence is less clear though there are signs of progress:

**Improved capacity of government agencies to address VAW:* The Evaluation Team notes that there appears to be less evidence of this in respect of government counterparts.

**Increased provision of quality services:* The Evaluation Team notes that available information on this is sparse; however, it may be deduced from NGO partner reports on projects targeting service providers that the importance of improving services for victims and survivors of VAW is being highlighted.

** NOON Magazine is sustainable and can continue without further support:* As discussed in Section 3.1/2 above, it appears that NOON has to date not implemented a coherent strategy enabling it to operate without funding support.

3. Outputs which were not achieved during the ACT Project's implementation life-time:

** National Strategy to Combat GBV:* This output was not achieved, and is now being addressed as part of the ongoing CVAW Project jointly implemented by UN agencies, including UNIFEM/Iraq.

IV. CONCLUSIONS

1. Addressing VAW in Post-Conflict Iraq: Project Results

Evaluation of the implementation of the ACT Project in Iraq during the years 2006-2009 reveals the challenge of addressing a culturally, socially and politically sensitive problematic within a post-conflict context where - similar to other areas in the Arab Region - socially conservative trends are on the ascendance. This trend is further influenced by the emergence of Iraqi society from years of isolation, and its increasing exposure to ideas via satellite television and the internet, not all of which are conducive to supporting gender equality and women's rights.

Apart from the impact of the security situation, constraints arising during implementation of the ACT Project in Iraq were largely a result of challenges emanating from the complex inter-linkages between gender inequality and manifestations of VAW; political dynamics, faith-based agendas and limited government interest/willingness to address VAW; the state of civil society and a nascent NGO sector, as well as a media sector grappling with the demands of a rights-based approach to human development; and international human rights instruments and implications for reform of national legislation and regulations. Constraints affecting project implementation are also a result of remote management of this project from UNIFEM/ASRO in Amman/Jordan due to the security situation and risks of operating in Iraq.

It is obviously easy - in hindsight - to point out whether and how the ACT Project implementation process could have been implemented differently, and to question why specific activities were not carried out as planned. This pertains specifically to developing baseline data, applying measurement indicators and putting in place a systematic monitoring system, as well as implementing the planned mid-term review.

The Evaluation Team notes that notwithstanding the above, UNIFEM/ASRO/Iraq is to be commended for designing and implementing a relatively successful project under difficult conditions in post-conflict Iraq. Apart from a conservative social climate not conducive to publicly addressing manifestations and impact of VAW in Iraq, there were also security considerations that entailed - and to some extent continue to entail - physical risks for UNIFEM staff as well as stakeholders.

At the general level, the objectives of the ACT Project were achieved, and expected outcomes and outputs could be identified by the Evaluation Team. It was widely acknowledged by interviewees during the tele-discussions that the quality and reach of the dialogue on VAW improved significantly during the lifetime of the ACT Project. This conclusion is strengthened by responses to the electronic survey.

Awareness and knowledge of VAW in Iraq is reported to have increased, reflected, for example, in press coverage and mobilizing key stakeholders to sign the pledge against VAW, which achieved 5000 signatures. As noted earlier, the stress here is on the ACT Project contributing to raising awareness in VAW, since there have been other actors in the field who, in various ways and to varying extents, appear to have also contributed to highlighting the need of addressing and combating VAW in Iraq, be they international agencies or national stakeholders

Regarding strengthening of partners, the project enjoyed greater success with NGOs than with government counterparts affected by political dynamics and limited interest in highlighting the problematic of VAW. Overall, ACT Project partner NGOs were strengthened in a variety of ways, including internal management capacity, resources committed to combating VAW, the quality of their advocacy on VAW, linkages to other NGOs, service provision to victims, and their credibility as evidenced by some successful fund raising for VAW.

Targeting the media sector in Iraq was an important strategy in terms of widening the impact of advocacy activities, while at the same time contributing to capacity-building of key media stakeholders. Advocacy on VAW was further strengthened through

various NGO activities targeting youth and involving them in the design of posters and other artwork aimed at publicizing efforts to combat VAW in Iraq.

By working and implementing the ACT Project via partner NGOs, a wider outreach was achieved that included youth, community leaders, service providers as well as victims and survivors of NGOs.

2. Lessons Learnt and Good Practice

Implementation of the ACT Project points to a number of lessons learnt from which various good practices may be extrapolated.

To begin with, the experience of the ACT Project points to the importance of identifying the *magnitude and specificities of the VAW problematic* within post-conflict Iraq, on the basis of which a common understanding may be reached among stakeholders in respect of the definition of the term VAW. Good practice includes a *common understanding of the link between VAW and the wider issue of women's rights and empowerment* as part of the rights-based approach to human development.

An important lesson learnt is the need to include an *understanding of international human rights instruments* in activities aimed at raising awareness on VAW among stakeholders and service providers. This has been a good practice pursued by the ACT Project from the outset.

The ACT Project opted for functioning as a catalyst contributing to supporting public debate on manifestations of VAW in Iraq, and the link with gender inequality in Iraqi society. Accordingly a *widespread network of NGOs was targeted as implementing partners* which ensured wider geographical coverage beyond the confines of the capital Baghdad, as well as coverage of various aspects relevant to combating VAW in Iraq.

Given that UNIFEM/Iraq was dealing with a nascent NGO sector in Iraq, a lesson learnt in this respect is the importance of *ensuring partner NGOs acquire the capacity to support advocacy on VAW* and widen their outreach to encompass civil society, youth, rural communities, service providers and victims and survivors of VAW.

Addressing a culturally and socially sensitive topic such as VAW requires an effective advocacy strategy. An important lesson learnt from implementation of the ACT Project in Iraq is *including the media sector as a means of raising awareness on VAW*. Linked to this is the good practice pursued by some partner NGOs to *include youth and other civil society target groups* in the design and dissemination of posters and other art work as part of raising awareness on VAW in Iraq.

Another lesson learnt is the importance of *identifying key sub-national and community leadership*, both male and female, to support a common understanding of VAW and means of combating this social problem. UNIFEM/Iraq's campaign to mobilize the commitment of local leaders through collecting and publicizing their signatures is in this respect a commendable good practice.

The relative weakness of the SMOWA, the key government counterpart in implementation of the ACT Project, points to a crucial lessons learnt; namely the importance of *UNIFEM/Iraq working effectively with pertinent UN, bilateral agencies*

and national stakeholders, to support capacity-building in terms of adequate human resources and funding, as well as strengthening capabilities in terms of the required skills to address manifestations of VAW as an integral part of women's rights. Good practice entails linking support to strengthening the SMOWA with *gender mainstreaming efforts in other key ministries* whose mandate has direct or indirect implications for Iraqi women's social and economic empowerment.

Good practice further entails including in capacity-building in general, and awareness-raising on VAW on particular, an *understanding of the role of duty-bearers versus rights-holders*. Government counterparts, service providers and NGOs implementing projects that aim to combat VAW have responsibilities as duty-bearers for which they are accountable vis-à-vis rights-holders. Rights-holders are Iraqi women in general, and victims and survivors of VAW in particular, who at present depend on service providers and pertinent NGOs. The latter need the support of government authorities in respect of enacting the appropriate legislation and enforcing the rule of law. Parliament and Parliamentary Committees are in this respect also duty-bearers with responsibility for addressing and combating VAW in Iraq.

Linked to the *strengthening of the capacity and capability of key government counterparts* is the importance of supporting a policy environment conducive to formulating national strategies for women's development and for combating VAW. Good practice in this respect entails targeting Parliamentary Committees, and encouraging them to join forces in efforts to combat VAW as part of addressing gender inequalities in Iraqi society. Good practice also entails targeting law enforcement authorities, who as duty-bearers play an important role in protecting victims and survivors of VAW.

Following on from the above is the importance of linking combating VAW with supporting public debates on the *meaning and importance of women's empowerment*. The lesson learnt in respect of post-conflict Iraq is that, on the one hand, the term empowerment translates as enablement in Arabic, generally perceived to be less threatening when questioning women's role in Iraqi society. On the other hand, conservative and faith-based perceptions of, and attitudes towards, Iraqi women's status and role has been, and largely remains, a crucial factor impacting on efforts to combat VAW. Good practice here entails *targeting tribal and religious leaders and supporting public debates on customs and traditions* that are detrimental to the well-being of male and female family members alike.

A further lesson learnt from implementation of the ACT Project is the importance of ensuring that *service providers are sensitized on women's rights and the link with human rights in general, and on the mental and physical effects of VAW in particular*. Integral to such sensitization is encouraging attitudes that perceive women as individuals with rights to protection and support that enables them to make decisions affecting their lives based on dignity and integrity. Such sensitization cannot be a one-off effort; rather it requires systematic capacity-building that ensures that service providers are enabled to offer the required support to victims and survivors of VAW without unintentionally increasing risks to the latter.

Good practice entails *linking service provision with effective protection of victims and survivors of VAW*. A lesson learnt from implementation of the ACT Project is the

need to tread carefully when offering such protection, for example through shelters which may increase the risk to both service provider and victim and survivors of VAW. Good practice would entail fostering a partnership between government authorities, who are in a position to reform legislation and ensure law enforcement and the rule of law, and the NGO sector which has the prerequisite experience to operate shelters for victims and survivors of VAW. In turn, this presupposes that *all stakeholders concerned are held accountable for the protection of VAW victims and survivors.*

A further lesson learnt from implementation of the ACT Project is the importance of *establishing a database with a relevant set of measurable indicators.* Not only does this enable project implementers to measure progress. Such information is also crucial for substantiating claims and conclusions included in advocacy campaigns. Basing the latter on quantitative and qualitative information that can be substantiated may contribute to mobilizing duty-bearers to support a policy, legal and law enforcement environment that can effectively tackle and combat VAW in Iraq.

V. RECOMMENDATIONS

Taking into account the achievements, challenges and recommendations indicated by participants in the tele-interviews and respondents to the electronic survey, the Evaluation Team presents the following recommendations. These are divided into priority recommendations for UNWomen/ADRO to address, followed by recommendations to each stakeholder group individually.

1. Priority Recommendations for UNWomen/ASRO

Taking into account that UNWomen/ASDRO is in the process of developing its programming framework in the Arab Region:

1.1 Organize a round-table meeting with national stakeholders in Iraq who participated in the implementation of the ACT Project to discuss lessons learnt and good practice that need to be taken on board in future activities aimed at combating VAW in Iraq.

1.2 Organize a round-table meeting with key national stakeholders in Iraq who participated in the implementation of the ACT Project, to discuss means of incorporating the meaning and implications of perceptions of and attitudes towards masculinity in Iraq, as part of advocacy campaigns aimed at combating VAW in Iraq.

1.3 Invest appropriate human and financial resources in developing a database through which UNIFEM/Iraq supported activities aimed at combating VAW in Iraq can be traced and measured.

1.4 Explore innovative ways to develop such a data base given the security situation in various geographical areas of Iraq.

1.5 Support government counterparts to enable them enable a policy environment that ensures the capacity of service providers to be accountable as duty-bearers in supporting victims and survivors of VAW.

1.6 Support strengthening of the ‘Committee of 80’ in the Council of Ministers as part of supporting the rule of law in combating VAW in Iraq.

1.7 Ensure that the State Ministry of Women’s Affairs (SMoWA) is enabled to function effectively through the appropriate human and financial resources, allocated from the regular government budget and not dependent on donor funding.

1.8 Support the NGO sector in Iraq to strategize to work with other NGOs on combating VAW in Iraq, with the aim of complementing relevant activities that contribute to improved results in terms of soliciting funding for activities on VAW, raising awareness on VAW, building the required capacities to combat VAW, reaching a wider group of beneficiaries and implementing effective advocacy campaigns.

1.9 Support the development of a media strategy that encourages the mobilization of media stakeholders to report widely and objectively on VAW cases, with special stress on the cost of VAW to Iraqi society and economy.

1.10 Lobby donors to provide funding support for UNWomen/ASRO’s forward-looking approach as part of consolidating the results of the ACT Project in Iraq; to be addressed during an interim period until ACT Project II is ready for implementation, and as part of contributing to post-project sustainability.

2. Further Recommendations for UNWomen/ASRO

2.1 Forward-Looking Approach:

The Evaluation Team recommends the following forward-looking approach as part of consolidating the results of the ACT Project; to be addressed during an interim period until ACT Project II is ready for implementation, and as part of contributing to post-project sustainability and national ownership of project results:

a) Identify key duty-bearers among governorate-level counterparts to be targeted in future activities aimed at combating VAW in Iraq - to include government officials in pertinent key social and economic sectors; the judiciary; and law enforcement institutions - to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

b) Identify key duty-bearers among governorate-level support service providers targeting victims and survivors of VAW - to include social, health and legal aid workers - to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

c) Identify key duty-bearers in the NGO sector active at the governorate-level - whose track record reflects a pro-active approach to combating VAW in Iraq, and whose outreach includes targeting rural and marginalized population groups - to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

d) Identify key duty-bearers among governorate-level tribal and religious leaders to participate in round-table meetings to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

e) Identify key activists in the media sector operating at governorate level to participate in round-table meetings to present key results from the ACT Project and discuss their role in addressing and combating VAW in Iraq.

f) Explore the possibility of lobbying for the introduction of gender sensitive budgeting as part of government commitment to address gender inequity in Iraq.

2.2 Strengthening Project Monitoring Mechanisms:

The Evaluation Team recommends the following to further develop and strengthen project monitoring mechanisms; keeping in mind the need to take into account the precarious security situation in Iraq, and the need to ensure adequate UNIFEM/Iraq human resources operating on the ground. Some of the recommendations are also meant for possible inclusion in the planned ACT Project II:

a) Compile data provided by NGO partners into one coherent information base that provides an efficient and effective quantitative overview of outreach and coverage of project-related activities.

b) Regularly review media reporting on VAW and compile into an information pack with the aim of identifying recurrent VAW-related topics, as well as gaps in information on VAW. Such information will support advocacy campaigns that are substantiated by solid information sources and data.

c) Ensure that the required resources are allocated to implementing project mid-term reviews as part of identifying constraints and corrective course of action if necessary.

d) Include in annual progress reports an up-dated logical framework and working plans for the following year of project implementation, linked to the above recommended data base.

2.3 Website on VAW in Iraq

a) Support the development of an Arabic language website on efforts to combat VAW in Iraq that stresses the role and accountability of duty-bearers versus rights-holders as part of supporting a rights-based approach to development in general, and combating VAW in Iraq in particular.

b) Ensure that this website includes up-to-date quantitative and qualitative information on manifestations of VW in Iraq; pertinent activities by governmental and non-governmental duty-bearers contributing to combating VAW; social, health and economic costs of neglecting to address VAW in Iraq; and key lessons learnt and good practice adapted to the socio-political realities in Iraq.

c) Include information in the website on VAW-related activities in the Arab Region, as well as similar experience in other world regions.

2.4 Joint Efforts in Combating VAW in Iraq:

The Evaluation Team notes that UN Women/ASRO/Iraq is currently involved in the joint implementation of the CVAW Project in Iraq, activities of which focus on the national level. This macro-level focus is important for supporting governorate- and local level activities aimed at combating VAW in Iraq.

a) Ensure that information on progress in, and results of, implementing the CVAW Project in Iraq is shared with governorate and local level stakeholders, through meetings, campaigns and other pertinent activities.

3. Government Counterparts

The Evaluation Team notes that the joint UN CVAW Project in which UN Women/ASRO/Iraq is currently involved as key partner aims to support a policy environment conducive to developing and implementing a national strategy to address

VAW in Iraq. The following recommendations addressed to government counterparts are meant to further support the CVAW Project as well as the planned ACT Project II:

3.1 Enable a policy environment that encourages key ministries, whose mandate and focus have direct or indirect implications for combating VAW, to cooperate in addressing the social and economic cost of neglecting to deal with VAW in Iraq.

3.2 Enable a policy environment that supports the rule of law, ensuring that law enforcement institutions and staff are accountable as duty-bearers in efforts to combat VAW in Iraq.

3.3 Support the establishment of safe shelters for victims and survivors of VAW, ensuring that such places of safety are appropriately funded, are subject to legal protection and the rule of law, and operated with support from selected NGOs with a reputable track record.

4. NGO Sector

4.1 Ensure that a separate data base is compiled on the NGO's VAW-related activities to facilitate compiling an overview of results of pertinent activities in the NGO sector. This information would also serve to:

- a) support efforts to achieve consensus on key VAW measurement indicators;
- b) systematically identify gaps in combating VAW in Iraq;
- c) provide substantive information for effective advocacy campaigns.

4.2 Mainstream VAW into NGO activities supporting efforts to address gender inequalities in Iraq, as part of supporting a human rights-based approach to development.

4.3 Ensure that training of service providers who support victims and survivors of VAW includes counselling skills.

4.4 Lobby government authorities for the establishment of safe and adequately funded shelters for victims and survivors of VAW with appropriately trained human resources/staff; link with advocacy campaigns that stress the importance and social respectability of such shelters.

5. Media Sector

5.1 Support training of media staff on human rights and development concerns in general, and on VAW in particular, through strengthening the capacity of media training centres and supporting the establishment of additional such centres in Iraq.

5.2 Support innovative ways of raising awareness on VAW through pertinent advocacy campaigns, including via TV and radio spots, short documentaries and plays etc.

5.3 Support and fund competitions in schools and tertiary education targeting male and female students with the aim of encouraging the proliferation of innovative messages on combating VAW. Link this activity with lobbying for the inclusion of human rights in the education curricula.

6. Donors

6.1 Ensure that project implementation includes the development of a systematic monitoring mechanism supported by the required human and financial resources.

6.2 Require project proposals to include exit and sustainability strategies that are updated and included in the annual progress reports.

6.3 Require and fund end-of-project workshops that discuss lessons learnt and good practice, with the expected output of a strategic action plan to further support efforts aimed at combating VAW in Iraq, and as part of supporting national ownership of project results. Require that a gender balance is achieved to avoid marginalizing the focus of such workshops as a 'women's issue'.

6.4 Support research on the human, health and other development costs of neglecting to address VAW in Iraq.

6.5 Support the capacity of media training centres to train journalists and other media stakeholders on human rights in general and the cost of VAW to Iraqi society and the economy in particular.

6.6 Review link between project sustainability and adequate funding for longer-term grants to NGOs.

7. ACT II Project: Strategic Focus

Recommendations elicited from the tele-interviews, from responses to the electronic survey as well as from the Evaluation Team's review of NGO partners' reports on VAW-related projects funded by the ACT Project – and keeping in mind the focus of the current Joint UN CVAW Project referred to above – indicate the following feasible strategic focus for the planned ACT II Project:

7.1 Focus on further capacity-building of the NGO and media sectors respectively, taking into account the recommendations presented in the pertinent sub-sections above (3/NGOs and 4/media).

7.2 Build on the focus and activities proposed above in section 1.1 (forward looking approach) to further consolidate results of the ACT Project 2006-2009. Link this with the proposed establishment of a website on VAW in Iraq (section 1.3 above).

7.3 Discuss with key stakeholders the pros and cons of geographical concentration of the ACT II Project versus country-wide coverage, taking into account overlap with VAW-related activities by other stakeholders and agencies.

7.4 Take into account the recommendations on strengthening monitoring process and activities presented in sub-section 1.2 above.

7.5 Target NGOs that have a proven track record in combating VAW through the ACT Project 2006-2009; with the aim of establishing and strengthening a viable NGO network that encompasses work on various aspects of combating VAW in Iraq.

7.6 Ensure that the selected NGOs cover a range of activities relevant to a strategic focus in respect of combating VAW; i.e. human rights training that includes the concepts of duty-bearers versus rights-holders, social and health care service provision, media campaigns, and poverty alleviation through small enterprise development.

7.7 Ensure that the selected NGOs work in different geographical areas to avoid competition and duplication of efforts.

7.8 Support the NGO network to develop a holistic strategy and action plan that systematically target key stakeholders relevant to combating VAW in Iraq. This includes targeting local religious and tribal leaders, governorate and local level officials, local judges and lawyers, as well as male and female youth, with special focus on rural areas hitherto largely neglected in media campaigns aiming to raise awareness on VAW.

7.9 The strategy and action plan would aim to focus on VAW-related activities relevant to the areas identified in point 6.6 above. This would ensure that ACT II Project activities are focused on key areas that provide synergy with the CVAW Project focus.

7.10 Accord special attention to training of service providers in human rights in general and VAW in particular, to ensure that victims and survivors of VAW receive the required health and counselling care.

7.11 Link the support to service providers with advocacy campaigns on the health-related and other development-related costs of neglecting to combat VAW. Also link this with the focus of the 'Committee of 80', specifically supporting the gender sensitization of police stations and by implication implementing the rule of law.

7.12 Develop an advocacy strategy supported by capacity-building of media stakeholders.

7.13 Ensure that an advocacy strategy includes raising awareness on the roles and responsibilities of duty-bearers – as part of good governance and accountability – and rights-holders – as part of supporting VAW victims and survivors in Iraq.

7.14 Accord special attention to supporting the economic livelihood of victims and survivors of VAW through support of NGOs that provide micro enterprise training. This component should take into account pertinent micro enterprise experience in the Arab region, and ensure that women entrepreneurs receive the appropriate training, financial and marketing support as part of contributing to Iraq's achievement of MDG3 on women's empowerment.

7.15 Link the support to women's economic empowerment by ensuring that shelters are perceived as temporary rather than open-ended safe places for victims and survivors of VAW.

7.16 Support action-oriented research on the human and development cost of neglecting to combat VAW in Iraq, and the possible link with cultural concepts of masculinity and femininity in Iraq.

7.17 Link action-oriented research with the advocacy strategy mentioned above, and with formulating effective awareness-raising media campaigns on combating VAW that support social inclusion and cohesion.

Annex 1: LOGICAL FRAMEWORK ANALYSIS: ACT to End Violence Against Women

Development Objective / Goal	Impact	Indicators	Means of verification	Assumptions/Risks
*To create the basic infrastructure that will help prevent and address violence against women	*Decline in incidents of violence against women.	*Reduction in incidents of violence in areas of NGO partner operations Number of reports from NGOs on VAW presented to UNIFEM and HR organizations	*Pre-post operation of NGO questionnaires. NGO reports	*Resistance of Iraqis, women and men, to openly discuss domestic violence *Armed conflict violence and impact on society overrules gender based violence. *Ensuring the sustainability of activities and interest of

<p>Programme Objective #1 Strengthen the capacities of local partners, NGOs and government, to raise awareness about and address violence against women</p>	<p>Outcome Iraqi women and men human rights activists, NGOs and government organizations are working systematically to combat violence against women.</p>	<p>Indicators</p> <ul style="list-style-type: none"> - Adopted a nationally developed strategy to combat gender- based violence. - Number of self initiated activities without UNIFEM technical and financial support 	<p>Means of Verification</p> <ul style="list-style-type: none"> - Monitoring Reports 	
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Activities	Outputs	Indicators	Means of Verification	
<p>*Conduct two training on GBV for Iraqi women and men human rights activists, NGOs and government staff.</p> <p>*Conduct four training sessions for NGOs on designing, managing, implementing, monitoring and evaluating VAW projects.</p> <p>*Fund 20 different NGOs to implement 20 projects addressing VAW and/or supporting victims of violence.</p> <p>*Provide technical support to NGOs and government in managing their projects</p>	<p>*Improved capacity of NGOs and government agencies to address VAW</p> <p>*Enhanced understanding of project partners of VAW</p> <p>*Increased provision of quality activities to address VAW</p> <p>*Twenty different projects addressing VAW implemented by NGOs</p> <p>*National Strategy to combat GBV</p>	<p>*Number of NGOs and government agencies taking initiative to combat VAW independently</p> <p>*Number and quality of lobbying events taking place.</p> <p>*Expanded outreach of NGO services relating to VAW.</p> <p>*Quality of reporting of partners on activities and situation.</p> <p>*Level of satisfaction of beneficiaries of the activities conducted by partners</p>	<p><i>*Monitoring, Partner reporting.</i></p> <p><i>*Evaluation and feedback forums.</i></p>	

<p>Programme Objective #2 Enhance the knowledge base of local partners, NGOs, and government, to raise awareness about and address VAW</p>	<p>Outcome Iraqi women and men are knowledgeable about VAW, particularly in light of violations of human rights</p>	<p>Indicators *References to international conventions about VAW. *Increased knowledge of harmful implication of all types of violence on individuals</p>	<p>Means of Verification Pre-post questionnaire in areas of operation</p>	
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<p>Activities</p> <ul style="list-style-type: none"> *Train journalists to address women rights and VAW *Conduct an end to violence against women campaign for the public and policy makers *Conduct studies on VAW including a baseline study *Enhance the quality of and support the printing of Noon magazine. *Recruit technical experts to develop a sustainability plan for Noon *Support innovative initiatives to raise awareness of young girls and boys about GBV 	<p>Outputs</p> <ul style="list-style-type: none"> *Increased media reporting of VAW, and women rights *Improved availability and quality of information about GBV, particularly VAW *NOON is sustainable and can continue printing without further support 	<p>Indicators</p> <ul style="list-style-type: none"> *Frequency of media reporting on GBV, particularly VAW, and women rights. *References to the studies produced as part of the project. *Interest of Iraqi women and men in discussions about GBV *Young persons, girls and boys, perception of GBV *Number of issues of the Noon magazine published and distributed *Frequency and reporting of articles on VAW and HR in Noon magazine *% of support received by IIWG for printing of magazine as opposed to self generated income. 	<p>Means of Verification</p> <ul style="list-style-type: none"> *<i>Monitoring, Partner reporting.</i> *<i>Feedback received on published articles.</i> *<i>Pre-post attitudinal study with young girls and boys.</i> 	
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Annex 2: Evaluation Terms of Reference

1. Title

ACT to End Violence against Women (50904), (50903), (57025) (2006 - 2009)

2. Background and Purpose of the Evaluation

The United Nations Development Fund for Women (UNIFEM – part of UN Women) Arab States Sub-Regional Office (ASRO) is commissioning a summative evaluation for the Iraq Country programme project ACT to End Violence against Women 50904, 50903 and 57025 (ACT). ACT to End Violence against Women (ACT) started in September 2006 and aimed to empower Iraqi activists (women and men), non-government and government organisations, to create the environment that will help prevent and address violence against women (VAW) in Iraq. The project, through its activities sought to strengthen the capacity of local partners, NGOs and government to raise awareness about and address violence against women. It also worked to enhance the knowledge base and awareness of Iraqi government and men about VAW. The project included a specific complimentary component to support technically and financially the production and publication of a quarterly magazine titled Noon which discusses women issues and violation of women human rights in IRAQ. The project also included building the capacities of media institutions as well as men and women journalists on gender sensitive methods of reporting on VAW cases. The project contributes to DRF Outcomes 5 of UNIFEM's Strategic Plan (2008 – 2013) and contributes to Outcome 5 of the Arab States Sub-Regional Strategy (2008-2011). The project is remotely managed on a national scale from the ASRO office in Amman, there are two programme assistants present in Baghdad who help carry out day to day tasks related to the project in addition to focal points covering other areas in the country.

This evaluation is part of the Arab state sub regional office evaluation plan (2010-2011). This Evaluation is mandatory under UNIFEM's evaluation policy and was also requested by the donor. Its purpose is to provide an independent, in-depth assessment of the results of this project over its entire period. The purpose of the evaluation is to provide decision-makers in UNIFEM, the government of Iraq, donors and partner NGOs with sufficient information about the performance of the project (relevance, effectiveness, efficiency, and sustainability), lessons learned and practical recommendations for follow-up action for the second phase of the ACT project and other projects that is related to VAW

Specifically:

- a. Determine if the project had achieved its stated objectives and explain why or why not.
- b. Determine the results (i.e. Outputs and outcomes) of the project in terms of sustained improvements achieved.
- c. Provide recommendations on how to build on the achievements of the project, address challenges and gaps, and ensure that is sustained by relevant stakeholders.
- d. Document lessons learned and good practices in order to maximize the experience gained and guide the planned second phase of the ACT project and UNIFEM Iraq projects related to VAW. . The evaluation should take into consideration the project duration, existing resources and political and environmental constraints; Review project management and provide recommendations for the management of a planned second phase of the ACT project and UNIFEM Iraq projects related to VAW.

The findings and recommendations and lessons learned of the evaluation will provide rich information for all players who have been working in the field to enrich combating violence against women, including UNIFEM's project staff and project counterparts and governmental and non-governmental at different levels: country/national, region and international. UNIFEM will also use the evaluation findings as an advocacy tool to strengthen and enhance the capacity of the Iraqi government and NGO's/CSO's to deal with VAW survivors and implement a prevention mechanism throughout the country.

The budget for the project is \$2,966,091.70 for the duration of 3 years (2006-2009) from the Government of Spain and Australia (Please see the detailed budget under section 4.)

3. Context of the programme

Different forms of VAW, especially domestic violence, honour killing, sexual harassment detention and torture for political reasons existed in Iraq in the past, but in the last decade, lack of security, increased sectarian conflicts and factionalism led to the emergence of new forms of VAW unknown in the country before the 1990's. These new forms of violence are on the increase and are continuously threatening Iraqi women rights to security, mobility, health care, access to education and employment, and their right to participate in the political processes shaping the future of Iraq.

Despite the increase of VAW incidence, there is very little systematic reporting on its scope and nature, and preventive measures are weak. On the other hand, services for VAW survivors hardly exist, especially in the public sector. Civil Society Organizations (CSO) are providing some services, but the gap between survivors' needs and the services available to them is still enormous. These new forms of violence include:

- Targeted killings of women to settle scores in the sectarian war.
- Rape incidents are markedly increasing in Iraq despite the fact that few people, including the raped women themselves, are not willing to report the incidence, for fear of dishonouring their families.
- Militants groups also pose a particular danger to Iraqi women and girls. Death and kidnapping threats also cover matters such as forcing women to restrict their movement in public, preventing them from going to work, attending schools or universities, and forcing them to conform to certain dress code. There were a number of reported incidents targeting professional women, NGO activists, women engaged in public or political activities.
- The so called "honour killing", despite the under-reporting of rape and honour killings because families often seek death certificates that will hide the cause of death.
- Early marriage, some of which is called "marriage of convenience/ or marriage of pleasure" which is a form of short term marriage that can be dissolved in a very short time, is on the increase.
- Despite the paucity of accurate data and qualitative research on the incidence of trafficking of Iraqi women to sell them into prostitution in neighbouring and Gulf countries, this phenomenon is also on the increase, and there has been a significant body of anecdotal reporting on the incidence by local and international NGOs.
- There is also some qualitative evidence that family related violence is also on the increase. This could be explained by the prevalence of a culture of violence in the whole country, increased incidence of poverty, unemployment and the marked increase in drug consumption in the Iraq.

The project has two objectives: (1) strengthening the capacities of NGO's and government, to promote an end to violence against women; and (2) enhancing the knowledge and awareness of Iraqi women and men about women human rights and violence against women.

The project is directly linked to one of UNIFEM's thematic areas (Human Rights -VAW). On an International level the project directly contributed to UNSCR 1325 and UNSCR 1820, as well as the Convention on the Eliminations of all Forms of Discrimination against Women (CEDAW), the Universal Declaration of Human Rights, Millennium Development Goal 3 'Promote Gender Equity and Empower Women; and the Beijing Platform for Action. On the National Level however it directly fed into NDS Goal 9.3 Uphold and protects human rights and, International Compact with Iraq (ICI) Benchmarks: Upholding and protecting human rights; facilitating access to basic services and assistance.

4. The subject of the evaluation

There are both challenges and opportunities in advancing women's human rights and gender equality by working to combat violence against women in any context especially conflict situations. The ACT to end violence against women project was formulated to address these challenges, focusing on those related to the particular vulnerabilities women face in conflict. UNIFEM is particularly well placed to support this work in Iraq as it is a recognized leader in women's human rights, and it has previously supported work on violence against women in the region.

UNIFEM launched the ACT to End Violence against Women project in 2006. The project was designed within the framework of the 2004 – 2007 Multi-Year Funding Framework (MYFF) and contributes to outcomes 5 of the UNIFEM Strategy Plan 2008 - 2013 which gives priority to 'gender equality experts, advocates and their organizations or networks effectively demand the implementation

of gender equality dimensions in national laws, policies and strategies' and is one of the three key focuses of the Arab States SRS.

The Goal of the project is to **empower Iraqi activists, women and men, non government and government organizations, to create the basic infrastructure that will help prevent and address violence against women.**

ACT is composed of two components (objectives). The first component (objective) is **to strengthen the capacities of local partners, NGOs and government, to promote and end to violence against women**, focused on increasing the availability of information on women rights in general and on violence against women in particular. The second component (objective) is **to enhance the knowledge base and awareness of Iraqi women and men about women human rights and violence against women**, developing the capacities and infrastructures available to address violence against women at both national and community level. The two components complemented each other in such a manner that not only improved the understanding of the situation and violations of human rights, specifically violence against women, but also strengthened the capacity of individuals and organizations to take action.

The project consisted of three interlinked activities: capacity building, advocacy and knowledge building.

1. **Capacity building** took place at two levels: individuals and organizational. While both levels involved training and coaching, organizations also received technical and managerial support to design, plan, manage, implement and monitor pilot projects that promoted an end to VAW and helped support survivors of violence.
2. **Knowledge building** was an on-going process throughout the project duration, conducting research on gender-based violence and the support of media initiatives who reported on and disseminated information about human rights in general and violence against women in particular.
3. **Advocacy** to end violence against women was a main issue in all project activities. All working partners through support advocated for combating VAW throughout the project by; conducting campaigns and undertaking activities which called for an end to gender based violence. Nonetheless, the project also conducted a media campaign to end violence against women in its second year. The advocacy campaign had two components; the first targeted the general public and aimed to raise awareness about the scope of violence against women. The second targeted policy makers and focused on highlighting the need to address violence against women in legislation. While the latter was partially supported by ACT, it was primarily supported through UNIFEM's other activities.

UNIFEM also supported Noon magazine that addresses women to engage and enhance women knowledge in their surroundings. Noon, a 65 page coloured magazine, is published in Baghdad but has correspondents in other governorates. Noon currently publishes 10,000 copies which are disseminated for free to women across Iraq and has an in house design team for the Magazine. The primary target group of Noon are working women and female students in universities; the magazine features articles on human rights and political process in Iraq. Noon resorts to a pool of journalists and women and men writers to contribute to its various editions.

The Outputs of these activities are:

- Output 1.1 Increase media reporting on incidents and scope of VAW in Iraq
- Output 1.2 Improved availability of quality information on VAW
- Output 2.1 Improved capacities of NGOs and governments to address VAW
- Output 2.2 Increased on the ground quality activities to address VAW.

The Outcomes of the Outputs are:

- Outcome 1: Iraqi women and men are knowledgeable about VAW particularly in light of violations of human right.
- Outcome 2: Iraqi women and men activities, NGOs and governments are working systematically on the elimination of VAW.

The Impact of the project is **to reduce incidents of VAW** (see Annex 1: the Logic Model attached).

The ACT project is part of several projects in the Iraq Country Programme and worked under the overall supervision of the Iraq Gender Advisor of UNIFEM ASRO. Activities were conducted by national counterparts who were sub-contracted for their implementation. The UNIFEM Iraq Gender Advisor provided technical support to the partners, and monitored project implementation at both the national and local levels.

In line with the above strategy, the key partners of the project are the following:

- State Ministry of Women Affairs
- Non-Governmental Organisations'/Civil Society Organisations;
 - ASUDA for combating violence against women
 - Al Yafieen Establishment
 - Iraqi Almortaqa Foundation for Human Development
 - Tammuz organisation for social development
 - SPEDA Organisation
 - Women Empowerment Organisation
 - Iraqi INSAN Society
 - IBN AL IRAQ Org.
 - Maryam's Women Association
 - Independent Iraqi Women Org
 - Iraqi Foundation
 - Heartland Alliance
 - Iraqi Independent Women Group
 - Ajial Org
 - Development and Training Widows Centre
 - Iraqi Al Amal Association
 - Iraqi Organisation for Women and Future
 - Baghdad Women's Association
 - Law and Social Clinic
 - Al-Ofoq dialogue Centre
 - Ajial Association for Developing intelligence and creativity
 - Adaleh Centre for Human Rights and Law
 - Tabeer Insani
 - NCA

Two donors invested resources in this project:

The Government of Spain (main activities)	\$ 1,950,646.91
The Government of Spain (Noon)	\$ 591,715.98
The Government of Spain (Total)	\$ 2,542,362.89
The Government of Australia	\$ 423,728.81
Total:	\$ 2,966,091.70

5. Scope of the Evaluation

The purpose of this non-experimental, outcome-based evaluation is to provide an independent in-depth assessment of the results of the projects implemented by local NGOs nationally all over Iraq over its entire period. The evaluator will be required to combine goal-based with consultative process using mixed methods. The evaluation is expected to take place in November 2010, the budget range for this evaluation is 45,000 \$USD.

The findings of the evaluation will be shared with and used by implementing partners, relevant duty bearers, stakeholders and right holder as well as UNIFEM and the UN at large. The evaluation will specifically aim at the following:

- a. Determine if the project had achieved its stated objectives and explain why or why not.
- b. Determine the results (i.e. Outputs and outcomes) of the project in terms of sustained improvements achieved.
- c. Provide recommendations on how to build on the achievements of the project and ensure that is sustained by relevant stakeholders.
- d. Document lessons learned and good practices in order to maximize the experience gained and guide the planned second phase of the ACT project and UNIFEM Iraq projects related to VAW. . The evaluation should take into consideration the project duration ,existing resources and political and environmental constraints;

- e. Review project management and provide recommendations for the management of a planned second phase of the ACT project and UNIFEM Iraq projects related to VAW.

6. Evaluation questions

The evaluation should address questions relating to the project's relevance, effectiveness, efficiency, and sustainability. Some of the key questions in each of these areas are set out below, and will be further refined with the evaluators. These questions should be reviewed and finalized in the evaluation team's inception report, in collaboration with the evaluation task manager and the UNIFEM ASRO reference group.

Relevance

Key question:

To what extent is the project strategy relevant to the need identified? Especially related to the structural causes of rights violations in the given context of post conflict in Iraq?

- a. Did the programme address the identified rights and needs of women survivors of violence in reducing VAW in Iraq?
- b. Is the programme design clearly articulated with definition of goals, outcomes, outputs and identification of the causal connections and assumptions?
- c. What rights does the programme advance under CEDAW, the Millennium Development Goals and UNSCR 1325 and 1820 and Iraq Legislation/Policy?

Effectiveness

Key question:

To what extent did the project achieve planned outputs and outcomes? Why and why not? Are there any unintended results of the project?

- a. What has been the progress made towards the achievement of;
 - Increased knowledge, knowledge base and awareness of Iraqi women and men about VAW in light of human rights violations among women and men; In light of the volatile security situation inside Iraq and the sensitivity of the issue of VAW.
 - Systematic mechanisms (by the government, Iraqi women & men and NGO) working on the elimination of VAW?
 - Capacities of local partners, NGOs and government, to promote an end to violence against women been strengthened?
- b. Has Noon magazine been successful in increasing the availability of quality information on VAW?
- c. Have the results of the project been advantageous (to NGO's, Iraqi men and women and the Iraqi government in their efforts to eliminate VAW?
- d. What is UNIFEM's comparative advantage in designing and implementing this combating VAW project?

Efficiency

Key question:

Has the project approach led to efficient implementation of development assistance on VAW in Iraq context?

- a. Were the implemented capacity building, advocacy, and knowledge building activities during the project the most effective ways to;
 - Increase the level of know how about dealing with women survivors of violence among social/health workers and legal councillors?
 - Improve services available to women survivors of violence in respective areas of project implementation?
- b. Do the project results indicate good value for money or could they have been achieved more efficiently without reducing their quality and quantity?
- c. Have the outputs (as stated in the logic model) been delivered in a timely manner?
- d. To what extent are the inputs and outputs equally distributed between different groups of women, and have the potentials of disadvantaged women (marginalised groups and widows) been fully utilized to realize both outcomes?
- e. How does the project utilize existing local capacities of the Iraqi government, NGO's, CSO's and women survivors of violence to achieve its outcomes?

- f. Has UNIFEM's remote management with limited field presence of the project been executed efficiently? Have the monitoring mechanisms in place been a sufficient way to ensure that the activities directly affected the achievement of results?

Sustainability

Key questions:

What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time [in light of it being in a post-conflict country] if the project were to cease? Why and why not?

- a. What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing, has been strengthened?
- b. Have the capacity trainings for NGO's such as learning, leadership, programme and process management (RBM), networking and linkages built their competence and ability?
- c. Have partners been able to identify sustainable sources of funding in order to continue providing women survivors of violence with social, health and legal counselling?

7. Elements of an Approach

Due to the fragile security situation in Iraq field visits will not constitute part of the approach of this evaluation, the evaluators are to undertake the evaluation remotely from Jordan by using phone interviews, electronic surveys and face to face interviews and consultations with stakeholders and counterpart (by inviting them to Amman) if necessary and budget allows.

Our desire is for a goal-based method with participatory elements which allows for maximum participation of diverse stakeholders and beneficiaries where the selected evaluators/consultancy firm (evaluators) will produce a detailed methodology for the evaluation that adheres to United Nations Evaluation Group (UNEG) Norms and Standards and that is responsive to gender equality and human rights, this participatory approach may be difficult given that the evaluators will not be able to travel to Iraq, however, the selected evaluators would have to use teleconferences, invitations to Jordan, or other creative ways to ensure fulfilling this (based on budget availability). The detailed methodology will be set out in the evaluator's inception report. Stakeholders and beneficiaries will be consulted throughout the evaluation process,. NGO's who partnered with UNIFEM on the implementation of this project will be selected to participate and give feedback..

The elements below will inform the methodology.

- a. Desk review of all relevant documents on the project, e.g., those relating to the project context at the national and governorate levels, the project document, any baseline data available, log frame, implementation plan, monitoring reports, assessment and learning mission reports, donor reports, expenditure reports, etc. This will be done prior focus group discussion, or individual interviews.
- b. 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.
- c. An electronic survey of stakeholders based on a short, simple questionnaire that assess stakeholder responses to the project's key activities, processes, and results. It will be sent to the following stakeholders in the country: State Ministry of Women Affairs and Local Non-Governmental Organisations'/Civil Society Organisations,
- d. 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:
- e. Gathering of in-depth information on the project's contribution to human rights and gender equality and on capacity development of the partners and beneficiaries will take place by using electronic questionnaires with 15 selected NGO's with the facilitation of UNIFEM's focal points in Iraq. 3 of the project areas (Baghdad, Sulaimanyeh and Wassit) have been selected for in-depth information gathering. The criteria for governorate selection includes: areas with direct project implementation; the extent of work and focus given to these areas; extent of pre-project capacity of national institutions to deal with VAW; and extent of project success in developing institutional and individual capacity.

8. Expected Products

The evaluation will be expected to produce the following products:

- An inception report in which the consultant team will finalize the methodology, general evaluation questions, data collection tools and work plan, and address any outstanding issues. The inception report plan should include an outline for the overall evaluation report this will be produced at the end of the desk review.

Brief preliminary findings note following end of data collection and analysis

- Draft evaluation report that addresses the evaluation questions, analyzes and synthesizes the findings and lessons learned, draws conclusions, and makes recommendations. The main body should not exceed 30 pages, excluding the executive summary and annexes, and should follow UNEG norms and standards and UNIFEM quality criteria for reports.
- An integrated evaluation report that addresses issues raised from the review of the draft report

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

The team leader will have a debriefing meeting with UNIFEM Iraq country team staff either in person or by teleconference.

9. 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 UNIFEM 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:

- At least a master's degree in the social sciences
- At least 10 years of evaluation experience, at least four years of which in evaluating development projects and knowledge of participatory approaches
- Previous experience in leading an evaluation and managing an evaluation team
- Thorough understanding of gender equality, human rights and development issues.
- Knowledge and experience on issues of Violence against Women and Women's Human Rights in conflict settings .
- Experience and understanding of the regional and sub-regional context essential; Previous work experience in Iraq or experience working in conflict countries with circumstances similar to those in Iraq.
- Excellent communication skills: both writing and verbal skills. Demonstrated ability to produce high quality evaluation reports, including recommendations for future work
- 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.

Evaluation team member should be:

- At least a master's degree in a social science
- At least 5 years of evaluation experience, at least three years of which in evaluating development projects and knowledge of participatory approaches.
- Thorough understanding of gender equality, human rights and development issues.
- Knowledge and experience around the thematic area under review (Human Rights: Violence against Women)

- Knowledge of working in countries of conflict, with circumstances similar to those of Iraq.
- Background knowledge of the current situation of VAW and women human rights in in conflict settings ..
- 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 and sub-regional context essential;
- Fluent in English; Arabic language skills desired Ability to work with the Evaluation Manager to ensure that a high quality evaluation report is produced.

10. Management of the Evaluation Process

The evaluation will be conducted between November 2010 and January 2011 . UNIFEM Iraq Country Programme will help manage the evaluation with the designated Team Leader to directly manage the evaluation process. UNIFEM 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 UNIFEM Iraq Country Programme. It will review the evaluation TOR, the inception report, and the first draft of the evaluation report and provide feedback, it would be good to include members of Iraq Team, Arab States office, VAW Unit in HQ, GPS Unit in HQ, etc. UNIFEM Iraq Country Programme will also establish an external Reference Group with the national counterparts in Iraq.

The UNIFEM 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 two months days for both evaluations. 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).

11. Ethical Code of Conduct

Conduct

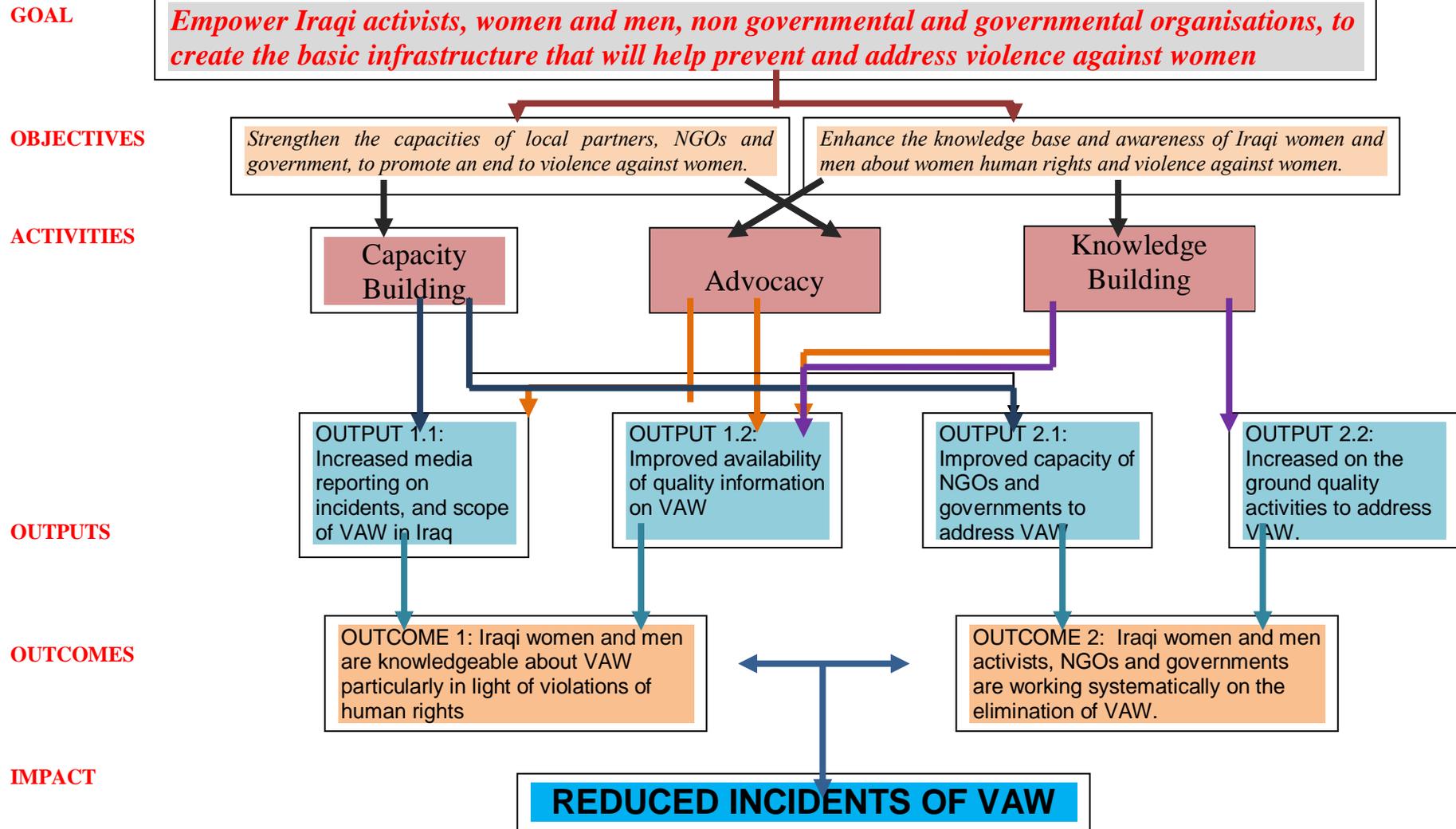
It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG). These are:

- **Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organisational unit being evaluated.
- **Conflict of Interest:** Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
- **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
- **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

Annexes:

1. UN Evaluation Norms and Standards
(http://www.unevaluation.org/normsandstandards/index.jsp?doc_cat_source_id=4)
UNIFEM Evaluation Policy
2. Quality Criteria for UNIFEM Evaluation Reports (Annex 1)
3. ACT_VAW Project Document (available on request)

LOGIC MODEL for UNIFEM's ACT to Eliminate VAW in IRAQ



Annex 3: List of Documents Reviewed⁹⁷

- *Adaleh Centre for Human Rights & Law (ACHRL) (no date). 'Vision and Organizational Profile' (Arabic).
- *Ajial Charitable Society (ACS) (2009/a). 'Report on VAW, February' (Arabic).
- *Ajial Charitable Society (ACS) (2009/b). 'Report on the Siraj Project, December' (Arabic).
- *Al-Ali, Nadjé and Nicola Pratt (2009). What Kind of Liberation? Women and the Occupation in Iraq. University of California Press'
- *Al-Murtaqa Iraqi Organization for Human Development (2007). 'Report on VAW' (Arabic).
- *Al-Ofoq Dialogue Conference Centre (DCC) (2007/a). 'Final Workshop Report. Role of Media in Combating VAW in Iraq, 27-30 May, Amman' (Arabic)'.
 *Al-Ofoq Dialogue Conference Centre (DCC) (2007/b). 'Final Report and Final Budget. Campaign on Combating VAW in Iraq, Second Stage, 1 September-31 October' (Arabic).
- *Al-Ofoq Dialogue Conference Centre (DCC) (2008). 'Final Report. Campaign to Combat VAW in Iraq 1 October-31 December, Third and Final Stage' (Arabic).
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Annex 4: Evaluation Team Mission Schedule in Amman/Jordan

Date	Activity
Monday 6 December 2010	Evaluation Team arrival in Amman/Jordan
Tuesday 7 December 2010	<ul style="list-style-type: none"> *Briefing with UNIFEM/Iraq staff: Dina Zorba, Leila Hatahet, Yara Yacoub *Finalization of questions for telephone interviews *Further review of documents
Wednesday 8 December 2010	<p>Telephone Interviews with Selected Project Partners/Stakeholders:</p> <ul style="list-style-type: none"> *Maryam's Women Association/ Ms. Hadel Hazem *Iraqi Independent Women Group/ Ms. Bushra Yousif *Baghdad Women's Association/Mr.Mohamed Ali *NCA/Ms. Rachel Paul *Ajial Organization/Mr. Hutheifu Asaad Abaas *SPEDA Organization Mr. Amang Ahmed *Women Empowerment Organization/ Ms. Suzan Arif *Iraqi Almortaqa Foundation for Human Development/Mr. Mohammed Zuher <p>*Finalization of electronic survey questionnaire *Further review of documents *Further discussion with UNIFEM/Iraq staff</p>
Thursday 9 December 2010	<p>Telephone Interviews with Selected Project Partners/Stakeholders:</p> <ul style="list-style-type: none"> *IBN AL IRAQ Organization/ Mr. Ahmed Al Qurishy *SMoWA/ Ms. Taghreed Jwad *Adaleh Center for Human Rights/Ms. Lina Sabbah *Tammuz Organisation for Social Development/ Mr. Razaq Abdul Thaher *Law and Social Clinic/ Ms. Azhar Sharbaf *Al Ofoq Dialogue Center/ Mr. Mohammed Malkawi *UNFPA/ Mr. Radwan Belouali <p>*Further review of documents *Further discussion with UNIFEM/Iraq staff</p>
Friday 10 December 2010	<ul style="list-style-type: none"> *Preparation of Evaluation Team's Briefing Note *Further review of documents *Analysis of preliminary findings *Tele-discussion with UNIFEM/Iraq Programme Manager
Saturday 11 December 2010	<p>Telephone Interviews with Selected Project Partners</p> <ul style="list-style-type: none"> *ASUDA Organization / Ms. Parwen Saleha *Parliamentary Committee / NOON Magazine/ Ms. Maysoun Damalouji <p>Further review of documents Further discussion with UNIFEM/Iraq staff</p>
Sunday 12 December 2010	<p>Telephone Interviews with Selected Project Partners:</p> <ul style="list-style-type: none"> *Iraqi Al Amal's Association/Ms. Basma Al Khateb <p>Further review of documents Finalization of Evaluation Team's Briefing Note</p>
Monday 13 December 2010	<p>Presentation of Evaluation Team's Briefing Note Final Team meeting</p>
Tuesday 14 December 2010	Evaluation Team departure from Amman/Jordan

Annex 5: Guideline Questions for Tele-Interviews⁹⁸

Annex 5/a: Government Counterpart/SMoWA:

Cover Letter Sent by UNIFEM/Iraq in Advance of the Tele-Interview

UNIFEM has commissioned an independent evaluation of the ACT to End Violence Against Women (VAW) in Iraq Project. The Evaluation Team is collecting information to evaluate the project implementation process, results and achievements which will be helpful in designing future projects. The impressions, views and suggestions of the State Ministry of Women's Affairs (SMoWA) as the key government counterpart in implementing the Project are valuable.

The following may give you an idea of the topics the Team would like to discuss during the tele-interview:

- The ACT Project itself. Expectations and achievements of the Project; how SMoWA worked with the Project; training and capacity building received through the Project; thoughts on how – in hindsight - the Project might have been more effectively implemented; and suggestions for a potential future UNIFEM supported project on VAW.
- SMoWA's role and activities in combating VAW. Some issues here include: Where VAW fits into SMoWA's priorities; SMoWA's mandate to combat VAW; the resources (human and financial) SMoWA has for VAW; which organizations are the Ministry's partners and counterparts; and the strategies SMoWA has for building on the work of the Project.
- The Iraqi government's position on VAW. A National VAW Strategic Plan for Iraq was discussed following the 2009 Consultative Meeting on Implementation of UN Security Council Resolution 1325; what follow-up has there been? What government policies address VAW? Should the government address VAW, or is this better handled by NGOs?

The Team looks forward to discussing these issues with you. The UNIFEM/Iraq office will arrange a mutually convenient time for the telephone interview. Thank you for your cooperation.

Guideline Questions for the Tele-Interview

1. What is the SMoWA's mandate in respect of combating VAW in Iraq?
2. Is combating VAW among the SMoWA's top three priorities?
 - 2.1 Yes: please elaborate.
 - 2.2 No: please provide reasons.
3. Does the SMoWA have a specific division/section with staff (how many?) and budget (how much?) allocated to work on combating VAW in Iraq?
4. What expectations did the SMoWA have of the UNIFEM ACT Project?
5. Were these expectations met?
 - 5.1 Yes: in what way? to what extent? please elaborate.
 - 5.2 Yes: did project results exceed SMoWA's expectations? please elaborate.
 - 5.3 Yes: did some project activities change over the project implementation period? please elaborate.
 - 5.4 No, project results did not meet expectations: why not? please provide reasons..
6. Following the April 2008/Amman Workshop on *Gender Equality, Empowering Women and Combating Violence Against Women to Build Peace and Development in Iraq*, the SMoWA, UNIFEM and UNFPA agreed on a strategic plan to combat VAW. Did this strategic framework become part of the SMWA's work plan?
 - 6.1 Yes: how/to what extent? please elaborate.
 - 6.2 Yes: what elements of the strategic framework have been:

⁹⁸ Translated by UNIFEM/Iraq into Arabic.

- a) relatively easier to implement?
- b) more challenging/difficult to implement?
- 6.3 No: please explain reasons.
- 7. Following the 2009 Consultative Meeting on Implementation of UN Security Council Resolution 1325, specific suggestions were presented for the development of Iraq's National VAW Strategic Plan.
 - 7.1 Has this Plan been elaborated and presented to the Iraqi Government and other government stakeholders?
 - a) Yes: please elaborate.
 - b) No: please explain reasons.
 - 7.2 What is the current status of the national strategic plan to combat VAW in Iraq?
- 8. Which government policies and strategies have direct implications for combating VAW in Iraq?
- 9. Does the SMoWA collaborate/cooperate with the following stakeholders in combating VAW in Iraq?
 - 9.1 Ministries: which?
 - 9.2 Parliamentary Committees: which?
 - 9.3 Judiciary: which section?
 - 9.4 Civil Society: which?
- 10. What kind of training has SMWA staff received through the ACT Project that has contributed to the Ministry's capacity to be an effective government counterpart/partner in combating VAW in Iraq?
- 11. In your view has the NGO sector been enabled to fulfil its role in addressing VAW and contribute to combating VAW in Iraq?
 - 11.1 Yes: please elaborate.
 - 11.2 No: please explain reasons.
- 12. In your view has the media sector been enabled to effectively fulfil its role in addressing VAW and contribute to combating VAW in Iraq?
 - 12.1 Yes: please elaborate.
 - 12.2 No: please explain reasons.
- 13. In hindsight are there:
 - 13.1 activities that the ACT Project could have done differently? such as?
 - 13.2 other activities that should have been included? such as?
- 14. What strategies has the SMoWA put in place to sustain the results and achievements of the ACT Project?
- 15. In your view, what should a next phase/follow-up ACT project focus on in terms of objectives and activities?
- 16. How is the SMoWA participating in the current campaign 'Observing 16 Days of Activism against VAW in Iraq' (from 25 November to 10 December 2010)?

Annex 5/b: Parliamentary Committee Members

Cover Letter Sent by UNIFEM/Iraq in Advance of the Tele-Interview:

To Members of following key Parliamentary Committees: Human Rights; Religious Affairs; Civil Society, Women Family and Children, Labour and Service, Economic, Investment and Reconstruction.

UNIFEM has commissioned an independent evaluation of the ACT to End Violence Against Women (VAW) in Iraq Project. The Evaluation Team is collecting information to evaluate the project implementation process, results and achievements which will be helpful in designing future projects. The impressions, views and suggestions of Parliamentary Committee Members are valuable.

The following may give you an idea of the topics the Team would like to discuss during the tele-interview:

- Your views on the main challenges in combating VAW in Iraq.
- Which policies address VAW? Is your Committee directly or indirectly involved in addressing VAW?
- What suggestions would you offer to mobilize awareness and support for this issue?
- What do you know of the ACT Project, what recommendations do you have for a follow on Project? Or any donor supported project on VAW?

The Evaluation Team looks forward to discussing these issues with you. The UNIFEM/Iraq office will arrange a mutually convenient time for the telephone interview. Thank you for your cooperation.

Guideline Questions for the Interview

1. Does the mandate of your Parliamentary Committee include combating VAW in Iraq?
 - 1.1 Yes: please elaborate.
 - 1.2 No: please explain.
2. Are you aware of the ACT Project's objectives and results to date?
 - 2.1 Yes: please elaborate.
 - 2.2 No: please explain.
3. In your view, which government policies and strategies have direct implications for combating VAW in Iraq?
4. In your view, what are the main challenges affecting efforts to combat VAW in Iraq?
5. Combating VAW concerns all members of Iraqi society. In your view, how can:
 - 5.1 girls and women be mobilized to raise their awareness on their rights as per the Iraqi Constitution?
 - 5.2 boys and men be mobilized to understand their active role in combating VAW in Iraq?
 - 5.3 legislators be mobilized to support combating VAW in Iraq?
 - 5.4 law enforcement authorities be mobilized to support combating VAW in Iraq?
6. In your view, what should future donor supported activities to support combating VAW in Iraq focus on as priority?
7. How are Parliamentary Committees participating in the current campaign 'Observing 16 Days of Activism against VAW in Iraq' (from 25 November to 10 December 2010)?

Annex 5/c: NGO Partners

Cover Letter Sent by UNIFEM/Iraq in Advance of the Tele-Interview

UNIFEM has commissioned an independent evaluation of the ACT to End Violence Against Women (VAW) in Iraq Project. The Evaluation Team is collecting information to evaluate the project implementation process, results and achievements which will be helpful in designing future projects. The impressions, views and suggestions of the State Ministry of Women's Affairs as the key government counterpart in implementing the Project are valuable. The following may give you an idea of the topics the Team would like to discuss during the tele-interview:

- The ACT Project itself. Possible topics include: your understanding of the objectives of the Project; your expectations; value of the Project in combating VAW; value of the Project in strengthening the NGO sector; activities that could have been done differently; activities that should have been included; and activities that should not have been included.
- Your NGO. Your NGOs' activities to combat VAW; how do you find and help victims and survivors of VAW; how long did you work with the Project; activities the Project supported for you; your strategies to build on the work of the Project in combating VAW.

- The environment. Do you feel the government imposes any constraints on the NGO sector; constraints on VAW work in particular; any constraints from UNIFEM; do you work with other donors on VAW; your suggestions for involving men in combating VAW in Iraq.

The Evaluation Team looks forward to discussing these issues with you. The UNIFEM/Iraq office will arrange a mutually convenient time for the telephone interview. Thank you for your cooperation.

Guideline Questions for the Tele-Interview

1. What is your understanding of the aim and objectives of the ACT Project?
2. How has the ACT Project supported your NGO through:
 - 2.1 training;
 - 2.2 technical support to plan/develop activities to combat VAW in Iraq;
 - 2.3 managerial support to implement/monitor activities that combat VAW in Iraq;
 - 2.4 other?
3. Have your expectations for support from the ACT Project been met?
 - 3.1 Yes: please elaborate
 - 3.2 No: please explain.
4. Is there any other support that the ACT Project could have provided to NGO partners to enable them to effectively combat VAW in Iraq?
5. Have you been involved in each year of the ACT project implementation (2006-2009)?
 - 5.1 Yes: please elaborate.
 - 5.2 No: please explain reasons.
6. Were there any limitations on your participation set by:
 - 6.1 Government?
 - a) Yes: please elaborate.
 - b) No: please explain reasons.
 - 6.2 UNIFEM?
 - a) Yes: please elaborate.
 - b) No: please explain reasons.
 - 6.3 Security considerations?
 - 6.4 Other?
7. How frequently have you reported on project activities to UNIFEM? Is there a standard reporting format for this purpose?
8. In your view, has the ACT Project contributed to strengthening the role of civil society in general, and the NGO sector in particular, to address and combat VAW in Iraq?
 - 8.1 Yes: please elaborate.
 - 8.2 No: please explain reasons.
9. In hindsight are there:
 - 9.1 activities that the ACT Project could have done differently?
 - 9.2 other activities that should have been included? such as?
 - 9.3 any activities that should not have been included? such as?
10. How has the ACT Project implemented advocacy-related activities to combat VAW in Iraq? What was the role of your NGO?
11. What in your view has been the most effective media-related activity to combat VAW in Iraq?
12. In your view, what and how has the ACT Project achieved in respect of supporting victims and survivors of VAW in Iraq?
13. How does your NGO:
 - 13.1 identify and reach victims and survivors of VAW?
 - 13.2 collect information on victims and survivors of VAW? any database?
 - 13.3 provide services for victims and survivors of NGOs?

14. In your view, what is the most effective way to involve male population groups in campaigns to combat VAW in Iraq?
15. What strategies has your NGO developed to sustain the results and achievements of the ACT Project?
16. Which other UN or international agencies focus on combating VAW in Iraq? Do you work with these agencies?
17. How is your NGO participating in the current campaign 'Observing 16 Days of Activism against VAW in Iraq' (from 25 November to 10 December 2010)?

Annex 5/d: Media Sector Stakeholders⁹⁹

Cover Letter Sent by UNIFEM/Iraq in Advance of the Tele-Interview:

UNIFEM has commissioned an independent evaluation of the ACT to End Violence Against Women (VAW) in Iraq Project. The Evaluation Team is collecting information to evaluate the project implementation process, results and achievements which will be helpful in designing future projects. The impressions, views and suggestions of the State Ministry of Women's Affairs as the key government counterpart in implementing the Project are valuable. The following may give you an idea of the topics the Team would like to discuss during the tele-interview:

- The ACT Project itself. Possible topics include: Your knowledge of the Project, your involvement with the Project, activities that should have been done differently, or added, or deleted, achievements of the Project, and your views on *Noon* magazine.
- The media's role in VAW. What should be the role of the media vis a vis VAW, what works, what has not worked, and, overall, has the media had any impact on VAW.

The Evaluation Team looks forward to discussing these issues with you. The UNIFEM/Iraq office will arrange a mutually convenient time for the telephone interview. Thank you for your cooperation.

Guideline Questions for the Tele-Interview:

1. What information do you have regarding the objectives and results of the ACT Project?
2. In what ways were you involved in the ACT Project:
 - 2.1 training;
 - 2.2 reporting;
 - 2.3 campaigning;
 - 2.4 other?
3. What and how has the ACT Project achieved in respect of supporting victims of VAW in Iraq?
4. What is your view of the NOON magazine?
 - 4.1 Content?
 - 4.2 Dissemination/distribution?
 - 4.3 Other?
5. Has the media sector been enabled to fulfil its role in addressing VAW and contribute to campaigns to eliminate VAW in Iraq?
 - 5.1 Yes: please elaborate.
 - 5.2 No: please explain reasons.
6. What should be the role of the media sector to ensure objective and effective reporting and campaigning on the problem of VAW in Iraq?

⁹⁹ Note by Evaluation Team: If Media Sector Stakeholders cannot be reached during the Team's mission in Amman 7-13 December 2010, then the alternative will have to be sending to selected interviewees the list of questions, and request responses electronically. This means that UNIFEM will need to translate these questions into Arabic.

7. In your view what to date have been the most effective media-related activities to combat VAW in Iraq?
8. In hindsight are there:
 - 8.1 media activities that the ACT Project could have done differently?
 - 8.2 other media activities that should have been included? such as?
9. How is the media sector participating in the current campaign 'Observing 16 Days of Activism against VAW in Iraq' (from 25 November to 10 December 2010)?

Annex 6: NGO Proposals on VAW

<i>Name of NGO</i>	<i>Geographical Outreach</i>	<i>Project Idea</i>
Maryam's Women Association	Baghdad	Adopting the peer education methodology among students to combat violence against women in Iraq
Iraq Foundation	South Iraq/Samawa, Ammarah, Nasseriya, Basra	Build the capacity of women social workers in courts in topics related to conflict mitigation and family counselling
Asuda	Northern Iraq	Provide legal and social consultation to victimized women of domestic violence
Speda Org	Sulaimanya/Halbja and Sharbazhir	Promote legal awareness among women through the mobile legal clinic
Heartland Alliance	Sulimaniya	Produce a manual to provide guidance for social workers and help them to mediate in gender-based violence cases
Women Empowerment Org	Erbil (Khabat, Qashtapa, Daratoo, Banaslawa, Kaznazan)	Raising awareness of women members of parliament and political leaders in topics related to violence against women, and lobby to modify related legislations
Ibn Al-Iraq Organisation	Wassit	Social violence against women in rural regions in Wassit Governorate
Insan Iraqi Society	Kirkuk	Train health workers in health centres to understand the causes of gender-based violence, how to recognize the signs and develop interventions to support victims of gender-based violence
Iraqi Independent Women Organisation	Al-Athamia-Baghdad	Rehabilitation of women subjected to gender-based violence by conducting group therapy and providing some vocational training
Iraqi Al-Murtaqa for Development org.	Al-Anbar, Baghdad	Capacity-building of local NGOs to combat Violence Against Women by developing programs in the local communities
Tammuz	Samawah Diwaniya Amarah	Advocating for women's rights by conducting workshops at three universities

Annex 7: Overview of Sample Reports from ACT Project NGO Partners to UNIFEM/Iraq
Annex 7/a: 2007

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Al-Mortaqa Iraqi Organization for Human Development (IOHD) (2007) <i>Project:</i> Capacity Building on Combating VAW, in Anbar Governorate, and Baghdad	*target civil society leaders and decision-makers; *output: 50 Iraqi women leaders trained in combating VAW; *address female illiteracy; *awareness-raising on women rights; *deal with psychological problems resulting from VAW; *support employment opportunities for women; *awareness-raising for men on VAW;	*14 institutions benefited from project, including women NGOs and religious-based organizations.	*developed training manual; *workshops;	*late receiving of training materials; *late receiving of UNIFEM funds; *effect of security situation meant changing workshop locations; *some participants could not come due to security situation;	None indicated	None indicated
ASUDA (2007) <i>Project:</i>	*media coverage on VAW; *radio interviews;	*media	*impact of customs and traditions; *family not inclined to report VAW;	None indicated	None indicated	None indicated

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Social Consultancy Centre for Women Victims of Violence Kurdistan	*joined NGO campaign to establish department of VAW; *campaign for reform of personal status law; *social counselling for VAW victims; *guidebook on protection from VAW;					
Ibn Al-Iraq (IAI) (2007) <i>Project: Awareness Campaign Targeting Marginalized Rural Women Wassit Governorate</i>	*awareness-raising on VAW targeting rural women, housewives, marginalized women; *discussion of domestic violence, political violence; rape; *questionnaire targeting participants/beneficiaries;	Youth and Sports Directorate	*direct contact with target group; *Awareness- raising among conservative population group;	*delay in implementation due to security situation; *awareness- raising among male youth and adults;	*more focus on rural and marginalized women; *impact of local customs and link with VAW; *need to develop and support local leadership skills;	*assign social worker to collect information/case studies; *need media campaigns; *need training in how to target and work with rural population;
SPEDA	*training project	*involvement of	*first SPEDA project	*mobilizing response	*direct meetings with	None indicated

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
(2007) Project: Legal Awareness for Women Halabja	staff on VAW; *translation of training materials into Kurdish; *questionnaire targeting government employees; *Project lawyers provided legal assistance to VAW victims; *mobile team meetings with beneficiaries, male and female; *total number of beneficiaries reached: 1575; *distribution of handbooks on VAW; *dissemination of information on VAW via local radio;	local authorities;	with UNIFEM; strengthened capacity, widening focus to include VAW; *direct targeting of beneficiaries; *also targeting of men;	from target group through publications, media and direct contact;	beneficiaries important, specially in rural areas;	
Tammuz Organization for Social Development (TOSD)	*campaigns to combat VAW; *giving VAW victims a voice; *training target	*heads of university/ various colleges; *medical staff; *health workers;	*awareness-raising workshops on VAW; *NGO capacity-building in VAW;	*keep up momentum, continue building on activities;	*importance of mobilizing the media; *involvement of university heads and administration;	*support atmosphere of respect between male/female university students; *start with children's education to raise awareness on VAW;

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
(2007) Project: Social Campaign to Reduce VAW Muthanna, Thi Qar, Babel	group in skills to combat VAW; *supporting women's participation in society; *awareness raising workshops for female/male university students; *discussion of articles in new constitution; *mobilize doctors and health workers working with TOSD;				*follow-up with workshop participants; *	*support of Parliament for legal and other reforms; *enforce law on VAW; *field visits to establish contact with VAW victims; *social centres to raise awareness on VAW;

Annex 7/b: 2008

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Development & Training Widows' Centre (DTWC) (2007) implemented 2008)	*awareness raising on VAW; *support solutions to combating violence; *training workshop for widows on	None indicated	None indicated	*delay in start date of project due to security situation;	*workshop evaluation: participants benefited from awareness raising on VAW	*widows need financial support to start income generation projects; *support to find employment; *eradicate widows' illiteracy; *learn English; *establish training institutions;

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Project: Combat VAW	VAW;					
Free Iraq Foundation (FIF) (2008) Project: Peaceful Resolution of Family Conflict 3 governorates: Basrah, Amarah, Nassiriyah	*various phases; *survey to assess problems and needs; training of researchers on VAW; *development of questionnaire/survey; *use skill training to solve family disputes;	*social workers *local courts	*working with local authorities; *dissemination of workshop recommendations; *report to national level legal authorities on status of social workers;	*limited skills of social workers/ researchers	*importance of meetings between parties to the dispute;	*establish social research institution at governorate level; *provide safe place for social workers to counsel VAW victims; *provide safe transportation for social worker/outreach; *support social worker access to local courts, collect information on VAW victims;
Ihsan Iraqi Society (IIS) (2008) Project: Combating VAW Through Health Care Response	*establish within Shorsh Hospital/Kirkuk institutionalized process to combat VAW; *training of health workers; *implement awareness campaign; *put in place support process for women;	None indicated	None indicated	*security situation impeded printing training materials in Baghdad; *limited participation of doctors due to staff shortage; *few women attended hospital during awareness campaign; link with security situation;	*women's burdens prevent them from seeking help on VAW; *link VAW with violence against children;	*ensure length of training is adequate; *involve participants in training recommendations; *need to investigate new methods to solve domestic violence;

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Independent Iraqi Women's Organization (IIWO) (2008) <i>Project: Training of VAW Victims Baghdad</i>	*addressing effect of VAW; *awareness-raising on VAW; *counselling for VAW victims; *skill training for VAW victims; *research in VAW;	*local hospitals; *psychologist; *social worker;	*establishing social relations between VAW victims; *targeting former beneficiaries of IIWO;	*getting VAW victims to come for support and help; *raising awareness among VAW victims with no knowledge of their rights;	*importance of group therapy; *importance of Ngo capacity-building;	*need for continuous follow-up with VAW victims;
Ajial Charitable Society (2008)	*Workshops for women. *Workshops for decision makers. *Workshop for women who are abused by society. *Workshop for CSOs.	*National Democratic Institution. *Lecturers.	*Lecture raised awareness of abused women. *Providing women with phone number to answer questions. *Offering legal advice.	*Staff had traffic accident – had to postpone workshops. *Elections at same time as workshops. *Misunderstanding of meaning of women's freedom (understood as moral decay).	*Targeting women in marginalized areas. *Importance of supporting female lawyer.	*Opening counselling centres. *Opening rehabilitation centres. *Illiteracy centres in the country-side. *Supporting cadres to raise awareness.
Baghdad Women's Assoc (2008)	*Workshop on women's rights and dignity to resist VAW *Educational seminar and press conference	*Mariam TV channel *Iraqi Republic Radio *Sawa radio *Voice of Iraq news agency *Voice of free Iraq radio *Al Saba newspaper	*Break the silence about VAW *Media plays important role in advancing pro-women culture *Existence of private media provides a chance to raise awareness *Association of faith	None indicated	*Importance of continuous hard work to increase awareness *All people are born free and equal in respect of dignity and rights *Supporting ideas how women should defend their rights.	*Active civil society associations should work together to eliminate VAW *Importance of banning all forms of violence in society *Importance of empowering women's image through education and media *Direct religious associations to stress the soul of Islam;; in all religions women are dignified

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
		*Al Meda newspaper *Nass radio *Media coordinator of the prime minister	with thoughts on women's rights in ways encourage changes in culture			
Development and Training Widows Centre (2008)	*Psychological counselling centre. *Legal counselling center. *Training workshops targeting: human rights activists, women's rights activities, NGOs.	*Min. of Education. *Min. of Human Rights.	*Choosing target group and numbers so everyone can participate. *Establishing working rules for workshops; abiding by rules. *Everyone communicated with each other during the workshop. *Bold opinions were offered by participants; also recommendations.	*Bad transportation. *Security situation. *Some participants had jobs to go to, not available.	*New managerial experience. *Flexible attitudes towards project participants.	None indicated
Iraq Women Forum for Development (2008)	*Sessions introducing the project. *Group therapy. *Providing professional/psychological support	*Social worker. *Haitha Al Irthar Assoc. *Research and Studies, *SMoWA. *Al Iyadi *Muslami Assoc.	*Communication achieved between women, their families, and staff. *Trust and emotional connection between women and psychologist to break	*Women refused to accept help from male psychologist. *Women refused to take medicine.	*Staff has to work as a team. *Importance of future projects to port abused women to be integrated into society.	*Activate role of social workers in schools. *Include psychological health departments in the education system. *Increase role of media psychology. *Provide work opportunities for

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
	*Educational seminar. *Entertainment trips. *Legal seminar about rights.	distributed food.	down barriers.			abused women. *Ask government to compensate families who lost relatives, hostages, or were convicted. *Importance of government being fair to everyone.
TABEER INSANI (2008)	*Training workshop	*Trainers from Morocco, Iraq and Jordan	*Participants were able to build on what they learned; to come up with reporting specific ideas regarding VAW in Iraq	*Political, social, educational and cultural difficulties *Difficulties that faced reporters and media staff: skills, culture, rights, information, and the relation between the media and the audience *Civil society, women's rights associations' situation in terms of freedom, human and economic capacities and dialogue. *Difficulties that media activists face in terms of women's situation in times of war and armed conflict places	*After the training reporters were able to cover stories about VAW and human rights in general *Participants had little knowledge of legal, human rights and VAW issues	*To ask participants to be involved in human rights courses *To develop advanced courses on rights of print media

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Women and Child's rights Centre (2008)	*Workshops: health, rehabilitation, training and awareness *Legal services *Hotline	*Radio stations and news agencies	Project included many services to help and support needs of abused women in a way that the centre became a safe shelter *Legal assistance provided *Flexible implementation of project to make sure participants attend	*Overcame all challenges	*Supporting social connections between women in the governorate *Participants from police, courts, health, education, religious leaders, tribal leaders also benefited on how to work on combating VAW concepts. *Rehab centre benefited from academic figures, judges and support of those who run the project *Media representatives participated in covering and supporting dialogues, support exposing VAW cases	*Do not rely on tribal norms and abide by laws in settling women's issues *Take complaints seriously and file with judges *Direct media toward stressing role of women in society *More workshops *Field visits to violated women *Fight illiteracy *Form a database of victims with authorities to be the basis of studies

Annex 7/c: 2009

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Ajial Charitable Society (ACS) (2009) <i>Project:</i> Siraj: Strengthening	*target teachers, civil society members, legal and media people, all sects; *1rst phase:	None indicated	*mobilize local communities to be involved in combating VAW; *creating local committee to oversee implementation of activities;	*swine flu in local implementation area: effect on participation;	*areas that had previously suffered from violence: responsive to awareness raising in VAW; *target group saw activity as responding to need;	None indicated

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
Youth Leadership in Combating VAW in Rural and Local Areas/ Diyalah Governorate	awareness raising Workshops; *equal % of female and male; *Focus on role of youth in combating VAW		*using international days to focus attention on project activities; *ACS capacity further strengthened;			
Baghdad Women's Association (BWA) 2009 <i>Project: 16 day campaign on VAW.</i>	*awareness– raising workshops on CEDAW and VAW; *discussion focus included women prisoners, displaced women; female youth; women's silence on VAW; *workshop design posters *part of 16 day campaign;	*Women's' Leadership Organization, implemented in Basrah; BWA implemented in Baghdad; *different media channels invited to participate, local TV, radio, newspapers;	*capacity of BWA strengthened through project implementation;	*did not get 1st tranche funding from UNIFEM on time; *implementation during exam time was constraint; *not enough time allocated for project preparation activities;	*different aspects of project focus meant topic not boring for participants; *importance of selecting different target groups, wide dissemination;	*need wider outreach/ campaigns; *women themselves need more awareness raising on VAW; *need to continue these activities to sustain impact; * need to focus on training local councils and governorate level authorities on VAW; *need to include more men in target group for campaign on VAW;
Bint Al-Rafidain	*increase youth	*Arts College in Babel;	*focus on youth; *using different media	None indicated	*need to careful selection of project	None indicated

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
(BAR) 2009 <i>Project:</i> Towards a Better Life for Our Women	awareness on VAW; *use art as mean of addressing VAW; * local radio spots on VAW; *exhibition on VAW ; *students designed posters on VAW; *brochure on VAW with BAR and UNIFEM logo;		channels; *innovative ways of addressing social problem like VAW; *widening focus when addressing VAW;		implementation area; problem in some areas problem when tried to put up posters; link with impending elections;	
Iraqi Al-Amal Association (IAAA) (2009) <i>Project:</i> Phase II: Violence Against Women	Phase I: *capacity-building; *TOT workshop Sulaymaniyah; Phase II: *training in monitoring and documentation	None indicated	*commitment of participants to address VAW; *interest of tribal leaders to address VAW; *tribal heads signed 'contract bill of human and women's rights';	None indicated	None indicated	*establish social police units, shelters,; *give larger role to Tribal Support Councils; *include focus on widows; *raise awareness on VAW in educational establishments; *illiteracy eradication through social community centers; *need to legislate law; *centres for counselling and therapy;

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
	by social workers in court; *practice of activities; *training of social workers in Iraqi courts; security corps; 6 governorates all over Iraq; *awareness campaign; *training of tribal support council members on VAW in Babel and Kerbala;					
Iraqi Women for Peace (IWP) 2009 <i>Project: Mobile Plays</i>	*focus on presenting silent plays in education centre; *male/female students; *girls' preparatory school; *girls' secondary school; *pen	*implemented via schools;	*persevering in getting permission to implement in some school; *getting actors on board; *IWP have capacity to implement; carried out similar activities on other topics;	*some schools did not cooperate; *did not get funds in time from UNIFEM;	*target head of schools; *need to include topic in curriculum;	*use plays to get VAW message across to wide audience; *hold discussion with participants after presenting the play;

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
	discussion with target group on plays; *distribution of UNSC 1325					
Legal & Social Clinic (LSC) (2009) Project: Skill Training for Workers on VAW	*training workshops on VAW; link with constitution, penal and other legislation; *roundtable discussions on VAW for new law graduates;	*CSOs; *government departments; *local councils; *media syndicate; *media channels;	*targeting new law graduates, encouraging incorporation of VAW aspects in their future legal work;	*limited/no knowledge on legal issues relevant to combating VW; *slow process of legal reform; *continuing manifestations of VAW; *no social awareness of women's human rights;	*importance of transparency on project implementation;	*more awareness-raising workshops on VAW; *more skill training on ways/means to combat VAW; *distribution of information material on VAW to wider public;
Love and Peace Society (LPS) (2009) Project: Media Campaign Combat VAW in Thi Qar Governorate	*Media campaign: TV adverts, posters, brochures; *message included: focus on Quran verses on women's rights; *mobilized youth/students to address		*campaigning via local media/TV channel	*no challenges; *local TV cooperated;	*important to focus on tribal areas; *usually reaction to posters and brochures limited; but here not wide; but reaction to project activities wider than anticipated; *reach wider audience via media;	*need 2 nd phase to sustain impact;

<i>NGO</i>	<i>Project Activities</i>	<i>Local Partners</i>	<i>Project Strengths</i>	<i>Project Challenges</i>	<i>Lessons Learnt</i>	<i>Recommendations</i>
	VAW;					

Annex 8: UNIFEM Inputs & Selected NGO Outputs

NGO	Inputs from UNIFEM	Outputs
Adaleh	<p>Technical support to plan/develop activities to combat VAW in Iraq – were full partners in deciding on schedule, venue, trainers, selecting participants.</p> <p>New information, perspectives, training methods and materials.</p>	<p><u>Internal capacity building:</u> Adaleh improved training capacity. Also better in economic development, political participation, and measuring impact.</p> <p><u>External outputs:</u> Provided technical assistance and resources to Iraqi NGOs</p> <p>Victims. Worked directly with Iraqi refugees in Jordan. Legal aid for victims of torture and VAW, migrant workers. (Influenced by ACT; not funded by ACT.)</p>
Ajial Organization	<p>Training. On VAW and how to write proposals.</p> <p>Received grant in 2009 for implementation of proposal on youth leadership and VAW in Diyala Governorate.</p>	<p><u>Internal capacity building:</u> Sustainability. Improved proposal submitted to UNIFEM.</p> <p>Victims. Helped Ajial outreach.</p> <p>General. “Ability to do more serious work in women rights.”</p> <p><u>External outputs:</u> Training. 19 workshops on legal awareness and women’s rights. 6 workshops on women’s legal rights and awareness.</p> <p>Advocacy. Now people define VAW in wider sense.</p> <p>Victims. Outreach. Provide free legal advice to VAW victims. (“UNIFEM project contributed to this, helped NGO to organize and strategize.”)</p>
Al Mortaqa	<p>Training, on VAW, on women’s rights, project proposal writing.</p>	<p><u>Internal capacity building:</u> Sustainability. Write better proposals. Got non-UNIFEM grant in 2007.</p> <p>Vision. Raise internal awareness on VAW; encouraged to go on in VAW.</p> <p><u>External outputs:</u> Advocacy activities in areas of operation; Baghdad and Anbar governorates; focus on training of women leaders on VA W.</p>
Al Ofoq	<p>Training, including developing booklet on VAW.</p>	<p><u>Internal capacity building:</u> Training materials for TOT.</p> <p><u>External outputs:</u> Training. Workshops.</p> <p>Advocacy. Document on success stories of women combating VAW in Iraq. Poster (not that successful even though distributed widely).</p>
ASUDA	<p>Training: protection, research methods, legal, rehabilitation, empowering, safe shelters, how to work with govt, how to train, strategic planning.</p> <p>Managerial support: How to help women. Law on VAW.</p>	<p><u>Internal capacity building:</u> Initially (2000) weak, community rejected it. Now credible, accepted by community; brings in funds.</p> <p><u>External outputs:</u> Interview interrupted at this point. Unable to re-establish contact.</p>
Baghdad Women’s Association	<p>Training. Workshops on awareness raising, role of media.</p> <p>Chance to meet other NGOs interested in working on VAW;</p>	<p><u>Internal capacity building:</u> How to combat VAW in general.</p> <p>Credibility; courage to work on sensitive issues.</p> <p>VAW now part of their program, incorporated in</p>

NGO	Inputs from UNIFEM	Outputs
	discuss aspect of VAW together.	awareness raising on women's rights. <u>External outputs:</u> Victims. Reach via staff and volunteers; give them advice, awareness of rights; links to lawyer/legal advice.
Ibn Al-Iraq	Grant received for proposal in 2007 focusing on youth in Wassit Governorate.	<u>Internal capacity building:</u> Advocacy on VAW. Working with youth. Established internal mechanism to follow-up on VAW cases. Target local councils, raise awareness on VAW. <u>External Outputs:</u> Focus on training youth, rural women, VAW victims. Organized exhibition on VAW with input from youth. Participated in 2009 campaign against VAW. Need to focus on VAW in factories employing women.
Iraqi Al Amal Association	Training – for social workers, lawyers, NGOs, and govt social workers. Topics: management of VAW centers, treatment for trauma.	<u>Internal capacity building:</u> Establish network of NGOs. Credibility in local area. <u>External outputs:</u> Advocacy. Media coverage of the network. Radio and TV. Sensitized Al Hurra. Victims. Legal assistance to victims. Go to homes with social workers. Center in Najjaf set up with support of tribal leaders.
Iraqi Independent Women Group	Strategy meeting with <i>NOON</i> staff, how to take magazine forward. Workshop for <i>NOON</i> staff to raise awareness on women's rights and VAW. Training on how to deal with media, role of media (with other NGO participants). UNIFEM project contributed to highlighting FGM.	<u>Internal capacity building:</u> Helped <i>Noon</i> include focus on VAW in its coverage. Strategic learning, how to deal with other NGOs, with media, how to do advocacy. <u>External outputs:</u> Advocacy. 10,000 copies each issue of <i>Noon</i> distributed via focal points in three governorates to civil society, NGOs, government institutions. Focus on women's rights, including rural women. Advocacy on FGM. Present VAW as part of women's rights issues and problems. Counseling of VAW victims. Advocacy. 10,000 copies each issue.
Law and Social Clinic	UNIFEM helped set up the NGO in 2005 (pre-ACT). Training – new ideas on how to train. One staff came to Amman for training on project evaluation, strategy for VAW, helping victims. Technical support to plan/develop activities to combat VAW in Iraq; UNIFEM helped them with training and planning. Managerial support to implement/monitor activities to combat VAW in Iraq.	<u>Internal capacity building:</u> A successful NGO. “. . . how to work, how to work with victims, raise awareness, helping victims move from abused to psychological relief, women's rights, HR, and int'l conventions." Special mention for value of training courses. Better program management. <u>External outputs:</u> Training - with heads of organizations, lawyers and human rights workers. Advocacy. Announcements in newspapers, TV, movie, posters, photos, live witness. Conducted round tables weekly with MDs, psychologists, social

NGO	Inputs from UNIFEM	Outputs
		workers, lawyers, judges, and governorate councils, regarding laws. Victims. 2000 victims helped (legal, psychological) in 2010; been doing this for 5 years.
Maryam's Women Association	Training – “Valuable academic workshops” on VAW in Amman (3) and one in Beirut Technical support – plan and develop activities to combat VAW in Iraq.	<u>Internal capacity building:</u> Workshops convinced staff that VAW was a significant issue. New info on types of violence and that neglect was a form of violence. Sustainability. Was able to get money, with Islamic Relief, from Norway Ministry of Foreign Affairs. <u>External outputs:</u> Advocacy. Posters, brochures, open day at Baghdad University, two workshops at Baghdad Univ., lectures on VAW, Peer education in a church at the university, and in their workplaces. Victims. 1) Try to resolve the problem. (Doesn't work.) 2) Provide financial aid, training for fin'l independence (sew, cook). Group sessions. Provide a lawyer.
SPEDA	Training. Legal awareness training in Amman. An orientation to the ACT project	<u>Internal capacity building:</u> No mentions. <u>External outputs:</u> Sustainability. Graduated to two larger USAID projects. Victims (450 in database). Provided legal aid, social awareness and improved healthcare. Have hotline which was copied by MoInterior.
Tammuz Organization	Training. Technical training, how to develop proposals; defining VAW.	<u>Internal capacity building:</u> Credible, taken seriously in combating VAW; NGOs now have a clearer message to disseminate; no contradiction in message because NGOs have same understanding of VAW. <u>External outputs:</u> Supported CEDAW. Training. Many workshops on women's rights and VAW. Outreach. Students who graduated now volunteer with them. Victims. Mostly legal aid.
Women's Empowerment Organization	Training. Training on definition of VAW in Iraqi context. How to develop proposal.	<u>Internal capacity building:</u> Improved NGO skills in proposal writing; to be clear in aims and objectives, realistic activities, outputs etc. Wider outreach. Focus on advocacy. <u>External outputs:</u> Victims. 3 hotlines, 2 mobiles and one landline; important for women who cannot leave home; can alert social worker and legal support for help. Related project lobbying for peace. Focus on combating FGM Working with ACT Project: more credibility for other work by NGO. Need to focus more on training of health workers, on girl school dropout, on widows.

Annex 9: Responses to Electronic Survey**Total Number of Questionnaires Distributed/Total number of Responses:**

Government Counterparts/Gender Focal Points in Ministries/'Committee 80' members: 30 distributed; 3 responses received from government counterparts, 5 responses from Gender Focal Points, no response from 'Committee 80' members.

Parliamentary Committee Members: 20 distributed; 2 responses received.

NGOs and women activists: 30 distributed; 24 responses received. Media: 20 distributed; 3 responses received.

Grand Total: 38 responses (38 per cent) received; out of which 29 (76 per cent) of respondents are female, 24 per cent are male.

Of the 29 female respondents, 27 are head of section, divisions etc. in their organization.

*= one respondent with tertiary level education did not indicate field of study; **= 10 respondents did not indicate position

Annex 9/a: Question 1: Background Information

Target Group	Primary Level	Preparatory Level	Secondary Level	Tertiary Level*	Arts	Science	Legal	Human rights background	Position**	
									Head	Staff
Government										
Female				2	1				1	1
Male				1	1					1
Parliamentary Committee										
Female				2		2			2	
Male										
NGOs										
Female			2	18	10	5	5	3	18	2
Male				5	2	3			4	1
Media										
Female				3	2	1			3	
Male										
Focal Points in Ministries										
Female				4	3		1		2	1
Male				1			1		2	
TOTAL			2	36	19	11	7	3	22	6

Annex 9/b: Responses to Electronic Survey

Question 2: What do you know of the UNIFEM ACT Project

Target Group	Do not know much about the ACT Project	Know the ACT Project Well
Government		
Female	-	2
Male	-	1
<i>Sub-Total</i>	-	3
Parliamentary Committee		
Female	1	1
Male		
<i>Sub-Total</i>	1	1
NGO		
Female	4	16
Male	2	3
<i>Sub-Total</i>	6	19
Media		
Female	1	2
Male		
<i>Sub-Total</i>	1	2
Focal Points in Ministries		
Female	2	2
Male		1
<i>Sub-Total</i>	2	3
<i>SUB-TOTAL Female</i>	8	23
<i>SUB-TOTAL Male</i>	2	5
GRAND TOTAL	10	28

Annex 9/c: Responses to Electronic Survey

Question 3: What in your view have been the achievements of the ACT Project?

Multiple Choice	Government			Parliamentary Cttee			NGO			Media			Focal Points in Ministries			TOTAL Number of Responses
	Female	Male	Sub-Total	Female	Male	Sub-Total	Female	Male	Sub-Total	Female	Male	Sub-Total	Female	Male	Sub-Total	
3.1 raised awareness among governmental decision-makers on the problem of VAW and the need to enact relevant policies and strategies	1	1	2	1		1	8	3	11	2		2	2		2	18
3.2 raised awareness among civil society on the problem and cost of VAW	2		2	1		1	15	3	18	2		2	2	1	3	26
3.3 raised awareness among religious leaders on the problem and cost of VAW				1		1	5		5	1		1	2		2	9
3.4 raised awareness among tribal and community leaders on the problem and cost of VAW				1		1	5	1	6	1		1				8
3.5 raised awareness among the wider public, women and men, on the problem and cost of VAW to the welfare of the family				1		1	12	2	14	2		2	1		1	18
3.6 mobilized the media to contribute to combating VAW	1		1	1		1	9	2	11	2		2	2	1	3	19
3.7 encouraged research on the problem of VAW in Iraqi society	1		1	1		1	11	1	12	2		2	1	1	2	18
3.8 mobilized NGOs to work together on combating VAW	2	1	3	1		1	12	1	13	1		1	1	1	2	20
3.9 mobilized the judiciary to support legal reform relevant to combating	1		1	1		1	5	1	6	1		1	1		1	10

Annex 9/d: Responses to Electronic Survey

Question 4: Based on your experience, what are the persistent challenges influencing efforts to combat VAW in Iraq? Please make a distinction between high (H), medium (M) and low (L) priority of the pertinent challenge

<i>Multiple Choice</i>	Government						Parliamentary Cttee						NGO						Media						Focal Points in Ministries						TOTAL		
	<i>Female</i>			<i>Male</i>			<i>Female</i>			<i>Male</i>			<i>Female</i>			<i>Male</i>			<i>Female</i>			<i>Male</i>											
	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L			
4.1 Government capacity to effectively combat	1	1				1			2				8	3	8	1	2	1	2		1				3		1	1			16	6	12
4.2 Drafting new laws on VAW	1	1				1			2				9	5	5	5			2		1				4			1			21	6	6
4.3 Effectively mobilizing the judiciary to enact the required legal reform		2			1			1	1				11	3	7	3	1		2		1				4			1			21	8	9
4.4 Effectively mobilizing the authorities to implement the rule of law	2			1				1	1				9	4	7	4	1		2		1				4			1			22	6	8
4.5 Effectively mobilizing the police and other enforcement authorities to protect VAW victims and survivors	1			1					2				11	3	5	3	1	1	1		2				4			1			21	4	10
4.6 Effectively mobilizing the police and other enforcement authorities to prosecute perpetrators of VAW	1		1					2					11	2	7	1	3		2		1				4			1			20	7	9
4.7 Impact of the current security situation	1	1			1		2						12	4	4		4		2	1					1	2	1		1		18	14	5
4.8 Providing safe places for VAW victims and survivors	1		1	1				2					9	7	4	2	2	1	2		1				1		3		1		16	10	12
4.9 Providing VAW	2			1				2					9	4	5	5			3		1				2	1	1		1		22	6	9

Multiple Choice	Government			Parliamentary Cttee			NGO			Media			Focal Points in Ministries			TOTAL											
	Female			Male			Female			Male			Female			Male											
	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L						
a) No law for domestic violence				1																		1					
b)No country procedure to advance Iraqi woman's situation, and applying the definition of gender in all state institutions				1							1														2		
c)No portfolio for SMOWA				1																					1		
d)No database, higher authority or a governmental research centre considering woman's affairs				1					2																3		
e) Typical UN role in Iraq				1																					1		
f) Poverty				1							1														2		
g) Widows, and villagers' illiteracy				1							2														3		
h) No outlining of a legislation to prohibit VAW and making sure it is activated									2				1												3		
i)Lack of cadres that have faith, information on women's issues													1												1		
j)Lack of accurate scientific field studies of women's issues such as marriage and divorce													1					1							2		
k)Ignorance of consequences of violence and refusing to change	1																								1		
l)Victims are not able to											1														1		

Multiple Choice	Government			Parliamentary Cttee			NGO			Media			Focal Points in Ministries			TOTAL					
	Female		Male	Female		Male	Female		Male	Female		Male	Female		Male						
	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L	H	M	L
prove the crimes																					
m)Inability to protect victims after releasing the offenders			1																		1
n) No recognition of the existence of VAW problem as a main one by government and authorities							1								2						3
o)No budget by government															1						1
p)Not arresting offenders because of the interference of officials in the work of police and courts															1						1
q) Politicians' social offices which negatively resolves VAW, they forgive honour killers instead of suing them															1						1
s)Some women's rights NGOs follow political parties									1												1
t)Lack of religious speeches concerning VAW							1														1
-Social inheritance, religious fanaticism, and incorrect understanding of religion (SHARIAA) for some muftis and the government's silence due to freedom of							4		1												5

Annex 9/e: Responses to Electronic Survey
Future Recommendations:

<i>Recommendations</i>	<i>NGOs</i>		<i>Media</i>		<i>Gender Focal Points in Ministries</i>		TOTAL
	Female	Male	Female	Male	Female	Male	
*Mobilize efforts of NGOs, civil society, media, parliamentary committees, law makers to outline legislation prohibiting VAW and making sure it is activated			1				1
*Publish reports and studies of VAW in universities, ministries and in media					1		1
*Support long-term projects	1						1
* Increase awareness among tribal and community leaders on the problem and cost of VAW							1
*Draft laws that protect women	1						1
*Force government to abide by international treaties and charters combating VAW	1						1
*Amend paragraphs of Iraqi penal code	1						1
*Advocacy campaigns to pressure law-makers to draft legislations to protect women from violence	1						1
* Mobilize the judiciary to support legal reform relevant	1						1

to combating VAW							
*Combating VAW programs that target men as society and religious leaders	1						1
* Mobilize law enforcement authorities to arrest and deal with perpetrators of VAW	1						1
*The solution lies in the political will of the government	1						1
*Fight illiteracy and stop girls from dropping-out of schools		1					1
* With help from Ministry of Interior provide special shelters and directorate for family protection that offers all kinds of legal, health and other support, not just shelters	1						1
*Solution lies in applying Islam's values that fights violence, and also from Prophet Mohammed (may peace be upon him) sayings which honours women	1						1
* Mobilizing the media to contribute to combating VAW	1						1
*Drafting laws that forbid early marriage under 18 unless in very special cases and by a court order		1					1
*Collecting statistics from the community to find out	1						1

the amount of violence that the law-makers do not admit							
*Urging not to accept illiterate females as wives		1					1
*Dealing with offenders as victims because sectarian violence that Iraq has witnessed in the past 7 years has had an impact	1						1
*Combating VAW through government's political will	1						1
*Providing school boys and girls with a new educational culture that prohibits violence and negative norms and traditions	1	1					2
*Making VAW programs that effectively include men specially as religious and tribal leaders for they are important parts in resolving VAW problem	1	1					2
* Targeting tribal leaders in far away governorates		1	1				2
*Improving women's situations in society from gender equality basis and the properties of Muslim community		1					1
*Include more women in social welfare funding support		1					1
*Fighting poverty		1					1
*Providing educational		1					1

activities for female and male youth in the city and marginalized districts; helps minimize violence and saves them from domestic repression							
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Annex 10: Summary of Activities in ACT Project Progress Reports

First ACT Project Progress Report to Donor April 2006-June 2007 presents the following results:¹⁰⁰

Under Outcome1/Output 1.1: Improved Capacity of NGOs and Government Agencies to Address VAW UNIFEM/Iraq focused on:

- *capacity-building of Iraqi NGOs on VAW;
- *facilitating contacts between NGOs;
- *supporting the much-needed establishment of NGO networks.

Under Outcome 1/Output 1.2: Enhanced Understanding of Project Partners of VAW

*UNIFEM/Iraq implemented training workshops for NGOs to build their capacities on combating VAW, keeping in mind that some participating NGOs were already implementing VAW-related awareness raising and support programmes;

*UNIFEM/Iraq announce a Request for Proposal (RFP), inviting Iraqi NGOs to submit proposal to combat VAW, based on the training they received during the above mentioned workshop.

*UNIFEM/Iraq's Technical Committee received and reviewed 42 project proposals (May-June 2007), of which eleven were accepted; this included the proposal from the SMOWA and ten Iraqi NGOs.

Under Outcome 2/Output 2.1: Increased media reporting on incidents and scope of VAW in Iraq:

*Female and male journalists participated in training workshops in May 2007.

*Workshop results included designing potential campaigns on combating VAW.

*UNIFEM/Iraq took the opportunity to initiate discussions with Iraqi women, including Parliament Members, on the role of women in peace building at a Regional Conference in Cairo.

*UNIFEM/Iraq commissioned the Al-Yaqeen research centre to carry out a situational analysis of Iraqi women.

*UNIFEM/Iraq worked with the Media in Cooperation and Transition (MICT) to produce a short documentary (Zeinab) who was a victim of VAZW in 2007.

*UNIFEM/Iraq supported the production and NOON magazine and capacity-building of its staff, as well as linking it with a sister magazine based in Jordan.

Under Outcome 2/Output 2.2: Improved Availability of Quality Information on GBV, particularly VAW:

*No information is presented on this output in the First Progress Report.

Second ACT Progress Report to Donor July-December 2007 presents the following results:¹⁰¹

Under Outcome1/Output 1.1: Improved Capacity of NGOs and Government Agencies to Address VAW:

*UNIFEM supported an advanced training workshop on capacity-building on combating VAW for grant recipients of the first phase of the ACT Project.

*UNIFEM/Iraq provided technical, financial and managerial assistance to selected male and female participants, as well as selected staff from the Ministry of Planning and Ministry of Civil Society.

Under Outcome 1/Output 1.2: Enhanced Understanding of Project Partners of VAW; Output 1.3: Increased Provision of Quality Activities to Address VAW; and Output 1.4: Twenty Different Projects Addressing VAW Implemented by NGOs.

¹⁰⁰ UNIFEM/ASRO/Iraq, 2007/c.

¹⁰¹ UNIFEM/ASRO/Iraq, 2007/d.

Increased Provision of Quality:

*The RFP awarded grants to NGOs and CSOs in 12 governorates for initiatives to combat VAW.

*The NGOs and CSOs winners launched a wide range of initiatives including public campaigns, group therapy for victims and survivors of VW, and capacity-building for practitioners working directly with the latter.

Under Outcome 2/Output 2.1: Increased media reporting on incidents and scope of VAW in Iraq:

*Capacity-building of journalists, linked with developing a media campaign.

Under Outcome 2/Output 2.2: Improved Availability of Quality Information on GBV, particularly VAW:

*Completion of the UNIFEM/Iraq supported a study to gather and analyze women's situation, by Al-Yaqeen Research Centre.

*Survey carried targeting one thousand women and one thousand men in eight governorates to collect quantitative and qualitative data as part of the study mentioned above.

*Focus group discussions held in five governorates to gather qualitative information; participants included women from secular, religious and conservative backgrounds, and urban women of middle age.

*Two issues of NON magazine were published.

*UNIFEM/Iraq supported Iraqi youth to attend an international youth forum to raise awareness on VAW and peace.

*UNIFEM/Iraq encouraged NGOs to collaborate in submitting joint proposals, and that such proposal would receive priority.

Third ACT Project Progress Report to Donors January-December 2008 presents the following results:

Under Outcome 1/Output 1.1: Improved Capacity of NGOs and Government Agencies to Address VAW

*Development of a strategic framework between the State Ministry of Women Affairs (SMWA), UNIFEM and UNFPA following a workshop - entitled *Gender Equality, Empowering Women and Combating Violence Against Women to Build Peace and Development in Iraq* - held in Amman in April 2008. The 60 participants included representatives from the SMWA, Members of Parliament, NGOs and activists.

*Research and awareness plan to enhance Iraqi women's role in society was developed by the Iraqi Al-Amal Association (IAAA) with UNIFEM support.

*The IAA organized a training workshop in October and November 2008 for 19 participants from the appeal courts, social workers, members of research and study centres, and CSOs from various provinces in Iraq. Participants developed a joint work plan for government and civil society.

Under Outcome 1/Output 1.2: Enhanced Understanding of Project Partners of VAW

*The IAA in partnership with UNIFEM organized a Conference in Baghdad – under the slogan 'Iraqi Women Call to Stop the Humanitarian Crisis' - in January 2008, attended by some 300 participants from the Iraqi Government, Parliament, court, police, civil society, international agencies and diplomatic missions, as well as the UN. The 'hot topics' discussed during the conference were the focus of media debate and public discussions. However, legislators took exception to the discussion of trafficking of women and prostitution and this topic was shelved during the Conference.

*Some 240 tribal, community and religious leaders as well as local men and women from the Wassit Province signed a 'vow of honour' as part of the Ibn Al-Iraq Awareness Raising for Violated Women in Wassit Project supported by UNIFEM.

*Eight Awareness-Raising workshops were held in Wassit over a period of three months.

*Booklets on the importance of peace conciliation were distributed in Baghdad.

*UNIFEM supported the Independent Iraq Women's Organization's (IIWO) 'Rehabilitate Victimized Women Project' which raised awareness on VAW and supported victimized women in IIAW shelters.

*IIWO implemented six sessions targeting victimized women (180 in total) to diagnose and find solutions with the help of medical and social support staff; included visits to victims homes and led to calls for establishing a hotline.

*Research study to map results and analyze ACT Project progress on women survivor's rehabilitation. Led to recommendation to the Ministry of Health (MoH) to establish a governmental institute offering services to VAW victims.

*Help options provided to victims of VAW via the 'Combating VAW Through Improving Health Care Responses Project' through building capacity of 30 health workers.¹⁰² This Project builds on previous projects which included an awareness campaign implemented by the Insan Iraqi Society (INSAN) with support from UNIFEM in 2006.

*The above mentioned Project included an awareness campaign involving leaflets, posters and radio broadcasts. Project result includes the recording in a database of all new VAW cases in hospitals and clinics.

*The UNIFEM supported 'Combating VAW Project' implemented by the Development and Widows Training Centre targeted 150 Iraqi women, in particular widows and female orphans, for awareness-raising on human rights.

*University students in Diala Province drafted new law proposal to combat VAW as part of raising their awareness and involvement in pertinent campaigns in the 'Educational Seminars for University Students from Diala University on Eliminating VAW'.

Under Outcome 2/Output 2.1: Increased media reporting on incidents and scope of VAW in Iraq:

*Third capacity building workshops for journalists (August 2008) to raise awareness on human rights and pertinent legislation and increase reporting capacity on VAW; included field visit to shelter for VAW victims in Jordan.

Under Outcome 2/Output 2.2: Improved Availability of Quality Information on GBV, particularly VAW:

*UNIFEM supported various partners to develop quality materials on VAW.

*Ongoing research for situational analysis on VAW.

*Five new issues of NOON magazine produced and disseminated all over Iraq.

*Training handbook on VAW designed by UNIFEM.

*Two reports on VAW produced in April and May 2008 by UNIFEM in collaboration with the Media Voice Watch and Iraqi NGOs, documenting 332 incidents of VAW; involved collaboration with observers in 13 Iraqi governorates, and experts and professionals in Amman/Jordan.

*Say-No-To-VAW campaign involving 16 days of activism and collection of more than 5000 signatures. Some 35 NGOs, the SMWA and the Women Council in Parliament involved in the campaign, which included printing and dissemination of posters.

*Situation Report covering three areas in Basra, Al-Amarah and Al-Nasyria involved interviewing women survivors of VAW and sharing the information with social workers.

*UNIFEM partnered with the Free Iraq Foundation in implementing the 'Elimination of Domestic Violence in Southern Iraq Project' which involved capacity-building of social workers in personal status courts.

*UNIFEM partnered with the Heartland Alliance for Human Needs and Human Rights to produce mediation training material for social workers; included organizing focus groups to gather pertinent information and training-of-trainers workshops.

*UNIFEM study on VAW in Iraq produced which involved a questionnaire targeting women survivors of VAW by age group and types of violence, and another questionnaire

¹⁰² Note: Unclear from the narrative which NGO implemented this activity.

targeting men to investigate their knowledge of VAW. Pertinent research papers were presented during a one-day conference in July 2008, in which representatives from government counterparts, NGOs and CSOs participated.

*UNIFEM supported the Iraqi Organization for Women and the Future to implement a campaign on ‘Eliminate VAW’ in Baghdad, Diala, Anbaar and Basra.

*The UNIFEM Iraqi Women Situational Report undergoing final revision; planned to be the basis for a national strategy to combat VAW.

*NOON magazine: five issues produce and disseminated; so far around 11,000 copies of each have been distributed. Problems encountered in respect of printing (carried out in a Jordanian press house) and distribution. Magazine team received pertinent training.

Fourth ACT Project Progress Report to Donors January-June 2009 presents the following results:¹⁰³

Under Outcome 1/Output 1.1: Improved Capacity of NGOs and Government Agencies to Address VAW:

*Eight partner NGOs are listed whose capacity to contribute to combating VAW has been strengthened; they include in the Baghdad Governorate the Legal and Social Law Clinic, Women Forum for Development, Baghdad Women’s Association, Iraqi Organization for Women and Future, Training and Development Widows Centre, and Iraqi Al-Amal Association in the Baghdad Governorate; Centre for Women and Children’s Rights (Diwaniya, Qadisiyah Governorate); and Ajial Charitable Society for Intelligence and Creation Development (Al-Muqtada and Ba’quba districts/Diyala Governorate).

*These NGOs contributed to training legal and social workers on methods to combat VAW and to provide free legal advice, counselling and medical assistance to VAW survivors; support to VAW victims including widows to secure employment; raising awareness of police and judges on VAW; raising awareness of women on their legal rights; training of men and women on women’s human rights; mobilizing the media (TV, radio and newspapers) to report on VAW; setting up a health and psychiatric centre for women survivors of VAW, further supported by the MoH; training of civil society male and female activists to combat VAW; raising awareness of decision-makers from governmental institutions, lawyers and CSOs on VAW issues; support to counselling workshops for VAW survivors; lobbying for VAW survivors to receive legal advice and representation for a nominal fee; supporting victims of VAW to get their case heard in court; and counselling workshops for women survivors of VAW.

*Training of 35 NGO partners in results-based management (RBM) during a four-day workshop.

Under Outcome 1/Output 1.2: Enhanced Understanding of Project Partners of VAW:

*Country consultation on implementation of UNSC Resolution 1325; participants included Iraqi women Parliament members, CSO activists, and government officials.

Under Outcome 2/Output 2.1: Increased media reporting on incidents and scope of VAW in Iraq:

*Mass media campaign launched on International Women’s Day (8th March) and implemented for one month, entitled ‘Hand in Hand in Order to Eliminate VAW’, to raise awareness of Iraqi men and women in VAW. Special focus on male perpetrators of VAW and men at risk of committing domestic violence.

*Campaign include radio spots on VAW, aired five time a day for seven days.

*Erection of billboards in the main Iraqi cities citis in Iraq to publicize the campaign.

*Email messages sent to 500,000 subscribers of free email with messages on combating VAW.

¹⁰³ UNIFEM/ASRO/Iraq, 2009/a.

Under Outcome 2/Output 2.1: Increased media reporting on incidents and scope of VAW in Iraq:

*Development of a results-based strategy during a high-level strategic consultative meeting in partnership with SMWA in Baghdad and the KRG, representatives from the MoH, NGOs and activists from all over Iraq.

*Three issues of NOON magazine published and disseminated.

Fifth ACT Project Progress Report to Donors July-December 2009 presents the following results:¹⁰⁴

Under Outcome 1/Output 1.1: Improved Capacity of NGOs and Government Agencies to Address VAW:

*UNIFEM further supported initiatives of Iraqi NGOs to combat VAW during 16 days of activism.

*UNIFEM provided financial and managerial support to seven NGOs in three Iraqi governorates implementing initiatives during the 16-day campaign.

*Ajial Charitable Society for Intelligence and Creation Development/Diyala Governorate trained 200 lecturers, journalists, younger members of the Society, NGOs, decision-makers, teachers, judges and lawyers on women's rights and combating VAW; established a coordinating committee to recommend opening centres to provide support to VAW survivors in rural areas; and widened its activities to include areas hitherto not covered by the Society.

*Baghdad Women's Association and Women's Leadership Institute worked jointly to raise awareness of women and men on VAW and its impact on family and society.

*Teachers' Training Institute and girls' secondary school organized painting exhibitions on combating VAW.

*Displaced women and survivors of violence in Basrah Governorate participated in training workshops on the Constitution and women's legal rights, organized by the Business Women's Association.

*Women for Peace Society raised awareness of over 1000 men and women on importance of combating VAW; included three 25 minute long silent drama shows.

*Bint Al-Rafidain/Babylon Governorate raised awareness of 200 students from the Educational College on VAW through a drama. Some 22 students produced paintings expressing their views on VAW. Also three radio programmes on local laws, international agreements and UNSC Resolution 1325 were broadcast.

*Love and Peace Society/Thi-Qar Governorate raised awareness of citizens on VAW through a campaign that included local TV channel announcements, and distribution of 1000 posters and 1000 folders on consequences of VAW.

*Iraqi Al-Amal Association (IAAA) organized six workshops to raise awareness and develop capacities of 199 police officers on VAW and human rights; in addition security corps and social workers in court were trained on preventing and combating VAW.

*Tribal head and sheikh members of the Tribal Support Council signed a Contract Bill on Human and Women's Rights drafted by the IAA.

*The IAAA also conducted research for a study on court verdicts dealing with VAW; as well as undertaking six surveys on the situation of VAW in different regions in Iraq.

Under Outcome 1/Output 1.2: Enhanced Understanding of Project Partners of VAW; Output 1.3: Increased provision of quality activities to address VAW; and Output 1.5: National strategy to combat GBV:

*Consultative Meeting on implementation of UNSCR 1325; in collaboration with the Norwegian Church Aid (NCA).

*Output of the Consultation was development of suggestions for Iraq National Strategic Plan on VAW.

¹⁰⁴ UNIFEM/ASRO/Iraq, 2009/b.

*Participants in the Consultative Meeting also made suggestions for regional activities in support of UNSCR 1325 including NGO networks, a women's court, regional solidarity day, and capacity-building to mainstream UNSCR 1325.

Under Outcome 2/Output 2.1: Increased media reporting on incidents and scope of VAW in Iraq and Output 2.2: Improved Availability of Quality Information on GBV, particularly on VAW:

*NOON Magazine published further issues which addressed VAW.

Challenges Identified in the ACT Progress Reports up to June 2009:

Challenges listed in the First and Second Reports (April 2006-December 2007) include:

*The security situation that prevented launching some activities; though UNIFEM/Iraq focused on building NGO capacity.

*The challenge of encouraging NGOs to work together and develop joint activities.

Challenges listed in the Third Progress Report (January-December 2008) include:

*More support to capacity-building of government counterparts, Parliament members, NGOs and civil society.

*Need to develop monitoring and reporting tools and mechanisms to promote and protect women's human rights and provide basic information on VAW in Iraq, on international instruments and treaties.

*UNIFEM realizes the important role of the police and judicial forces in combating VAW and supporting victims, which needs to be addressed.

*Promoting strong partnerships in civil society to gather information on VAW and map violations provides the information required by the police and the judiciary to combat VAW.

*This implies continuing to support the capacity-building of NGOs

Challenges listed in the Fourth and Fifth Progress Reports (January-June 2008; July-December 2009): more or less the same as listed in the Third Report.