

MID-TERM EVALUATION REPORT OF

SUPPORT TO SECURITY AND JUSTICE

SECTOR GOVERNANCE IN POST-

CONFLICT IRAQ

(January 2019 – June 2021)

Evaluation Report

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November 2021

Project Information		
Project title	Support to Security and Justice Sector Governance in Post-Conflict Iraq	
Atlas ID	00113282	
Country Programme Document Outcome and Output	Outcome 3.1: Strengthened institutions and systems deliver people-centred, evidence and needs-based equitable and inclusive gender and age-responsive services, especially for the most vulnerable populations, with particular focus on advocating for women's leadership in decision-making processes. Output 3.4: People's access to justice increased through improved capacities and systems of rule of law, security sector and human rights institutions.	
Country	Iraq	
Region	Middle East	
Date project document signed	1 st January 2019	
Project dates	Start	Planned end
	1 st January 2019	31 st December 2022
Project budget	USD 30,708,262	
Project expenditure at the time of evaluation	USD 8,972,041	
Funding source	Governments of Canada, Denmark, Germany, Japan, the Netherlands and the United States	
Implementing party	United Nations Development Programme	
Evaluation Information		
Evaluation type	Mid-Term Evaluation	
Period under evaluation	Start	End
	1 January 2019	30 June 2021
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Evaluation dates	Start	End
	1 October 2021	30 November 2021

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Acronyms and Abbreviations

CJTF	Combined Joint Task Force
CPD	Country Programme Document
CSIP	Community Security Integration Pilot
CSO	Civil Society Organisation
EUAM	European Union Advisory Mission in Iraq
EUD	European Union Delegation
GOI	Government of Iraq
IDP	Internally Displaced Persons
IOM	International Organisation for Migration
IP	International Partners
ISIL	Islamic State of Iraq and Levante
MDG	Millennium Development Goals
MoD	Ministry of Defence
MoI	Ministry of Interior
MPSP	Model Police Station Pilot
NDP	National Development Plan
NGO	Non-Governmental Organisation
NMI	NATO Mission in Iraq
NSS	National Security Strategy
OHCHR	United Nations High Commissioner for Human Rights
ONSA	Office of the National Security Advisor
PAA	Police Affairs Agency
PMO	Prime Minister Office
QIPs	Quick Impact Projects
SDC	Parliamentary Security and Defence Committee
SDG	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SJC	Supreme Judicial Council (formerly known as the Higher Judicial Council)
SJSG	Security and justice sector governance
SJSR	Security (and Justice) Sector Reform
SOP	Standard Operating Procedures
SSR	Security Sector Reform
SWG	Sectorial Working Groups
TOQ	Training and Qualifications Directorate
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNAMI	United Nations Advisory Mission in Iraq
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDSCF	United Nations Sustainable Development Cooperation Framework
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
HRDDP	Human Rights Due Diligence Policy

Acknowledgement

The author wishes to thank the United Nations Development Programme Country Office in Iraq, in particular, the Security Sector Reform and Rule of Law project team for the support provided, including access to project documents and arranging meetings with key informants.

EXECUTIVE SUMMARY

Background of the Evaluation

In line with its corporate policy to evaluate its development cooperation with the host government on a regular basis, the United Nations Development Programme (UNDP) commissioned the mid-term evaluation of the project “Support to Security and Justice Sector Governance in Post- Conflict Iraq” which was undertaken by an independent consultant over a period of 50 working days between 16 September and 30 November 2021.

The purpose of the evaluation is to assess the extent to which the project has made progress towards achieving its planned results / outputs; provide evidence of UNDP’s contribution towards the outcome achievements and impact; assess UNDP’s coordination, partnership arrangements, beneficiary participation, and sustainability / exit strategy; and collate and analyse lessons learned, challenges, and good practices obtained during the implementation period, this information will inform and improve decision-making to ensure quality implementation during the second phase of the project (September 2021 - December 2022). Due to COVID-19 and Iraqi’s post- parliamentary elections related security restrictions, it was not possible to visit project sites and to reach out to communities directly, therefore most of the data related to community awareness campaigns was obtained remotely from project records/reports, social media back-end data and discussions with stakeholders.

This report presents the findings of the mid-term external evaluation of the project “Support to Security and Justice Sector Governance in Post-Conflict Iraq”, funded by the Governments of Canada, Denmark, Germany, Japan, the Netherlands, and the United States. The project has been implemented by UNDP since January 2019 and it will end in December 2022. The project’s budget amounts to USD 30,708,262.

The evaluation covered the project’s activities implemented during the period from 01 January 2019 to 30 June 2021.

Overview of the Project

The project aims to support the Government of Iraq (GoI) in its efforts to advance security and justice sector governance (SJSG) both at national and local levels and to ensure that national security and justice sector institutions are better able to provide a safe and secure environment for the people of Iraq. In this regard, the project focuses on providing strategic and technical advisory support and assistance to advance the GoI’s efforts to improve the delivery of security and justice services. This is aimed at instilling stronger public trust in state capacity to maintain security from day-to-day public safety to combating serious crime as well as assist in the coordination and strengthen collaborative engagement of like-minded International Partners active in supporting SJSG in Iraq. The overall project strategy stems from the assumption that security is a pre-condition for sustainable development (SDG 16 – “peace, justice and strong institutions”). In light of the above, the project seeks to deliver the following three outputs: Output 1: Strategic advisory, coordination and capacity development support provided to strengthen security sector governance; Output 2: Law enforcement and criminal justice capacities of targeted institutions in Iraq strengthened; and Output 3: Community security integration pilot is designed for Iraq.

Methodology

The evaluation assesses the project performance against the standard evaluation criteria laid out in the Organisation for Economic Cooperation and Development – Development Assistance Committee (OECD-DAC) Principles for Evaluation of Development Assistance¹, as defined in the United Nations Evaluation Group (UNEG) guidelines. The evaluation was based on analysis of primary and secondary data collected

¹ The six evaluation criteria are: relevance, coherence, effectiveness, efficiency, impact, and sustainability.

from various sources, including project quarterly and annual reports, training reports, virtual interviews with key informants, including donors and international and government and civil society partners, project beneficiaries, and minutes of project board meetings.

The data collection tools included: a) Review of project documents, including quarterly and annual progress reports and minutes of meetings. The list of documents reviewed are listed in Annex 1; b) Individual interviews with a total of 38 key informants (including 10 women), representing a cross section of stakeholders, including donors and international and government and civil society partners, and project beneficiaries. The list of individuals interviewed is in Annex 2; and c) A draft evaluation report was shared with UNDP to review and validate the findings. The final version of this report incorporates their comments.

The in-country field mission which was originally proposed in the Inception Report was not conducted, in agreement with UNDP, due to post – parliamentary security related travel restrictions that were in place in Iraq during the period of the evaluation, therefore the evaluation was conducted remotely. The evaluation exercise was conducted in accordance with UNDP Evaluation Guidelines 2021 and OECD-DAC standard assessment criteria of relevance, coherence, efficiency, effectiveness, sustainability, and impact.

Summary of Key Findings

Relevance

The project has been relevant to national and regional security and corresponded to the global and national strategic policy documents. The project’s objective has been consistent with the beneficiaries’ requirements, country needs, global priorities (SDG) and partners’ and donors’ policies. More specifically, the overall project objective is aligned with the global Sustainable Development Goals (Goal 16) the United Nations Sustainable Development Cooperation Framework (2020–2024), United Nations Development Country Programme (2020–2024), as well as with relevant national policies such as the GoI Security Sector Reform Programme (2017), the Ministry of Interior Strategic Plan (2019–2023), National Development Plan (2018–2022), etc., all of which represent strategic priorities and objectives for Iraq. The project has importantly contributed to the achievement of the national policy objectives as well as addressed institutional and social needs. The project approach is well conceptualised to support the introduction of reforms, institutional changes, and increase internal security in line with the GoI National Security Strategy and the Security Sector Reform Programme. Despite significant donor support provided since the project’s inception and the progress made, an immense need for further support remains.

Coherence

The project team has been leading and holding regular coordination meetings with donors, international partners, and beneficiaries to ensure timely coordination and implementation of the project. The coordination meetings have been focused on ensuring coherence and collective donor engagement within one central framework led by the Office of the National Security Advisor and more recently (i.e., since December 2020) the Prime Minister’s Office. Additionally, the project team also led the international partner support coordination of the Government of Iraq Security Sector Reform Programme’s “8 systems”², allowing another important platform for UNDP to engage and coordinate with partners.³ To a large extent, the established coordination mechanisms prevented overlaps, enabled activities to be adjusted, and sent consistent messages to beneficiaries.

² 8 Systems: National Security Architecture; National Security Legislation; Democratic / Institutional Oversight and Accountability; Critical Infrastructure Protection; Criminal Justice and Law Enforcement; Intelligence Community; and Defense and Internal Security Strategy.

³ E.g., International organization for Migration, Combined Joint Task Force - Operation Inherent Resolve EU Delegation, European Union Advisory Mission, and North Atlantic Treaty Organization, etc. (for more information see chapter on coherence).

Though the project successfully worked with several other partners, room for improvement exists in a more proactive approach and to combine the utilisation of human and financial resources with other partners and UN(DP) projects.

Efficiency

The project's implementation faced several internal and external challenges that negatively impacted its pace and delivery. The COVID-19 pandemic presented an outstanding challenge that significantly impacted the delivery of project results. In response to COVID-19, UNDP was agile, and adjusted its approach and thus introduced remote planning and coordination from multiple locations outside of Baghdad and introduced home-based work to continue with project activities. In addition, the project shifted to using virtual modalities, communication platforms and conducted online activities (e.g., assessments, surveys, interviews, trainings). Political instability, the parliamentary elections and associated formation of two interim governments in the evaluation period led to staff turnover within the GoI, and a loss of institutional memory. This resulted in temporary pauses on policy decision making a lack of commitment, and slow communication, which resulted in overall slow progress on the Government's side.

Furthermore, bureaucratic and lengthy internal procedures and processes related to procurement and recruitment of human resources within UNDP and red tape on the Government's side caused unnecessary delays that could have been prevented or at least reduced by modification and improvement of internal administrative provisions, working practices and processes. The project has ensured appropriate visibility and internal monitoring. In light of the COVID-19 health pandemic, the project applied alternative quality assurance and remote monitoring strategies to ensure effective implementation, monitoring and reporting. Project reporting has been improved while an exit strategy remains to be developed. The project resources (funds, expertise, and human resources) have been optimally used and converted into intended outputs. The project was implemented in an agile and flexible manner and addressed beneficiaries' actual needs. The project also ensured a balanced visibility approach to minimise potential security risks as it has been operating in a highly sensitive security environment.

Effectiveness

To a large extent, the project has delivered the results identified under each of the three outputs. Activities and outputs have been effective in supporting the Government, MoI, local police, and civil society; thus, the progress made in achieving the results is clear and visible within the context of the three workstreams. The planned results led to the intended outcome in line with the project's theory of change. The project has supported the development of policy regulatory frameworks (e.g., National Security Strategy, Security Sector Reform Strategy, various policy briefs, assessments), business processes (e.g., Model Police Stations, Standard Operating Proceedings on Criminal Investigations, etc.) and increased the beneficiaries' institutional and technical capacities (e.g., trained staff, training curricula, e-learning platform). Technical assistance was provided based on the needs jointly identified by the beneficiaries during the project design phase and accordingly adapted during the implementation phase. Beneficiaries consider the project's activities, outputs and services as very valuable and use the skills, knowledge and tools acquired on a daily basis which confirms that the project has been effective. Moreover, the project promoted the security-development nexus through vocational training support for former volunteer fighters to reintegrate back to their societies and improve their socio-economic conditions, as well as empowered local civil society organisations to develop public/police collaborative partnerships through quick impact project grant schemes.

Sustainability

The project's activities and achievements have been, to a certain extent, geared toward attaining sustainable results. The sustainability of the outputs varies from output to output. Whilst Output 1 is focused on SSR

policy and strategy issues, Output 2 deals with law enforcement and criminal justice system capacity building, development of the local policing road map, SOPs on criminal investigations, community, and local policing, and Output 3 deals with piloting new/ context specific approaches to DDR through the Community Security Integration Process. As some of the outputs will require continued financial, monitoring and peer to peer support (e.g., implementation of the Security Sector Reform Programme, National Security Strategy), others are more self-sustainable and can carry on after the end of the project (e-learning platform, use of SOPs). Furthermore, elements of sustainability can be found in the training curricula adopted and integrated into the MoI Training and Qualification Directorate's training plans and training courses developed and delivered through the Training-of-Trainers approach that expanded the number of individuals trained and ensured that skills were spread out amongst a host of actors and individuals at the provincial level.

Impact

The project has had a positive impact on the Iraqi security sector and civil society actors. The project contributed to increased safety, security, and building trust between the Iraqi local security forces and local communities. This was shown through evidence-based surveys that were carried out by the project. For example, the comparison data of two annual tracker surveys on public perceptions of safety and security and justice service delivery in Iraq evidence increased public trust of Iraqi security and justice institutions. The project activities improved the beneficiaries' capacities in the execution of strategic and operational tasks, as well as improved working proceedings as evident from training participants' consolidated evaluation forms. The investments in capacity building have led to increased capacities in different areas (e.g., improved criminal investigations, improved and amended internal proceedings, etc.). It is important to note that the project has targeted not only technical reforms but also the citizenry (men and women, including youth), stimulating their engagement in playing an active role in shaping more responsive and accountable security and justice institutions and service delivery (e.g., Quick Impact Projects). The project has also improved communication between the local police and local communities by addressing safety challenges, identifying gaps and human rights, as well as supporting former volunteer fighters by providing skills development, improving their employment possibilities, and providing psychosocial support. The wide variety of results complement each other and contribute to better governance in the security and justice sectors.

Cross-cutting issues

To a certain extent, the project was driven by principles of inclusion and leave no one behind, with a rights-based, conflict-sensitive, and do-no-harm approach to promote gender equality and empowerment. Several important results have been achieved in this regard, including the conceptualisation and promotion of co-gendered local police stations, elaboration of conflict assessment for improving local police,⁴ and engagement of female-headed households of former volunteer fighters for improving community security integration.

The project also made significant progress on gender issues in terms of streamlining gender issues in the project implementation in comparison to the previous UNDP project (e.g., Support to Security Sector Reform – Phase I). However, despite the progress made, the project still lacks a more consistent gender mainstreaming approach across all project interventions. The level of women's participation in the project activities varied from activity to activity, depending on actual beneficiaries' possibilities for women's inclusion, as well as on societal and cultural barriers that are deeply rooted in families and communities where women and girls continue to live under patriarchal control and experience wrongful stereotyping,

⁴ Policy Brief: UNDP Iraq Conflict Assessment in Support of Efforts to Improve Local Policing in Iraq.

preventing and punishing their participation in public life. The project also adequately addressed vulnerable groups such as youth, minorities, etc.

Though human rights were not addressed to the same extent as gender issues in the project design, the project made efforts to address human rights in many project activities. For example, human rights issues were integrated in specialized police trainings, in the Local Police Station Model, as well as practically enforced in the practical application of the Standard Operating Procedures on Criminal Investigations. Nonetheless, synergies, coherence, and complementarity with other partners are missing; thus, room for substantial improvement exists. This is significant, as the human rights environment in Iraq has deteriorated markedly since 2019.

Conclusions

Whilst Iraq still faces gross violations of basic human rights and freedoms, peace and security remain the most important issues and challenges for sustainable development. The project's support to security and justice sector governance has been relevant for addressing Iraqi policy objectives, sustainable development goals, and national policies.

The project has ensured good coordination between the project, international partners, and beneficiaries, which largely prevented overlaps, enabled activities to be adjusted, and sent consistent messages to beneficiaries. The project was implemented in a flexible manner, with project activities being adjusted in line with the changed operational context and covered the actual needs of national stakeholders.

The project has made significant progress in achieving planned results against the targets stipulated for output level indicators and the overall objective in the mid-term prospective in line with the project's theory of change. The project developed several outstanding results that have brought tangible changes and significantly improved beneficiaries' technical capacities.

Civil society organisations played an important role in building trust and filling gaps between local communities and security forces, significantly supporting former volunteer fighters in improving their mental health, family relations, and social security. In this regard, it is important to note that many vulnerable persons that benefited from the project managed to improve their lives in psychological and economic terms. However, as the Government's political will and resources appear to be insufficient for such support, external support remains crucial for the further engagement of former volunteer fighters who fought against ISIL in such activities. UNDP has supported GoI SSR efforts since 2012, thus there is a question as to what type of support is still needed and required after almost a decade of continued support. Whilst the project has been mainly security oriented, a more balanced approach within the justice and home affairs sector seems to be needed to ensure balanced and parallel development in law enforcement and the judiciary. The amended operational context indicates a necessity to make a soft shift of the project's priorities and activities to better respond to the latest challenges and needs. This particularly refers to the human rights issues that have become even more important since the project's inception in January 2019, with the situation that evolved following the October 2019 public protests and related human rights violations of peaceful protesters. In this regard, the project missed an opportunity to address human rights more comprehensively across all project interventions and in cooperation with other partners.

Based on the detailed findings and conclusions of this external evaluation exercise, following are the main recommendations.

The donors should remain flexible and continue providing support to Iraq as reforms in security and justice sectors in complex contexts as in Iraq require longer support. Continued support is relevant for building upon the achievements, further development of reached advantages, and maintaining momentum. UNDP should identify areas for deeper cooperation, complementarity, and synergies, in particular the delivery of

joint activities and outputs by pooling joint resources with other international partners as well as within (UN)DP.

UNDP and donors should also reconsider UNDP support provided before 2019, assess sustainability, and prioritise outputs and activities in the context of the changed operating context (COVID-19, relevance of human rights, etc) in Iraq as well as develop an exit strategy. UNDP and donors should strive to replicate further those project results that proved successful and provide long-term sustainable results. In order to eliminate unnecessary delays, UNDP and GoI should ease internal administrative bureaucratic proceedings hindering efficient project implementation.

Gender should be more consistently mainstreamed across every single project intervention. One of the possibilities is to link the future project activities on gender issues to the SSR/RoL Programme's planned Gender Study's⁵ results, findings, and recommendations. The project should better address human rights issues both in the project design and in project delivery (e.g., strengthening internal control capacities and oversight mechanisms, supporting and enhancing cooperation between police and prosecution on detection and prosecution of criminal offences related to violation of human rights). Finally, UNDP should introduce and implement the UN Human Rights Due Diligence Policy.⁶

⁵ Gender Study to Advance the Role of Women in the Security Sector in Iraq, more details in chapter 6.7.1.

⁶ <https://unsdg.un.org/sites/default/files/Inter-Agency-HRDDP-Guidance-Note-2015.pdf>

1 INTRODUCTION

1.1 Country Background

For decades, Iraq has suffered political instability caused by armed conflict, waves of internal displacement, and the resulting socio-economic crises. The decline in oil prices, on which the Government of Iraq (GoI) is heavily dependent, the proliferation of armed actors operating outside state control, and the COVID-19 pandemic exacerbated existing vulnerabilities.

Iraq has over 1.3 million people in displacement, and 4.6 million internally displaced persons (IDP) returnees, who face increased violence despite the cessation of military operations. Approximately 257,000 IDPs live in camps; additionally, Iraq continues to host nearly 300,000 refugees and asylum-seekers, including 250,000 Syrian refugees, adding to the strain on local services. Iraq continues to be challenged by conflict, over-dependence on a single sector, an unstable political system, as well as a high perception of corruption among the public.⁷

At present, the GoI faces substantial economic, political, and security-related challenges, which intersect with Iraq's complex relations to international and regional actors. One of the key factors in the sustainable stabilization of Iraq is to build a professional security sector, especially as the internal Iraqi security situation remains volatile. This volatility is reflected in a recent national survey carried out in Iraq by the Danish Institute for International Studies, in which close to 72% of surveyed Iraqis described their personal security as only partially or not at all ensured.⁸

1.2 Security Threats and Challenges

Iraq's security situation severely deteriorated when Mosul fell to the Islamic State of Iraq and the Levant (ISIL) in June 2014. Following a military campaign led by the GoI and assisted by the Combined Joint Task Force, Operation Inherent Resolve (CJTF), Mosul was liberated in July 2017. Liberation of other ISIL-held areas followed, including Tal Afar in Ninewa Province, and Hawija in Kirkuk Province. ISIL's targeting of women and girls, using sexual violence as a weapon of war and terror, has not only stigmatized those who suffered and survived but also created for many a fear of standing out.

The security situation in Iraq remains fragile, particularly in areas earlier controlled by ISIL where remnants of ISIL insurgency continue to operate. Although the threat of ISIL has declined across Iraq, ISIL remnants and underlying sectarian threats nonetheless pose ongoing threats and challenges. There are still frequent attacks and assassinations in ISIL's former stronghold, and serious concerns that the group is regaining strength to commit larger attacks gained credence by the double suicide attack in Baghdad in January 2021 that killed more than 32 people, the deadliest attack in the capital in three years.⁹

In addition to this, sectarian tensions continue to prevail due to the growing Iranian influence, secured through various proxy militia groups. These include Sunni and Shia tensions and Kurdish aspirations for independence. Successive governments have failed to address enduring issues as the armed forces battled the large-scale insurgency by ISIL, which although formally defeated, continues to present a threat. Grievances stemming from the failure of the GoI to uphold basic social and economic rights have motivated demonstrations in various regions of Iraq since at least 2011, including violent protests in Basra in 2018.¹⁰

⁷ EASO Country of Origin Information Report Iraq Security. <https://www.easo.europa.eu/sites/default/files/publications/EASO-COI-Report-Iraq-Security-situation.pdf>

⁸ Security provisions and external actors in Iraq.

⁹ <https://www.diiis.dk/en/research/security-provision-and-external-actors-in-iraq>, <https://www.diiis.dk/en/research/security-provision-and-external-actors-in-iraq>

¹⁰ UNAMI/OHCHR Report on Human Rights Violations and Abuses in the Context of Demonstrations in Iraq between October 2019 to April 2020, page 12.

In October 2019, demonstrations driven by young people expressing their frustration with poor economic, social, and political prospects started in multiple governorates across Iraq.

During the demonstrations, extreme levels of violence were witnessed. The United Nations Advisory Mission in Iraq (UNAMI) and the United Nations High Commissioner for Human Rights (OHCHR) documented credible reports of the death of 487 protesters and the injury of 7,715 at protest sites. Those killed included at least 34 children and one woman.¹¹ UNAMI/OHCHR also documented the use of unnecessary and excessive force against protesters in several governorates, mainly in Baghdad, Dhi Qar, Karbala, and Basra. When using force in situations that gave rise to deaths and injury, including when protesters acted violently, security forces in multiple incidents failed to escalate the use of force progressively, to distinguish violent from non-violent protesters, and to respond proportionately. Security forces used unnecessary lethal force against protesters, with frequent reliance on live ammunition and the use of less-lethal weapons - such as tear gas - in a deadly manner.

Women and girls also played a prominent role in the demonstrations alongside their male counterparts. Women and girls volunteered as paramedics, provided food supplies and other logistical assistance at demonstration sites, and mobilized support for the protests amongst their networks, including through social media. Attacks on women and girls participating in demonstrations also transpired in online statements by influential public figures. In February 2020, hundreds of women and girls in the governorates of Baghdad, Babil, Dhi Qar, Basra, and Nasiriyah took to the streets to defy public calls from some quarters for gender segregation at protest sites. After a condemnation of the demonstrations as being rife with “nudity, promiscuity, drunkenness, immorality, debauchery and non-believers”, many young men joined the women and girls to support their participation in the protests.¹²

In July 2020, the Prime Minister of Iraq confirmed that violence during demonstrations by that date had killed at least 560 people, including individuals and security personnel, with most victims being young and over half based in Baghdad. The establishment of a fact-finding body for the sake of accountability was one of the first commitments of the Government formed in May 2020.¹³

Since October 2019, **human rights** also deteriorated markedly in relation to the rights to freedom of expression and to peaceful assembly,¹⁴ with the fragile civic and democratic space shrinking further. Protesters and people openly and candidly expressing discontent remain at great risk. Furthermore, approximately 3,000 demonstrators were detained, mostly in the context of confrontations between security forces and protesters, raising concerns about arbitrary deprivation of liberty, freedoms of expression and peaceful assembly, and procedural guarantees. Specifically, UNAMI/OHCHR also documented a pattern of targeted and arbitrary arrests of persons supportive of the demonstrations and/or expressing political dissent.¹⁵

Moreover, protesters provided reports of ill-treatment and torture while in detention.¹⁶ Many of those detained were unable to inform anyone of their whereabouts for several days, leading to concerns about incommunicado detention and to increased reports about the high numbers of missing people. The violations and abuses committed in relation to the protests, and the failure to hold the perpetrators accountable, and, in some cases, to protect victims from reasonably foreseeable crimes, negatively impacted the rights to freedom of expression and to peaceful assembly.¹⁷ Public protests that were violently repressed by security forces significantly **undermined public trust** in the security forces, including in the (local) police.

¹¹ UNAMI/OHCHR Report on Human Rights Violations and Abuses in the Context of Demonstrations in Iraq between October 2019 to April 2020.

¹² Ibidem.

¹³ Ibidem.

¹⁴ Ibidem.

¹⁵ Ibidem.

¹⁶ Ibidem.

¹⁷ Ibidem.

2 DESCRIPTION OF THE INTERVENTION

UNDP has been playing a leading role in supporting the Security (and Justice) Sector Reform (SJSR) efforts within the framework led by the Office of the National Security Advisor (ONSA) and more recently the Prime Minister's Office (PMO) and relevant ministries and agencies since 2015. As a critical element to establishing long-term stability in Iraq, and prevent the resurgence of conflict, the overall project strategy stems from the assumption that security is a pre-condition for sustainable development (SDG Goal 16). Similarly, security sector transformation is an essential prerequisite for Iraq's transition from a state engaged in protracted conflict to a post-conflict period of recovery and development.

UNDP's strategy supports a national programmatic shift away from immediate humanitarian and stabilisation activities to a long-term approach focusing on sustained public security, effective security and justice sector governance, community security and lasting stability. UNDP, with donor support, developed a multi-year Project on Security Sector and Justice Sector Governance (2019-2022) and it is currently funded by the following donors - Governments of Canada, Denmark, Germany, Japan, the Netherlands, and the United States. The multi-year project aims to support the GoI in its efforts to advance security and justice sector governance (SJSG) both at national and local levels and to ensure that national security and justice sector institutions are better able to provide a safe and secure environment for the people of Iraq. In this regard, the project focuses on providing strategic and technical advisory support and assistance to advance the GoI's SJSG efforts to improve state security and strengthen public trust in state capacity to maintain day-to-day public safety, improve the State's capacity to combat serious crime, as well as assist in the coordination and strengthening of collaborative engagement with like-minded International Partners active in supporting SJSG in Iraq.

In view of the above, the project seeks to deliver the following three outputs: Output 1: Strategic advisory, coordination, and capacity development support provided to strengthen security sector governance; Output 2: Law enforcement and criminal justice capacities of targeted institutions in Iraq strengthened; and Output 3: Community Security Integration Pilot is designed for Iraq.

The project design initially encompassed four outputs. Output 4 was removed from the project document as it was concluded by the SSR/RoL Project and the Environmental Portfolio in consultation with the PMSU that Output 4 would be best placed and managed by the UNDP's Disaster Risk Management project under the Environment, Energy and Climate Change Portfolio. Additional revisions of the project document related to changed GoI priorities and subsequent donor contributions. More concretely, the revisions under Output 1 were introduced in consultation with ONSA and relevant Iraqi SSR interlocutors to ensure that the results framework corresponds with the most up-to-date requests from SSR Iraqi interlocutors for UNDP technical advice and assistance based on their evolving needs and priorities. In line with this, the project document was revised on 14 March 2021 with new indicators added to Outputs 1 and 2 in the Results Framework.¹⁸

The project has been implemented by UNDP since January 2019 and is to end in December 2022. The initial project's budget amounted to USD 16,274,918, however, during the project implementation the budget has increased due to additional donor contributions and currently amounts to USD 30,708, 262.

The chart below outlines the project's conceptual approach based on the project's theory of change aiming to contribute to the project's overall outcome.

¹⁸ The new indicators added to Output 1 are: 1.3; 1.4 and 1.5 while the new indicators added to Output 2 are: 2.2a; 2.2b; 2.2c; 2.2d; 2.4a; 2.4b; 2.4c; 2.4d; 2.5a; 2.5b; 2.5c; and 2.5d.

Assumption:

Security is an essential pre-condition for sustainable peace and development, and security and justice sector reform is integral to make the transition from a state engaged long-time conflict, to a post-war era of long-term stability and recovery.



3 EVALUATION OBJECTIVES AND SCOPE

3.1 Objectives of the Evaluation

The overall objective of this evaluation was to conduct a mid-term evaluation of the project as per UNDP procedures and the project document. Corresponding to the ToR, the evaluation was carried out in terms of the project's relevance, coherence, effectiveness, efficiency, impact, and sustainability.

The specific objectives of evaluation were to:

- Assess the relevance of the project results.
- Assess the efficiency of project implementation, including the operations support.
- Assess the effectiveness of the project in reaching the stated objectives.
- Assess the appropriateness of the project design and management arrangements for achieving the stated objectives.
- Assess the sustainability of project results.
- Assess the extent to which the project has progressed towards achieving its planned results/outputs and contribution to the programme Outcome / UNDP Country Programme Document (2020 – 2024), Outcome 3.1.
- Assess the sustainability of the project results achieved thus far, providing constructive and practical recommendations on factors that can contribute to project sustainability that will inform the development of a detailed project exit strategy.
- Outline lessons learned and good practices to inform course corrections during the next and final project implementation phase.

3.2 Scope of the evaluation

The mid-term external evaluation considered the revised project results framework, which is planned to be implemented from 1 January 2019 until 31 December 2022; thus, the evaluation was focused on the three outputs in the mid-term perspective.

Institutional scope: The evaluation was focused on the progress made by the key project stakeholders, particularly by the GoI and its security and justice sector institutions that the project was advising and assisting (e.g., ONSA, PMO, MoI, SJC), CSOs as well as key target beneficiaries: disengaged former volunteer fighters and the community at large in the target locations.

Time scope: The evaluation was conducted between 1 October and 30 November 2021, covering the mid-term period (1 January 2019– 30 June 2021) of the project implementation cycle. The evaluator used a remote working approach by conducting online interviews between 10 October and 19 November 2021. The in-country field mission which was originally proposed in the Inception Report was not conducted, in agreement with UNDP, due to security related travel restrictions that were in place in Iraq during the period of the evaluation.

Geographical scope: The evaluation had a national scope given that the project has a nationwide focus through its policy and institution strengthening support, while also having targeted implementation in the governorates of Baghdad, Anbar, Ninewa, and Basra.

3.3 Evaluation Questions

The evaluation criteria and questions defined in this evaluation are based on the ToR providing a set of evaluation questions and in line with the OECD–DAC¹⁹ criteria: relevance, coherence, effectiveness, efficiency, impact, and sustainability. During the inception phase, the evaluation questions in the ToR were analysed by the evaluator and found to be well framed and captured all OECD-DAC criteria. Therefore, no additional changes were deemed to be required. However, the evaluator developed and added additional sub-questions in the Inception Report’s evaluation matrix that supported and complemented answering the main evaluation questions. The evaluation matrix (Annex 3) provided an overview of key elements of the evaluation design and methodology, listed the evaluation criteria, indicators and corresponding key and sub-questions. To operationalize these questions, data sources were identified, and data collection methods were determined.

3.4 Ethical Norms and Standards

The evaluator adhered to the transparency norms and ethical principles set by the United Nations Evaluation Group (UNEG). The evaluation was conducted in line with the principles that are outlined in the:

- UNEG’s “Ethical Guidelines for Evaluation”²⁰
- Code of Conduct for Evaluators in the UN System²¹

In line with the recommendations of UNEG, the evaluation was carried out in a participatory and gender-sensitive manner. The evaluation sought equal participation of women and men, and emphasis was given to vulnerable groups. As the envisaged field visit did not take place, the evaluator mitigated this risk by requesting additional reports containing information on cross-cutting issues addressed during the project implementation (e.g., gender, human rights, minorities, youth, and persons with disabilities, etc.)

The guidance provided by UNDP Evaluation Guidelines, 2021 and UNEG Quality Checklist for Evaluation, 2012 were followed during the entire evaluation process.

3.5 Key Challenges and Limitations to the Evaluation

The duration of the evaluation was rather short (from October to November 2021) and, given the complexity and scope of the evaluated project, should have had a longer timeframe.

Due to Iraq’s post-parliamentary elections security-related travel restrictions, the evaluator could not conduct the envisaged field visit to Iraq; thus, virtual interviews were conducted using appropriate communication channels (e.g., Zoom, WhatsApp). This approach enabled conducting the evaluation in the foreseen period; however, the quality of data collected through virtual interviews is considered by the evaluator to be worse than in-person interviews. Furthermore, the evaluator’s personal impressions and feelings about the project’s progress, situation on the field, and operational context were not obtained in person in Iraq; thus, this might have slightly influenced the evaluator’s perception of some components of the project.

¹⁹ Organisation for Economic Co-operation and Development’s (OECD) Development Assistance Committee (DAC) <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

²⁰ <http://www.uneval.org/>

²¹ <http://www.unevaluation.org/document/detail/100>

4 EVALUATION APPROACH AND METHODS

4.1 General Approach

The evaluation was based on the methodological guidelines provided in the ToR and used standard OECD - DAC²² evaluation criteria: relevance, effectiveness, efficiency, coherence, impact, and sustainability. The evaluator also assessed whether the cross-cutting issues (gender, disability, etc.) were mainstreamed; to what extent are the SDGs relevant and their interlinkages were identified; to what extent the principle of Leave No-One Behind and the rights-based approach methods were followed during the project's formulation and implementation phases.

The evaluator applied a systematic approach to provide answers to the evaluation questions and to formulate key conclusions and associated recommendations. The evaluation consisted of three phases and included these activities:

- **Inception phase** focused on the review related project documents including quarterly progress reports, donor agreements, minutes of meetings with donors and government and civil society partners to inform evaluation design.
- **Desk phase** focused on data collection, collected missing information on how outputs have been used by the national stakeholders and conducted main interviews.
- **Synthesis phase** focused on the design of answers to the evaluation questions, key findings, conclusions and associated recommendations-based findings.

Desk review of related project documents: An initial desk review of relevant project-related documents was conducted during the inception phase (Annex 1). The purpose of the desk review was to better understand the project, its theory of change, relevant beneficiaries, and stakeholders to develop the evaluation methodology, evaluation matrix and a detailed work plan. The desk review also analysed existing secondary data, which were subsequently used to assess the evaluation questions.

Data collection and data sampling: After the desk phase, primary data was collected through virtual interviews with key stakeholders and beneficiaries (Annex 2). This data collection phase aimed to gather diverse views on the project's mid-term progress and provide answers to the evaluation questions.

4.2 Evaluation Methods

In line with the ToR, the evaluation relied on mixed data collection methods to ensure the reliability and validity of evaluation results. Some data was already collected through the inception phase, while additional documents (e.g., project deliverables, financial reports, training reports and evaluation forms) were required during the desk phase.

A mixed-methods approach using qualitative and quantitative data collection methods was applied to gain a comprehensive understanding of the performance of the project. Data collection was conducted based on two main sources of information, i.e., **primary sources** (e.g., personal interviews with 38 key informants, including 10 women), representing a cross section of stakeholders, including donors and international and government and civil society partners, project beneficiaries) and **secondary** sources (project documents, including quarterly and annual progress reports and minutes of meetings and UN and national policy documents and internet sources). During the inception phase, questionnaires were also designed for project team partners and donors. However, in the end, these questionnaires were not disseminated to stakeholders of the project, which resulted in obtaining less information and reduced the possibilities for interviewees to express their views in writing and to express their feelings anonymously.

²² Organisation for Economic Co-operation and Development / Development Assistance Committee (OECD/DAC).

To increase the reliability of findings, the evaluation used targeted sampling methods for each data collection process. Based on stakeholder mapping, a targeted non-random sampling technique was used to ensure balanced views and opinions from different stakeholder groups. As such, the primary qualitative data collection process was designed to reach a wide range of stakeholders (programme staff), including beneficiaries (Ministry of Interior, Office of the Prime Minister), government partners (NATO), other international development partners (IOM, EUAM, UNAMI, etc), and civil society actors (CSOs that implemented QIPs and CSIP). To this end, a targeted selection procedure was applied to identify relevant primary stakeholders who have been closely involved in the implementation of the project and therefore possess sound knowledge of the project. Secondary stakeholders, such as international partners involved in similar projects and relevant civil society actors, were also interviewed.

5 DATA ANALYSIS

5.1 Data sources

Secondary sources, such as project documentation, relevant national documents/strategies, and UNDP policies, provided a basis for assessing the project in the mid-term evaluation context. Primary data sources were generated by conducting online virtual semi-structured interviews with selected stakeholders, e.g., UNDP, donors, other UN entities, and selected beneficiaries of the relevant government institutions/ministries (i.e., MoI, Supreme Judicial Council (SJC), PMO and ONSA). Documents and internet sources used during the evaluation are listed in Annex 1 of this report.

5.2 Data analysis

Data triangulation and analysis were used throughout the evaluation. Reliability and quality of information and data were ensured through a critical review and analysis, cross-checks and probation of respondents while collecting information. Triangulation of data, sources and methods was also used to minimise the possibility of errors and discrepancies. Data from different sources was thus collected using different data collection techniques, e.g., semi-structured interviews with different stakeholders and document analysis. Additionally, data collection methods such as data triangulation and analysis of different project documents and relevant policy documents were used to enhance the reliability of the evaluation findings and conclusions.

6 EVALUATION FINDINGS

6.1 Relevance

Peace and security remain the most critical issues and challenges for sustainable development in Iraq. The government's overall vision is to have a competent and professional security sector that ensures Iraq's security interests and the safety of its citizens.²³ In view of this, the GoI has prioritized sustainable reform that contributes to restoring reasonable security and justice service delivery to its citizens under the Security Sector Reform Programme (SSRP) endorsed by the GoI on 16 July 2017, and in complementarity with the GoI National Security Strategy endorsed by the GoI on 1 March 2016.

The project's overall strategy "Support to Security and Justice Sector Governance in Post-Conflict Iraq" (hereinafter the project) stems from the assumption that security is a precondition for sustainable development. The project's objectives, implemented activities and the mid-term outputs and outcomes to a great extent remain relevant to the GoI in its efforts to advance security and justice sector governance (SJSG). The SJSG outcomes and outputs are well on track, while the project results achieved thus far have, to a considerable extent, contributed to the achievement of the SDGs at the national level. More specifically, the project supported the implementation of activities that contribute to specific UN SDGs, such as i) Goal 5 - Gender equality, ii) Goal 8 - Decent Work and Economic Growth, iii) Goal 10 - Reducing Inequalities and vi) Goal 16 - Peace, Justice, and Strong Institutions. The progress made towards the attainment of the SDGs also substantially supported SJSG and promoted security and rule of law at the national, provincial, and local levels. The National Committee on Sustainable Development (NCSD), chaired by the Minister of Planning, monitors the progress on the SDGs, and submits reports on the country's growth to the high-level Political Forum, the UN central platform for follow-up and review of the 2030 Agenda for Sustainable Development and the SDGs.²⁴ According to the 2021 Sustainable Development Report, Iraq's index score in terms of SDG achievement is 63.8; the country ranks 105 of 165 globally, while SDG 16 stagnated.²⁵



Sustainable Development Report Dashboards 2021

The project outcome remains entirely consistent with the beneficiaries' requirements, country needs, challenges, global priorities and donors' policies. The project's expected outcome - *Security and justice sector institutions are better able to provide a safe and secure environment for the people of Iraq* – is aligned with Iraq's Vision for Sustainable Development 2030,²⁶ outlining the GoI's strategic approach for achieving national (SDG) targets. Furthermore, the project is aligned with the United Nations Sustainable Development Cooperation Framework (UNSDCF)²⁷ 2020–2024, outcome 3.1²⁸, as well as with UNDP

²³ Government of Iraq's National Security Strategy (March 2016).

²⁴ Iraq's Voluntary National Review 2019 <<https://sustainabledevelopment.un.org/memberstates/iraq>>

²⁵ <https://dashboards.sdindex.org/static/profiles/pdfs/SDR-2021-iraq.pdf>

²⁶ https://mop.gov.iq/en/min_publications/view/list?id=18&lastcontent=474

²⁷ United Nations Sustainable Development Cooperation Framework (UNSDCF), which was prepared in 2019 after consultation with the Government of Iraq (GoI) and other development partners, is aligned with Iraq's national development strategies and focused on achieving national Sustainable Development Goal (SDG) targets, reflecting the internationally agreed norms and standards ratified by Iraq.

²⁸ UNSDCF outcome involving UNDP :3.1 Strengthened institutions and systems deliver people-centred, evidence and needs-based equitable and inclusive gender and age-responsive services, especially for the most vulnerable populations, with particular focus on advocating for women's leadership in decision-making processes.

Country Programme Document (CPD)²⁹ 2020-2024, Outcome 3.1³⁰ and Output 3.4³¹. Moreover, the project is relevant to national policies, such as the GoI SSRP, MOI Strategic Plan (2019–2023), and other policy documents such as the National Development Plan (NDP 2018–2022)³², Poverty Reduction Strategy (PRS 2018–2022), Reconstruction and Development Framework (2018-2027), National Strategy to Combat Violence against Women and Girls (2018–2030), and Second National Action Plan for the Implementation of UN Security Council Resolution 1325 (2021–2024).

Analysis of the project documents and findings from the interview confirm the high relevance of the project for the GoI. Restoring security and public trust in state security and justice, particularly after demonstrations in 2019 and 2020, remain essential foundations for Iraq's sustainable peace and development in the coming years. Moreover, security and justice sector transformation remain a prerequisite for Iraq's long-term stability, economic recovery, and development. While significant progress has been made in rebuilding liberated areas, these efforts are often undermined by the lack of reasonable security and justice services for returnees and those who remained in these areas. Therefore, restoring reasonable security and justice services in the liberated and other areas, remains a necessity and priority for the GoI, donors and international partners (IPs).

As confirmed with various interviewees, the project was designed in consultation with the beneficiaries and constitutes a direct response to the ONSA request addressed to UNDP to maintain its leading role in supporting the GoI SSR efforts. The project has been implemented in a multi-pronged approach, providing strategic advice to ONSA/PMO, assisting the MOI, the Supreme Judicial Council and the Parliamentary Security and Defence Committee (SDC), as well as developing and supporting collaborative partnerships between the GoI and civil society actors. Such a programmatic concept has ensured an appropriate top-down approach, linking the GoI, relevant line ministries, local police, and civil society actors.

According to the donors, the security and justice sector in Iraq remains a key donor priority. This is also evident from the continued donors' interest and continuously increased donor funds provided to UNDP for addressing beneficiaries' needs. The project's relevance was also clearly expressed by the donors and beneficiaries during the Project Board Meeting held on 23 November 2020.³³

Based on this, it can be concluded that the project remains relevant for the GoI's SSJR, donors and IPs. Specifically, Iraq remains a fragile society in continued need of further international support to advance from poverty to prosperity. If the justice and security sector can improve its services, this will contribute to lasting stability and increased security in post-war Iraq.



²⁹ <https://iraq.unfpa.org/en/resources/unfpa-iraq-country-programme-document-2020-2024>

³⁰ Outcome 3.-Strengthened institutions and systems deliver people-centred, evidence and needs-based equitable and inclusive gender and age-responsive services, especially for the most vulnerable populations, with particular focus on advocating for women's leadership in decision-making processes.

³¹ Output 3.4 stipulates: People's access to justice increased through improved capacities and systems of rule of law, security sector and human rights institutions.

³² Among others, NDP priorities recovery of communities affected by displacement due to ISIL and loss of human security as well as human security for the purest and vulnerable groups (strategic objective 3 and 8).

³³ Minutes of the SSR/RoL Project Board Meeting', 23rd November 2020.

6.2 Coherence

The project’s approach to partnerships is well defined in the project design.³⁴ In accordance with this, the project has been leading and holding regular meetings with IPs to review activity plans and to ensure timely coordination and implementation of the project activities. More specifically, UNDP co-chaired quarterly SSR coordination meetings with a wide range of stakeholders such as the SSR Support Committee, donor states, International Organization for Migration (IOM), Combined Joint Task Force - Operation Inherent Resolve (CJTF-OIR), EU Delegation (EUD), European Union Advisory Mission (EUAM), and North Atlantic Treaty Organization (NATO). The coordination meetings have been focused on ensuring coherence and collective donor engagement within one central framework led by ONSA/PMO. As confirmed by IPs and donors, the project has established very good **partnerships** and coordination, which largely prevented overlaps, and enabled activities to be adjusted and sent consistent messages to beneficiaries. However, it is necessary to note that several partnerships have already been built during previous project phases.

UNDP has also led IP support **coordination** of the GOI SSR Programme's “8 systems”³⁵, allowing another important platform for UNDP to engage and coordinate with partners actively and regularly. Furthermore, the project has been leading the quarterly Police Working Group meetings, co-chaired by MoI and the project with a specific focus on coordinating IP support in the implementation of the Local Police Service Road Map. That provides another important avenue for active coordination of projects and initiatives by IPs focused on supporting the local police in Iraq (e.g., IOM) under one central GoI endorsed framework. In addition to this, coordination and cooperation within the UN “family”/ UNCT have been improved as confirmed by various UNCT interviewees. Nevertheless, the project faced some challenges in coordinating IP meetings as national agendas sometimes differed with a general reluctance from Iraqi interlocutors to engage with some IPs.³⁶

In their own words:

“International cooperation and coordination have improved, and some progress has been achieved as there is less work performed in silos by international partners”



Photo 1: Joint training conducted in partnership between UNDP and Action Against Hunger (source: AAH Final Report)

The project also ensured complementarity and coherence with certain IPs. For example, in partnership with Action Against Hunger (ACF), UNDP provided mental health and psychosocial support to 100 beneficiaries impacted by the conflict.³⁷ The support improved beneficiaries’ mental health and resulted in decreased violent behaviour in society as a consequence of post-traumatic stress symptoms. Furthermore, certain synergies and coherence were also ensured between UNDP and EUAM. For example, EUAM, in agreement with UNDP, provided posters on ending domestic violence, which will be put up at UNDP model police stations.

According to the project staff, IPs and donors, the project has not faced significant overlaps with other donor initiatives. Though occasional minor **overlaps** did occur, these have been significantly reduced over the last period. However, to prevent potential overlaps in the future, EUAM suggested that UNDP should share its project outline with EUAM already in the programming phase (e.g., during the elaboration of a

³⁴ Project document, page 9.

³⁵ 8 Systems: National Security Architecture; National Security Legislation; Democratic / Institutional Oversight and Accountability; Critical Infrastructure Protection; Criminal Justice and Law Enforcement; Intelligence Community; and Defense and Internal Security Strategy.

³⁶ Security Sector Reform /Rule of Law Q3 Progress Report for 2019, page 13.

³⁷ Action Against Hunger Report; Supporting the Yezidi Community in Sinjar District, Ninewa, page 4.

new or extension of the existing project) to ensure greater synergies and avoid potential overlaps in the future. Some donors also raised concerns about potential overlaps between the project and the IOM Community Policing project,³⁸ particularly as regards common objectives and activities on community policing. However, the evaluation established that UNDP has successfully coordinated its

In their own words:

“UNDP has a unique role to bring international partners and security forces together – no one else has this ability”
(mentioned by one of the donors)

activities with IOM, and the UNDP project’s scope on local policing is broader than that of IOM. More specifically, UNDP’s work related to policing covers a very broad coverage of wider ‘blue/civilian’ policing of which community policing is promoted as a cross cutting philosophy to be integrated and practiced in all policing aspects such as filing complaints, conducting criminal investigations, interviewing suspects/witnesses, patrolling, etc. However, there remains a challenge to introduce the community policing philosophy in all aspects of policing through an integrated top-down approach. Very recently, IOM agreed to address this issue with UNPD in a more systematic manner.

Though the project has been quite successful in coordination and several tangible results have been achieved jointly with other partners (see also chapter on gender), many interviewees believed the project should not only coordinate but also more strongly engage in joint activities, pooling together human and financial resources of different IPs.

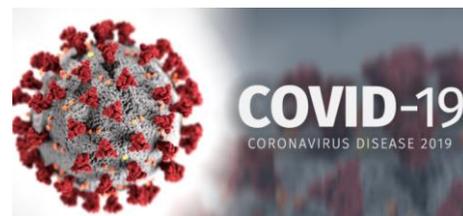
³⁸ <https://iraq.iom.int/community-policing> (viewed xxx- please include dates viewed)

6.3 Efficiency

Political volatility, the fight against ISIL, and the unstable security situation in Iraq have created a challenging environment for project implementation. However, UNDP implemented the project in a flexible manner and adjusted the activities to the actual needs of the stakeholders, although it has faced several internal and external challenges that hindered project implementation.

Though the project **design** initially encompassed four outputs, Output 4³⁹ was removed from the project document as it was concluded by the SSR/RoL Programme and the Environmental Portfolio in consultation with the PMSU that Output 4 would be better placed and implemented by UNDP's Disaster Risk Management project under the Environment, Energy and Climate Change Portfolio. This change did not impact the overall efficiency and effectiveness of the project. Additional revisions of the project document related to changed GoI priorities and subsequent donor contributions.⁴⁰ More concretely, the revisions under Output 1 were introduced in consultation with ONSA and relevant Iraqi SSR interlocutors to ensure that the results framework corresponds with the most up-to-date requests from SSR Iraqi interlocutors for UNDP technical advice and assistance based on their evolving needs and priorities.⁴¹ In line with this, the project team revised the project's results chain in consultation and agreement with the project board, UNDP Country Office Governance Programme Pillar and Programme Management Support Unit (PMSU). However, the overall project design was not subject to more substantive changes. The project's risk log in Atlas (UNDP corporate planning system) was also updated quarterly in line with the changing operating context in Iraq (popular protests/demonstrations, frequent parliamentary elections, COVID-19 health pandemic, etc.).⁴²

The project implementation was significantly impacted by the **COVID-19 health pandemic**. In March 2019, the GoI imposed a lockdown and nationwide curfews that restricted movement within and between governorates. In response, UNDP suspended field operations to adhere to the GoI's measures and UNAMI regulations; thus, many project activities were (temporarily) stopped. In keeping with UNAMI regulations, non-critical UNDP international and national staff were required to telecommute from home, while UNDP offices in Baghdad and Erbil maintained a small number of critical international staff in-country to ensure business continuity to the extent possible. In line with this, the project introduced remote planning and coordination from multiple locations to conduct activities, such as specialized training sessions. The raining activities which had a large number of participants had to revise the curricula to correspond to smaller size classes and course durations. This process was highly time intensive and challenging in comparison to direct activity implementation in the field. These challenges incrementally caused most communications to go online gradually. However, this was not immediately possible and not always easily achieved given the GoI's customary practice to work in person and due to limited technical capacities.



Though the COVID-19 health pandemic presented an unprecedented challenge, it also offered an opportunity to introduce shifts in the project's implementation arrangements. More specifically, the project has developed and introduced new tools and platforms that have a longer-lasting impact on capacity building (e.g., introduction of an online learning platform developed by the project). The project shift to virtual media, communication platforms, and online activities

³⁹ Output 4: Iraq's National Strategy for Critical Infrastructure Protection (CIP) developed and operationalized.

⁴⁰ Project's PPT for Project Board Meeting; the project document was revised to incorporate targets and indicators relevant to the grants provided by INL and German Federal Foreign Ministry in June 2020.

⁴¹ Project Progress Report, 1st quarter 2021.

⁴² For example, risk level related to ongoing political instability and public demonstrations that turned violent resulting a highly volatile operational context was increased from 'medium - high' with impact increased from 'low - medium', specifically related to the operational context in Baghdad; Project's 3rd Quarterly Report for 2019.

(e.g., assessments, surveys, interviews), as well as the use of social media proved to be crucial for successful project implementation.

The revised implementation approach was also introduced by civil society organisations (CSOs) engaged by the project. Several CSO representatives interviewed during the evaluation indicated that people had not been willing to meet or gather due to the fear of COVID-19. Given that, several CSOs have adapted their approach to the changed context and set up virtual meetings, workshops, established smaller groups, provided psychosocial support at victims' homes, used Skype, Viber, created WhatsApp groups, used other communication means, etc., which all together enabled the accomplishment of the envisaged results by using the amended approach. Finally, the project also responded to the MoI request for the provision of COVID-19 health pandemic related protection equipment and, in this regard, allocated funds with the endorsement from relevant donors, for the procurement of personal protection equipment for local police engaged in supporting COVID-19 recovery efforts.

The project delivery was also impacted by internal **challenges**. As mentioned by several interviewees, UNDP's rigid internal administrative procedures and corresponding delays stemming from UNDP's Human Resources and Procurement Units often resulted in delayed procurement processes and recruitment of human resources, which led to delayed implementation of project activities. Interviewees emphasised that UNDP internal red tape has been negatively impacting project delivery for quite a long time. Therefore, the Human Resources and Procurement Units should introduce a problem-solving approach to assist and support the programme instead of creating obstacles that hinder programme delivery and progress.

The project resources (funds, expertise, and human resources) have been optimally used and converted into intended outputs as established from the project documentation and confirmed by different interviewees. While all project funds were provided by donors, the beneficiaries ensured in-kind contribution through the provision of premises for training activities, which reduced project (MoI) operational costs. The project's internal organisational structure corresponded to its needs and planned activities, while the allocated resources have been sufficient to achieve the expected results and outputs, defined in the project results framework.

The project has been steered by a Project Board that includes senior official representation from ONSA, MoJ, SJC, and donors. The project board meetings are conducted on an annual basis in line with UNDP procedures and guidelines therein. During the reporting period that covers this evaluation, the Project Board has convened once, in November 2020. The next Project Board Meeting is scheduled to take place on 11 January 2022. The project has been managed as one comprehensive project with multiple sub-components where donor contributions were channelled through and managed by UNDP as one project. While UNDP proposed and encouraged non-earmarking of financial resources in the project design to ensure better responsiveness and flexibility in its approach, donors mostly earmarked their contributions to specific sub-components/outputs under the overall project. However, according to the project leadership, this has not impacted project delivery as donors have been flexible and agreed with proposed adjustments if needed.

The overall project **budget** is USD 30,708,262.⁴³ In 2020, the project managed to utilise USD 5,103,873 of the budgeted USD 6,329,578,⁴⁴ which constitutes an 80% utilisation rate of the budgeted funds. The project budget delivery projection for 2021 is USD 6,381,692, while the project is expected to achieve this delivery target by the end of 2021. The project has identified the projected amount to be spent in 2021 based on plans to be implemented by the end of the year 2021 and according to the project staff, the project is likely to achieve the delivery target by the end of 2021.

⁴³ Project's Financial Data provided by Project Team.

⁴⁴ Quarterly Project Progress Report, Q4 2020.

The table below indicates project donors and a summary of annual financial expenditure between 1 January 2019 and 30 June 2021.

Project Donor	Total Project Budget ^[1]	Total Expenditure (2019)	Total Expenditure (2020)	Total Expenditure (2021) ^[2]
Denmark	4,178,667			
Netherlands	8,500,000			
Canada	3,744,327			
INL / United States	7,434,000			
Germany	1,156,108			
Japan Supplementary Budget 2018	1,840,452			
Japan Supplementary Budget 2019	1,354,709			
UNDP Funding Window	2,500,000			
TOTAL (USD)	30,708,262	1,073,287	3,946,682	3,199,635

Table 1: Project Donors and Summary of Annual Financial Expenditure (01 January 2019 - 30 June 2021)

The project has been adequately monitored by the project leadership and supported by the Governance Programme Pillar and UNDP PMSU, ensuring quality assurance, providing support at the level of programming (elaboration of the project design and revision processes, providing final clearance for work plans, overseeing the quality of financial reporting). The project itself ensured adequate **monitoring** of the low value grants provided to CSOs to implement Quick Impact Projects (QIPs). As evident from the monitoring reports, under CSIP, the project staff conducted field visits, checked the interventions' documentation, interviewed grantees and beneficiaries, documented success stories, and captured lessons learned. While lessons learned addressed in the quarterly project reports are rather limited and mostly repetitive, the lessons learned identified under the Community Security Integration Pilot (CSIP) and QIPs component are more systematically collected and addressed in the relevant QIP⁴⁵ and CSIP documents. These lessons learned provide relevant information to the project leadership and the GoI in taking stock of the need for potential changes, particularly in relation to the QIP and CSIP and evidence the rationale for scaling-up.

The project develops quarterly and annual progress reports which are shared with all project donors. These reports provide relevant information on the project's progress, identify challenges, risks, and lessons learned, thus enabling the project leadership to steer and adapt the project in line with ongoing challenges and needs. In June 2020, the project introduced improved and consolidated progress reports. The revised consolidated progress reports replaced fragmented project reports which were prepared for each donor individually. The donors welcomed the revised progress reports and their content, particularly identifying risks and measuring progress against the project result framework. The revised reports better capture the project's progress, provide consolidated information, and increase the project's transparency. However, the project's progress reports do not contain information on how human rights were addressed during the reporting periods or what kind of results have been achieved in this regard.

⁴⁵ E.g., QIP Impact Project Implementation Report, page 12.

The security and justice sector remains a highly sensitive political issue in volatile Iraq. Political instability does not provide many opportunities for improvement as governments with short lifespans prioritise their work on ongoing problems, short-term objectives and other priorities, which directly impacts the SSR dynamic and also thereby the project pace. Namely, staff-turnover-and changes at the highest GoI levels often leads to the loss of institutional memory, resulting in limited ownership, lack of commitment, slow communication, confusion, absence of a long-term strategic vision on SSR,

In their own words:

“The beneficiaries are willing to cooperate, learn and engage, but when it comes to the implementation of reforms and adoption of necessary measures, progress is rather slow and limited. They need to be pushed all the time...”

lack of strategic planning, monitoring and evaluation of progress, etc. The situation at the policy level reflects and mirrors at the operational level in poor time management and lack of timely planning, slow changes, and limited progress. For example, poor management amongst some ONSA interlocutors led to unnecessary delays in the delivery of technical advice.⁴⁶ Furthermore, the project was also impacted by the institutional and organisational changes within the GoI/ONSA. This transition of the SSR file from ONSA to the PMO and the absence of an interim mechanism to ensure business continuity until transition formalities were completed, and the lengthy handing over process between the two entities led to a temporary pause in all activities under the 8 system priorities and the cross-cutting system (women in SSR).⁴⁷ Similarly, but more on an operational-technical level, the recently introduced modification to routine MoI clearances on MoI-IP joint activities introduced an additional bureaucratic layer next to the ongoing COVID-19 related containment measures. The new measures require formal clearances for every joint activity, starting from authorised entities from the PMO to the minister for MoI. This added layer of bureaucracy on top of the existing lengthy clearance process to conduct training sessions, workshops, and related activities also resulted in numerous rescheduling of work plans and delays in the delivery of activities during the reporting period.

In terms of project **visibility**, each project has its own visibility framework and strategy developed jointly and in consultation with UNDP Country Office’s Communication Unit. The project has been following a balanced visibility approach to minimise potential security risks as it has been operating in a highly sensitive security environment and thus had less visibility than other projects. Nonetheless, the project has been ensuring appropriate visibility through different communication channels and means (e.g., UNDP web page, leaflets, posters, social media, etc.). In addition to this, the project also published some project achievements for the wider public.⁴⁸ The donors expressed their satisfaction with the project’s visibility, noting that actual implementation in the field is more important than project visibility.

The project document envisages that the project should develop a detailed **exit strategy** for each focus area, which should be subject to periodic review and revision throughout the project cycle. According to the project leadership, an exit strategy (or a draft exit) has not been elaborated as of the time of the evaluation being conducted, though there already exists a vision and ideas about the potential exit strategy.

The project has been to a considerable extent efficient in achieving the planned results. The project results achieved so far show positive indications that the project outcome will be achieved by the end of the project. The project has supported the development of policy and regulatory frameworks and business processes, as well as increased the beneficiaries’ institutional and technical capacities.

To summarise, the project has continuously faced different internal and external implementing challenges at the institutional and political level, as well as the grassroots level in terms of access to locations, security

⁴⁶ Ibidem.

⁴⁷ Project Quarterly Report; 1st Quarterly Report for 2021, page 5.

⁴⁸ The press release ‘policing for the people - new initiative to boost the local police service in Iraq’²⁶ and the publication of the ‘Executive Summary – Model Police Station Pilot’²⁷ and the ‘Policy Briefing – Gender Assessment in relation to Model Police Station Pilot Assessment’²⁸ were also published for wider dissemination.

related challenges, etc. Despite that, the project leadership has managed the project quite successfully around these challenges as agility as possible in the highly volatile operating context. The project managed to stay on course to the extent possible by adapting to remote and virtual working modalities to ensure activity implementation.

6.4 Effectiveness

The project has largely achieved the expected outputs, taking into consideration the project's mid-term progress. The planned activities led to intended outputs in line with the project's theory of change and the outcomes remain valid. As described in the previous section, several internal and external challenges impacted the project delivery and achievement of the envisaged results. Nonetheless, the project and donors' flexibility enabled most of the envisaged outcomes to be attained, though some with significant delays. The project leadership managed to adapt to the operating context by introducing alternative implementation modalities and tools by undertaking necessary mitigation measures to overcome these challenges.

Since the project's inception in January 2019 and by the end of June 2021, the project supported and contributed to the accomplishment of several important results. In relation to Output 1, the project has provided strategic advisory, coordination, and capacity development support, strengthening security sector governance. In this regard, the project leads the SSR International Partners' **coordination meetings** to improve coordination between SSR and Sectorial Working Groups (SWGs). In addition to this, the project also convened the first Local Policing and Criminal Justice Working Group in August 2020, resulting in the elaboration of the working group's terms of reference and a mapping matrix providing an overview of the key stakeholders' interventions in local policing and criminal justice in Iraq. Furthermore, the project provided technical advice and assistance in the formulation of the **National Security Strategy** (NSS) and delivered orientation sessions to the NSS Review Committee to improve skills on assessing threats, risks, and the strategic environment. The project also supported the implementation of the MoI Strategic Plan (2019–2023) and trained several senior officers and specialists from multiple MoI departments at the provincial-level cascade **training**.⁴⁹ The project thus contributed to institutional capacity building of the core team of the MoI cross-organisational strategic planners responsible for overseeing the implementation of the MoI Strategic Plan (2019–2023). The trainees received new knowledge related to strategic planning, including goal setting, targets, indicators, results, monitoring and evaluation, and developing work plans and progress reports. The course covered topics such as strategic planning, strategic analysis related to risks and threats, scenario planning and policy development. According to the Director General of the MoI's Planning and Follow-Up Directorate, the capacity building efforts were of great benefit as they contributed greatly to raising the capacities and enhancing the skills of the staff as well as contributed to further developing the MoI-approved mechanisms in the planning, follow-up, and evaluation of the MoI Strategic Plan 2019-2023.⁵⁰ Furthermore, the training curriculum was developed following a needs assessment conducted by the project in collaboration with the MoI Training and Qualifications Directorate (TQD).

In terms of implementation of Output 2, the project also provided specialised training courses to the local police. Several specialised training courses were delivered on Improving Effectiveness in Local Policing (IELP) and Criminal Investigations, Police Management, Homicide Investigation, and Suspect-Interviewing Techniques.⁵¹ Regarding criminal investigations, it is important to note that the project supported the development of the Standard Operating Procedures (SOPs) for Criminal Investigations. During this activity, UNDP managed to connect and engage the MoI and the Supreme Judicial Council in joint work, which resulted in the elaboration and approval of SOPs for Criminal Investigations.

The project also developed the **E-learning platform** that presents an advanced learning tool as a result of the COVID-19 health pandemic related containment measures and efforts to ensure business continuity in similar situations in the future as well. The E-learning platform for local police is an alternative to in-person

⁴⁹ The trainees were gathered from the Planning and Follow up Directorate, Police Affairs Agency, Administrative and Financial Agency, Intelligence Agency, Federal Security Affairs Agency/ Civil Defense Directorate, Border Forces Command, Directorate of Civil Status, and Passports and Residence.

⁵⁰ Project Quarterly Report 1st Quarter 2021.

⁵¹ For example, two specialized training courses in Mid-Level Police Management (course duration two weeks) were delivered to a total of 37 police officers (1 woman and 36 men) in the second quarter of 2021.

police training sessions. In February 2021, the platform was launched⁵² in collaboration with the MoI TQD, which has initiated a policy to formalise the eligibility of officers who complete the E-learning platform courses for promotions and career advancement opportunities.⁵³ The platform, which is a first of its kind initiative for the MoI TQD, is expected to improve opportunities for training, career development, and specialised education. The first course available to users was a training programme on SOPs for Criminal Investigations for police officers of various functions, including first response, crime scene management, forensics, and lead investigators. Since the inception of the E-learning platform, more than 30 mid-ranking officers have completed the training programme on SOPs for Criminal Investigations. However, a key challenge in this regard remains familiarisation of Iraqi beneficiaries with utilizing E-learning tools such as the E-learning platform to enhance their skills and capacities for career development as they are primarily used to in-person training courses. Therefore, there is a need for further advocacy on the utility of E-learning platforms and changing the mindset of Iraqi beneficiaries.

The project has also finalised the **Model Police Station Pilot (MPSP)** and presented it at a workshop that was attended by senior officials representing six selected police stations from four target provinces, the MoI TQD, the Police Affairs Agency (PAA), Arabic and International Cooperation Directorate, Training and Learning Affairs, and the Engineering Unit. The MoI interlocutors accepted the key findings and the recommendations and agreed to work collaboratively with the project to implement the pilot going forward as an immediate priority. As the MoI has endorsed and approved the MPSP initiative, considering it an important strand of work within the MoI's overall efforts to strengthen local policing, the pilot started in four target locations in the governorates of Anbar, Baghdad, Basra and Ninewa.

The project also elaborated several knowledge products such as **policy papers, research, assessments, studies, and reports** that laid the ground for further policy development and implementation of concrete steps by supporting GoI SSR. More specifically, the project elaborated on the Policy Briefs: "Community Security Integration Pilot in Iraq (2021)", "Reintegration of Former Volunteer Fighters (2021)", "Gender assessment in relation to Model Police Station Pilot Assessment" (2021), "Conflict Assessment in Support of Efforts to Improve Local Policing in Iraq" (2020), the baseline report, "Strengthening Justice Sector Capacities to Uphold the Rule of Law in Iraq" (2021), policy paper "Financial Investigations: An Integrated Approach-Follow the Money (2021)", "Conflict and Development Assessment in Support of Efforts to Improve Local Policing in Iraq", etc.

In their own words:

"Before UNDP support, there were no cooperation at all between the police and local communities. At the beginning, people were afraid and hesitant to meet with the police. However, with UNDP support there has been effective collaboration between the police and local community"

Significant support was also provided to six Iraqi CSOs through the issuing of low value grants to enable the implementation of 24 **QIPs** (12 in 2019 and 12 in 2020) in the governorates of Anbar, Basra, Ninewa, Salah al-Din, Baghdad, and Karbala. The selected CSOs implemented a range of small-scale projects which involved a variety of activities from public awareness raising to community-police joint initiatives aimed at improving local safety, and community-police partnerships. The QIPs contributed to sensitizing a total of 1,709 community members (162 women and 1,537 men) in 2019 and 1,580 men and women in 2020⁵⁴ on community-police joint actions to improve citizen-state relations. Project participants included the local police, local government officials, tribal leaders, men, women and youth in

target communities and civil society actors.

⁵² https://www.arabstates.undp.org/content/rbas/en/home/presscenter/pressreleases/2021/iraq_s-ministry-of-interior-and-undp-launch-e-learning-platform-.html

⁵³ Project Quarterly Progress Report, Q1 of 2021, page 17.

⁵⁴ Project Annual Progress Report, 2019, page 8.

As confirmed by the interviewed CSO representatives, the joint community-police activities resulted in establishing local coordination committees consisting of community-police representatives that agreed on communication mechanisms and established regular information exchange and cooperation. For example, a QIP implemented by Hala Centre for Development, Training, and Consultations (Ninewa) led to the conclusion of an agreement between community leaders and security service providers on the elimination of arms outside the rule of law and the state. Moreover, the participants agreed on key approaches to societal reconciliation to allow Sunni Arabs who did not commit crimes or did not support ISIL to return to their cities, as well as to help them return to strengthen stability in the city. Similarly, a QIP implemented by the Al-Nawaeer Organization for Development, Rehabilitation and Training (Anbar) enabled representatives of the security services to agree with the tribes' sheikhs and community about communication channels and assigned a hotline phone number for community members to report concerns or information, playing an important role in the increased safety of the local community. In a nutshell, QIPs have contributed to improving local safety in partnership with local security providers (i.e., local police).

Under Output 3, the project implemented **CSIP** that addressed the needs of disengaged former volunteer fighters (FVFs) who took up arms to fight against ISIL following the demobilisation of fighting forces. CSIP supported disengaged FVFs to reintegrate back to their communities and to the economic workforce. This was done through support to increase their skills, emotional resilience, thereby ensuring their economic stability through a combination of training, psychosocial support and grant support interventions. CSIP was piloted in Al-Qurna district in Basra governorate (CSIP-1), where it partnered with Qurna Industrial Preparatory School to provide vocational training. CSIP-1 commenced in January 2020 with 107 volunteer fighters who took part in a 12-week vocational training (air conditioning, welding, electrical), psychosocial support sessions, business training,⁵⁵ financial support, and delivery of small business grants. Out of 107 volunteer fighters, 87 successfully completed the three-month training course. As evident from the project reports,⁵⁶ and as confirmed during several interviews, many FVFs capitalised on the training and thus increased their skills necessary for the job market, gaining higher financial independence, improved their mental health, family relations and social security. The project also cooperated with UNDP's Iraq Crisis Response and Resilience Programme (ICRRP) livelihood support initiative that also provides support to FVFs. As a follow up to CSIP-1, the project initiated another Scoping Assessment and Market Research Analysis for the implementation of CSIP-2. In contrast to CSIP-1, CSIP-2 is better tailored to support FVFs to increase their skills and emotional resilience, and thereby economic stability. In contrast to CSIP-1 in Basra, the engagement in Sinjar (CSIP-2) was implemented against the backdrop of an administrative vacuum and a heavy reliance on local tribal leaders, and the beneficiary group was also composed of both male and female FVFs.

CSIP worked through local formal government offices, as well as through informal channels, to identify senior tribal leaders to work with them in developing CSIP. It took almost a year to complete the necessary data collection on local leadership in the communities from which the FVFs were drawn. However, in areas with less stability and the presence of formal governance, partnerships with tribal local leadership have yet to be built to facilitate community engagement and decision-making processes.

A detailed matrix providing a summary of achievements of the project output level indicators and targets as outlined in the Results Framework is presented in Annex 3.

⁵⁵ Policy Brief: Community Security Integration Pilot in Iraq; 96% of former volunteer fighters reported that the training gave them practical tools in marketing, bookkeeping, and business planning.

⁵⁶ Policy Brief: Community Security Integration Pilot in Iraq.

6.5 Sustainability

The project's activities and achievements have been, to a certain extent, geared toward attaining sustainable results. The sustainability of the project outputs stems from the project's design and implementation guiding principles, which were based on GoI-driven SSR processes, allowing delivery of required support that is likely to remain self-sustainable over time. In this regard, it is important to note that the project has been developed in collaboration with the key beneficiary institutions to respond to the actual institutional needs in a manner that was jointly determined by the beneficiary institutions, which created an environment that ferments sustainability. Furthermore, the project has introduced an explicit system-wide approach, in which it sought to effect performance improvement at the central, provincial, and local levels, addressing both the public sector and civil society.

Given the multi-faceted nature of the project, the sustainability of the outputs varies from output to output and thus should be assessed individually for each output. Whilst Output 1 has been focused on policy and strategy issues, Output 2 has been focused on capacity building, the development of SOPs for Criminal Investigations, the Local Police Service Roadmap, and community and local policing, whilst Output 3 focused on piloting CSIP. As some of the outputs (will) require continued (financial, peer-to-peer and mentoring) support (e.g., further implementation and replication of the MPSP), others are more self-sustainable and can carry on after the end of the project (e.g., the E-learning platform, use of SOPs). Furthermore, elements of sustainability can be found in the developed training curricula and the delivered training courses through the implementation of the Training-of-Trainers (ToT) approach that expanded the number of individuals trained and ensured that the skills were spread out amongst trainers at the provincial level. The interviews with beneficiaries confirmed that the tools, resources, and knowledge delivered through the project have been used.

As concerns QIPs, the CSO representatives indicated that QIPs had an important quick impact on the local societies and security forces in areas where they were provided; however, they also noted that the sustainability of the QIPs results is rather limited. For example, the local committees established under QIPs no longer exist as the low value grants provided to implement the QIPs were spent, and the activities therefore stopped. Only a few CSOs reported that the local committees still exist and convene either on an ad hoc basis and/or in different settings (e.g., virtual meetings).

On a different note, it appears that some past project activities were not very effective due to the constant delays in GoI decision making processes and numerous changes that took place in Iraq. To illustrate, UNDP started supporting the GoI in 2012 under UNDP's Rule of Law/SSR Programme. Prior to Phase II (2015-2018), discussions surrounding the development of a National Security Strategy (NSS) were conducted. Based on this, UNDP provided support to ONSA to elaborate the current NSS from 2015 -2016 which was adopted by the Parliamentary Committee of Representatives in March 2016. In parallel, ONSA also requested UNDP advice and assistance to elaborate the GoI SSR Strategy in 2015 (now referred to as the Security Sector Reform Programme (SSRP)),⁵⁷ which was adopted by the National Security Council in July 2017.

In 2020, ONSA again requested UNDP advice and assistance to review the NSS in view of the changes that have occurred in the internal and external environment since 2016. Similarly, at the time of the NSS adoption in 2016 it was also noted that it must be reviewed at least every 3 years to ensure that the strategy remains relevant to the changing context. However, the review process only started in 2021 due to delays by Iraqi interlocutors in terms of concluding whether the exercise requires a 'review' or a 'development of a new NSS' altogether. Given the considerable changes that have taken place in Iraq since the elaboration of the current NSS in 2015 – 2016, a decision was finally made by ONSA to draft a new NSS of which UNDP is providing technical advice and assistance. This work started in 2020 and work is in progress, with

⁵⁷ Evaluation of the Security Sector Reform Programme – UNDP Iraq Programme Period: August 2015 – December 2018, page 3.

delays due to parliamentary elections in October and the pending formation of the new government. UNDP has continued to provide support for the elaboration of the NSS since 2014/2015 to date.

This raises a question on the efficiency of the previous support and whether the ongoing support for the development of the NSS is still necessary. The project outcomes, outputs and activities indicate that the project has been mainly security oriented, while much less support was provided to the judiciary, which remains crucial for a balanced approach to the rule of law. In this context, outputs should be reviewed and prioritised based on the past support and changed operating context. In light of the GoI's internal challenges described in the previous chapter, the sustainability of the project outputs remains vulnerable to the persistent lack of political continuity and depends on the GoI's capacity to ensure adequate funding, particularly as regards further replication of models and good practices introduced by the project (e.g., MPSP).

In conclusion, the evaluation finds that the project has taken appropriate steps towards increasing the likelihood of sustainability of its outputs and impacts; therefore, it is likely that several outputs will be self-sustaining after the completion of the project. In addition to this, the project has also developed several innovative results, having a potential for further replication; however, this cannot be achieved without continued political and institutional will and (external) financial support.

6.6 Impact

The project has had a positive impact on the Iraqi security sector. The project has contributed to increased safety and security and building trust between Iraqi local security forces and communities. The project has also improved communication between the local police and local communities by addressing safety challenges, identifying gaps and human rights.

The project delivered various activities aimed at attaining the envisaged results and outcomes (training courses, workshops, provision of recommendations, facilitated meetings, established platforms, etc.). These activities improved the beneficiaries' capacities in their execution of strategic and operational tasks, as well as improved working proceedings. The investments made in capacity building have led to increased capacities in different areas (e.g., improved criminal investigations, improved, and amended internal proceedings, etc.). It is important to note that the project has not only targeted technical reforms but also the citizenry (men and women, including youth), stimulating their engagement in playing an active role in shaping more responsive and accountable security and justice institutions and service delivery. In this way, the project contributed to the enhanced role of civil society in security sector governance and established a more conducive environment for collaboration among national policymakers, between policymakers and Iraqi civil society, and between national policymakers and international partners. However, the lessons learned with QIPs indicate that longer-term assistance would provide more impactful results as the three-month implementation period is too short for achieving a greater impact. In addition to this, according to all interviewed CSO representatives, the QIPs geographical coverage did not correspond to the actual needs in the field, and QIPs should have covered larger geographical areas.

In their own words:

“Before (UNDP project support) the police considered all people as ISIS and treated them very badly. However, with UNDP support we could break the ice and bring people and police closer to better understand each other.”

(mentioned by a CSOs' representative)

Furthermore, the MPSP establishes a policing model that increases trust between citizens and local police and restores responsive, effective, and accountable local police services accessible to both women and men. It incorporates recommendations and priorities from Iraq's Local Police Service Road Map and reflects the results of the project's field assessments that address challenges within the existing system.

Moreover, CSIP contributed to developing skills by improving employment possibilities and providing psychosocial support to disengaged former volunteer fighters. According to several interviewees, the project support provided by CSIP improved the lives of many victims and their families, which is why the project not only had an imminent positive direct impact but has also constituted an important positive long-standing impact in social life. The impact of the project support is also evidenced in beneficiaries' personal stories that illustrate how CSIP beneficiaries benefited from the project support (e.g., decrease of psychological distress, improved daily life and well-being, etc.).⁵⁸ In addition to this, the CSIP-1 Tracer Study⁵⁹ indicates that the former volunteer fighters trained by CSIP are still engaged in workshops or are otherwise employed with the new skills gained through project support. In summary, CSIP has had a positive impact on former volunteer fighters, enabling alternative livelihood opportunities in contrast to joining militias or criminal groups, as well providing the necessary psychological resilience to reintegrate better as civilians.

⁵⁸ Action against Hunger Report; Supporting the Yezidi Community in Sinjar District, Ninewa – Baran's Story; Action Against Hunger Report; Supporting the Yezidi Community in Sinjar District, Ninewa – Nawaf's Story.

⁵⁹ Tracer Study Results PowerPoint Presentation, page 8.

Nonetheless, it should be noted that the project’s impact cannot be exclusively attributed to the UNDP project, but also to other international partners involved in providing support to the security sector in Iraq; the project impact also builds upon its preceding phases. Namely, UNDP started providing support to the GoI in February 2013 with the project Support to Security Sector Reform (Phase I) which lasted until March 2015 and was aimed at improving the legal and

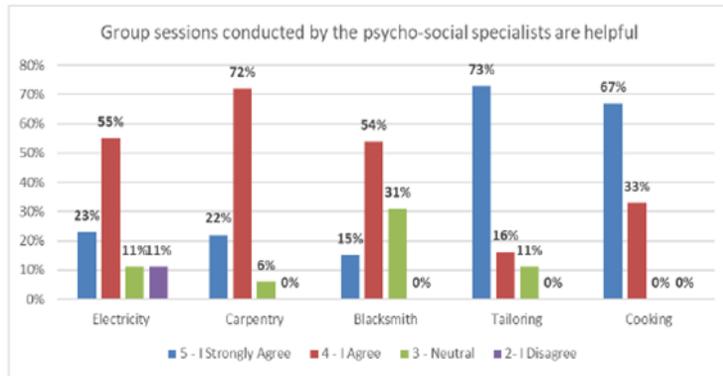


Chart 1: Group sessions conducted by psycho-social specialist

operational Rule of Law framework for administration and access to justice. This project was followed by Iraq's SSR, covering the period from August 2015 to December 2018; in this period, two projects were implemented, referred to as 'Phase II' of the SSR Programme.

Whilst the project’s overall impact in the long-term perspective has yet to be established as it is an ongoing programme of work, it can be confirmed at this phase that the project has had an important role and proportion share in the improvement of capacities in the targeted institutions by strengthening law enforcement and criminal justice capacities. In summary, the project has, to a considerable extent, contributed to security and justice institutions in providing a safer and more secure environment for the people of Iraq.

6.7 Cross-cutting issues

6.7.1 Gender

To a considerable extent, gender has been considered in the project design⁶⁰ and mainstreamed during project implementation. The project document outlines gender equality and social inclusion and sets out approaches in which a gender perspective is to be integrated into the SSR process.

The evaluation finds that the project has successfully promoted positive changes in gender equality and advanced the empowerment of women. The project has also made significant progress on gender issues compared to the previous project phases, which can be recognised in several results achieved during the project implementation phase. More specifically, the project's gender specialist provided regular advice to the MoI on the implementation of the Second National Action Plan for the implementation of UNSCR 1325 (2021–2024). Though not directly related to this mid-term evaluation period, it is also important to note that the efforts done in the previous project phases reached fruition in 2019 with ONSA's adoption of "Women in SSR" as a cross-cutting thematic priority for the GoI's SSR programme. Although the technical implementation of this priority remains challenging,⁶¹ the adoption of a gender lens in SSR presents a significant step forward.

The project also supported the GoI by developing supporting analysis and policy briefs. More specifically, the project developed the Policy Brief: **Gender Assessment** in Relation to Model Police Station Pilot Assessment,⁶² addressing the presence and role of female police officers in police stations. The assessment provided grounds for better access to local police stations for women, girls, and youth from minority ethnic groups once the six Model Police Stations were fully functional. Specifically, the MPSP design has a strong emphasis on facilitating a supporting environment to

strengthen the presence and role of female police officers in Iraq. As part of this initiative, efforts were also made to understand and improve conditions for the presence and role of female police officers, particularly by engaging with women and children, dealing with sexual and gender-based violence (SGBV) related crime management, SGBV case handling, referral systems, detention of women as suspects, and management of women and children as witnesses. The "Policy Brief: Gender Assessment in Relation to Model Police Station Pilot Assessment" thus highlights key findings and recommendations that were approved by the MoI and PPA and guides the GoI on further development and inclusion of gender issues in local policing. Lastly, it is important to note that the six Model Police Stations will be co-gendered, including ranking female officers placed next to male officers, which has not been the case previously.

Policy Brief: Gender assessment in relation to Model Police Station Pilot Assessment



Photo 2: Cover page of the Policy Brief Gender assessment in relation to MPSP

⁶⁰The project document indicates that "gender equality, women and youth empowerment considerations will cut across all areas of the project intervention".

⁶¹ In 2019, following the incorporation of 'Women in SSR' as a cross-cutting system in the GoI SSR Programme, the Office of the National Security Adviser (ONSA) also established a committee to oversee its work. However, with the transition of the 'SSR file' from ONSA to the Prime Minister's Office in 2020, the committee was dissolved prematurely thus also preventing any progress it may have made on its mandate.

⁶² https://www.iq.undp.org/content/iraq/en/home/library/democratic_governance/policy-brief--gender-assessment-in-relation-to-model-police-station.html

The project has also initiated the **Gender Study** to Advance the Role of Women in the Security Sector in Iraq,⁶³ which involves the MoI and MoD at the first phase. This activity is related to the Iraqi legal and institutional framework in which there are no specific policies or directives that regulate accountability or disciplinary measures prohibiting any form of abuse, bullying, harassment, discrimination, and violence against women serving in the security sector. Cognizant of this gap, the Gender Study to “Advance the Role of Women in the Security Sector in Iraq” is also dedicated to better understanding the current experiences of both male and female officers on any form of abuse in the security sector and to propose actionable recommendations to establish accountability and disciplinary measures.

The project has undertaken this important initiative in partnership with the MoI, MoD, and the NATO Mission in Iraq (NMI). In agreement with the PMO, the Gender Study will later be extended to other security sector institutions in Iraq in a phased approach and guided by the lessons from the MoI and MoD studies.⁶⁴ The study is a first of its kind in the Iraqi security sector; thus, over time, it is likely to facilitate a necessary process for the adoption of national policies, action plans and, where appropriate, additional measures to support the advancement of the role of women in Iraq’s security sector institutions complementing the GoI’s efforts on SSR.

The project also supported the technical implementation of the adopted policies by strengthening beneficiaries’ technical and institutional capacities in relation to gender issues. From January 2019 to June 2021, 58 mid-ranking female officers, envisaged for future senior leadership positions within the Iraqi Local Police Service, benefited from specialized police trainings delivered by the project on Knowledge-led Policing, Criminal Investigations and Police Management. The specialized police trainings delivered by the project in collaboration with the MoI TQD also included a dedicated session on gender and diversity, which increased trainees’ gender awareness and sensibility as well as laid grounds for further top-down replication of gender and diversity subjects. Additionally, the project assisted the Head of the Female Training Institute of the MoI to enhance the skills and knowledge of female police trainers in handling sensitive cases involving women and girls. The project also encouraged the MoI to appoint a female officer at the rank of a “Major” in the MoI Management and Development Committee of the recently launched E-Learning Platform for Local Police in Iraq.

However, despite the significant progress made, it appears that the project still lacks a more consistent gender mainstreaming approach across all project interventions. According to various interviewees, the project has been applying a more piecemeal approach, often responding to externally driven requests and challenges rather than implementing its own cross-cutting gender-related programmatic approach. Based on this, a more consistent gender mainstreaming approach across every single project intervention remains a challenge. This can also be partly linked to the fact that the project’s gender specialist has not been systematically engaged in the individual projects’ programming phases but mostly when this was specifically requested by individual donors for their specific projects implemented under the common project.

On a different note, the project has attempted to facilitate the attendance of more female stakeholders in various project activities. The level of women’s participation has varied from activity to activity, depending on actual beneficiaries’ possibilities for the inclusion of women. As regards the engagement of CSOs in QIPs, the project has supported several CSOs from Anbar, Ninewa, Sala-Al-Din, Baghdad, Basra, Karbala, and Najaf and involved an estimated 11,779 community members, of which 3,049 were women. Although

⁶³ The main objectives of the study are to: identify institutional structures and policies that enables the advancement of the role of women in the key security sector ministries / agencies in Iraq; identify and prioritize immediate/short-term and long-term reforms as well as technical support required from the international community to advance the role of women in the Iraqi security sector with a specific focus on the three pillars of Iraq’s Second National Action Plan (NAP) for the Implementation of UNSCR 1325 (2021-2024)² and lastly, establish real time baseline for security sector ministries/agencies in Iraq to plan and implement necessary action to advance the three pillars of the Second National Action Plan for the Implementation of UNSCR 1325 (2021 – 24) i.e., participation, prevention, and promotion.

⁶⁴ 2021 Secretary-General’s Report on Security Sector Reform (SSR).

some CSOs managed to ensure up to 50–60% female participation,⁶⁵ this was not always possible due to different thematic subjects, local contexts and implementing realities. The diverse participation can also be attributed to many societal and cultural barriers, which are deeply rooted in families and communities, where women and girls continue to live under patriarchal control and experience wrongful stereotyping, preventing and punishing their participation in public life. Furthermore, the project faced difficulties in ensuring female mid ranking officers’ attendance at the police training courses due to the lack of mid-level female police officers employed in Iraqi local police, as well as a lack of operationally active female officers in many provinces including Anbar, Ninewa, Sala- Al- Din, etc.

The project’s progress reports contain gender-disaggregated data, providing information on actual levels of women’s engagement in each project activity. During the interviews, the donors expressed their satisfaction with the progress made by the project in the gender area, acknowledging that Iraq remains a highly patriarchal state, which creates several implementing challenges in this area. The project’s gender activities were also relevant to the National Strategy to Combat Violence Against Women (2018-2030). In this regard, the project ensured important synergies with other international partners, such as NMI, EUAM, UNAMI, etc. During the evaluation interviews, different IPs acknowledged and referenced good cooperation with the project on gender issues. For example, the project supported UNAMI in the elaboration of the Gender Section of the 2021 Secretary-General’s Report on Security Sector Reform for Iraq, covering the 2014–2021 reporting period. As underscored by UNAMI, the project’s access to beneficiaries and their data significantly facilitated data collection and the drafting process of the report. All this confirms that the gender marker⁶⁶ assigned to the project corresponds to the project’s orientation and delivery on gender issues.

In their own words:
UNDP has been striving to address gender issues in programme activities. However, we are also aware that quite often it is impossible to ensure equal participation of women and men, that’s why we also don’t require from UNDP to ensure equal participation of women and men.(mentioned by one of the donors)

6.7.2 Youth

In October 2019, Iraq faced large-scale demonstrations driven by young people, predominantly aged 15 to 35 years, expressing their frustration with poor economic, social, and political prospects.⁶⁷ The COVID-19 pandemic has had an additional negative impact on youth employment in Iraq, where unemployment rates were already high before the pandemic; at that time, the unemployment rates reached 25% among Iraqi youth aged 15–24 years.

“Nearly 50 percent of Iraqis are younger than 19 years, and 60 percent are below 25 years of age.

The youth population in Iraq is projected to increase from seven to ten million between 2015 and 2030.”
World Bank (2015), Iraq Household Socio-Economic Survey 2012

Though the project document⁶⁸ considers the issue of youth, it does not contain any specific youth-related outputs or indicators. However, the issue of youth was, to a certain extent, addressed during project implementation, particularly in activities aimed at achieving Output 2 and Output 3. For example, the issue of youth was addressed in the MPSP under Output 2 (see chapter on effectiveness) and in CSIP under Output 3. Within CSIP, the project used an innovative approach by the engagement of 10 unemployed university graduates to support former volunteer fighters (sometimes with low literacy) in completing their business skills training and related documents. The project provided the graduates with a stipend, providing them professional experience with the UNDP pilot and access to business skills training

⁶⁵ E.g., According to CSO Hope Organisation, 50-60% of women took part in their activities.

⁶⁶ The project has gender marker 2 (OECD/DAC).

⁶⁷ 2020 UNAMI/OHCRC Human Rights Violations and Abuses in the Context of Demonstrations in Iraq October 2019 to April 2020, page 12

⁶⁸ The project document indicates that the “project aim[s] to support the opportunities for youth engagement”, page 4.

and development of grant proposals. Furthermore, CSIP-2 also supported female FVFs through vocational training in cooking and tailoring. The inclusion of women and youth in the project activities (e.g., in CSIP) is also well-evidenced in the project deliverables (e.g., Policy Brief Reintegration of Former Volunteer Fighters).⁶⁹

In summary, the project has undertaken important efforts and provided significant support to the security sector institutions in decreasing barriers hindering women and youth’s meaningful participation.

6.7.3 Vulnerable groups

Within CISP, the project also significantly supported vulnerable groups (e.g., former volunteer fighters) and **minorities**. For example, CSIP-2 specifically targeted Sinjar town,⁷⁰ which is primarily populated by Yazidis,⁷¹ with other substantial minorities of Kurdish, Arab, and Christians. CSIP-2 in Qairawan, Sinjar addressed Yazidis and other minority members by increasing their skills and emotional resilience, thereby contributing to enhanced economic stability through a combination of vocational training, psychosocial support, and grant assistance interventions with an emphasis on the security-development nexus.

As indicated by the project staff, no specific consultations were held with **disabled persons** during the elaboration of the project design. Nonetheless, the constraints of disabled persons were, to a certain extent, addressed during the elaboration of the project results (e.g., MPSP, CSIP). For example, special attention was placed under CSIP on persons with disabilities during the screening/vetting of selected beneficiaries of FVFs. As evident from the CSIP report,⁷² the screening process included people with mental and physical disabilities, such as gunshots in their hands, chests, herniated discs, congenital disability, etc. Furthermore, according to the CSO representatives, people with disabilities (e.g., deaf, amputees, etc.) were also included in certain QIP activities.

Figure 4: Do you have any disabilities/challenges.

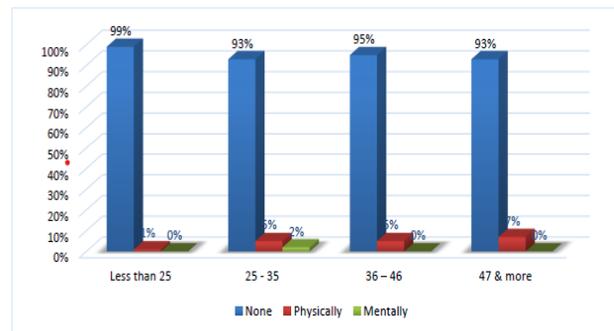


Chart 2: CSIP addressed people with disabilities during the screening/vetting exercise

6.7.4 Human Rights

Iraq’s SSR programme promotes security, peace and human rights.⁷³ Despite this objective, the human rights environment in Iraq deteriorated markedly in relation to the rights to freedom of expression and to peaceful assembly. In October 2019, demonstrations started in multiple governorates across Iraq on an unprecedented scale. Several UNAMI/OHCHR reports⁷⁴ indicate extensive human rights violations and abuses that appeared to end the protests. Unnecessary and excessive force was used against protesters in several governorates, mainly in Baghdad, Dhi Qar, Karbala and Basra. UNAMI/OHCHR documented credible reports of the death of 487 protesters and the injury of 7,715 at protest sites. Those killed included

⁶⁹ Policy Brief Reintegration of Former Volunteer Fighters, page 12.

⁷⁰ In August 2014, Sinjar was captured by the Islamic State (ISIL), causing massive displacement and destruction.

⁷¹ Yazidis are an endogamous and mostly Kurmanji /Northern Kurdish-speaking minority, indigenous to the Kurdish regions, which includes parts of Iraq, Iran, Syria, and Turkey.

⁷² UNDP CSIP II Report - Screening/ Vetting of selected beneficiaries of former fighters under the Community Security Integration Pilot Initiative (CSIP) in Qairwan, Sinjar in Iraq. 2020-2021, page 19.

⁷³ National SSRP, Page 2.

⁷⁴ From October to December 2019, UNAMI issued three reports concerning human rights violations and abuses perpetrated as the protests began, developed and expanded. In May 2020, UNAMI issued a fourth report focused on incidents of abduction of prominent protesters and activists.

at least 34 children and one woman. When using force in situations that gave rise to deaths and injury, including when protesters acted violently, security forces in multiple incidents failed to progressively escalate the use of force, to distinguish violent from non-violent protesters, and to respond proportionately. Security forces used unnecessary lethal force against protesters, with frequent reliance on live ammunition and the use of less-lethal weapons - such as tear gas - in a deadly manner.⁷⁵

From 1 October 2019 to 30 April 2020, security forces detained thousands of protesters. Many of these individuals were held in circumstances that raised concerns over the arbitrary nature of their arrest. According to figures issued by the Supreme Judicial Council, more than 3,000 persons were arrested and detained in relation to demonstration-linked charges between October 2019 and February 2020. In addition, large numbers of demonstrators were detained for short periods, often in police stations, and released without the involvement of the investigative judge, particularly during the first week of demonstrations. Moreover, protesters provided reports of ill-treatment and torture while in detention. Many of those detained were unable to inform anyone of their whereabouts for several days, leading to concerns about incommunicado detention and to increased reports about the high numbers of missing people. Protesters and people openly and candidly expressing discontent remain at great risk.⁷⁶

In October 2019, the Prime Minister established a Ministerial Investigative Committee mandated to investigate the deaths, injuries, and other violations that occurred in the context of the demonstrations from 1 to 8 October 2019. While the report of the Committee identified 44 members of the security forces with varying degrees of involvement in the killing and injury of protesters, including some of high rank, it concluded that most were implicated for “losing control over their units”, and most recommendations referred to disciplinary or administrative punishment. Very limited judicial investigations and few prosecutions appeared to have taken place, and only one case of prosecution of those identified in the October Committee Report was documented. Even though the GoI, formed in May 2020, indicated its commitment to accountability for demonstration-linked violations and abuses, the continued impunity for these acts remains a serious concern.⁷⁷

As the above-mentioned recent violations of human rights directly pertain to the security forces (including police), the question arises regarding the extent that the project addressed human rights. Starting from the project design, the evaluation establishes that human rights issues⁷⁸ (as well as corruption and environmental issues) have not been sufficiently embedded in the project design. Specifically, the project design’s guiding principles refer only to gender, women, and youth empowerment, while human rights are marginally mentioned only in the project results framework, referring to the envisaged access to human rights institutions.⁷⁹ The project design needs to ensure that human rights issues are not incidental to the outputs, as in the existing project design, but are rather at the forefront of all activities and approached in a strategic and holistic manner.

However, despite this gap, the project has, to a certain extent, addressed human rights issues in the project activities. More specifically, the project coordinated with the SSR Higher Committee in setting-up a technical working group on gender and human rights. Furthermore, human rights were also considered in the elaboration of certain project deliverables (e.g., Model Police Station Pilot Selection Assessment⁸⁰). Moreover, human rights issues were also embedded in the training courses and in certain project deliverables, such as the SOP on Criminal Investigations that practically enforces suspects’ human rights during criminal investigations. Based on this, it can be established that the project has, to a certain extent,

⁷⁵ 2020 UNAMI/OHCRC Human Rights Violations and Abuses in the Context of Demonstrations in Iraq October 2019 to April 2020, page 6.

⁷⁶ 2020 UNAMI/OHCRC Human Rights Violations and Abuses in the Context of Demonstrations in Iraq October 2019 to April 2020.

⁷⁷ 2020 UNAMI/OHCRC Human Rights Violations and Abuses in the Context of Demonstrations in Iraq October 2019 to April 2020, page 6.

⁷⁸ This also relates to persons with differing characteristics based on their socio – economic class, political ideology, religious identity / ethnicity, physical ability, and other disadvantaged and marginalised groups.

⁷⁹ E.g., Output 3.4. People’s access to justice increased through improved capacities and systems of rule of law, security sector and human rights institutions.

⁸⁰ The assessment included relevant questions about past training activities as well as actual needs on human rights.

addressed human rights in line with international laws and GoI commitments. Nonetheless, the project could have better engaged with other relevant IPs (e.g., OHCHR) and relevant UN initiatives to ensure better synergies in the human rights area.

As human rights are addressed also by other IPs and NGOs, the project should avoid duplicating efforts and define a niche jointly with the beneficiaries. Some of the areas that could be supported and strengthened seem to be the internal control and oversight mechanisms, improved, increased and institutionalised cooperation between police and prosecution on detection and prosecution of criminal offences related to violation of human rights (e.g. elaboration of Memorandums of Understanding, SOPs), elaboration of internal oversight procedures, etc. However, a more thorough definition of support in terms of human rights should be further explored by a gap and needs analysis that could serve as a basis for the development of a specific strand of work and elaboration of specific project activities, indicators and outputs regarding human rights. Furthermore, the introduction of the UN Human Rights Due Diligence Policy should also contribute to the identification of necessary steps and measures to better address human rights.

The evaluation concludes that human rights could have been better addressed in the project design and activities. On a different note, it should be mentioned that UNDP Iraq has not yet introduced the 2016 UN Human Rights Due Diligence Policy⁸¹ (HRDDP). HRDDP, which envisages implementation of its policy through four consecutive phases (i) communication of the policy to national authorities, ii) risk assessment and mitigation measures, iii) monitoring, and iv) intervention when grave violations are committed, was therefore not considered during the elaboration of the project design nor during implementation of the project.

In summary, the project has, to a certain extent, mainstreamed human rights during project implementation; however, there is room for significant improvement, starting from the adjustment of the project design, improvement of reporting, increasing cooperation with other IPs and relevant human rights oriented CSOs, and enhancement of internal project capacities to attain greater results and impact.

⁸¹ <https://unsdg.un.org/sites/default/files/Inter-Agency-HRDDP-Guidance-Note-2015.pdf>

7 CONCLUSIONS

Conclusion 1: Relevance of the project for Iraq

Iraq remains a fragile society with a continued need of further international support to advance from poverty to prosperity. Whilst Iraq still faces gross violations of basic human rights and freedoms, peace and security remain the most important issues and challenges for sustainable development. The project support to SSJR has been relevant for addressing Iraqi policy objectives, sustainable development goals, and national policies. Restoring security and public trust in state security and justice, particularly after demonstrations in 2019 and 2020, remains essential conditions for further country development, security, poverty reduction, and equality. The project has been mainly security-oriented while much less support was provided to the judiciary, which needs to be strengthened as well.

Conclusion 2: The project ensured good cooperation and partnerships

The project has ensured good coordination between the project, international partners, and beneficiaries, which largely prevented overlaps, and enabled activities to be adjusted and sent consistent messages to beneficiaries. Nonetheless, space for improvement exists in coordinating joint activities with other international partners through the joint utilization of human and financial resources with other IPs or other UN(DP) projects.

Conclusion 3: The project implementation negatively impacted by red tape

Political volatility, fighting ISIL, and Iraq's unstable political and security situation have created a challenging environment for project implementation by UNDP and the GoI. Despite this, the project was implemented in a flexible manner and project activities were adjusted to accommodate the changed operational context and actual needs of national stakeholders. However, the project was impeded by unnecessary delays that could have been prevented and eliminated; this particularly refers to UNDP internal human resources and procurement procedures and GoI red tape, causing significant delays in the delivery of project activities.

Conclusion 4: Adjustment of the project support to changed operating context

UNDP has been supporting the GoI's security and justice sector reform efforts for almost a decade. UNDP support to the elaboration of the NSS has been provided since 2012, which raises a question about to what extent such support is still relevant and needed after almost 10 years of continued support. The amended operational context (post-ISIL Iraq, widespread human rights violations by security forces, etc) indicates a need to make a soft shift or reconstruct the project's priorities and activities to address the latest security and other (e.g., judiciary) challenges and needs better.

Conclusion 5: Exit strategy not developed

Though the project is likely to be extended to 2025, given the beneficiaries' needs and donor interest, the project has not, as of the time of this evaluation developed an exit strategy that would enable donors' withdrawal in the mid- or long-term perspective.

Conclusion 6: Planned results to a large extent achieved and innovative results introduced

The planned outcomes have largely been achieved and lead to intended outputs and overall outcomes in line with the project's theory of change. The project developed several outstanding results that have brought tangible changes and significantly improved the beneficiaries' capacities. One of them is the Model Police Station Pilot, introducing an innovative approach that increases trust between citizens and local police and restores responsive, effective, and accountable local police services. Furthermore, the project also developed other advanced and innovative tools, such as the E-learning platform that facilitates learning processes and ensures the long-term sustainability of the project investment.

Conclusion 7: CSOs engagement crucial for building trust and community recovery

Whilst CSOs played an important role in building trust and filling gaps between local communities and security forces, CSIP significantly supported former volunteer fighters by improving their mental health, family relations, and social security. However, as government resources appear to be insufficient for such support, external support remains crucial for the further engagement of former volunteer fighters in such activities. Although QIPs implemented by CSOs made a significant positive impact on local security, the scope of the support did not correspond to actual needs on the ground. Furthermore, certain QIP achievements (e.g., local committees consisting of police and local community representatives) were not institutionalised; thus, they are not sustainable. QIPs require longer-term engagement and better institutionalisation.

Conclusion 8: Significant progress made in addressing gender issues

Although the project attempted to facilitate the attendance of more female stakeholders in various project activities, this was not always possible due to different thematic subjects, local contexts, and implementing realities. The diverse participation can also be attributed to many societal and cultural barriers that are deeply rooted in families and communities. Although the project has made significant progress on gender in comparison to the previous project phase, it still lacks a more consistent gender mainstreaming approach across all project interventions.

Conclusion 9: Relevancy of the Gender Study for the Security Sector

The project has initiated the Gender Study to Advance the Role of Women in the Security Sector in Iraq. The study is expected to reveal and identify gender gaps and challenges. The results of the study will have an important influence not only at the MOI and MOD, but likely for other GoI institutions by setting up additional measures to support the advancement of the role of women in Iraq's security sector.

Conclusion 10: UN Human Rights Due Diligence Policy not introduced

UNDP Iraq has (as of the time of conducting this evaluation) not introduced the 2016 UN Human Rights Due Diligence Policy⁸² stipulating the implementation of its policy through four consecutive phases. The project reports do not contain information about how human rights were addressed nor what kind of results have been achieved in this regard.

Conclusion 11: Human rights not sufficiently incorporated in the project design (and implementation)

Human rights issues have become even more important after the project's inception in January 2019. The security forces' response to demonstrations in 2019 and 2020 included widespread violations of human rights, resulting in the death of 487 protestors and more than 3,000 persons arrested.⁸³ Although the project, to a certain extent, addressed human rights, it appears that the project missed the momentum to address human rights more comprehensively across all project interventions, in particular under Output 1. The project should have better identified common entry points and enhanced cooperation on human rights issues with other partners.

⁸² <https://unsdg.un.org/sites/default/files/Inter-Agency-HRDDP-Guidance-Note-2015.pdf>

⁸³ 2020 UNAMI/OHRCRC Human Rights Violations and Abuses in the Context of Demonstrations in Iraq October 2019 to April 2020, page 6.

8 RECOMMENDATIONS

Recommendation 1: Continuation of donor support

Recommendation deals with:	Relevance: Donor support
Recommendation is directed at:	Donors

This recommendation is based on Conclusion 1

Statement of overall recommendation:

The donors should remain flexible and continue providing donor support to Iraq (e.g., peer-to-peer support, capacity building, support to civil society and population, etc). Continued support is relevant for building upon the achievements, further development of reached advantages, and maintaining the momentum and presence of a conducive environment. The project should put more emphasis on the judiciary and equally support security and justice pillars. In view of the human rights violations, the project should consider including other key players in the judiciary that are relevant for addressing human rights such as the Iraqi Bar Association, etc.

Recommendation 2: Identification of opportunities for enhanced coherence with other partners

Recommendation deals with:	Coherence: Synergies and Complementarity
Recommendation is directed at:	UNDP, International Partners

This recommendation is based on Conclusion 2

Statement of overall recommendation:

UNDP and IPs should jointly identify areas for deeper cooperation and delivery of joint activities and outputs by pooling joint resources (e.g., joint training courses, joint activities) to ensure better synergies and complementarity. UNDP should take the initiative and approach relevant IPs to define potential areas where additional synergies could be reached, as well as jointly define steps for increased cooperation and pooling joint resources. In this regard, proactive engagement by IPs in terms of timely collaboration, cooperation and information sharing is also equally important.

Recommendation 3: Elimination or ease of internal administrative regulations that hamper project delivery

Recommendation deals with:	Efficiency: Delays
Recommendation is directed at:	UNDP, GoI

This recommendation is based on Conclusion 3

Statement of overall recommendation:

UNDP should ensure that its internal administrative proceedings related to procurement and recruitment of human resources do not hamper project delivery. UNDP should thus thoroughly identify concrete provisions, bad practices and bottlenecks that caused delays and adopt appropriate measures to prevent further delays. If necessary, internal rules should be revised or eased. Likewise, the GoI should ease internal administrative proceedings hindering more efficient project implementation and provide eased access to GoI institutions. If necessary, UNDP leadership should address this issue with the GoI at the highest level.

Recommendation 4: Prioritisation of the project outputs and activities

Recommendation deals with:	Effectiveness: Review of the project priorities
Recommendation is directed at:	Donors, UNDP, GoI

This recommendation is based on Conclusion 4

Statement of overall recommendation:

UNDP, donors and the GoI should reconsider past support and prioritise activities that (still) remain relevant for Iraq. Project activities and outputs with limited progress and/or without elements of sustainability should be identified and replaced (e.g., Public Perception Survey on Security and Justice Service Delivery seems to provide limited added value and could also be conducted by GoI institutions). The changed operational context requires a stronger response and emphasis on human rights, prevention of torture, misuse of police powers, anti-corruption (together with the UNDP anti-corruption project).

Recommendation 5: Development of exit strategy

Recommendation deals with:	Effectiveness: Project exit strategy
Recommendation is directed at:	Donors, UNDP, GoI

This recommendation is based on Conclusion 5

Statement of overall recommendation:

UNDP should start developing an exit strategy together with the GOI and donors to identify areas where further support is less needed or areas where there is no sustainability and/or less progress. The elaboration of an exit strategy outline with an indicative agenda should start before the next project extension, which will also enable better definition of mid-and-long term priorities for the third phase.

Recommendation 6: Further replication of the project results that have elements of sustainability

Recommendation deals with:	Effectiveness: Replication of results
Recommendation is directed at:	Donors, UNDP, GoI

This recommendation is based on Conclusion 6

Statement of overall recommendation:

UNDP and donors should strive to replicate those project results that proved to be successful and provide long-term sustainable results. Two of them that should be replicated and further developed are the Model Police Stations Model and the E-learning platform. In view of the strengthening support to justice, the project (and donors) may reconsider introduction of a Model Courts Pilot.⁸⁴

Recommendation 7: Necessity to enlarge QIP and CSIP support

Recommendation deals with:	Impact and Sustainability: CSO support
Recommendation is directed at:	Donors, UNDP

This recommendation is based on Conclusion 7

Statement of overall recommendation:

QIP and CSIP outreach should be expanded to other areas in need. Whilst QIPs should strive to institutionalise the cooperation between local communities and security forces, CSIP should explore additional possibilities to enhance the involvement of the private sector in order to increase employment possibilities for former volunteer fighters, their access to the job market, and the further development of their skills.

Recommendation 8: Inclusion of gender expertise in all project components

Recommendation deals with:	Cross-cutting issues: Gender
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⁸⁴ For example, the EU-funded Project Pravo-Justice pilots 6 Model Courts in Ukraine <https://www.pravojustice.eu/post/implementation-model-court-solutions-mid-term-expert-mission>.

Recommendation is directed at:	UNDP
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This recommendation is based on Conclusion 8

Statement of overall recommendation:

Gender issues should be more consistently addressed across every single intervention designed under the project, including in interventions' design phases of each individual project/action under the overall project.

Recommendation 9: Further support linked to the Gender Study findings

Recommendation deals with:	Cross-cutting issues: Gender
Recommendation is directed at:	Donors, UNDP

This recommendation is based on Conclusion 9

Statement of overall recommendation:

Follow-up support on gender issues should be linked to the Gender Study findings and recommendations on how to further and better address gender issues in the gender-sensitive law enforcement environment. The project should continue to seek partnerships and ensure further complementarity, coherence, and synergies with other like-minded partners (e.g., UNWOMEN, EUAM, UNAMI, etc.).

Recommendation 10: Introduction of the UN Human Rights Due Diligence Policy⁸⁵

Recommendation deals with:	Cross-cutting issues: Human Rights
Recommendation is directed at:	UNDP

This recommendation is based on Conclusion 10

Statement of overall recommendation:

UNDP should introduce and implement the UN Human Rights Due Diligence Policy, which will also enable better addressing human rights. In addition to this, the project should conduct an assessment on cross-cutting themes and how the project can adopt a gender, human rights, and anti-corruption lens. In line with this, the project should revise the project design, improve reporting on human rights and coherence as well as increase cooperation with other IPs and CSOs.

Recommendation 11: Increase project's capacities and enhance project's delivery on human rights

Recommendation deals with:	Cross-cutting issues: Human Rights
Recommendation is directed at:	UNDP, International Partners

This recommendation is based on Conclusion 9

Statement of overall recommendation:

The project should better respond to human rights issues, both in the project's design and delivery. UNDP should further explore how human rights could be jointly addressed with other partners (e.g., OHCHR, EUAM), the judiciary (e.g., Bar Association, Judicial Training Institutions) and non-governmental organisations. More specifically, some of the areas that could be supported and strengthened seem to be the internal control and oversight mechanisms, cooperation between police and prosecution on detection and prosecution of criminal offences related to violation of human rights (e.g. elaboration of Memorandums of Understanding, SOPs, capacity building), elaboration of internal oversight procedures, etc. However, a more thorough definition of support in terms of human rights should be further explored by a gap and needs analysis that could serve as a basis for the development of a specific strand of work and elaboration of

⁸⁵ <https://unsdg.un.org/sites/default/files/Inter-Agency-HRDDP-Guidance-Note-2015.pdf>.

specific project activities, indicators and outputs regarding human rights. In line with this, the project should include activities and achievements on human rights issues in the project progress report. If necessary, the project should increase internal capacities to better address human rights.

9 LESSONS LEARNED:

- a. **Sensitivity of Security Issues and Mistrust.** Security is a highly sensitive political issue in Iraq. The police remain a highly militarised institution, although different international partners have supported its transformation into a more community policing-oriented service. Despite the progress made, a significant degree of mistrust between the public and security forces still exists.
- b. **Political Instability.** The political instability in Iraq limits opportunities for improvement and faster progress in SSR. Frequent changes at the political level often result in the loss of institutional memory, limited ownership, lack of commitment, slow communication, absence of interlocutors, etc., which consequently negatively impacts the project's pace and delivery.
- c. **Operational Context:** The operational context that could transform from relatively stable to highly volatile with short notice requires a high degree of strategic and operational flexibility, as well as risk-averse planning. The use of virtual media/communication platforms and the online delivery of activities proved to be a successful interim solution within the COVID-19 operational context.
- d. **UNDP Credibility.** UNDP has been supporting the GoI in SSR for almost a decade. Based on this long-standing support, UNDP has become recognised as a reliable and neutral partner, providing excellent expertise.
- e. **UNDP Capacity:** The combination of UNDP's mandate, UNDP's technical assistance capacity, and institutional memory constitute a unique advantage in comparison with other international partners.
- f. **UNDP Position.** UNDP has established strong networking capacity and successfully cooperated and engaged with different international organisations and development partners. UNDP is thus well-positioned as a bridge between IPs and relevant GoI officials/ministries at the highest level.
- g. **Injustice and Violation of Human Rights.** Grave and mainly unpunished human rights violations committed by security forces significantly affected the human rights environment in 2019 and 2020. The Iraqi people continue to demand better public services, improved access to justice, suppression of corruption, and the elimination of inequalities; until these requirements are met, overall security remains at great risk.

ANNEX 1: LIST OF DOCUMENTS REVIEWED

- Terms of Reference for the Mid-Term Evaluation
- Project document (Original Project Document and first Revision)
- SSR ROL Programme Organogram
- Country Programme Document for Iraq 2020–2024
- Iraq Vision for Sustainable Development 2030
- United Nations Sustainable Development Cooperation Framework 2020-2024
- National Development Plan (NDP 2018-2022)
- National Security Strategy (March 2016)
- Poverty Reduction Strategy (PRS 2018- 2022)
- Reconstruction and Development Framework (2018-2027),
- National Strategy to Combat Violence against Women and Girls (2018-2030)
- Second National Action Plan for the Implementation of the UN Security Council Resolution 1325
- Project Quarterly Reports Q1–Q4 -2019
- Project Quarterly Reports Q1–Q4 -2020
- Project Quarterly Reports Q1–Q2 -2021
- Draft agenda Champions Workshop
- CSIP-1 (Basra) Tracer Study
- Policy Brief: Reintegration of Former Volunteers Fighters
- Project Board Meeting Minutes, 23 November 2020
- Monitoring Report, December 2019
- Gender and Local Policing in Iraq
- Meeting Minutes (Gender), 17th September 2020
- UNAMI / OHCHR Human Rights Violations and Abuses in the Context of Demonstrations in Iraq October 2019 to April 2020
- Secretary-General’s Report on Security Sector Reform (SSR)
- Action Against Hunger Final Report: Supporting the Yezidi Community in Sinjar District, Ninewa
- Iraq’s Voluntary National Review 2019
- Policy Brief Reintegration of Former Volunteer Fighters
- Policy Brief: Community Security Integration Pilot in Iraq
- Project Power Point Presentation for Project Board Meeting, 23 November 2020
- QIP Impact Project Implementation Report
- UNDP CSIP II Report – Screening / Vetting of selected beneficiaries of former fighters under the Community Security Integration Pilot Initiative (CSIP) in Qairwan, Sinjar in Iraq
- Community Security Integration Pilot Initiative (CSIP) in Qairwan - Sinjar in Iraq - Baseline Survey
- CSIP Vetting Report – Presentation
- Combined Financial Delivery Report by Project (3x)
- Combined Civil Society Grants Implementation Report 2019
- Rehabilitation and Furniture for Alfajer Aljadeed & Aldhuha School-Sinjar District-Ninawa Governorate
- Supporting Yezidi Community in Sinjar District, Ninewa, Nawaf’s Story
- Supporting Yezidi Community in Sinjar District, Ninewa, Baran’s Story
- Evaluation Report of the Security Sector Reform Programme - UNDP Iraq - Programme Period: August 2015 – December 2018
- Ministry of Interior Strategic Plan Training Report
- National Security Strategy Training Report
- Optima Report – Crime Scene Investigation Training Courses
- Training Report Standard Operating Procedure-Criminal Investigation
- Training Report on Improving the Effectiveness of the Local Police (IELP) –Training Reports on Mid-Level Management

ANNEX 2: LIST OF PERSONS INTERVIEWED

Person	Institution	Designation
Donors & International Partners		
Paul Madden	European Union Advisory Mission in Iraq	Head of Strategic Civilian Security Sector Reform Component
Gian Luca Cazzaniga		Senior Strategic Advisor on Security Sector Reform Coordination
Pamparas Darijus	International Organization for Migration	Head of Migration Management Unit: Coordinates with UNDP SSR border Management Thematic Priority
Idah Agba	UNAMI	UNAMI Senior Gender, Advisor DSRSD Political
Lauren Danen	Government of the United States	N/A
Rosalee LaPlante	Government of Canada	Head of Stabilization
Katia Gibergues	United Nations Assistance Mission for Iraq	Political Affairs Officer
Jort Posthumus	Government of the Netherlands	First Secretary / Senior Security Sector Advisor
Jan Pirouz Poulsen	Government of Denmark	Senior Stabilisation Advisor
UNDP Programme Team		
Suparva Narasimhaiah	UNDP	Gender Specialist
Chamila Hemmathagama	UNDP	Programme Manager, SSR / RoL
Amanthi Wickramasinghe	UNDP	Head- Programme Management Support Unit (PMSU)
Md Safiur Rahman		Monitoring & Evaluation Specialist, PMSU
Ammar Altaie	UNDP	Project Manager, SSR / RoL
Philippe Gourdin	UNDP	Senior Technical Advisor, SSR/RoL Programme
Rima Pradhan-Blach	UNDP	Specialist, Community Security Integration Pilot
Amit Arora		International Consultant - M&E and Documentation Advisor
Yasir Hasan	UNDP	Programme Associate Governance Pillar
Hamza Sharif	UNDP	National SSR Advisor
Nadia Alawamleh	UNDP	Team Leader / Social Cohesion Programme
Finn Bernth Andersen	UNDP	Senior Police Advisor, SSR/RoL Programme
Andreas Kirsch-Wood	UNDP	Criminal Justice, SSR / RoL Programme
Ghimar Deeb	UNDP	Deputy Resident Representative (Programme)
Beamie Moses Seiwoh	UNDP	Programme Management Specialist
Civil Society Partners		
Ahmed Al-Mosawi	Iraqi Human Rights Watch	General Coordinator
Ahmed Jassam Mohammed	Al-Noor Universal Foundation	Executive Director
Ibrahim Al-Saraj	Hope Organization for Development and Improvement	Programme Manager
Baha'a Qais Shakir	Al Tadamun Iraqi League for Youth	Executive Director
Dr. Nazhat Najim Abood	Sarah Trauma Centre Directorate of Health in Basra Governate	Specialist
Shielan Yousif	Stars Orbit International	Project Manager
Dr. Ali Salim	Orokom for Relief and Development	Programme Manager
Dr. Saeb Saed	Al-Nawaer Organization	General Director
Government Partners		
Rt. Lt. General. Naseer Mater	Ministry of Interior	National Police Advisor
Brig. Abbas Fadhel	Training and Qualifications Directorate, Ministry of Interior	Manger of External Trainings
Dr. Hussain Allawi	Office of the Prime Minister	Security Sector Reform Advisor
Judge Dhari Jaber	Supreme Judicial Council	Deputy Prosecutor General

Japan and UN Women were also invited by UNDP to participate in the evaluation; however, their representatives did not confirm availability to participate despite several email reminders made by UNDP.

ANNEX 3 - PROJECT RESULTS FRAMEWORK MATRIX ON TARGETS AND ACHIEVEMENTS

Key Results	Indicators	Overall Targets	Results Achieved	Status
Output 1: Strategic advisory, coordination and capacity development support provided to strengthen security sector governance				
Key Result 1: Technical advice and mentoring provided to implement SSRP at national and local levels	<u>Indicator 1.1:</u> (a) i) Types of technical advisory support provided by UNDP to the Government of Iraq on Security Sector Reform Programme (SSRP) implementation; (ii) Feedback/recommendations on the technical advisory support provided from relevant stakeholders (qualitative indicator)	SSRP implementation mechanism consisting of eight (8) systems of which seven (7) are fully operational	–Sector Working Group on 7 of 8 systems ⁸⁶ and cross-cutting system on women in SSR cross-cutting system are being implemented with work in progress on identifying strategies/policies for recommendations. –UNDP commenced work on the Gender and SSR study.	In progress (partially achieved)
	<u>Indicator 1.1 (b):</u> # and type of M&E related trainings delivered to ONSA and SSR Support Committee to better implement SSRP	One refresher training on SSRP M&E is delivered, and SSRP M&E plans are also reviewed	Preparatory work to design and deliver M&E-related trainings to ONSA and SSR Support Committee to better implement SSRP have started, and training is expected to be delivered in Q2, 2022.	In progress (partially achieved)
	<u>Indicator 1.2:</u> The National Security Strategy (NSS) revised, endorsed, and implemented	Revised NSS is being implemented by ONSA	–UNDP continued to provide technical advice and assistance in the drafting exercise, including attending the NSS drafting consultative meetings with CSOs. –One workshop and a series of virtual sessions were delivered to the NSS Standing Committee to improve skills on assessing threats, risks, and the strategic environment to assist with NSS review.	In progress (partially achieved)
	<u>Indicator 1.3:</u> # of assessments conducted to appraise SSRP implementation including lessons learned by ONSA (disaggregated by type)	The SSRP Assessment report drafted and adopted by ONSA and SSR Support Committee	As of 30 June 2021, this activity is now subject to review and clearance by the new Higher Committee under the PMO.	Not started
	<u>Indicator 1.4:</u> # of assessments conducted to assist Women in SSR Sub Working Group to develop an evidence-based action plan (disaggregated by type)	– The Women in SSR Assessment report drafted and adopted by the SWG and SSR Support Committee –The Assessment recommendations incorporated into Women in SSR action plan and finalize plan – Policy briefing with Assessment key findings developed	UNDP commenced work on the Gender and SSR study with the initial preparatory work concluded. The study is expected to start Q1, 2022.	In progress (partially achieved)
	<u>Indicator 1.5:</u> # of trainings delivered to MoI Planning Directorate to assist with MoI multi-year strategic plan (2019–2024) implementation (disaggregated by type)	One refresher course on MoI strategy implementation and M&E delivered	–One workshop was delivered to the core team of MoI strategy implementation planners. –The nine-day training programme was delivered in March to 17 senior officers and specialists from multiple MoI departments/directorates. The workshop covered a range of topics, including strategic planning, strategic analysis related to risks and threats, scenario planning and policy development.	Completed
Output 2: Law enforcement and criminal justice capacities of targeted institutions in Iraq strengthened				

⁸⁶ Security Architecture, Security Legislation, Law Enforcement and Criminal Justice, Intelligence Community; Boarder Strategy; Internal Security and Defence Strategy; and Democratic Oversight and Institutional Accountability.

Key Result 2: Technical support provided to develop and implement the Civilian and Local Police Road Map	<u>Indicator 2.1 (a):</u> Local Police Service Road Map developed and implemented	The Road Map continued to be operational with all six core police functions of the Road Map fully operational	The Local Police Service Road Map and its six core functions are being implemented in accordance with the MoI 5-year Strategic Plan (2019–2023).	In progress (partially achieved)
	<u>Indicator 2.1 (b):</u> # of Local Police Officers trained against prioritized training requirements in target locations (gender disaggregated) ⁸⁷	Seven Hundred and Fifty (750) local police officers trained and mentored on IELP and MLPM courses.	328 (16 women) Local Police Officers trained in IELP and MLPM courses	In progress (partially achieved)
	<u>Indicator 2.1 (c):</u> # of small grants provided to civil society organizations to undertake local-level initiatives to improve public-police collaboration	FortySeven (47) grants provided for civil society to implement quick impact projects	– Twenty-four (24) low-value grants worth USD 212,314 have been awarded to 15 Iraqi CSOs to implement quick impact projects to improve local safety and community-police partnerships in the governorates of Anbar, Basra, Ninewa, Salah al-Din, Baghdad, and Karbala. – As a result, 3,389 (445 women) community members including security officers were sensitized to improved citizen-state relations to prevent instability at local levels	In progress (partially achieved)
	<u>Indicator 2.2:</u> # of prioritized/critical local police stations rehabilitated in target locations (as part of a “model police station” rebuilding initiative)	Four (4) in target locations	– Six police stations were selected for the pilot initiative from Anbar (2) Ninewa (2), Baghdad (1), and Basra (1). – Completed an additional technical assessment of all six selected police stations at the request of the MoI. – Finalised assessment report and the parallel Gender Study. – Conducted workshop with MoI and relevant Governorate Police Directorates to present findings and recommendations and to agree on the implementation plan. – Press release, Assessment Report’s Executive Summary and the Policy Brief on the Gender Assessment were published for wider dissemination (Arabic and English)	
	<u>Indicator 2.3 (a):</u> Standard Operating Procedures on Criminal Investigations available for implementation	Standard Operating Procedures on Criminal Investigations continue to be operational at provincial level	The SOP has been developed and is currently being implemented through the Local Police Service Road Map (core functions, crime management, and security and protection management) within the MoI 5-year Strategic Plan (2019–2023)	Completed
	<u>Indicator 2.3 (b):</u> # of law enforcement and criminal justice sector officials trained on criminal investigations (disaggregated by gender and area of sector expertise) ⁸⁸	Seven Hundred and Fifty (750) officials trained	110 (8 women) local police officers were trained in criminal investigations using in-person and virtual modalities	In progress
	<u>Indicator 2.4 (a):</u> # of specialised training workshops / courses on suspect interviewing delivered	Two (2) specialised trainings on suspected interviewing delivered	Designed and delivered two specialised trainings on suspect interviewing	Completed
	<u>Indicator 2.4 (b):</u> # of officers trained in suspected interviewing (disaggregated by gender)	Fifty (50) officers trained	45 (all men) police officers were trained on suspect interviewing (crime scene management (homicide investigations). While the target was 50 officers, there were 5 dropouts having contracted COVID–19.	Completed

⁸⁷ Trainings and capacity building courses will include the following prioritized topics/subjects at the minimum: Improving Effectiveness of Local Police (IELP) and Mid-Level Police Management (MLPM) basic and Training of Trainers courses for both male and female officers, including documentation of nature and type of best practice and recommendations to better integrate gender.

⁸⁸ Trainings and capacity building courses will include mandatory trainings in criminal investigations, suspect interviewing, crime scene management and homicide cases for both male and female officials, including investigating judges where appropriate at the minimum.

			– Outreach mechanism has been instrumental in maintaining implementation through the Covid-19 period.	
	<u>Indicator 3.3:</u> Lessons learned brief on CSIP process developed and disseminated among Government stakeholders, and local and international partners	Project end lessons learned brief developed and finalized based on all pilot locations	<ul style="list-style-type: none"> – The recruitment process for the consultant has been initiated. The consultant is expected to be on board in January 2022 – Produced a stand-alone Lessons Learned Presentation in December 2016, which includes a review of data collected – Capture implementation information and case studies for CSIP as part of their larger video initiative under JSB 2018. 	<p>In progress (partially achieved)</p> <p>Completed</p>

ANNEX 4 – EVALUATION MATRIX

EVALUATION MATRIX

KEY Questions to be Addressed by Evaluation	Sub-question	Sources	Data collection tools	Indicators	Method of data analysis
1. Relevance: The extent to which the project strategy, proposed activities and expected outputs and outcome are justified and remain relevant to the Government of Iraq (GoI) in its efforts to advance security and justice sector governance (SJSJG).					
1. To what extent is the stated SJSJG outcome and outputs on track? 2. To what extent have the project results achieved so far contributed to SDG 16, and the outcome of UNDP CPD (2020-2024) for Iraq? 3. Is the approach adopted and inputs identified, realistic, appropriate, and adequate for achieving the stated results? 4. To what extent is the project relevant to GoI SJSJG priorities? 5. Does the project design correspond to the changing context? 6. To what extent were stakeholders involved in the project's design and implementation?	To what extent does the project contribute to the implementation of relevant national policies and strategies? Are the project's activities and their continuation still relevant for the beneficiaries? To what extent are the outcomes, outputs, indicators relevant to the effective implementation of SDG 16? Are there any reasons/necessity for the amendment of the project design?	Internal documents External documents Beneficiaries Project Board Project staff Authorities Other key partners (like NGOs) Other international organisations Questionnaire Survey	Desk review Interviews Direct Observation	Evidence that the project is linked to relevant national policies and strategies Evidence that the project is coherent with national policies and strategies Evidence that the project fosters the implementation of relevant national policies and strategies References to the SDGs in the project documents, project reports and project deliverables. Evidence of beneficiaries' inclusion in the development and revision of the project design	Triangulation
2. Coherence: The extent to which the project complemented work among different entities					
7. To what extent has the project complemented work among different entities, including development partners and civil society, with similar interventions? To what extent do other or similar interventions or policies support the project? 8. Is the partnership approach appropriate and effective? 9. To what extent has the project been actively seeking partnership with relevant actors in view of strengthening project implementation and/or ensuring project sustainability?	Were there any synergies achieved with other programmes/projects (i.e. at global/regional/country level)? What were the benefits of partnerships?	Internal documents Beneficiaries Project Board Project staff International organisations Donors Questionnaire Survey	Desk review In-depth interviews	Evidence/results of the partnerships with international organisations Evidence/results of the partnerships with NGOs	Triangulation
2. Efficiency: The extent to which the project resources (funds, expertise/human resources, time, etc.) are optimally used and converted into intended outputs.					

KEY Questions to be Addressed by Evaluation	Sub-question	Sources	Data collection tools	Indicators	Method of data analysis
10. What factors (internal and external) have contributed to achieving or limiting the intended project outcome and outputs?	<p>What internal and external factors impacted project delivery/implementation/project pace?</p> <p>To what extent did the COVID-19 pandemic affect project implementation and delivery?</p>	<p>Internal documents Beneficiaries Project Board Project staff</p> <p>Questionnaire Survey</p>	<p>Desk review In-depth interviews</p>	<p>Evidence of the existence of external factors</p>	<p>Triangulation</p>
11. How efficient is the functioning of the project management, technical support, administrative, procurement and financial management procedures? To what extent have the project management structure and allocated resources been efficient in achieving the expected results?	<p>Have the roles and responsibilities of the project staff been clearly defined and described?</p> <p>Is the project budget /staffing sufficient to address the envisaged results?</p>			<p>Evidence of clear definition and division of roles and responsibilities</p> <p>The project budget and delivery rate</p>	
12. To what extent has the project implementation been efficient and cost-effective?	<p>Were there any overlaps with other initiatives?</p>				
13. To what extent have project funds and activities been delivered in a timely manner?				<p>Evidence of potential overlaps with other initiatives and evidence of donor coordination</p>	
14. What is the visibility and communications strategy adopted by the project? Has it been cost-effective in terms of promoting the programme and its achievements?	<p>Has the project encountered any delays in the delivery of results?</p>			<p>Evidence of project delivery in line with the project workplan and evidence of possible delays</p>	
15. How is the project keeping track of project progress on expected outputs and outcomes? Does the monitoring and evaluation system put in place allow for continuous collection and analysis of quality and segregated data on expected outputs and outcomes?	<p>To what extent was adequate steering of the project ensured (e.g. have steering committee meetings been regularly convened)?</p>			<p>Project steering committee meetings regularly convened</p>	
16. Is there a suitable M&E framework to monitor and support the implementation of the targeted results both at project level and Country Office?				<p>Evidence on internal monitoring of project implementation Evidence of visibility of the project's activities and achievements</p>	
<p>3. Effectiveness: The extent to which the project's expected outputs and outcomes are being achieved or are expected to be achieved. Factors contributing to or detracting from the achievement of the project's desired results and objectives should also be included in the assessment</p>					

KEY Questions to be Addressed by Evaluation	Sub-question	Sources	Data collection tools	Indicators	Method of data analysis
17. Is the project on track to achieve its expected results? What has been achieved? 18. Are the project management strategies effective in delivering desired/planned results? 19. Are the implementation tools used in project implementation effective? 20. Is the project effective in responding to the needs of the direct beneficiaries and targeted institutions, and what results can be shown?	What are the most tangible results achieved during the first phase? To what extent were the outputs developed by the project used by national stakeholders? In what ways could the project improve its efforts in the second half of the project's implementation toward achieving the expected results (outcomes, outputs)? Have the capacity development activities served the needs and demands of the stakeholders?	Internal documents Project Board Project staff Questionnaire Survey	Desk review In-depth interviews	Evidence of progress in achieving relevant outcomes and indicators Evidence of the usage of project outputs Evidence of capacity building actions Evidence of support provided to ex-combatants.	Triangulation
4. Impact: The extent to which the project is expected to contribute to longer term outcomes/results. The impact or effect of the intervention in proportion to the overall situation of the target institutions or direct beneficiaries.					
21. Does the overall project intervention contribute to longer-term outcomes/results? 22. What is the impact or effect of the project in proportion to the overall situation of the target institutions and direct beneficiaries?	Has the project appropriately reached its target groups? To what extent did the project contribute to behavioural changes?	Internal documents External documents Beneficiaries Project Board Project staff Authorities Other key partners (like NGOs)	Desk review In-depth interviews Direct Observation	Evidence on long term institutional changes Evidence on changed processes/acts	Triangulation
5. Sustainability: Identifying aspects of the project that are likely to be sustained after their completion, including an analysis of the factors for sustainability.					
20. To what extent are the benefits of the project likely to be sustained after the completion of the overall project cycle? 21. What is the likelihood of continuation and sustainability of the project outcome and benefits after completing the project? 22. How effective are the exit strategies, and approaches to phase out of the project, including contributing factors and constraints? 23. What are the key factors that will require attention to improve prospects of sustainability of the project outcome and the potential for replication of the approach? 24. How are capacities strengthened and sustained at	Does the project have an appropriate approach to ensure sustainability of project results (e.g. use or ToT approach or providing one-off activities)? What are the main factors that may affect the sustainability of any gains made? What has been achieved in institutionalizing the acquired knowledge and skills? To what extent did beneficiary staff	Internal documents External documents Beneficiaries Project Board Project staff Authorities Other key partners (like NGOs) Other international organisations Questionnaire Survey	Desk review In-depth interviews	Evidence of multiplier effects (i.e. ToTs and capacity building embedded in institutional set up) Evidence of the sustainability of actions Evidence of beneficiaries' capacities to sustain the results	Triangulation

KEY Questions to be Addressed by Evaluation	Sub-question	Sources	Data collection tools	Indicators	Method of data analysis
<p>the individual and institutional level (including contributing factors and constraints)?</p> <p>25. To what extent are lessons learned being documented by the project team and shared with appropriate parties who could learn from the project?</p>	<p>turn-over impact on project delivery/sustainability?</p> <p>Does the project progress reports adequately capture lessons learned and project results?</p>			Evidence on lessons learned	
<p>6.Inclusion and Intersectionality: The extent to which the project has endeavoured to reflect gender mainstreaming for equality and inclusion of all diverse groups to “leave no one behind” through a human rights-based approach. The extent to which the project was able to apply an intersectional lens.</p>					
<p>Human Rights:</p> <p>26. To what extent have groups with diverse identities (i.e., persons with differing characteristics based on their socio-economic class, political ideology, religious identity / ethnicity, physical ability, and other disadvantaged and marginalised groups) been considered during the design, implementation and monitoring phase?</p> <p>27. To what extent has the project promoted a rights-based approach for all groups of persons and specially to promote international laws and commitments made by the country?</p> <p>28. What are the avenues for improvements in promoting human rights standards across the project?</p>	<p>What are concrete examples of inclusion of marginalised groups in project activities?</p> <p>Are there specific “recruitment target quotas” for vulnerable groups?</p> <p>Is the project serving the needs of vulnerable groups?</p>	<p>Internal documents</p> <p>External documents</p> <p>Beneficiaries</p> <p>Project Board</p> <p>Project staff</p> <p>Authorities</p> <p>Other key partners (like NGOs)</p> <p>Other international Organisations</p> <p>Questionnaire Survey</p>	<p>Desk review</p> <p>In-depth interviews</p> <p>Focus Groups</p> <p>Direct Observation</p>	Evidence that the project responded to the needs of vulnerable groups and people with disabilities	

<p>Gender:</p> <p>29. To what extent has gender been mainstreamed, in addition to sufficient consideration provided for its intersectional effects within the design, implementation and monitoring of the project?</p> <p>30. Is the gender marker assigned to this project representative of reality?</p> <p>31. To what extent has the project promoted positive changes in gender equality and advanced the empowerment of women? Were there any unintended effects and what were its impacts on the project and the community of engagement?</p> <p>32. Were sufficient resources made available for gender mainstreaming?</p> <p>33. What are the avenues for improvement in considerations of gender and its intersectional effects across the project?</p>	<p>How has equal presentation of women and men in the project been ensured?</p> <p>Do the project reports contain gender disaggregated data?</p> <p>To what extent is gender balance in the project team ensured?</p> <p>What are the constraints that the project has faced in relation to ensuring gender balance?</p>	<p>As above</p>	<p>Desk review In-depth interviews Focus Groups Direct Observation</p>	<p>Evidence of gender disaggregated data in project reports</p>	<p>Triangulation</p>
<p>Disability:</p> <p>34. Were persons with disabilities consulted and meaningfully involved in project planning and delivery?</p> <p>35. What proportion of the beneficiaries of the project were persons with disabilities?</p> <p>36. What barriers did persons with disabilities face during project delivery?</p> <p>37. Was a twin-track approach adopted?</p>		<p>As above</p>	<p>Desk review In-depth interviews Focus Groups Direct Observation</p>	<p>Evidence of the involvement of persons with disabilities in the project</p>	<p>Triangulation</p>

ANNEX 5 – TERMS OF REFERENCE

INTERNATIONAL INDIVIDUAL CONSULTANT PROCUREMENT NOTICE

MID-TERM PROJECT EVALUATION

Project/Outcome Information		
Project title and Outcome title	Support to Security and Justice Sector Governance in Post- Conflict Iraq. UNDSCF (2020-2024) Outcome involving UNDP 3.1: Strengthened institutions and systems deliver people-centred, evidence and needs-based equitable and inclusive gender and age-responsive services, especially for the most vulnerable populations, with particular focus on advocating for women’s leadership in decision-making processes. Intermediate/Project Outcome: Security and justice sector institutions are better able to provide a safe and secure environment for the people of Iraq. SDG Target: 16 (indicator 16.6.2)	
Atlas ID	00115890	
Country	Iraq	
Geographical coverage	Nationwide with particular focus on the provinces of Baghdad, Anbar, Ninewa, and Basra	
Date project document signed	1 January 2019; Revised: 14 March 2021	
Project dates	Start	Planned end
	1 January 2019	31 December 2022
Project budget (USD)	32,135,291.76	
Resources mobilized USD (as of 31 August 2021)	16,274,918	
Project delivery at the time of evaluation (as of June 30, 2021)	11,000,000	
Funding source	Governments of Canada, Denmark, Germany, Japan, the Netherlands and the United States	
Implementing party	United Nations Development Programme	

1. Project Background

Since 2015, the United Nations Development Programme (UNDP) has played a leading role in supporting the Government of Iraq (GoI) Security (and Justice) Sector Reform (SJSR) efforts within the framework led by the Office of the National Security Advisor (ONSA) and relevant ministries and agencies. As a critical element to establishing long-term stability in Iraq, and preventing the resurgence of conflict, the overall project strategy stems from the assumption that security is a pre-condition for sustainable development (SDG Goal 16). Similarly, security sector transformation is an essential prerequisite for Iraq’s transition from a state engaged in protracted conflict to a post-conflict period of recovery and development.

UNDP’s strategy supports a national programmatic shift away from immediate humanitarian and stabilisation activities to a long-term approach focusing on sustained public security, effective security and justice sector governance, and lasting stability. Taking a common approach, UNDP, with financial contributions from the Governments of Canada, Denmark, Germany, Japan, the Netherlands, and the United States, developed a multi-year Project on Security Sector and Justice Sector Governance (2019-2022). The multi-year project aims to support

the Government of Iraq (GoI) in its efforts to advance security and justice sector governance (SJSJG) both at national and local levels and to ensure that national security and justice sector institutions are better able to provide a safe and secure environment for the people of Iraq. In this regard, the project focuses on providing strategic and technical advisory support and assistance to advance the GoI’s SJSJG efforts to improve state security and justice provision for better security and stronger public trust in state capacity to maintain security from day-to-day public safety to combating serious crime as well as assist in the coordination and strengthen collaborative engagement of like-minded International Partners active in supporting SJSJG in Iraq.

In view of the above, the overall project of work seeks to deliver the following three outputs: **Output 1:** Strategic advisory, coordination and capacity development support provided to strengthen security sector governance; **Output 2:** Law enforcement and criminal justice capacities of targeted institutions in Iraq strengthened; and **Output 3:** Community Security Integration Pilot (CSIP) is designed for Iraq.

The project is guided throughout and driven by principles of inclusion and leave no one behind, with a rights-based, conflict-sensitive and do no harm approach to promote gender equality and empowerment. Specific milestones achieved in this regard include the conceptualisation and promotion of co-gendered local police stations for Iraq, conflict assessment for improving local police to strengthen law enforcement, and engagement to support female headed households of former combatants for improving community security integration.

Additionally, the project has initiated a Gender Audit among security sector and justice institutions as a starting point to identify further gender mainstreaming to promote gender equality across the SSR and Rule of Law programming for Iraq.

Since March 2020, COVID-19 pandemic related containment measures for UN personnel in Iraq continue to cause delays to implementing project activities in the field. However, the project in collaboration with its partners stayed on course by adopting remote working modalities to ensure activities are implemented to the extent possible.

Overall, SJSJG Programme contributes to:

UNDP Strategic Plan 2018-2022	Outcome 2: Accelerate structural transformations for sustainable development
Programme Outcome / UNDP Country Programme Document (2020-2024)	Outcome 3.1: Strengthened institutions and systems deliver people-centred, evidence and needs-based equitable and inclusive gender and age-responsive services, especially for the most vulnerable populations, with particular focus on advocating for women’s leadership in decision-making processes.
National Priority or Goal: Framework of Government Programme	National development priority: 1. Lay the foundations for good governance.
Sustainable Development Goals (SDGs)	Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels.

This is the first evaluation to be conducted for this project.

2. Evaluation purpose, scope, and objectives

2.1. Evaluation purpose

This evaluation will be undertaken as part of UNDP Programme Management requirements to: a) assess the extent to which the project has progressed towards achieving its planned results/outputs; b) to provide evidence of UNDP's contribution towards outcome achievements and impact; c) assess UNDP's coordination, partnership arrangements, beneficiary participation, and sustainability / exit strategy ; d) collate and analyse lessons learned, challenges, and good practices obtained during the implementation period, this information will inform and improve decision-making to ensure quality implementation during the second phase of the project (September 2021 - December 2022).

2.2. Scope of evaluation

Results scope:

The scope of this evaluation is defined by the Results Framework of the Project, which is planned to be implemented from 1 January 2019 until 31 December 2022. The original results-framework had 4 Outputs but was later revised to focus only on 3 Outputs, and therefore the evaluation will focus on the revised Results Framework presented below.

Intended Output	Activity
Output 1: Strategic advisory, coordination and capacity development support provided to strengthen security sector governance	<u>Activities</u> 1.1: Support coordination of SSRP High Committee and Support Committee Meetings and provide technical advisory support. 1.2: Conduct a series of workshops/ trainings/ study visits to build the GoI's capacity to manage and implement the SSRP with specific emphasis on monitoring and progress reporting. 1.3: Support SDC to play an active role in SSR oversight in the SSRP- implementation and in-line with SDC by laws.
Output 2: Law enforcement and criminal justice capacities of targeted institutions in Iraq strengthened	<u>Activities</u> 2.1: Provide technical support to develop and implement the Civilian and Local Police Road Map; design and deliver prioritised trainings to the local police; CSO grants for quick impact projects. 2.2: Establish 'model police stations' through rebuilding and rehabilitating prioritised police stations in the target locations. 2.3: Provide advisory and capacity support to implement the Criminal Investigation Standard Operating Procedures (SOPs). 2.4: Provide specialised training courses on suspect interviewing and crime scene management. 2.5: Conduct an assessment and deliver training on complex organised and financial crimes for judges.
Output 3: Community Security Integration Pilot (CSIP) is designed for Iraq	<u>Activities</u> 3.1: Design and implement a pilot community security and integration programme (CSIP). 3.2: Develop and disseminate a lesson learned document on the pilot programme

The evaluation will be carried out using a combined methodology of desk review and direct beneficiary and stakeholder interviews including GoI counterparts, donors, SSR international partners, civil society implementing partners and UNDP Project Staff.

Timeframe: The evaluation will be conducted from **1 September to 30 November 2021, covering the mid-term period (1 January 2019 – 31 August 2021)** of the programme implementation cycle.

Geographical coverage: Given that the project is nationwide with a particular focus on the provinces of Baghdad, Anbar, Ninewa, and Basra, the evaluation will have a national scope.

Evaluation Audience: The evaluation will be relied upon by UNDP and its partners, including the GoI through its MoI and other SJSR institutions, civil society, and donors, with an objective, independent assessment of the project's performance to provide the basis for learning and accountability.

2.3 Evaluation Objectives

The specific objectives of this project evaluation are to:

- Assess the relevance of the project's results;
- Assess the efficiency of project implementation, including the operations support;
- Assess the effectiveness of the project in reaching the stated objectives;
- Assess the appropriateness of the project design and management arrangements for achieving the stated objectives;
- Assess the sustainability of the project results;
- Assess the extent to which the project has progressed towards achieving its planned results/outputs and contribution to the programme Outcome / UNDP Country Programme Document (2020-2024), Outcome 3.1
- Assess the sustainability of the project results achieved so far, provide constructive and practical recommendations on factors that can contribute to project sustainability that will inform the development of a detailed project exit strategy
- Outline lessons learned and good practices to inform any course corrections during the next and final project implementation phase.

3. Evaluation Criteria and Key Questions

The Project evaluation will generate evidence of progress and challenges, helping to ensure accountability for the implementation of the project, as well as identifying and sharing knowledge and good practices through following standard Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria⁹⁰:

Relevance: The extent to which the project strategy, proposed activities and expected outputs and outcome are justified and remain relevant to the Government of Iraq (GoI) in its efforts to advance security and justice sector governance (SJSR). More specifically, the relevance of the programme should be assessed through the following guiding questions:

⁹⁰ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

- To what extent is the stated SJSJG outcome and outputs on track?
- To what extent have the project results achieved so far contributed to SDG 16, and the outcome of the UNDP CPD (2020-2024) for Iraq?
- What factors (internal and external) have contributed to achieving or limiting the intended project outcome and outputs?
- Is the approach adopted and inputs identified, realistic, appropriate, and adequate for achieving the stated results?
- Is the partnership approach appropriate and effective?
- To what extent is the project relevant to GoI SJSJG priorities?

Coherence:

- To what extent has the project complemented work among different entities, including development partners and civil society, with similar interventions? To what extent do other or similar interventions or policies support or undermine the project? To what extent were the project design and delivery coherent with international obligations?
- How were stakeholders involved in the project’s design and implementation?

Efficiency: The extent to which the project resources (funds, expertise/human resources, time, etc.) are optimally used and converted into intended outputs. More specifically, the efficiency of the project should be assessed through the following guiding questions:

- How efficient is the functioning of the project management, technical support, administrative, procurement and financial management procedures? To what extent have the project management structure and allocated resources been efficient in achieving the expected results?
- To what extent has the project implementation been efficient and cost-effective?
- To what extent have project funds and activities been delivered in a timely manner?
- What is the visibility and communications strategy adopted by the project? Has it been cost-effective in terms of promoting the programme and its achievements?
- How is the project keeping track of project progress on expected outputs and outcomes? Does the monitoring and evaluation system put in place allow for continuous collection and analysis of quality and disaggregated data on expected outputs and outcomes?

Effectiveness: The extent to which the project’s expected outputs and outcomes are being achieved or are expected to be achieved. Factors contributing to or detracting from the achievement of the project’s desired results and objectives should also be included in the assessment. More specifically, the effectiveness of the project should be assessed through the following guiding questions:

- Are the project management strategies effective in delivering desired/planned results?
- Is there a suitable M&E framework to monitor and support the implementation of the targeted results both at project level and Country Office?
- Are the implementation tools used in project implementation effective?
- Is the project effective in responding to the needs of the direct beneficiaries and targeted institutions, and what results can be shown?
- To what extent did the COVID-19 pandemic affect programme implementation and delivery?

- To what extent has the project been actively seeking partnership with relevant actors in view of strengthening project implementation and/or ensuring project sustainability?

Impact: The extent to which the project is expected to contribute to longer term outcomes/results. The impact or effect of the intervention in proportion to the overall situation of the target institutions or direct beneficiaries.

- Does the overall project intervention contribute to longer-term outcomes/results?
- What is the impact or effect of the intervention in proportion to the overall situation of the target institutions and direct beneficiaries?

Sustainability: Analysing whether benefits of the project are likely to continue after the project cycle.

- To what extent are the benefits of the project likely to be sustained after the completion of the overall project cycle?
- What is the likelihood of continuation and sustainability of the project outcome and benefits after completing the project?
- How effective are the exit strategies, and approaches to phase out of the project, including contributing factors and constraints?
- What are the key factors that will require attention to improve prospects of sustainability of the project outcome and the potential for replication of the approach?
- How are capacities strengthened and sustained at the individual and institutional level (including contributing factors and constraints)?
- Describe the main lessons that have emerged.
- To what extent are lessons learned being documented by the project team and shared with appropriate parties who could learn from the project?

Inclusion and Intersectionality:

The extent to which the project has endeavoured to reflect gender mainstreaming for equality and inclusion of all diverse groups to “leave no one behind” through a human rights-based approach. The extent to which the project was able to apply an intersectional lens.

Human Rights:

- To what extent have groups with diverse identities (i.e., persons with differing characteristics based on their socio – economic class, political ideology, religious identity / ethnicity, physical ability, and other disadvantaged and marginalised groups) been considered during the design, implementation and monitoring phase?
- To what extent has the project promoted a rights-based approach for all groups of persons and specially to promote international laws and commitments made by the country?
- What are the avenues for improvements in promoting human rights standards across the project?

Gender:

- To what extent has gender been mainstreamed, in addition to sufficient consideration provided for its intersectional effects within the design, implementation and monitoring of the project?
- Is the gender marker assigned to this project representative of reality?

- To what extent has the project promoted positive changes in gender equality and advanced the empowerment of women? Were there any unintended effects and what were its impact on the project and the community of engagement?
- Were sufficient resources made available for gender mainstreaming?
- What are the avenues for improvement in considerations for gender and its intersectional effects across the project?

Disability:

- Were persons with disabilities consulted and meaningfully involved in project planning and delivery?
- What proportion of the beneficiaries of the project were persons with disabilities?
- What barriers did persons with disabilities face during project delivery?
- Was a twin-track approach adopted?⁹¹

4. Methodology

The evaluation will be carried out in accordance with UNDP evaluation guidelines and policies, including evaluation guidelines during COVID-19, United Nations Group Evaluation Norms and Ethical Standards; OECD/DAC evaluation principles and guidelines and DAC Evaluation Quality Standards.

The project evaluation methodology will include the following data collection tools:

- Desk review of relevant project documents
- One- to-one interviews with government and civil society partner institutions / beneficiary population, who are directly engaged in project implementation
- Discussions with UNDP Country Office senior management and relevant project staff
- Consultations with donors / international partners
- Consultations with relevant government representatives/implementing partners involved in the project both at national and provincial levels.

If COVID-19 health pandemic related international travel restrictions and related containment measures are relaxed, field visits to selected project sites and institutions will be carried out. All field-related work and relevant logistical arrangements should be made by the Consultant and are under his/her responsibility. Assistance will be provided by the Project Management Specialist, SSR/RoL, in identifying key stakeholders and in facilitating the schedule of interviews, focus groups and site visits, when and where required. Alternatively, if COVID-19 health pandemic related international travel restrictions and related containment measures are not relaxed, the field mission will only be limited to Baghdad based interviews with the rest of the interviews conducted using virtual modalities.

Data from the evaluation will be triangulated to appraise and conclude findings. The Consultant will be assisted by UNDP Project Management Specialist- SSR/RoL as needed and work under the overall guidance and oversight of UNDP Head of Governance Pillar Manager.

⁹¹ The twin-track approach combines mainstream programmes and projects that are inclusive of persons with disabilities as well as programmes and projects that are targeted towards persons with disabilities. It is an essential element of any strategy that seeks to mainstream disability inclusion successfully. Also, see chapter 9 of the Technical Notes. Entity Accountability Framework. UN Disability and Inclusion Strategy: <https://www.un.org/en/disabilitystrategy/resources>

All analysis must be based on observed facts, evidence, and data. Findings should be specific and concise and supported by information that is reliable and valid. Cross-cutting issues and the SDGs should be integrated into the final evaluation report. The final methodological approach, including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders and the evaluators.

5. Evaluation Products (Key deliverables)

The Consultant is expected to deliver the following outputs/ deliverables.

- **Inception Report and presentation:** Based on the terms of reference (TOR) and initial briefing with UNDP team, as well as the desk review outcomes, the Consultant is expected to develop an inception report. This report should detail the *evaluator's understanding of what is being evaluated and why*, the *evaluation methodology* that describes data collection methods and sampling plan, together with the rationale for their selection and limitations. The report should also include an *evaluation matrix* identifying the key evaluation questions and how they will be answered by the selected methods. An annexed *workplan* should include detailed schedule and resource requirements tied to evaluation activities and milestone deliverables. The presentation of the inception report will be an opportunity, for both the Consultant and UNDP, for discussion and clarification.
- **Debriefing** after completion of the fieldwork.
- **Draft Evaluation Report (max 40 pages including Executive Summary)** to be submitted to UNDP for review; UNDP will provide a combined set of comments, **using Evaluation Report Audit Trail**, to the evaluator to address the content required (as agreed in the inception report) and quality criteria as outlined in UNDP evaluation guidelines.
- **A presentation** will be delivered to the UNDP team on the draft evaluation report outlining the following key aspects: (i) overall evaluation findings and in-depth analysis relating to each output. Thereafter, feedback received from the presentation of this draft evaluation report should be considered when preparing the final report. The evaluator should produce an audit trail indicating whether and how each comment received was addressed in revisions to the Final Report.
- **Final Evaluation Report** (guided by the minimum requirements for a UNDP Evaluation Report /UNDP Outline of the evaluation report format (see annex 6) should be submitted to UNDP
- **Brief summary report** (within 5 pages) linking the final evaluation findings to the CPD Outcome 3.1 focusing on governance, to be submitted before the expiry of the contract.

It should be noted that the above list of deliverables, together with the implementation time-frame (see section 8) might be subject to review and revision by UNDP in discussion with the Consultant in the event of unexpected changes to the context/ working environment in Iraq during the consultancy period.

Standard templates that need to be followed are provided in the Annexes section. It is expected that the Consultant will follow UNDP evaluation guidelines and UNEG quality checklist and ensure all the quality criteria are met in the evaluation report.

In line with UNDP's financial regulations, when determined by the Country Office and/or the Consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid. Additionally, due to the current COVID-19 situation and its implications, a partial payment may be considered if the Consultant invested time towards the deliverable but was unable to complete it, due to circumstances beyond his/her control.

6. Evaluation ethics

“This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘Ethical

Guidelines for Evaluation’.⁹² The Consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing the collection of data and reporting on data. The Consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorisation of UNDP and partners.”

7. Management and implementation arrangements

The Project evaluation is commissioned by UNDP Iraq’s Governance Pillar. The main UNDP Focal Point will be UNDP Head of Governance Pillar supported by Project Management Specialist (PMS), SSR/RoL. Together the Governance Pillar and SSR/RoL Project teams will serve as the focal points for providing both substantive and logistical support to the Consultant. Assistance will be provided by the Head of Governance Pillar and PMS, SSR/RoL to make any refinements to the work plan of the selected Consultant (i.e., key interview partners; organise meetings; and conduct field visits (if necessary and if the security situation permits).

This TOR shall be the basis upon which compliance with assignment requirements and overall quality of services provided by the Consultant will be assessed by UNDP.

As part of the assignment:

- UNDP will provide office space with access to the internet and printer when in Baghdad, Iraq.
- UNDP will provide the following list of additional documents to the selected Consultant
 - Donor Reports
 - Relevant Financial Information
 - Contact Details of Stakeholders and Partners
 - Programme Beneficiary Details
 - Risk Analyses and Lessons Learned Logs
 - Other relevant project documents
- The Evaluation Consultant is expected to
 - Have/bring their laptops and other relevant software/equipment.
 - Use their own mobile and personal email address during the consultancy period, including when in-country.
 - Make their own travel arrangements to fly to Baghdad, Iraq.
 - Make necessary arrangements for translations during interviews/focus group discussions/consultations. Therefore, the Consultant is encouraged to have at least 1 Arabic language speaker.

8. Locations and timeframe for the evaluation process

The detailed evaluation workplan will be agreed upon between UNDP and the selected Consultant. The Programme evaluation will take place over a period 50 working days between **1 September to 30 November 2021**, including a combination of home-based work and one (1) in-country visit, which includes travel to project implementation locations in Baghdad, Anbar, Ninewa, and Basra. The security situation in each location will be reviewed prior to

⁹² UNEG, ‘Ethical Guidelines for Evaluation, updated June 2020: <http://www.unevaluation.org/document/detail/2866>

the rollout of the final field visit plan. The assignment and final deliverable are expected to be completed no later than **30 November 2021**, with the detail as described in the below table.

Indicative work plan—timeframe for evaluation deliverables

ACTIVITY	ESTIMATE D # OF DAYS	DATE OF COMPLETION	PLACE	RESPONSIBLE PARTY
Meeting briefing with UNDP (pillar and project heads and staff as needed)	1 day -	At the time of contract signing- <i>1 September 2021</i>	Home-based & UNDP CO (online)	Consultant UNDP Team
Sharing of the relevant documentation with the Consultant	-	At the time of contract signing - <i>1 September 2021</i>	Via email	UNDP Team
Desk review, evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed	5 days	Within five days of contract signing- <i>6 September 2021</i>	Home- based	Consultant
Submission of the inception report (15 pages maximum)	-	Within five days of contract signing- <i>6 September 2021</i>		Consultant
<i>Deliverable 1: Comments and approval of inception report and presentation of inception report</i>	-	Within three days of submission of the inception report- <i>10 September 2021</i>	UNDP Country Office	Consultant UNDP Team
Consultations and field visits, in-depth interviews and focus groups	25 days	Within four weeks of contract signing- <i>5 October 2021</i>	In country (field visits)	Consultant
<i>Deliverable 2: Debriefing to UNDP</i>	1 day	<i>6 October 2021</i>	In country	Consultant
Preparation of draft evaluation report (50 pages maximum excluding annexes), executive summary (5 pages)	10 days	Within two weeks of the completion of the field mission- <i>19 October 2021</i>	Home- based	Consultant
<i>Deliverable 3: Draft evaluation report submission to UNDP</i>	-	<i>19 October 2021</i> UNDP to review draft evaluation report and provide feedback to the Consultant by <i>25 October 2021</i>		Consultant UNDP Team
Consolidated UNDP and stakeholder comments to the draft report	-	Within one week of submission of the draft evaluation report- <i>26 October 2021</i>	UNDP Country Office	UNDP Team
Final debriefing with UNDP (including Senior Management)	1 day	Within one week of receipt of comments- <i>2 November 2021</i>	Home-based & UNDP CO (online)	Consultant UNDP Team
<i>Deliverable 4: Final evaluation report incorporating additions and comments provided by UNDP</i>	4 days	Within one week of final debriefing- <i>9 November 2021</i>	Home-based	Consultant UNDP Team
Submission of the brief summary report linking evaluation findings to UNDP CPD Outcome 3.1, focusing on Governance (5 pages maximum excluding annexes)	4 days	Within one week of final debriefing- <i>16 November 2021</i>	Home-based	Consultant
<i>Deliverable 5: Approval of the brief summary report</i>		By the time of contract ending- <i>30 November 2021</i>	Home-based & UNDP CO (online)	UNDP Team
Estimated total workdays for the evaluation	50 days			

9. Indicative payment schedule and modalities

The Consultant is expected to deliver the following outputs/deliverables. It should be noted that the following list of outputs/ deliverables might be subject to review and revision by UNDP in discussion with the Consultant in the event of unexpected changes to the context/working environment in Baghdad/ Iraq during the consultancy period. Payments will be made upon acceptance and approval by UNDP of the planned deliverables, based on the following tentative payment schedule:

Terms of Payment	Percentage (%)
<p>(i) Upon the satisfactory completion and acceptance of Inception Report and Presentation As part of the final Inception Report it must include as a minimum:</p> <ul style="list-style-type: none"> ○ Updates to evaluation methodology and work plan ○ Final Evaluation report template ○ Questionnaires for Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) ○ Sampling methodology and work plan, as applicable ○ List of interviewees and desk review documents 	15%
(ii) Upon the satisfactory completion of the fieldwork in keeping with the agreed work plan and its debriefing	15%
(iii) Upon the satisfactory (a) completion of the presentation on the findings that will feature in the Draft report, and (b) submission and acceptance of the draft Evaluation Report	35%
(iv) Upon the satisfactory (a) final debriefing addressing comments received on draft Evaluation Report, and (b) submission and acceptance of the final Evaluation Report duly approved by UNDP’s Head of Governance Pillar.	25%
(v) Upon the submission and acceptance of the summary report (5 pages maximum excluding annexes), linking evaluation findings to UNDP CPD Governance Outcome 3.1, focusing on Governance, duly approved by UNDP Head of Governance Pillar	10%

***N.B. Travel and accommodation:**

All envisaged travel costs must be included in the financial proposal. This includes all travel within country or outside duty station/ repatriation travel. In general, UNDP does not accept travel costs exceeding those of an economy class ticket.

In cases where UNDP arranges and provides travel and/or accommodation due to security and other reasons, it should be noted that these costs will be deducted from the payments to the Consultant.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon in writing, between UNDP and selected Consultant prior to travel and will be reimbursed.

10. Evaluation team composition and required competencies

UNDP seeks to recruit an International Consultant with the following profile. The Consultant must have high levels of relevant technical expertise; rigorous research and drafting skills; and the capacity to conduct an independent and quality evaluation. Qualified female candidates are strongly encouraged to apply.

Education

Minimum of Master's degree in Law, Governance, Development Studies, Monitoring and Evaluation, Project Management, Public Administration, or any other relevant university degree. In addition, the Consultant must possess the following competencies listed below.

Work Experience

- At least ten (10) years' experience in evaluation of security and justice sector projects / programmes in crisis countries is essential.
- Previous experience and substantive knowledge on results-based management (RBM) and results-oriented monitoring and evaluation is essential.
- Excellent knowledge and understanding of security and justice sector project / programme implementation, including field experience is essential.
- Experience in working with government institutions in post-conflict settings
- Extensive experience in writing analytical research reports/project/programme evaluation reports is essential.
- Experience in working for the UN or other international development organisations in an international setting would be an asset.
- Excellent analytical and problem-solving skills and proven ability to draft recommendations stemming from key findings is essential.
- Experience in conducting gender-sensitive evaluations for SSR and Rule of Law programmes in conflict and post-conflict countries, is required.
- Experience of working at the policy level/strategic level is essential.
- Excellent report writing skills are essential.
- Experience in the usage of computers and office software packages (MS Word, Excel, etc).

Language:

- Fluency in spoken and written English with good report writing skills is essential. Samples of previously written work may be required. Additionally, fluency in spoken Arabic will be considered as an added advantage.

Corporate Competencies

- Demonstrates commitment to the UN's values and ethical standards.
- Promotes the mission, vision and strategic goals of UNDP.
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.
- Treats all people fairly and with impartiality.

Functional Competencies

- Consistently approaches work with energy and a positive, constructive attitude.
- Ability to work under pressure and to meet deadlines.
- Demonstrates excellent oral and written communication skills.
- Demonstrates openness to change and ability to manage complexities.
- Self-reliant and able to work as a part of a multi-cultural team in a stressful environment.
- Shows pride in work and in achievements; is conscientious and efficient in meeting commitments; observing deadlines and achieving results; is motivated by professional rather than personal concerns; shows persistence when faced with difficult problems or challenges and, remains calm in stressful situations.

- Speaks and writes clearly and effectively; listens to others, correctly interprets messages from others and, responds appropriately; asks questions to clarify and, exhibits interest in having two-way communication; tailors language, tone, style and, format to match the audience and, demonstrates openness in sharing information and, keeping people informed.
- Identifies priority activities and assignments; allocates appropriate amount of time and resources for completing work; foresees risks and allows for contingencies when planning; monitors and adjusts plans and actions as necessary and, uses time efficiently.
- Considers all those to whom services are provided to be “clients” and seeks to see things from clients’ point of view; establishes and maintains productive partnerships with clients by gaining their trust and respect and, meets timeline for delivery of product or services to client.
- Works collaboratively with colleagues to achieve organisational goals; builds consensus for task purpose and direction with team members and, supports and acts in accordance with final group decisions, even when such decisions may not entirely reflect own position.
- Keeps abreast of available technology, actively seeks to apply technology to appropriate tasks and, shows willingness to learn new technology.

11. Application submission process and criteria for selection:

Application Process

Interested qualified and experienced individual consultants must submit the following documents/information to demonstrate their qualifications and interest:

1. Letter of Confirmation of interest and availability using the template provided by UNDP; please see attached template.
2. Most Updated Personal detailed CV including past experience in similar assignment and at least 3 references.
3. UN P11 Form (“CV Form”)
4. A detailed methodology on how the candidate will approach and conduct the work and
5. Two samples of evaluation reports done/authored within the past two years.

Note: Applicants must not have worked in the design or implementation of this project or in an advisory capacity for any of the interventions, directly as consultants or through service providers.

Submitted proposals will be assessed using Cumulative Analysis Method. The proposals will be weighed according to the technical proposal (carrying 70%) and financial proposal (carrying 30%). Technical proposals should obtain a minimum of 70 points to qualify and to be considered. Financial proposals will be opened only for those application that obtained 70 or above in the technical proposal. Below are the criteria and points for technical and financial proposals

Evaluation Criteria		Max. Point 100	Weight
Technical	Criteria A: relevance and responsiveness of candidate’s past experience, Qualification based on submitted documents: <ul style="list-style-type: none"> ○ Minimum of Master’s degree in Law, Governance, Development Studies, Monitoring and Evaluation, Project Management, Public Administration, or any other relevant 	60 Points	70%

Evaluation Criteria		Max. Point 100	Weight
	<p>university degree. In addition, the Consultant must possess the following competencies listed below. (10 points)</p> <ul style="list-style-type: none"> ○ At least 10 years' experience in evaluation of security and justice sector projects/programmes in crisis countries (10 points) ○ Previous experience and substantive knowledge on results-based management (RBM) and results-oriented monitoring and evaluation (10 points) ○ Experience of working with government institutions in post-conflict settings (10 points) ○ Experience of working at the policy level/strategic level (10 points) ○ Excellent report writing skills (supported by sample of evaluation reports) (10 points) 		
	<p>Criteria B: relevance and responsiveness of candidate's approach, technical proposal and submitted work plan and Methodologies:</p> <ul style="list-style-type: none"> ○ Time plan, methodology on how the Consultant will conduct the required tasks (30 points) ○ Experience in the usage of computers and office software packages (MS Word, Excel, etc) (10 points) 	40 Points	
Financial	<u>Lowest Offer / Offer*100</u>		30%
Total Score = (Technical Score * 0.7 + Financial Score * 0.3)			

Weight Per Technical Competence	
5 (outstanding): 96% - 100%	The individual consultant/contractor has demonstrated an OUTSTANDING capacity for the analysed competence.
4 (Very good): 86% - 95%	The individual consultant/contractor has demonstrated a VERY GOOD capacity for the analysed competence.
3 (Good): 76% - 85%	The individual consultant/contractor has demonstrated a GOOD capacity for the analysed competence.
2 (Satisfactory): 70% - 75%	The individual consultant/contractor has demonstrated a SATISFACTORY capacity for the analysed competence.
1 (Weak): Below 70%	The individual consultant/contractor has demonstrated a WEAK capacity for the analysed competence.

12. TOR Annexes

This section presents additional documents to facilitate the proposal preparation by the Consultant.

Annex 1: a) Project Document as last revised in March 2021 – contains the Project’s Results and Resources Framework



SSR_RoL_REVISÉD
PROJECT DOCUMENT

b) Project Partners & Stakeholders



SSR Project
Stakeholders and Partners

Annex 2: Documents to be consulted

a. UNDP Handbook on Monitoring and Evaluation for development results:
<http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>

b. UNDP Evaluation Guidelines (June 2021):
http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

c. UN Ethical Guidelines for Evaluation:
<http://www.unevaluation.org/document/download/547>

d. UNDP Country Programme Document (CPD) 2020-2024:
<https://www.iq.undp.org/content/iraq/en/home/library/iraq-cpd-2020-2024.html>

Annex 3: Evaluation matrix (Sample Evaluation Matrix) – to be included in the inception report.

Table A. Sample of evaluation matrix						
Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/tools	Indicators/success standard	Data analysis method

Annex 4: Code of conduct forms.



Adobe Acrobat
Document

The Consultant Firm and each member of the Evaluation Team consultant will be requested to read carefully, understand and sign the “UN Code of Conduct.”

Annex 5: Suggested minimum content/ guidance on Inception Report Template



Sec 4 Template 4
Evaluation Inception

Annex 6: Guidance on Evaluation Report Template (Refer Annex 4 – PDF pages 118-122):
<http://web.undp.org/evaluation/guideline/documents/PDF/section-6.pdf>

Annex 7: [Evaluation guidelines during COVID-19](#)

Annex 8: [Integrating Gender Equality and Human Rights in Evaluation - UN-SWAP Guidance, Analysis and Good Practices](#)

- <http://www.unevaluation.org/document/download/2107>

- <http://www.unevaluation.org/document/download/2695>

Annex 9: [Audit trail Template](#)



Sec 4 Template 7
Evaluation Audit tra

Annex 10: Quality Assessment Checklists-June 2021

- <http://web.undp.org/evaluation/guideline/section-6.shtml>

Annex 11: Dispute and wrongdoing resolution process and contact details (will also be provided at the time of signing the contract)



Annex 3 of the
UNDP Evaluation Gu

Annex 6. Code of Conduct

United Nations Evaluation Group – Code of Conduct for Evaluation in the UN System

Evaluation Staff Agreement Form

To be signed by all staff engaged full or part time in evaluation at the start of their contract.

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Staff Member:
Matjaz Saloven

**I confirm that I have received and understood and will abide by the United Nations
Evaluation Group Code of Conduct for Evaluation.**

Signed at Celje, 30th November 2021

Signature:

