

Review of Norwegian People's Aid (NPA) in Iraq



Foto: Sinan Mahmoud/IRIN and IRIN

Norwegian Agency for Development Cooperation

P.O. Box 8034 Dep, NO-0030 OSLO Ruseløkkveien 26, Oslo, Norway Phone: +47 22 24 20 30 Fax: +47 22 24 20 31

ISBN 978-82-7548-522-7 ISSN 1502-2528

Responsibility for the contents and presentation of findings and recommendations rests with the study team. The views and opinions expressed in the report do not necessarily correspond with those of Norad.

Review of Norwegian People's Aid (NPA) in Iraq

Final report

20.04.2010

Nordic Consulting Group

Fr Nansenspl 4, 0160 Oslo www.ncg.no

Review team: Aki Stavrou (team leader), Espen Gran (team member), Razaw Ahmed Sharif (national

consultant Kurdistan)

Research assistant: Mari Brekke Mogen Quality-assurance: Nora Ingdal, NCG

Table of Contents

ACRO	DNYMS	ıv
1	EXECUTIVE SUMMARY	1
1.:	Brief background	1
1.3		
1.3		
2	BACKGROUND	8
2.:	Purpose and scope of review	9
2.2	REVIEW FRAMEWORK AND METHODOLOGY	9
2.3	B LIMITATIONS/OBSTACLES	10
3	RESULTS AND OUTCOMES	11
3.:	Program results and outcomes	11
	3.1.1 Human Rights	11
	3.1.2 Gender	12
	3.1.3 Violence against Women	
	3.1.4 Youth	
	3.1.5 Media	
	3.1.6 IDP and returnee support	
3.2		
3.3		
5	3.3.1 National authorities	_
	3.3.2 Local authorities	
	3.3.3 Other NGOs/CBOs	
	3.3.4 International organisations	
	3.3.5 PDA	23
3.4	Institutional issues - NPA	23
	3.4.1 Relationship between NPA's head office in Oslo and the country office	
	3.4.2 Risk Measures and Management Strategies	
3.		
3.0	5 Unintended consequences	27
4	OVERALL ASSESSMENT	28
4.:	L EFFICIENCY	28
4.		
4.3		
4.4		
	XES	
	X I - TERMS OF REFERENCE FOR A REVIEW OF NPA IN IRAQ	
	X II - CONTEXT – NPA IN IRAQ	
	X III - BACKGROUND TO STUDY	
	X IV – PEOPLES DEVELOPMENT ASSOCIATION	
	X V - PROGRAMS REVIEWED	
ANNE	X VI – BACKGROUND PAPER ON KURDISH MEDIA	85
ANNE	X VII - LIST OF PEOPLE AND INSTITUTIONS CONSULTED	89
ANNE	X VIII – BIBLIOGRAPHY OF DOCUMENT REVIEW	93
ANNF	X IX - MAP OF IRAO. KURDISTAN	99

ACRONYMS

2000MTR 2000 Mid-Term review
Al-Amal Iraqi Al- Amal Association

Asude Asude For Combating Violence Against Women

AVDA Anfal Victim Defence Association

Badlisy Cultural Center

CBO Community Based Organisation
CDO Civic Development Organization
CDP Community Development Program

CEO Chief Executive Officer
CES Civic Education School
CHRA Chra Centre for women
CSO Civil Society Organization

DHRD Democracy Human Rights Development

DOH Department of Health EC European Commission

EDO Empowerment and Development Organization

EOD Explosive Ordnance Disposal ERW Explosive Remnants of War

GDMA General Directorate for Mine Action IASC Inter-Agency Standing Committee

IDP Internal Displaced Persons

IDPC Iraqi Development & Peaceful Coexistence

IKMA Iraqi Kurdistan Mine Action

INGO International Non-Governmental Organisation
IPCDO Iraqi Peace Coexistence Development Organization

IW Independent WomenKCN Kurdistan Children NestKDP Kurdistan Democratic Party

KEDO Kurdistan Economic Development Organization
Khanzad Khanzad Social and Cultural Center for Women

KHF Kurdistan Health Foundation
KHRW Kurdish Human Rights Watch
KIE Kurdish Institution for Election

KJG Kirkuk Journalist Group

KORD Kurdistan Organization for Rehabilitation of Disabled People

KRA Kurdistan Reconstruction Association
KRG Kurdistan Regional Government
KWU Kurdistan women union PUK

KYEO Kurdistan Youth Empowerment Organization

L.E Liberal Education

LNGO Local Non-Governmental Organisation

MAP Mine Action Program MAU Mine Action Unit

MFA Norwegian Ministry of Foreign Affairs

MIR Mine Impact Relief
MoE Ministry of Education
NCG Nordic Consulting Group

NGO Non-governmental Organization

NLO New Life Organization

NOK Norwegian Kroner

Norad Norwegian Agency for Development Cooperation

NPA Norwegian People's Aid

Pana Pana Centre for protecting women

PAO Popular Aid Organization

PDA People's Development Association
PRA Participatory Rapid Appraisal
PUK Patriotic Union of Kurdistan
RMAC Regional Mine Action Centre

Roshngary Magazine

RRCDP Rural Rehabilitation and Community Development Program

RRP Rural Rehabilitation Program
SACH Soran Association for Handicaps

SCC Soran Cultural Centre
SLA Swiss Labour Assistance
TIA Task Impact Assessments

UN United Nations

UNHCR United Nation High Commission Committee of Refugee

WCDI Women Can Do It

WCIC Women Cultural & Information Centre
WIEC Women Information and Education Centre

WUK Women Union Kurdistan KDP Zhnan Women Union of Kurdistan

1 Executive Summary

The Norwegian Ministry of Foreign Affairs (MFA) has requested Norad to carry out an external review of its support to Norwegian People's Aid (NPA)'s projects in Iraq. NPA has been working in the Kurdistan region of Iraq since 1995 with a total support of 129 million NOK from MFA.

Based on a desk study on relevant documents, field survey and interviews with more than 80 people in Iraq and Norway the review assesses the efficiency, effectiveness, results, sustainability and relevance of NPA's humanitarian and community development assistance in Iraq.

1.1 Brief background

NPA's initial engagement in Iraqi Kurdistan from 1995 was based on political solidarity with the Kurdish people that had been severely suppressed by the Ba'th regime for decades. The Kurdish autonomous region in the north of Iraq was established in 1991 after the uprising following the Iraqi defeat in Kuwait. Between 1991 and 2003 the region witnessed internal conflict and embargos, but also local elections and a growing economy from around year 2000. After the fall of the Ba'th regime in 2003 the Kurdish region has been the most economically prosperous and calm region in Iraq. However, there is ongoing tension between those striving for Kurdish autonomy and national and international actors pursuing greater re-integration of the region into Iraq.

Responding to a request from local authorities NPA initiated its Humanitarian Mine Action Program (MAP) in Iraqi Kurdistan in 1995 clearing mines left over from the Iran-Iraq war. The program was extended with a new component for rural rehabilitation and psycho-social work among widows. NPA's focus between 1995 and 2000 was on physical rehabilitation and basic service delivery. An external Mid-Term Review of the country program in 2000 laid the foundation for a significant change of direction. The new country strategy from 2002 emphasised popular participation, democracy, and strengthening human rights as tools for enhancing Kurdish civil society. With the new situation after the Ba'th regime was toppled in 2003 NPA's geographic area of operations was expanded from working only in the Kurdish region to include Kirkuk, Khanaqin and other parts of Iraq. The Republic of Iraq acceded to the Mine Ban Treaty in 2007, and became a State Party on February 1st 2008. Iraq has also signed the Cluster Mines Convention, but not ratified it.

In addition to the MAP, the following, of which, all with the exception of the IDP and returnee support programs (of which some of the activities would fall under Emergency Support Programs) would be classified under the umbrella of a Community Development Program¹ have been main program areas of NPA since 2003:

-

¹ The NPA's Community Development Program in Kurdistan superseded their Rural Community Based Rehabilitation Program which is defined as involving measures taken at the community level to use and build on the resources of the community, including the impaired, disabled, and handicapped persons themselves, their families, and their community as a whole. (WHO, 1981). Community Development is defined as seeking to empower individuals and groups of people by providing these groups with the skills they need to affect change in their own communities. In the Kurdistan program, these skills included capacity building and support for independent civil society, human rights, democracy and peace building, gender equality, women's participation and violence against women, youth participation and media and information. By capacity building in these areas various Kurdish

- **Human rights and democracy**: projects promoting human rights education in schools, human rights monitoring, human rights education for police and security personnel.
- **Gender**: projects on promoting gender equality, especially women's participation in civil society and political life.
- **Women's rights and violence against women**: projects on capacity building and professionalizing of women's groups, shelters, women's centres and organisations combating violence against women.
- Youth participation: focusing on youth from different political fractions and ethnicities, youth debates, workshops, seminars, formation of youth groups and publication of reports and newspapers.
- **Free media and information**: support to independent newspapers, magazines, radio programs and electronic media, capacity building and training of journalists.
- **IDP and returnee support**: activities related to psycho social work, income generation, health and education, but also activities related to resettlement and return of displaced population.

1.2 Key findings along the TOR

Efficiency

A great number of projects were initiated and implemented since 2003 and the review concludes that the overwhelming majority have completed their project cycles as per the original proposals, usually meeting their initial targets within deadline and budget. Due to the nature of the review, namely timelines and selection of projects it was not possible to assess the cost efficiency of individual projects.

NPA was as per its project proposals obliged to have created indicators and tested the progress in achieving these through a set monitoring framework. This was not undertaken for any of the projects in any systematic and acceptable framework. Instead, monitoring was, in actual fact, mentoring and capacity-building of local partners; this was one of the most successful aspects of the partnerships created by the NPA, albeit unintended. A main weakness was NPA's lack of a monitoring and evaluation system. Since year 2000, no external reviews or evaluations have been undertaken of the MAP or CDP.

Parallel to this review, however an external evaluation of the MAP in Iraqi Kurdistan was undertaken (Tim Lardner). According to his report, the results of the MAP is that 1,750,603 square meters of land have been cleared, plus 722,332 square meters of Battlefield Area Clearance was achieved and 349,321 square metres of land was released.

Effectiveness

Among the projects under the CDP, the most outstanding success to be noted is the establishment of a human rights curriculum which is currently taught in all schools in the Kurdish region.

In the gender equality program, planned activities like training and awareness courses and airing of radio programs were achieved; however, the long term goal of raising gender awareness in the whole society is at this stage only partly achieved. There have been some notable success, the most recent being the introduction of the *Women Can Do It (WCDI)* project focusing on enhancing women's participation in decision-making positions in ministries and parliament. With regards to **gender mainstreaming**, NPA and the local association established by NPA, People's Development

communities strengthen themselves and develop towards their full potential. The NPA works in partnership with local people and organisations to meet and help develop these identified needs.

Association (PDA) both reported that gender was a cross-cutting issue that was taken into account in all their programmes, however the review did not find ready evidence of this in the programs.

The youth projects were found to have produced a range of short- to medium term outcomes: Youth debates, workshops, seminars, formation of youth groups and publication of reports and newspapers. Long-term outcomes in terms of changed attitudes and behaviour from decision-makers and traditional leaders towards youth inclusion and active participation in society were difficult to assess at this stage, given the relatively short time these projects have been in place.

For the media projects, the objectives set out in the proposals were clear and comprehensible enabling the various projects to achieve their goals. The team found a range of very good results; publications and equipment supply enabled the newspapers, magazines, communiqués and radio programs to reach the targeted audience. Interestingly, many respondents from political parties and the civil administration felt that these publications, i.e. independent media, provided a perspective that politically aligned media did not make available to the public. NPA played a crucial role in (initially clandestinely) supporting the first independent newspaper in the Kurdish areas, Hawlati.

NPA has to be credited for taking into account both political and social changes in Kurdistan specifically and Iraq generally when adjusting programs or program components to reflect societal challenges and changing conditions. It bears witness to NPA having a strong knowledge and understanding of the Kurdish context. The introduction of program components was timely whilst working with whatever limitations they faced.

Relevance

Women's rights, youth issues and to a lesser extent the independent media in Kurdistan and Iraq are very underdeveloped and fragile and the understanding of democratic and human rights principals is very low. Despite the criticism of some of the aspects of the programs and problems mentioned, there is little doubt about the relevance, appropriateness and timeliness of NPA's programs.

The interventions of the NPA have contributed to creating a space for democratic forces to improve the situation for the future. Most of the people in positions of power in Iraq today were raised during the Ba'th era in Iraq, and / or during an era when the country was at war, was undergoing internal conflicts and traditional power structures were reinforced. Shifting this mind set was never going to be a simple task and the dual strategy of targeting this group directly and capacitating civil society to enable it to mount and sustain an ongoing challenge to current hegemony of thought maximises the relevance of the NPA's approach.

As Kurdish society has been and continues to be strongly patriarchal there is little doubt that advocating for change in favour of greater gender equality is relevant, and certainly appropriate and timely, but also risky. What should not be under-estimated has been the ability of NPA to operate in an environment where powerful stakeholders would be explicitly antagonistic to these objectives.

Much of this success lies in the earlier humanitarian work, including the MAP that the NPA had undertaken. Its legitimacy as an organisation that is committed to the future of the region has carried an enormous weight. As opposed to other international NGOs, **NPA seemed to be credited with having a long-term commitment while others left after "projects" were finished.**

Sustainability

Ongoing mentoring, training and capacity-building have left most of the local partners better positioned than they were prior to NPA's involvement in the sector.

Much of the local competence and capacity on Human Rights principals today in Iraqi Kurdistan is to a large extent a result of the NPA's contribution. Despite the external involvement, the degree of **local ownership** was perceived as strong and genuine. Due to a high level of continued political contentions in Iraq and Kurdistan, this sustainability will be hostage to the ongoing political discourse as evidenced by the change in the minister of education from the PUK to KDP after regional elections in 2009,, when the whole human rights subject in schools is in danger of being diluted through a merger with other subjects.

The Kurdish government has started to take the problem of violence against women more seriously. It is possible that the government in the future will take a greater responsibility for running shelters and giving legal and social counselling. However, at this stage these services made available to women depend on continued funding from NPA.

The nationalisation of the NPA i.e. the creation of the PDA was seamless but not without problems as certain staff jockeyed for influence and position that resulted in resignations and redundancies which robbed the new organisation of incumbent skills. The current staff has continued to undertake work in most of the sectors that the NPA was involved in. Many of the original NPA staff members having migrated to PDA. The three major sustainability challenges that the PDA faces relate to funding, the changing political landscape and ensuring legitimacy within the local civil society.

For the transfer of knowledge and building local capacity in the MAP, the review found that the "nationalisation process" of the MAP which was supposed to take place in 2001, when international technical advisors were withdrawn from the MAP. As part of the "nationalisation" a local organisation, Mine Impact Relief (MIR) was set up to continue the work. The concept of "nationalised", however, appears to have meant different things to different parties. The Mine Action Unit (MAU) in Oslo was happy with the technical component of the program and appeared to step back from any significant managerial guidance or responsibility. In 2003, however funds were secured from US, Switzerland and Denmark, and in 2005, NPA MAU re-established contact with technical guidance and relations improved. In 2006, MAP doubled its work load and far from having been nationalized, was still involved in a process of strategising what it was to do. Throughout this time, at no stage was a formal phase out strategy ever structured, but rather the process was left to an informal exiting.

At the time of this review the General Directorate for Mine Action (GDMA) continue to be reliant upon the NPA to undertake explosives storage, EOD work and land release. In early 2009 a decision was made to close the program down, with an option of supporting the program to become a national NGO. This closedown process has resulted in, at the end of 2009, an operational capacity, but none in-place funding for further work.

Relations with MFA

Initially NPA's work in Iraq was focused on humanitarian mine action and funded over the humanitarian assistance (HA) chapter in MFA. However after 2002, the country program has been largely directed towards long term development of civil society. Still it has continued to be funded by the HA with some funds from the Peace and Reconciliation section in MFA. The reason for this paradox is MFA's approach of utilising funds where available. A second explanation might be found in the fact that there is no clear Iraq strategy underlying the funding of NPA and other organisations such as Norwegian Church Aid and/or Norwegian Refugee Council in Iraq. In general Norwegian funding to NPA and other organisations in Iraq over the HA budget has declined in the last five years.

Although there is a lack of a clearly formulated Iraq strategy, human rights and women's rights, including fighting violence against women, and humanitarian demining are clearly priority areas for

MFA. Since NPA phased in their new strategy after the 2000 evaluation, focusing on building civil society and democracy, programs of human and women's rights have been two areas that most of their projects have been related to. In this sense, there is a clear relevance of most of the projects NPA in Iraq currently is involved in with regards to priorities in Norway's foreign policy.

Other issues

There was no explicit **anti-corruption** measures neither evidenced as free standing documents nor incorporated into any of the programming. There is however an NPA Anti Corruption policy that suffices to cover this issue. The review did not undertake an audit of the finances, but KPMG audits that were made available do not suggest that there have been any financially corrupt practices.

Conflict assessments on the overall program based on narratives of long-term staff was undertaken and it was asserted that **conflict sensitive programming** occurred throughout the life of the program. However, embarking on the type of human rights and democracy, gender and violence against women, youth enhancement and independent media programs threaten vested interests and political or traditional elites. As a result tensions will inevitably arise and are necessary if the status quo in society is to be altered to reflect a more democratic and equitable society. It would thus be impossible to ensure conflict free programming, however, it seems that the NPA certainly tried to mitigate against conflict by being as sensitive as possible, without compromising program aims.

Regarding risk management, at the local level systems were in place in relations to NPA's partnership agreements, with appropriate check back mechanisms at all stages of each project cycle. Internally, the only area of concern that the review team identified was the nature of the working relationship between the organisation and the program managers. It seems that perhaps too much leeway and at times too little support and guidance were given to the two local managers.

The issue of **party political alignments** is one which is also pertinent to the NPA in Iraqi Kurdistan. This relates to individual staff being office bearers or prospective candidates for political parties. Good practice would encourage this and indeed should in no way prohibit freedom of political expression. However, given the highly charged political environment of the region, such practice should also compel the staff member to clearly distance their activities from those of their employer.

1.3 Main conclusions and recommendations

In reaching the overall conclusion, the review asked what Iraqi Kurdistan would have looked like without the NPA presence during the last 15 years. The conclusion is that many of the human rights awareness principals related to democracy building would not be as evident today. Gender, violence against women and youth issues that the NPA has worked might not have been as prominent on economic, social, cultural and political agendas. Without an independent media, freedom of expression in public fora would have been non-existent. NPA has played an important role in this development, along with other organisations, groups and individuals within Kurdish society.

The NPA has promoted a civil society with progressive and democratic ideas linked to human rights principles, and because of this, civil society has been capacitated to better mobilise and exert a greater influence over society. Civil society is playing a more pivotal role in challenging the political hegemony of the past. Together with the independent media and other democratic institutions a more balanced political debate has emerged, and as a result of this there is an emergence of a more democratic movement, as evidenced in the last elections in Kurdistan.

Furthermore, as a result of NPA's work, there is a greater awareness of human rights principals amongst the senior echelons of the civil administration, amongst politicians in all parties, in the media independent or otherwise, on the school curricula and within many sectors in society. It must therefore be concluded that to a large extent the NPA has achieved its short term objectives. If the social, political, cultural and economic sectors of Iraqi Kurdistan continue to be supported to develop progressively over the next few years, then the long term objectives can also be met.

For MFA

<u>Conclusion 1:</u> Substantial outcomes are found of NPA's country program, especially within sectors of human rights and education, fighting violence against women and contributing to creating a democratic space through media and youth participation.

<u>Recommendation 1:</u> MFA is encouraged to sort-out the funding mechanisms for NPA (and other NGOs in Iraq) moving the fund from the Humanitarian Assistance to for example the regional funds. MFA is advised to continue supporting NPA in order to protect and enhance the good results obtained, and allow the organisation sufficient time to plan for proper exit strategies when or if the political situation stabilises.

<u>Conclusion 2:</u> The annual allocations from MFA – although often unpredictable and delayed – have been crucial for NPA to build up a program in Iraq. NPA has been flexible in its approach and found ways to sustain the partners and the programs while waiting funding.

<u>Recommendation 2:</u> MFA is encouraged to provide multi-year funding in order to increase predictability when planning projects with partners, and providing clear conditions of phase-out and sustainability strategies.

For NPA

<u>Conclusion 1:</u> Although each program has had a positive effect on people's lives in Iraqi Kurdistan, there was no direct evidence to suggest that the Mine Action program and the Community Development Program worked in unison to strengthen civil society in the area.

<u>Recommendation 1:</u> NPA is encouraged to ensure that in future ventures specific synergies are structured whereby benchmark studies are undertaken in areas where clearance activities are to be undertaken, to determine what community based development projects can be instituted. For example: psycho-social programs, violence against women awareness, etc.

<u>Conclusion 2:</u> NPA works globally to promote political and democratic participation and organisation in conflict or post-conflict areas. This could lead to staff being charged with party-political agendas and/or bias. Likewise staff that pursues party-political ideals in their personal capacities in public fora can result in the NPA being associated with specific political views and accused of political bias.

Recommendation 2: NPA is encouraged to carefully monitor the country offices, keeping in mind unintended consequences that might take place if staff become associated with or synonymous with the program ideals, resulting in possible repercussions to their families or self. With regards to staff involved in their personal capacities in party-politics activities, NPA need to set clear guidelines as to how these need to be separated from the organisation that both do not inhibit their freedom of choice, but that protect the organizations from being accused of party-political sectarianism.

<u>Conclusion 3:</u> A review such as this is designed to report on the usual evaluation criteria that determine whether an organisation has fulfilled the tasks set out in its objectives, but without a Beneficiary Impact Assessment it cannot conclude as to whether the objectives have been met. Likewise, a better documentation of processes would have enhanced future processes.

<u>Recommendation 3:</u> If the success of the MAP and CDP are to be properly understood, a dedicated Beneficiary Impact Assessment needs to be undertaken for both programs.

<u>Conclusion 4:</u> The review concluded that although monitoring was undertaken, albeit as mentoring which proved to be immeasurably helpful adding to the success of most projects, systematic monitoring according to set out principles that are intended to ensure that objectives are being met and indicators are being tracked, did not take place. There were no independent evaluations after the MTR in 2000. For a program of this magnitude and lifespan, this should not have been the case. <u>Recommendation 4:</u> That the NPA gives due consideration to developing a monitoring and evaluation framework in line with international best practice, and that this is properly accounted for when budgeting, and that it is timely implemented.

<u>Conclusion 5</u>: Nationalisation of the programs occurred in both the MAP and CDP, and although the process for the latter was better dealt with, there remained deficits in both. Having decided to nationalise, there were no governance or funding strategies from NPA's side to ensure good institutional practice and sustainability.

<u>Recommendation 5:</u> Future nationalisations and localisations of organisations should be initiated with a compelling case study which should include a Business Plan, Governance and Funding Strategies.

<u>Conclusion 6:</u> NPA has not documented its experiences, learnings and achievements in Northern Iraq. Notwithstanding the fact that the NPA was operating in a climate where funding was declining, documenting experiences allows other similar projects the possibilities of using these. The document 'A Work Strategy' completed in 2008 by CDP in NPA (in Kurdish) is a best practice and contains the reasons for nationalising and how this happened.

<u>Recommendation 6:</u> NPA should consider translating this Work Strategy into English in such a format that informs future similar initiatives and allows for cross-learning. NPA should also have a policy on documentation and not leave it to individual country missions to decide.

<u>Conclusion 7:</u> The lack of civil society networks to act as fora within different thematic areas for sharing experiences, strategising for change and create a more effective voice is a cause for concern. <u>Recommendation 7:</u> Future NPA programs should include a formal strategy on network creation, and partnerships to become more multi- than bi-lateral. Such networks would enhance the sustainability of partners in the long-run.

<u>Conclusion 8:</u> An incident that occurred in the PDA was reported to the NPA resident representative by former staff. The complaint was dismissed by NPA and no official procedure was instituted. As a result of the issue not being investigated, it continues to damage NPA in some sectors.

<u>Recommendation 8:</u> There should be a clearer strategy on complaints from staff which allows disgruntled current and immediately ex-staff to lodge their complaints. On a global level, NPA should consider introducing complaints mechanisms for staff, partners and beneficiaries in line with Humanitarian Accountability Project (HAP) or the Complaints and Response Mechanism (CRM).

<u>Conclusion 9:</u> NPA's communication strategy for the MAP exit (and to some degree the CDP) was found to have been ad hoc and unstructured. The lack of clear communication has led to criticisms around the exit strategies because it has left many organisations wondering and guessing what the NPA will do next.

<u>Recommendation 9:</u> NPA Head Office should monitor – and assist if needed, when phasing out of a program or a country and try to ensure that exit processes are communicated in a clear and systematic way. NPA also need to step-up its monitoring & evaluation systems in general and specifically when phasing out or transferring programs to national agencies.

2 Background

The Norwegian Ministry of Foreign Affairs (MFA) requested Norad to carry out a review of its support to Norwegian People's Aid (NPA)'s projects in Iraq. NPA has been working in the Kurdistan region of Iraq since 1995. The request for an external review also came from NPA to MFA.²

NPA has been working in Iraq, mainly in Iraqi Kurdistan, for about 15 years. Although NPA currently also work in other parts of Iraq, their initial engagement was based on political solidarity with the Kurdish population who had been severely suppressed by the Ba'th regime. NPA initiated its Mine Action program in Iraqi Kurdistan in 1995, following an initiative by the authorities in the Kurdish autonomous region dating back to late 1992. NPA's focus in this phase was on rehabilitation and basic service delivery. A major achievement was clearing of land from mines which enabled people to move back to their villages and start using the land for agricultural production. During the first seven years NPA was to various degrees also involved in road construction, improved electricity supply (by constructing micro turbines), extending and making water supplies safe, heath programmes (by building of health clinics), education (by building and rehabilitating schools), literacy courses for adults and starting income generation and micro credit projects.

Following an external review in 2000 NPA's work changed direction, adding a focus on building civil society and democracy to its mine action clearance work and the rural rehabilitation and reconstruction programmes. The latter was mainly phased out by 2003. Increased engagement with local partners such as NGOs, women's groups and local authorities heralded new delivery patterns as the NPA program strove to enhance popular participation and democracy, and to strengthen human rights. Human rights training courses for police and security officials and the design of a Human Rights curriculum for different stages of the schools in Kurdistan followed. Specific gender work to combat violence against women was ramped up from early programs and also included work on improving conditions in women's prisons. Youth programs were initiated and support for the independent media was also embarked upon.

From 1995 through 2008 MFA has funded NPA's activities in Iraq with a total sum of 129 million NOK³. Funding has been channelled through annual agreements between NPA and MFA. The NPA in Kurdistan continues to work with local partners with the aim to strengthen civil society and building capacity of local organizations and people that promote social and political change.

NPA have been running and/or supporting projects within the following program areas:

- 1. Human rights, democracy and peaceful co-existence
- 2. Gender equality
- 3. Women's rights and violence against women
- 4. Youth projects to enhance youth participation
- 5. Free media and information
- 6. IDP and returnee support
- 7. Humanitarian land mine action

The first five of these programs would fall under the CDP umbrella, and although it could be argued that the sixth being more easily classified as being part of an Emergency Program, some elements of

² Written request from NPA to MFA, 2008.

³ Most of the funding has been provide over the humanitarian budget. Considerable contributions have also been made over the peace and reconciliation budget line

the program – namely activities related to psycho social work, income generation, health and education are more closely aligned to the CDP, and thus this component has, for operational purposes, been incorporated under the CDP. The seventh program area would comprise the MAP.

Projects are mainly managed by local partners. Per 2009 NPA supported nine partner organizations, of which People's Development Association (PDA) received the bigger part and has the most extensive portfolio. The Mine Action Program (MAP) that has been implemented directly by NPA was phased out at the end of 2009.

A detailed Country Context analysis along with NPA's involvement in Northern Iraq be found in Annex II.

2.1 Purpose and scope of review

The scope of the review was designed to provide an overview of all funding agreements with MFA in support of NPA's community development related activities and mine action in Iraq, including project/agreement names, sector/thematic areas, funding periods, financial contributions and objectives and goals for the period 1995-2009. The review included an assessment of the following issues with regards to NPA's partners and a selection of projects funded in the years 2003 – 2008. Although referring to the earlier years, the main focus of the review was from 2003 and onwards.

The purpose of the review was to assess:

- 1. the efficiency, effectiveness, results, sustainability and relevance of NPA's more than 10 years of humanitarian and community development assistance in Iraq supported by MFA;
- 2. NPA's approach to partnerships and strengthening civil society in Iraq as well as linkages between the humanitarian mine action and the civil society program, and analysis of the program's conflict sensitivity with regards to the context in Iraq;
- 3. the relationship between NPA's head office in Oslo and the country office; and
- 4. systems and management procedures in NPA to ensure institutional learning and accountability.

The review should provide recommendations:

- 1. to NPA and MFA that will serve as an input to future humanitarian and development programming in Iraq, and
- 2. to improve NPA's performance and management systems in general.

2.2 Review Framework and Methodology

The 2000 Mid-Term Review (2000 MTR) was used as a baseline for this review upon which:

- A desk based review of program achievement comprising a combination of NPA project proposals, annual reports, country visit reports, strategic thinking documents and a mid-term review. In addition, NPA reports not related to Iraq or Iraqi Kurdistan, Norad and MFA reports, reports from other similar studies were included, as well as reports generated for or by some of the NPA program partner organisations. A list of all documents used within this can be found in Annex VIII with information from these documents being incorporated throughout the assessment.
- A series of interviews covering over 80 people in Iraqi Kurdistan and Oslo, who were either NPA
 (or PDA) program staff or ex-staff, representatives from partner organisations, staff from other
 NGOs and community based organisations familiar with the NPA program, politicians, members of

the judiciary, academics, civil administrators, senior personnel in government, media, and representatives of political parties.

2.3 Limitations/obstacles

In the absence of any baseline studies and external evaluations undertaken during the evolution of the program, there was very little data to measure against. Whilst the 2000 MTR is a useful report it was not intended for use as a baseline, but remained the only document which could be used together with reflective thinking to measure change.

The lack of external evaluations of individual projects (there were some internal evaluations that existed in Kurdish) hampered the review because there was no historical record of how projects were completed and the team had to rely on the memory of respondents to assess implementation successes and failures.

Both as a consequence of the fact that the audits were conducted externally and that internal financial record were difficult to diagnose, it was impossible to undertake a full financial overview to asses cost-efficiency of individual projects. Some projects that were implemented during the 2003/4 period, due to the consolidation of a number of funders and the financial records relating to these, were incomplete. It should however be noted that there was no finding of financial impropriety neither from the external (KPMG) audits nor from any internal financial due diligence exercise.

In a number of cases when organisations had last worked with the NPA a number of years ago and no longer had a working relationship, it was necessary to rely quite extensively on reflective thinking. An underlying part of this framework is how individuals think and feel and relate to their past experiences. Although this is simple enough, it is often difficult to separate logic and feelings in making independent judgments. As such, over time, there is a greater likelihood that objectivity gives way to subjectivity and that feelings supersede logic.

Understanding the complexities, intricacies, multi-layer realities and nuances of Kurdish society would require that a lengthy time period be spent in the region, and although one of the team members has a long history and study in the area, there were still shortcomings in understanding some of these social, cultural and political nuances. The team had the assistance of a national counterpart who is from the region, and although her insights and analysis of the various issues were immensely valuable, there is no doubt still some gaps in the researchers understanding. More detail on the approach and methodology can be found in Annex III.

2.4 Guide to the reader

This report is divided in four chapters and nine annexes. The first chapter contains an Executive Summary with key findings, conclusions and recommendations for both NPA and MFA. The second chapter contains a brief background, the scope of the review and limitations. This chapter should be read along with Annex II and III in order to get the complete picture. Chapter three presents the findings on two strands of analyses, the first, of the individual thematic programs that have been undertaken by the NPA since 2003 and the second of the NPA's program outcomes, including its partnership approach, collaboration and coordination of programs, institutional issues and its relationship with MFA. This chapter is supplemented with a detailed review of the programs in Annex V. Chapter four provides an overall assessment of the NPA program along the review criteria defined in TOR; effectiveness, efficiency, relevance, and sustainability. The annexes include: Terms of Reference, NPA Country Context, Approach and Methodology, Programs reviewed, PDA assessment, Bibliography, a brief study on the Kurdish media, List of people consulted, and a Map of Iraq.

3 Results and Outcomes

3.1 Program results and outcomes

In the section below, the team provides an assessment of results and outcomes on the NPA key program areas in Kurdistan; human rights, gender, violence against women, youth, media, IDP and humanitarian mine action. The below assessments are based on detailed case studies for each of the thematic areas compared planned versus achieved results (Bearing in mind the limitations noted in the previous section, see Annex V for detail on each of the programs).

3.1.1 Human Rights

From 2003 to 2006 the main focus of the CDP was capacity building and raising awareness, particularly through the Human Rights Program from 2004 which targeted awareness training amongst students by introducing a Human Rights curriculum in schools. From 2007 the focus of the work became more advocacy related. Human rights monitoring was undertaken, and regional and local government were lobbied to reduce violations in the areas of women and child rights, health and education. The choice of monitoring the health and education sectors was a strategic 'soft' choice in order for the government to accept the initiative before shifting the emphasis to corruption and freedom of expression. The launch of the first monitoring reports in 2007 were widely received with the media giving good coverage. The presentations were attended by government officials as well as a wider audience of civil society organisations. The reports were also published on one of the PDA websites which enjoys a good audience from journalists.

An overall goal for NPA's international work is to strengthen and promote people's democratic rights, with a special focus on political and civil human rights. Promotion of Human Rights in Iraq was first formulated in the 2002-2005 country program strategy with a main focus on awareness raising and education of local authorities, public employees, organisations and support to free media and that this should be undertaken through local partners. The review team found that both the choice of projects and the modes of implementation were in coherence with NPA's international and local strategy. Particularly how NPA initially engaged a number of local organisations in the Human Rights education project, and facilitated the cooperation with local authorities, should be highlighted here. The Human Rights program was driven by a desire for Iraqi Kurdistan to break away from the repression of the past and become a more progressive society.

By far the most ambitious project has been the Human Rights Education. The project was initiated in 2003 in partnership with seven local NGOs and the Ministry of Education and Ministry of Human Rights in the Kurdistan Regional Government (KRG) area. The project has aimed at increasing the human rights awareness in the society by introducing human rights as a separate subject in schools. The first stage was to prepare a curriculum and train teachers and headmasters; Human Rights were to be taught as a subject in a pilot project in 18 schools in the Sulaimaniyah governorate in the scholastic year 2004-2005. The subject was taught at three different levels, in the primary schools, in the intermediate schools and the secondary schools. After an internal evaluation of the pilot phase the project was expanded in 2006-2007 to more schools, including schools in the Erbil province. By the scholastic year 2007-2008 the subject was taught in all schools in the KRG area and responsibility was taken over by the Ministry of Education and included in the formal curriculum. There have also been attempts at introducing the subject in schools in other parts of Iraq.

Both the KDP and PUK administrations in the KRG area had identified these issues but due to more pressing priorities had not allocated the necessary resources. In addition, a knowledge deficit in this sector limited the ability of the Governments to undertake this work themselves. The training of police and security officers in human rights principals, if not supported by the Governments, would not have occurred. Challenged that their support might have been for the benefit of the outside world, politicians and the civil administrators claimed that this was not the case. Reporting on human rights violations however, was not prioritised. This was evidenced by obstacles presented to the PDA when either they or partners tried to gather such information.

There was little doubt when talking to different observers, both in the government sector and the NGO sector, that the establishment of Human Rights as a subject in schools in Kurdistan was necessary and has had an impact on the society.

The Human Rights program was driven by a desire for Iraqi Kurdistan to break away from the repression of the past and become a more progressive society. Summing up the outcomes after more than six years, there is a greater human rights awareness amongst the senior echelons of the civil administration, amongst politicians, in the media, in the education sector and some other sectors in society. Based on this, the team would conclude that to a large extent the NPA has achieved its short term objective, namely to increase Human Rights awareness in society generally. Specifically, targeting violence against women and youth issues have also had an impact particularly in the women's prisons and in schools.

3.1.2 Gender

Facilitating women's empowerment, combating oppression of women and maintaining a focus on organisations aiming to end violence against women are important aspects of NPA's international strategy in contributing to the development of an organised and dynamic civil society. In this respect, the women's rights and violence against women program area is highly coherent with this strategy, from the early support for Anfal widows and strengthening of the capacity of local women organisations, to support for women in prison, support for organisations combating violence against women and forced marriage. As for young women in particular, they are also a target group for NPA internationally, especially to strengthen their ability to organise themselves so that they can defend their own interests. Enhancing networking and co-operation between women organisations has been part of NPA's Iraq country strategy.

Although raising awareness and changing attitudes to gender equality must be considered a long term project in Kurdish and Iraqi society, some results of the NPA projects are already evident. The Kurdish government has started taking gender equality and women's rights more seriously than in the past. This is partly because of the initiatives and different gender projects local and international NGOs have been running for years. One example would be the response the PDA got from the KRG Prime Minister during the period the review team was conducting fieldwork. The Prime Minister had read PDA's report on the Women Can Do It project and found it interesting. In a meeting with the PDA he expressed his intention to involve the PDA in the government's plans for setting up a High Commission for Women's issues.

Much of this latter gender work was initiated via a gender training project, which targeted the educational sector by providing a one month gender training course to future prospective trainers. These course participants went on to conduct both further training but also to produce written work on gender issues either as teachers, academics, journalists, civil society activists, etc. In addition, many of the course graduates continued to work in the education sector and as a result of the

course, introduced new perspectives with regards to gender issues into the education sector. A few of the graduates took these new skills into the NGO sector, working with education and other issues.

Concerning immediate results from the different projects on gender, they were also evident in the discussions held with different organisations. Some examples were given by an organisation working in Kirkuk. They reported that young women had started using mobile phones after taking part in workshops they had held. Previously the women were not allowed by their family and community to have their own mobile phones, but after the course, they started demanding this and had finally been allowed. The same organisation also pointed out what they saw as a sign that young people they trained had started to understand gender equality. Boys who had taken part in their courses on gender had later encouraged their sisters to take part in similar courses.

3.1.3 Violence against Women

Violence against women is a well known and documented problem in Kurdish society. As a consequence of decades of war and conflict, and the lack of effective government, traditional patriarchal power structures have been strengthened and to some extent reinforced. Rapid societal change from a traditional rural society into a modern urban society, often fuelled by influences from Iraqi migrants who are living in Western countries, challenges family structure and gender values, often leading to reactions to regain control. Given this context, NPA's program for addressing violence against women in a comprehensive way was highly relevant when initiated and still is.

Evidence from the interviews would suggest that the projects NPA have supported or initiated, like shelters and women's centres giving social and legal counselling, assisting women who have been victims of violence, or under threat of such violence, have helped a significant number of women. NPA's projects have also helped to start a more systematic documentation of violence against women in Iraqi society. The study NPA did on women was the first systematic study on this subject in Iraqi Kurdistan and has been used as a type of baseline by NPA and other NGOs. This in combination with the advocacy many women's organisations have been doing has forced the authorities to take these issues more seriously.

3.1.4 Youth

Focusing on youth is well within NPA's overall international strategy of supporting democracy. This strategy focuses on all social groups' rights and opportunities to participate in decision-making processes. Young people are among the target groups internationally for NPA. The aim is especially to strengthen their ability to organise themselves so that they can defend their own interests. The youth program in Iraq is overall in coherence with this strategy as it has especially focused on setting up youth groups and encouraged youth of different political and ethnic backgrounds to work together on identifying common problems and organising themselves to solve them by influencing decision makers.

Activating young people and thereby giving them a role in the democratisation and reconciliation process has been a central focus for NPA and partners in later years. Young people have been trained to activate youth groups, arrange seminars and debates for young people. Young people from different background have been brought together, they have been encouraged to identify and solve their own problems and needs, to organise themselves, and influence decision makers. Supporting youth media has also been part of NPA's youth program. Mist of the programs relating to young people have focused around peace promotion and encouraging youth to have a voice on matters that concern them as well as in promoting human rights and democracy. The programs do not number a lot, however, work in the media through Liberal Education and funding newspapers who

have programs for young internee reporters as well as work on gender and in the education sector, all target and address the role of youth and are designed directly and indirectly to give them a greater voice.

3.1.5 Media

The media and information project was initiated by NPA with support to the *Hawlati* Newspaper in 2001. NPA was the only organization that initially supported Hawlati, the first independent newspapers in Iraqi Kurdistan – probably one of the reasons why this paper was able to continue its publication. Support to independent media has at times been seen by local authorities as support for opposition. NPA has continued its support in this area to a number of other independent media publications, including a student newspaper and working on training journalists, most recently in Mosul. Due to pressures from the independent media and independent journalists, amongst other forces, in 2007-2008 the Kurdish Parliament was obliged to change the press law in Kurdistan to allow such media to operate freely. Today there are a number of independent newspapers and magazines present in Iraqi Kurdistan which lobby and ask for changes (see Annex VI for a brief history of the independent media).

The effects of the NPA project, being continued by the PDA, are a strengthening of democracy. The facilitation of an internal and international network was an additional component to the financial support made available to the newspaper. NPA then supported the production of a number of radio and television programs before investing heavily in the Liberal Education project which aimed at enhancing the principles of free media by establishing youth operations for media work in society. The idea was to activate young people through youth media work and to create a conducive climate for young people to showcase their talents and to have a voice. After the formation of the PDA, work on better utilizing the electronic media was initiated, as was work on training journalists.

Certainly the media work, past and current has acted to increase awareness of human rights and democratic processes, as well as the respective roles and obligations and counter obligations of the politicians, civil, military administrators and the people to each other. Given the contextual nature of NPA's other programs, NPA's Media Program do reflect an overall coordinated strategic approach for the Kurdistan region in Iraq as a whole. The media program however does not reflect an increased focus around coordinated strategic approaches for the rest of Iraq as a whole, and although recently extended to Kirkuk and Mosul, their close spatial location to the KRG means that any media support strategic approach for Iraq as a whole does not exist.

The NPA's media program cannot be said to have been the driver that has created an independent and more progressive thinking and investigative media, but it certainly can lay claim to being the first organisation to be involved in the sector and to have continued its involvement for nearly a decade. NPA's program has not just been limited to the independent media, but through their training programs, journalism standards have risen and many respondents pointed out that this had also impacted on journalists within the politically aligned media whose own standards have improved.

The question as to whether there were political drivers influencing the initiation of the media work, needs to be qualified by dividing the political arena between the entrenched political parties, the PUK and KDP and the opposition parties. Furthermore, the opposition parties themselves need to be further divided by those that would be democratic as opposed to traditional. Support to the independent media was not intended to be party political in favour of any particular faction, but rather aimed at contributing to an opening in the public arena for diverging journalism and formation of public opinion devoid of any party political bias.

3.1.6 IDP and returnee support

The IDP and returnee support program was always intended to be a short-term humanitarian relief program. Initial NPA projects targeted mainly rural widows in the Germian/Mawat and Diana/Choman areas and then widened to include 'Rural communities and individuals, IDP's and refugees'. Early projects included both rehabilitation and construction of infrastructure in the health, education, welfare, energy and transport sectors. Psycho social and income generating activities were followed by literacy, computer and capacity building of LNGOs projects, in addition to which early projects also targeted vulnerable women and women who were threatened by abuse and violence. The 2000 MTR evaluated many of these projects and concluded that the efforts were successful in terms of both providing relief but also by helping to either build or rehabilitate infrastructure destroyed in previous conflicts.

From 2003, the development of democratic management was dominant, in 2004, there was some family level support to IDPs from Khanaqin, and in 2006 a mobile medical equipment unit was established. In 2002 there was a specific targeting of mine victims in Mawat and Diana planned with Soran Association Care for the Handicapped to empower the disabled people to start economic activities and benefit socially. The review team met with a number of the implementing partners and direct beneficiaries of these programs and it concluded that the opportunities provided by the NPA were invaluable in assisting many families to rebuild their lives and invest in their families' future through the education of children and youth.

In 2006, the IDP project was revitalized with work in the Kirkuk and Khanaqin areas where the genocide and mass deportation campaigns had severely affected the society. With the exception of Kirkuk, NPA had in the other areas previously conducted mine action activities and/or emergency activities during and after the war. These programs were all conducted in close contact and cooperation with local authorities and international organisations in charge of co-ordinating resettlement and return of the displaced population. Interviews with implementing partners and local authority personnel would suggest that the NPA's intervention was well timed, expertly delivered and in some instances created the conditions for future sustainable development.

3.1.7 Humanitarian land mine action

It was a call from local authorities in the Kurdish areas in the early 1990s to assist in clearing mines from the Iran-Iraq war that led NPA to come to Iraq. The Humanitarian Mine Action Program (MAP) was established in 1995. In 2001, international technical advisors were withdrawn from the MAP and it was considered to have been "nationalised". A local organisation, Mine Impact Relief (MIR) was set up as the agency to continue the work. The concept of "nationalised", however, appears to have meant different things to different parties⁴ and the Mine Action Unit (MAU) in Oslo was very happy with the technical component of the program and appeared to step back from any significant managerial guidance or responsibility.

In 2003, funds were secured from the US Department of State, the Swiss Labour Association, Swiss Development Agency and Danish Ministry of Foreign Affairs. Further support of the US DoS in 2003 was essential for maintaining the program, but the program has essentially relied upon the MFA since inception in 1995. In 2005, a visit from the MAU to the program began a period of reestablished contact with technical guidance and support being made more available to the program which appeared to have improved relationships all round and indeed in 2006.

-

⁴ Forthcoming report Evaluation of the Mine Action Program in Iraqi Kurdistan of Norwegian People's Aid, Tim Lardner

At the time of this review the General Directorate for Mine Action (GDMA) continued to be reliant upon the NPA to undertake explosives storage, EOD work and land release. In early 2009 a decision was made to close the program down, with an option of supporting the program to become a national NGO. This closedown process has resulted in, at the end of 2009, an operational capacity, but no in-place funding for further work. ⁵

As noted earlier the review focused only on the beneficiary impacts of the program and the governance of MIR, which are detailed in Annex V, AV7. During the review mission, the team visited two areas where land mine clearance took place and in one spoke to a number of beneficiaries about some of the benefits that they saw arising from the MAP. This section by no means offers any scientific proof of findings but offers an insight to some of the issues raised in the conversations with the beneficiaries, some of whom were survivors of mine explosions. Overall the conversations found that the MAP had a profound effect on people's lives, particularly in the following areas:

- Mine awareness: The contribution that the NPA project made to raising mine awareness amongst the populace at large and amongst children and youth in particular was one of the intended deliverables that was highly valued by the people and civil administrators living in the mine affected areas.
- Impact on physical health: There was a drop in fatalities and injuries due to landmines when areas were de-mined, and there exists information within the Kurdish Region to demonstrate this. Another health element to emerge is that a higher than usual level of miscarriages amongst women, decreased after the areas was declared safe of mines and that there was an increase in child births. Yet another impact was that the personal cleanliness of people improved immediately after land was cleared and in particular land around water wells, which were mined to larger extend than other land. This cleanliness was noticeable by the immediate decline in dermatological problems that had disproportionately affected children.
- Psycho-social impacts: There was a noticeable decline in stress levels, particularly those related to children. Likewise, it was claimed that epilepsy and bad dreams that used to be a recurring problem had begun to gradually disappear after the area became safe.
- Social Impacts: Numerous factors impacted at different times on migration flows. Not least was
 the oil for food program, which had an adverse effect on the agricultural industry and gradually
 contributed to rebuilding of the urban economy which created opportunities in the cities. It is
 thus difficult to say whether rural or urban migration flows were stemmed. However, one factor
 that emerged was that there was an increase of visits from urban based members of their
 extended families and friends enabling the rebuilding of networks and social cohesion and other
 aspects of social capital that were destroyed during the conflict.
- Economic benefits: Animal livestock increased by just under 100% and cereal production increased quite significantly, but there were only marginal increases in other crop production because of the same exogenous factors impacting on migration. These changes increased the levels of money supply in rural communities giving a boost to the local economies. Economic savings related to an increase in subsistence agriculture and access to own sources of water also improved the economic well-being of the affected population.
- Personal mobility: It would seem obvious that land cleared of mines would enhance mobility, but less obvious are the opportunity costs gained which had been previously forfeited because

-

⁵ Ibid

of circuitous routes that had to be previously navigated. Mobility flows became easier, shorter and increased in frequency, but overall less time was spent travelling. A number of civil administrators pointed to the fact that tourism was on the rise and the potential to exploit opportunities was now possible because tourists would be free to travel and move around in most places.

• Infrastructural: As communities moved back to normality after being in a state of stress animation, visible change were immediately noticeable after mines clearance to improvements to homesteads and to agricultural infrastructure.

Although each program has had a positive effect on people's lives in Iraqi Kurdistan, there was no direct evidence to suggest that the MAP and CDP worked in unison to strengthen the civil society. The underlying reason for this is that MAP in order to achieve its objectives had a close working partnership with regional and local government whereas for the CDP a partnership with regional and local government was somewhere between still being an aspiration and just beginning to develop in some of its programs. Furthermore, whilst working to democratise society in the region, there would inevitably be friction between the power structures and the program.

These dynamics played themselves out within the NPA as there existed a certain degree of disagreement between the development department and mine action unit. At times this manifested itself into outright discourse as each side felt the other was insensitive to its own remit and mandate. The question as to whether the two programs could have worked more closely together is difficult to answer given the various imperatives at the time. It could be argued that MAP should have preceded its land clearance activities with a needs analysis of the region where it was working, compelling the CDP to have structured a program response to this. Whilst, from the CDP's perspective, program components as previously outlined in this section (health, psycho-social, etc.) could have either been built into NPA partners' work or to lobby with other organisations to get involved. As such there needs to be a review as to how the CDP can, through a needs analysis better link into mine action clearance activities.

Notwithstanding the above, the real issue underlying the fact that there was no close collaboration lies in the fact that the MAP was a very localised program in Iraqi Kurdistan, working in specific districts, within other districts than the CDP and with different organisations involved in mine clearance operations, whilst the CDPs objectives covered the entire region.

In concluding on the program outcomes, as seen above, there are many potentially strong outcomes especially on the human rights, gender and violence against women program areas, the reviewers would like to re-emphasise that the impacts of the various projects and programs are hard to measure because there were no evaluations undertaken. Furthermore, and perhaps as a consequence of this, the annual reports and other publications do not reflect the successes. It does leave the reviewers to reflect whether funding from the MFA might have been more favourable if the NPA had been more strategic in championing its own achievements, and in particular the impacts it has had on Iraqi Kurdish society.

3.2 Partnership approach

NPA partnerships with civil society organisations developed over the years and in the beginning most of the LNGOs were weak. For example, the CDO initially comprised of a small group of committed young men doing work with government security personnel. The NPA worked closely with them for

many years and helped them. Today they are one of the largest LNGOs. Another example is the close partnership developed with the local woman's organisation Asuda which enabled them to grow significantly over the years.

NPA's partnership approach entailed the following elements: Before embarking on new programs or projects, NPA would undertake a stakeholder mapping exercise of LNGOs to gauge which were working in which specific thematic sectors or in similar. Once LNGOs were identified in this feasibility like study, an organisational audit of their skills and capacity to perform was undertaken. Then NPA would work with the partner organisation to assist in drafting a proposal, which with subsequent proposals the LNGO would submit without assistance. Submitted proposals to NPA would then be discussed and re-drafted before being incorporated into the annual proposals sent to the MFA. While NPA staff felt that the process of dialogue in drafting proposals with the partner organisations was both necessary and a learning process in itself if conducted within reasonable time, a number of partner organisations felt that these were lengthy 'negotiations' which led to disappointment when the project was either not funded or funded with a reduced budget, necessitating further adjustments. The call for proposals from partners was made between four and three months before the NPA had to submit its annual plans to the MFA.

Lengthy time delays in approving proposals with the MFA in Norway, created difficulties when trying to synchronise annual programming. An example would be that in 2008, the annual program was sent to Oslo in October of that year and approval was only received in June 2009. In addition to the destabilising effect that this had within the NPA, it created enormous difficulties with their implementing partners who in some cases had ongoing programs and whose fiscal situations were not as sound. Often the problem was exacerbated when the funding available was reduced and this impacted on the operations of partners.

Until 2003 the project cycle for both the MAP and CDP programs was from January to December. After that NPA decided to move the project cycle for both programmes by budgeting running costs for 13 months over some years. The objective was to have a project cycle from April to March in order to be better synchronised with when MFA was likely to grant funds. As NPA reached this target, MFA grants then started to arrive in June, so any gains by shifting the time period was lost. Furthermore, delays in receiving approval had a greater destabilising effect on the MAP program, but also for CDP, as it delayed funding to partners and shortened drastically their project year. Funding from a USA source to MAP could mitigate the challenge of moving the project year, as it provided funding at a very critical point in time, which allowed NPA to stretch the MFA funds. Although out of the direct control of any of the stakeholders, currency fluctuations also impacted on the programs, however in some years the impact was in favour of the NPA and thus indirectly on its partners.

The biggest impact that the budget reductions had was in 2007 when the budget from MFA was cut by 65% compelling the organisation to reduce its staff accordingly. The knock on effect of this was that follow-ups with partner organisations during the implementation phase of projects were substantially reduced and although this did not compromise the various outputs, it did mean that the one area where the NPA added real value to the implementation process – mentoring, had to be scaled down.

The success of these visits under the guise of monitoring was that they in fact were **mentoring exercises for the partners**. Disregarding the fact that monitoring did not occur, it has to be noted that these mentoring visits, were one of the most successful aspects of the partnerships created by the NPA. These weekly meetings included overseeing progress, but also dealing with challenges and working with the partner organisations to find solutions. The design of these weekly visits was developed over time, shifting from an earlier form of policing to the mentoring format. A clear

objective was to build the capacity of the partners and this was one of the tools to facilitate the strengthening of the local partners.

Targeted knowledge and skills transfer workshops, seminars and training were held regularly, and all these were highly valued by participant implementing partners, and it was claimed that these met their intended objectives. However, the site visits had the biggest single effect in ensuring the success of the projects and contributed greatly in the skilling of the partner organisations. Testament to this was the fact that even those implementing partners who subsequently distanced themselves from the NPA and PDA on the grounds that both had become too politicised, were unanimous in their praise of these meetings. They felt that these sessions were based on two-communication where they learnt from the expertise of the NPA staff, whom they also spoke of highly, and that also the NPA staff were receptive to their inputs. There was only one occasion noted where it was felt that the NPA had exceeded acceptable protocols and dictated rather than partnered with the organisation concerned. In this instance an intervention through the Resident Representative ensured that there was lingering resentment.

The mentoring and coaching process was instrumental to cementing feelings of commonality between the NPA and implementing partners. Whereas, partners stated that in some instances the project proposals might have been slightly divergent from their core work, the implementing process, largely through 'monitoring' visits helped create a common vision in achieving long-term outcomes. It was difficult trying to ascertain what precisely a 'divergent viewpoint' was, however what did clearly emerge, from all the organisations interviewed, was that once projects were initiated and implementation was underway there was a unity of purpose between themselves. As such, with the exception of a few organisations that felt that they had been rejected following the formation of the PDA and the scaling back of relationships with many of the partners, they expressed high satisfaction ratings of with the NPA. With the exception of a couple of organisations satisfaction ratings with the PDA were also positive, although not at the same level as with NPA. Further probing would tend to suggest an inherent bias (and perhaps rivalry) against the PDA on account of it being a local organisation as there was no evidence to suggest that this was performance related.

The aim of establishing the PDA although multi-faceted was synthesised by staff as being created to:

- Make sustainable the work and impact of the NPA when it eventually leaves Kurdistan, by ensuring that there is an organization left with the same quality of work and capability of staff.
- 2. Ensure that this continued work remains party politically non-aligned.

Meanwhile, what has been stated in this report is a reflection of the fact that PDA was the whole CDP moved out to become one organization. The plan was to continue supporting PDA, but gradually to withdraw from the status of only supporting PDA.

With regards to the fact that there were no evaluations – 'simple assessments' were undertaken, at the end of the projects, it was claimed that the size of the budgets did not allow for them and as such they were not undertaken.

All of the above, and specific questions as to whether the NPA worked as a true partner rather than a donor or prescriptive organisation were unanimous in stating that there was a true partnership. The partners valued the NPA for a number of reasons: firstly: NPA responded quickly to the needs of Iraqi Kurdistan, secondly: for boldly challenging the status quo (human rights, gender, democracy, education, etc.), thirdly: for working together with LNGOs and civil society and not being prescriptive

and fourthly: for having made a **long-term commitment**. With regards to the latter comment, a number of other international organisations were mentioned for having come into the region worked for a few years and departed, and although all help was welcome, the enduring relationship of the NPA more so. There was a fifth reason and that was for the injection of fiscal resources into the program areas. The word 'value' was often used in describing the partnership and the concept of creating 'space' to work within was alluded to.

Correlating discussions by these respondents and with the Head Office in Oslo, the review team concludes the following:

- Aspirations of partner organisation could have been better managed to allow for the
 possibility that funding might not have been forthcoming. In addition, when funding was not
 forthcoming, more effort could have been made to meet with the partner organisations and
 discuss reasons and maintain better relationships.
- Projects themselves did not have a proper phasing out strategy that followed a set protocol
 against which the NPA could check that all the necessary steps were taken to ensure the
 minimum disruption (or even damage) with partner organisations

Staff of both the NPA and PDA was questioned as to the modalities of their engagement with the communities where NPA/PDA projects were either being implemented through partners or directly. Their responses correlated with the observations of respondents from the partner organisations who were unequivocal of their praise for the liaison processes between communities and the NPA, sensitization practices and social inclusion mechanisms. There was little recorded evidence of actual processes and already some of the institutional knowledge of the NPAs practices in Iraqi Kurdistan are being lost. The current documentation which is mainly project proposals and annual reports tend to be factual and repetitive and there has been no inclusion of successes related to process and practice. The NPA should consider this in future programs.

3.3 Collaboration and coordination

3.3.1 National authorities

The relationship with the national government should have started in 1995/6 but because the NPA was considered a forbidden agency in Iraq and in the country without permission of the central government there was no relationship at all. After 2003, an NPA office was opened in Baghdad as part of the emergency program - the Explosive Ordnance Disposal (EOD) office and a relationship was created with the central government's Directorate of Civil Society, which was responsible for handling all civil society organisations including international and LNGO. The relationship with the national government was good and the EOD initiated clearance activities in a number of different places in the central part of Iraq. With the rise of terrorist activities and the office in Baghdad being attacked on a number of occasions, the office was closed down less than a year after opening and all the equipment and vehicles were transferred to the MAP in Iraqi Kurdistan. Registration continued to be undertaken through the Ministry of Civil Society in Baghdad.

After 2003/4 the NPA also started to explore human right program activities in central and southern lraq, and the incumbent Minister at the time was favourable to the work that NPA was doing, This included supporting small projects for people affected by the genocide and initiating advocacy work on women and violence against women in the whole of the country. The second project was the Human Rights Education project which was initiated through the Ministry of Education and an initial cooperative relationship changed with a change of Ministers and the relationship collapsed

altogether. By 2005 increasing threats posed by the unstable terrorist activities in the country brought these activities to an end.

The overall relationships was then limited to activities which were continued in the Mosul, Kirkuk and Diala areas which centred around capacity building of LNGO and CBOs, not just from these areas but also the rest of Iraq. The NPA still continues to receive permission from the National Government to work in Iraq.

3.3.2 Local authorities

Local government relationships were and remain more complicated than at the national level and were also initiated in 1995/6 with work on the hardware project concerned with resettlement, distribution of resettlement, health clinics, education, etc. The relationship with the then one authority in the KRG was good and relatively simple. However after the civil war broke out there were two separate administrative areas and the relationships became more complicated. The NPA had to work with the two government administrations in each of KDP and PUK areas. In the KDP areas the NPA has had to work with their Ministry of Humanitarian Assistance and Cooperation and in the PUK area, the Ministry of Relations and Cooperation. Both have general directorships of mine and civil society and the NPA had good relationships with the mine directorship and a more difficult one with the civil society directorships. However, the relationship differed. With the PUK government is was more relaxed than with the KDP government that would like to confine the activities to infrastructural support. To this end the KDP has granted the NPA funds to supply micro turbines, but have continued to resist any attempts for the NPA to expand their CDP, albeit the NPA operates there.

Those components of the human rights program that involve security forces attending human rights courses have been partly boycotted by the government. Originally this program was started in PUK area, when there were two administrations in Kurdistan, where the PUK as a local authority both at party and governmental levels supported the project and especially as it was implemented by CDO, an organization considered to be pro PUK. Following the 2004 reunification of the KRG into one administration unit the NPA struggled to extend the implement of this project in the rest of the region. One of the suggestions was that the KDP did not want the CDO to be an implementing NGO and as such curtailed most of activities initiated by them. The NPA then strategically started to shift this project to the PAO, which was active in KDP area, but the KDP continued to resist and never allowed the PAO to implement this project. These dynamics together with increased funding for other projects led the CDO to decrease their cooperative agreements with the NPA.

The resistance by the KDP administration continues as the PDA has still to register in the KDP albeit they are allowed to work to the extent so long as they 'do not make difficulties for the system'. Most of the NPA projects are also found there but are conducted under scrutiny. Unfortunately, since 2006 the situation started to deteriorate in the PUK areas as well. This begun as the government started distancing themselves from the NPA. From 2007 the relationship with the government in both areas has been official but not strategic. The latter was undertaken directly at the political party level were relationships were more personal and there existed a great scope to manoeuvre.

Another complicating factor was that sometimes Institutions, Directorships and Ministries in the two respective areas could not agree on specific positions, or on agreements made with the other. One example relates to an initiative by Buskerud University College, located in Drammen, Norway. The initiative was to locate a Human Rights education program at the tertiary level targeting civil administrators. A total of 60 students mostly from civil administration of both areas were enrolled., The course took place at the University of Sulaimaniyah. The KDP however, when realising that no

parts of the course were undertaken in their area, withdrew permission for students from KDP controlled administrative bodies to attend the course. Subsequent to the course being completed, the Minister of Higher Education in Erbil has refused to meet and discuss the course.

Perhaps the single greatest threat that the NPA posed to local government came with their involvement in helping independent media and journalists. This was perceived as a direct threat to hegemony of news and political opinions and has resulted in both governments perceiving the NPA as one of the fronts of the Goran Change Movement. This is certainly not going to endear the NPA to the government. Furthermore the creation of the PDA as an LNGO, supported from abroad and independent of government influence, was seen as yet another threat, particularly if this was to become a template for other LNGOs. It comes as no surprise therefore that the hardening of local government against the NPA coincides with the era of the growth in the independent media and the formation of the PDA.

3.3.3 Other NGOs/CBOs

The NPA, has enjoyed good working relationships with most of the LNGOs and CBOs in its areas of operations – this regardless of the political affiliations of the latter. In addition to the civil society capacity building program, there is evidence of regular trainings and work shopping across all the programs. Likewise staff both at the NPA and PDA pointed out that they were regular attendees at similar events held by other NGOs and CBOs. Dissemination of learnings was also inclusive, but it was reported that these were generally not well attended, particularly of late. This was attributed to the workloads but also eluded was the fact that the general networking amongst NGOs in Iraqi Kurdistan was not good.

The review team question the fact that there were no viable networks of LNGOs coalescing around specific thematic work, for it was felt that partnerships should not just have been unidirectional between the NPA and the implementing partner, but multi-directional within fora of interest. This would be particularly important in terms of diffusion knowledge quicker, sustaining interest through collegial relationships and not always with a funder, giving greater unison of voice where advocacy and lobbying was being undertaking and establishing a movement rather than a disparate set of organisations working in individually. The response to this from the NPA and PDA staff and the implementing partners was identical: 'in Kurdistan networks do not work' and this was because 'NGOs have problems working with each other', alluding to the competition of scarce resources and ring-fencing operations.

This should be of concern to the NPA, for a number of reasons. Firstly: it has to be questioned as to why its partners who are working towards creating a socially inclusive and cohesive society based on human rights principals, are unable to work in a sustained manner with each other, secondly: if the overall objectives of the NPA are to be achieved, they will come from a union of efforts and not from a disparate group of NGOs, and thirdly: the types of programs that the NPA engages in must surely include the creation of networks amongst NGOs and that these networks need to be strategically planned for and resourced if they are to succeed.

3.3.4 International organisations

NPA have engaged in partnership and networking with a number of international organisations, especially following the war in 2003 when there was an increase in the number of international organisations working in Iraqi Kurdistan. As to the knowledge of the review team, NPA have undertaken work with Solidar Andalucia and Swiss Labour Assistance (SLA); engaged in projects with UNHCR on peace building among returnees in Kirkuk; with UNESCO on awareness raising before

elections; with UNDP on capacity building for local NGOs in Iraq; and undertaken evaluations for UNICEF in Erbil, Arche Nova and Mercy Corp in Khaneqin. The NPA tried to utilise these additional funds sourced from other agencies to create a greater coherence around this program and from anecdotal evidence given by NGO's that the review team spoke to, this was largely successful.

In addition to the international organisations they worked directly with on projects, NPA have had close and good relations with a number of other international organisations: with regards to mine action they had close relations with Handicapped International and Mine Advisory Group; with 4Rs regarding beekeeping and resettlement projects at the end of the 1990s; with Save the Children UK on literacy and child protection, with Dutch Consortium on income generation with Help Age on arranging meetings and facilitating organizational policies; with Heartland Alliance on discussing organisational values; participated in activities with the Oluf Palme Center in Erbil; and had cooperation with Wadi International regarding gender based violence and the establishment of the Asuda organisation.

3.3.5 PDA

An internal NPA strategising session held to discuss how the work of the organisation would continue after the NPA left Iraqi Kurdistan came to fruition with the founding of the People's Development Association (PDA). A staff led process resulted in the organisation being licensed in 2007 to operate as a free standing entity. Since its inception the PDA has worked in the areas of: 1) human rights education; 2) human rights monitoring; 3) Women Can Do It project; 4) Assisting centres for combating violence against women in Kalar and Raniya districts; 5) combating pressured marriage; 6) capacity building and formation of youth grooups; 7) Evaluation for youth cultural centres; 8) Journalistic work promotion and capacity building and 9) Raising cultural awareness and institutionalizing gender equality. All these would be elements of work that the NPA would have initiated in one form or another and are being continued by the PDA. (More detail on the process can be found in Annex IV).

3.4 Institutional issues - NPA

3.4.1 Relationship between NPA's head office in Oslo and the country office

Given NPA's 15 years of engagement in Iraqi Kurdistan, the relations between Head office in Oslo and the country office in Kurdistan has fluctuated and changed during this period. Because of this long time span and the change of personnel both in Kurdistan and Oslo the review team has not been able to track changes in this relation in great detail. However, to the review team it seems like the Kurdistan program at times has been given low priority by NPA Head Office. Although this might have changed in recent years, the reportedly rare visits by Head office, and especially by the Mine department, contributes to this impression.⁶

Local staff did not report any disagreements with HO, and were generally satisfied with the relation. They reported that HO gave the country office space to develop their programmes, having sufficient confidence in their work not to go into detailed planning. The review would concur that with the exception of better documentation and the issues relating to monitoring and evaluations, the HO's confidence was well placed. What staff felt was lacking from HO was more systematic capacity

_

⁶ Halle Jørn Hanssen, Secretary General, visited in 2001, followed by the first visit of Nils Røhne, the Head of International Department in 2003 and then the next visit from management in International Department was six years later in 2009. The Head of the NPAs Mine Action Department has never visited the program.

building, especially in regards to fundraising. Further, they also requested more exchange with NPA's programs in other countries.

3.4.2 Risk Measures and Management Strategies

The review assessed risk measures and management strategies at the local level but also included an overview of head office support and control functions. At the local level risk management systems in relations to their partnership agreements were in place with appropriate check back mechanisms at all stages of each project cycle. Internally, the only area of concern that the review team identified was the nature of the working relationship between the organisation and the program managers. It would seem that in embedding the programs into Iraqi Kurdistan, a large component of the decision making process was located within the remits of the MAP and CDP managers. This is vital if the programs were to have succeeded and also for the continuity of the programs post NPA. However, it seems that perhaps too much leeway and at times too little support and guidance were given to the two local managers.

Quite clearly, given the stop-start nature of MIR and the fact that it finds itself a decade after deciding to become a local entity designed to take over the NPA work, and after the NPA ceased budgetary support, without a business plan and a weak Board-management structure. Cynics would argue that this might have been manipulated by the MAP manager to ensure continues control of the project, and the review team took this view in challenging the issue. However, it became clear that this was not the case and that there exists a genuine will for the organisation to succeed. NPA should have had a greater awareness and offered more support in the transition phase, even if it meant intruding in a domain considered to have been a national one, to ensure a better product/outcome. Phasing out programs and/or transforming programs to local organisations are issues closely related to NPA's core area of work with organisational development of partners, but not necessarily widely reflected on.

Likewise the CDP manager was given a wide scope to create the various program components within the overall objectives of NPA's strategy in Iraqi Kurdistan and internationally. A wide interpretation can be given to democracy making which can differ between different bodies. There is no evidence to suggest that at any stage the CDP manager exceeded his mandate, but at times this was stretched. Furthermore, given the delicate political nature of society in the KRG area, having the CDP manager front most initiatives, although laudable in terms of having a local face, also left him open to risk, finally evidenced by his abduction and eventual relocation outside the country. It must hastily be added that there is no insinuation whatsoever that the NPA is to blame for this, however, better checks and balances from Head Office and the Resident Representative should have been in place. Interviews with disaffected ex-staff, LNGOs, civil administrators and others continuously made reference to the CDP manager and his alleged political ambitions which were anti-establishment and blamed him for the policy direction taken by the NPA and PDA. The review rejects these allegations but notes them and would urge that in the future the NPA is more sensitive to these issues. Perhaps a lesson to be learnt is that the CDP, and for this matter MAP, have relied on the leadership of one person for too many years, leaving it vulnerable should something happens to that person. It was argued that attempts were made to find persons to assume some of the responsibilities but these were not successful. Notwithstanding the fact that the leadership shown by both program managers has been exceptional, It is difficult to accept that suitable persons could not be found to support them.

A review of programming and project proposals and in interviews with NPA staff past and present there was evidence to show that conflict assessments of individual programs were undertaken and that conflict sensitive programming occurred throughout the life of the program. However, what should not be underestimated is the fact that the nature of the CDP meant that in some instances the programs and projects initiated were catalysts for creating conflict. Embarking on human rights and democracy, gender and violence against women, youth enhancement and independent media programs threaten vested interests and political or traditional elites. The result is that conflict situations will arise and that these are necessary if the status quo is to be altered to reflect a more democratic and equitable society in the region. Therefore, given the nature of NPA's international work this is unavoidable, however what is pertinent is whether NPA took steps to mitigate against these risks. There is immediate evidence in the various documentation that outlines the risks and what strategies would be employed to mitigate t them.

However, one issue that does not seem to be well covered is how NPA ensured that - when manoeuvring in the complex political landscape in the area – its programs and staff did not support party-politics, and if it did, there was a need for balancing between the different parties. Related to that, the team was concerned about the fact that NPA did not have direct instructions for how staff should act if wanting to run for political office. The team encountered a situation where a staff held a NPA position while at the same time was preparing to run for elections. Apart from that, interviews with staff did suggest that detailed discussions were had and that staff was relatively well prepared to deal with these conflicts.

There was no explicit anti-corruption measures neither evidenced as free standing documents nor incorporated into any of the programming. There is however an NPA Anti Corruption policy that suffices to cover this issue. It should be noted however, when this document was requested, there was none readily available and had to be downloaded off the NPA website. As an aside issue, it is suggested that the NPA review point 2.2 Zero-Tolerance Policy and change the wording in the second sentence to reflect what it means to read: "This means that NPA disapproves of all conduct that can be termed as anti-corruption."

The review did not undertake an audit of the finances, but KPMG audits that were made available do not suggest that there have been any financially corrupt practices. Corruption can take on other forms such as exchanging favours for influence or positions that have financial or other benefits in the long run. Disaffected ex-PDA staff made strong allegations about particular members of the NPA and the PDA, and referred to documentation submitted on September 25th 2008 to the resident representative which detailed allegations amongst other issues of corrupt practices. This was dismissed outright in a response on September 28th 2008 as being frivolous and without any substance. The review team spoke to five of the seven ex-staff and they continued to insist that their version is true whilst three senior members of the current NPA and PDA staff claimed otherwise. The review team neither had the mandate nor the time to deal with this issue suffice to understand the process and concludes that the response by the resident representative at the time, no matter how justified it was in terms of the allegations, should have been better dealt with through an investigative process. Depending on the outcome, this might not have necessarily eliminated continued criticism; it would at least have resulted in a definitive proof of the outcome.

Systems and management procedures in NPA to ensure institutional learning and accountability are poor, and although there are numerous records of notes of meetings that are a form of documentation, in the absence of formal reports dedicated to recording the process and outcomes of particular initiatives, such as the founding of the PDA and MIR limit the ability to disseminate learning's. However, one of the failures of the programs is the inexcusable fact that there were no independent evaluations of projects undertaken. It should be noted however that in addition to regular project reviews with partners, a few internal evaluations were undertaken, some together with the partners i.e. Khansad and Asuda, but these were local assessments in Kurdish whose final reports were poorly documented and not disseminated.

Indeed, the fact that 10 years passed since the 2000 MTR, is testament to the fact that these received a very low priority. In fairness to the latter point, the NPA had been asking the MFA for such an evaluation for a number of years now. Both organisations would need to review their operations with regards to this issue.

3.5 Relations with MFA

Norway's Ministry of Foreign Affairs has been NPA's main donor from the beginning in 1995. From 1995 through 2008 MFA funded NPA's activities in Iraq with a total sum of 129 million NOK.

For the review team, a question that was raised from the beginning was why NPA was funded over the humanitarian budget, while the programmes in Iraq mostly are directed towards long term development of civil society.

Initially NPA's work in Iraq was focused on humanitarian mine action and funded over the humanitarian assistance (HA) chapter in MFA. However after 2002, the country program has been largely directed towards long term development of civil society, but continued to be funded by the HA with elements of the funds from the Peace and Reconciliation section in MFA. The reason for this paradox is MFA's pragmatic approach of utilising funds where available. A second explanation might be found in the fact that there is no clear Iraq strategy underlying the funding of NPA and other organisations such as Norwegian Church Aid and/or Norwegian Refugee Council in Iraq. In general Norwegian funding to NPA and other organisations in Iraq over the humanitarian budget has declined.

For Iraq in general, it was argued in the 2009 national budget that as a country with a persistent humanitarian crisis, Iraq is one of the prioritised geographical areas where humanitarian aid should be maintained over time. While it can be disputed whether the situation in Iraq in the last years can be characterised as a humanitarian crisis, and this is certainly not the case in the Kurdish north, the funding of NPA and other organisations in Iraq over the humanitarian budget must be regarded as a pragmatic approach. However, in the 2010 national budget there seems to be a realisation that funding should be channelled over a different budget line when it is stated that "for Northern Iraq the need is first of all for long-term development aid rather than humanitarian assistance." With regards to NPA in Iraq, this is clearly also the recommendation from the review team, that funding should be made more in accordance with NPA's civil society strategy, and that this should have a long-term perspective, implying multi-year funding in order to increase predictability when planning projects with partners.

Although there is a lack of a clearly formulated Iraq strategy, the priorities in MFA's humanitarian policy is clear. From policy documents, like "Norway's humanitarian policy" (2009) and from talks with the MFA it is clearly two areas which has priority for the MFA, that is human rights and women's rights, including fighting violence against women. Since NPA phased in their new strategy after the 2000 evaluation, with a focus on building civil society and democracy, human rights and women rights programmes have been two areas that most of their projects have been related to. In this sense, there is a clear relevance of most of the projects NPA in Iraq currently is involved in with regards to priorities in Norway's foreign policy.

_

⁷ Prop. 1 S (2009-2010)

Another aspect of the relation between NPA and MFA which should be mentioned is that NPA for many years was the only Norwegian organisation working inside Iraq, and for this reason also had a value for MFA as an information source. Between 1996 and 2004 there were according to NPA no visits to Iraqi Kurdistan by MFA. In this period there would have been an information vacuum if it was not for the presence of NPA. It should also in this context be noted that NPA has facilitated contact and helped many Norwegian citizens in Iraq, tasks that are usually taken care of by embassies and consulates.

Although this review does not assess the advocacy work of NPA, it should be highlighted that an important part of NPA (funded by MFA)'s work has been to advocate for and promote the ratification of the International Mine Ban Treaty (from 1997). The Republic of Iraq acceded to Treaty in 2007, and became a State Party on February 1st 2008.⁸ Iraq has also signed the Convention on Cluster Munitions, CCM, which prohibits all use, stockpiling, production and transfer of Cluster Munitions from 2008,⁹ but not ratified it yet. On 17th February 2010, the 30th states ratified the convention (Burkina Faso and Mali) and thus enabling the Convention to become part of international law from 1. August 2010.

3.6 Unintended consequences

Though unintended, support to independent media, human rights issues, gender and youth support has led to NPA being seen by some as supporting opposition to the existing political powers. This has increased after the emerging political opposition and the Goran Change movement since its establishment in 2007. This has influenced the manner whereby other political parties, the government, civil administrators and some LNGOs perceive the organisation and its work.

It is important to see this in light of the fact that until the Goran Change movement was established, which is not a political party, there were two dominant political actors who were in opposition to each other. This created a symbiotic balance of power wherein there was room between the two for independent actors to motivate for democratic change. However, over time the two dominant political powers became more aligned resulting in a narrowing of the independent middle ground and any opposition or even critique of either of the dominant political actors was interpreted as being in direct opposition to them, and as a consequence as direct support to the newly established opposition movement, Goran. It is within this paradigm that the NPA has been operating and at times been perceived by the dominant political parties as being in opposition to the State and by implication in support of Goran.

As the review was being undertaken, there have been outreach meetings with the Resident Representative, as well as a Head Office delegation (Feb 10th 2010) where meetings were held between the Head of the NPA International Program Department and KRG government and various KRG party officials to clarify the NPA's role and remit in the area. By all accounts there seems to be a thawing of this opinion amongst the power brokers.

⁹ The Convention become binding by international law when it entered into force on 1 August 2010. Iraq has signed. Source: www.clusterconvention.org

⁸ The deadline for the destruction of all stockpiled antipersonnel mines is February 1st 2012.

4 Overall assessment

Based on outcomes in chapter 3, this chapter assess the results according to the defined review criteria of efficiency, effectiveness, relevance and sustainability.

4.1 Efficiency

A great number of projects were initiated and implemented since 2003 and the review concludes that the overwhelming majority have completed their project cycles as per the original proposals, usually meeting their initial targets within deadline and budget. In some instances projects were completed under budget, however, for the main part, this was because of currency fluctuations in favour of the projects.

The NPA team felt that although original budgets submitted to the MFA in the project proposals were often cut, the team re-organised the project outputs to best fit the reduced budgets without compromising the originally intended outputs. In some instances this caused problems with the implementing partners as they had unilaterally initiated activities based on original proposals, but largely through to 2007, these problems were contained. After 2007, the NPA worked increasingly less with implementing partners and these dynamics ceased to be issues.

The review team was informed that in a number of projects the concept of 'flexible budgeting' was used with regards to non-designated activities, which would mean that un-planned costs that might have arisen were dealt with by shifting around planned expenditures between line items. It was noted that there were no cases where this resulted in an overspending of allocated budgets. Indeed, in an attempt to ensure strict fiscal responsibility, final expenditure would come in under budget.

Internally, within the NPA savings were made on under-spend in management and administrative costs, and although it was unclear whether these were because of time lags related to annual staff increments which were set by he 'NPA system' or because the original budgeting was too high. There was insufficient time during the mission to try and measure the accuracy of internal operational costs and compare this against forecasted budget costs in order to determine whether real savings were made because of prudence or whether the original budgets were over-inflated. There were some instances where the original budgeting might have not been entirely appropriate and the income generation projects of the Rural Rehabilitation Program could have been better financially resourced to meet the challenges at the time. More recently, the PDA has noted that it is struggling with available resources to sustain the levels of gender training necessary to ensure that there is an acceptable gender balance at all levels in the organisation.

All implementing partners interviewed stated that the set-out timelines and deliverables were comfortable and the few delays that were experienced related to the purchase and delivery of equipment. There was a dichotomy of view points relating to the efficiency of the implementing partners to ably implement, manage and sustain outcomes, with the partner organisations claiming that they were well able for the tasks and the NPA arguing that capacity building within the LNGOs was a necessary and ongoing process in order to achieve the desired outputs. Regular, usually weekly, site visits by NPA staff went beyond simply recording progress and an enormous time and effort went into mentoring staff at partner organisations on a variety of different aspects relating to the projects. This was all undertaken under the auspices of monitoring where the NPA was as per its project proposals obliged to have created indicators and tested the progress in achieving these

through a set monitoring framework. This was not undertaken for any of the projects in any systematic and acceptable framework; instead, monitoring was in actual fact mentoring.

Disregarding the concept of monitoring and focusing on mentoring, the review notes that this was one of the most successful aspects of the partnerships created by the NPA, albeit unintended. Targeted knowledge and skills transfers workshops, seminars and training were held, and all these were highly valued by participant implementing partners, and it was claimed that these met their intended objectives. However, the site visits had an enormous effect in ensuring the success of the projects. The implementing partners, including those who subsequently distanced themselves from the NPA and PDA were unanimous in stating that these sessions were based on two-communication where they learnt from the expertise of the NPA staff, whom they spoke of highly, but that also the NPA staff were receptive to their inputs. There was only one occasion noted where it was felt that the NPA had exceeded acceptable protocols and dictated rather than partnered with the organisation concerned. In this instance an intervention through the Resident Representative ensured that there was lingering resentment.

Weekly meetings included overseeing progress, but also dealing with challenges and working with the partner organisations to create solutions. NPA staff (some now at PDA) also acknowledged this as helping them learn and use these learning's in their ongoing work. This process was also instrumental to cementing feelings of commonality between the NPA and implementing partners. Whereas, partners stated that in some instances the project proposals might have been slightly divergent from their core work, the implementing process, largely through 'monitoring' visits helped create a common vision in achieving long-term outcomes. It was difficult trying to ascertain what precisely a 'divergent viewpoint' was, however what did clearly emerge, from all the organisations interviewed, was that once projects were initiated and implementation was underway there was a unity of purpose between themselves. As such, with the exception of a few organisations that felt that they had been rejected following the formation of the PDA and the scaling back of relationships with many of the partners they expressed high satisfaction ratings of the NPA. With the exception of a couple of organisations, satisfaction ratings with the PDA were also positive, although not at the same level as with NPA. Further probing would tend to suggest an inherent bias (and perhaps begrudgery) against the PDA on account of it being a local organisation, as there was no evidence to suggest that this was performance related.

All of the above and specific questions as to whether the NPA worked as a true partner rather than a donor or prescriptive organisation were unanimous in stating that there was a true partnership. The partners valued the NPA for a number of reasons: firstly: having been quick to respond to the problems of Iraqi Kurdistan, secondly: for boldly challenging the status quo (human rights, gender, democracy, education, etc.), thirdly: for working together with LNGOs and civil society and not being prescriptive and fourthly: for having made a long-term commitment. With regards to the latter comment, a number of other international organisations were mentioned for having come into the region worked for a few years and departed, and although all help was welcome, the enduring relationship of the NPA more so. There was a fifth reason and that was for the injection of fiscal resources into the program areas. The word 'value' was often used in describing the partnership and the concept of creating 'space' to work within was alluded to.

With regards to the staff of the NPA, there were individual recriminations against specific staff members, all of which were diligently tracked and investigated by the review team, but none of which would be relevant to the implementation of the program. Overwhelmingly, the staff of the PDA were positively spoken.

Reverting back to monitoring and evaluation of projects, it has to be unequivocally recorded, that although there was monitoring, it was not as intended in the project proposals and there is no record of stated indicators benchmarked and tracked. In addition, there were just two evaluations made available to the team, from all the projects undertaken within the programs. The project proposals clearly state that joint evaluations would take place at the end of projects, and although the fact that external evaluations were not planned for could be questioned, only the above mentioned internal evaluations were undertaken.

Implementing partners were asked whether the priorities of the NPA program where too ambitions or diverse, and although the majority responded that they were not, they also qualified their responses by expressing a lack of knowledge with the regards to the entire ambit of NPAs projects. The same was true of the other respondents in the other interviews. Reflecting over the program components, it is the review teams opinion that various components of the project complement each other, although there would seem to be no logic for separating the gender and violence against women components. It would be unfair to comment on whether the program was over ambitious because of the need for such work in Iraqi Kurdistan, however against the resources made available to the NPA, the review team would concur with the NPA and PDA staff to say that the fit between the two worked.

The NPA has a mixed record of developing and using of any communication material, handouts, guidelines, etc. having successfully produced handouts and other communication material targeting beneficiaries but less so on reporting and documenting experiences. With regards to the former, the PDA has been very energetic in compiling handouts describing what they are doing and also communicating messages to the audiences they are trying to reach. Furthermore, the PDA through its two websites is using technology to reach out to those sectors of the population that have access to the web and can assimilate the information on hand. This information targets skilled recipients but in a manner that conveys both the message but is also informative and learning.

The NPA has a poor record of documenting findings and processes across all of its projects. At the core lies their failure to undertake evaluations at the end of project cycles and annually of their programs. Part of this failure must also be attributed to the fact that funding requirements from the MFA did not insist on this happening and pertinently did make the necessary budget allocations available for the NPA to affect this. As a result much of what the NPA has achieved has not been recorded and many of the learning's that could have been of use in other program areas lost.

There are also deficits' regarding the communications strategy of the NPA, with very little being incorporated either in their annual plans or reports. It would seem that the organisations did not prioritise this focusing on delivery instead, and although this is laudable particularly given the dire situation in Iraqi Kurdistan. However, and in retrospect it is difficult to measure, but the lack of strategic communications limited the messages that the NPA could have been conveying, not just within Iraq, but elsewhere as well. It is difficult to surmise what impact these might have had, namely arousing interest of other funding and development agencies, creating greater solidarity internationally, and championing the NPA and partners work, etc. but it does leave the reviewers wondering what if there was a targeted communication strategy.

4.2 Effectiveness

This section looks at each of the programs individually and within each those strands that the review team managed to investigate during the mission. The goal of the Human Rights Education projects, namely to establish human rights as a subject in all schools in KRG area, has been achieved. This in

itself was pointed out as a success by all people we interviewed on this subject. However, shortly before the start of the review, the Ministry of Education had announced a plan to merge the human rights subject with other topics together in one subject on civil society. There is the justifiable fear that the human rights component in the future would only make up a minor part of the new subject and to this end a number of organisations involved in the program had signed a letter of concern to the Ministry. Notwithstanding this the lack of teachers qualified to deliver the Human Rights program and an inconsistency between the teachers behaviour and the principals they were teaching, are a major impediments to its long-term success. The plan to expand the project to the whole of Iraq has not been achieved. Changes in the central government after the 2005 elections disrupted the original understanding with the Ministry of Education in Baghdad, and an expansion outside the KRG area has still not been achieved. According to the PDA, the project has been expanded to Kirkuk and there are now plans to expand the project to other areas bordering KRG area in 2010.

In the gender program, goals against planned activities like training and awareness courses and airing of radio programs were achieved, however the long term goal of raising gender awareness in the whole society is at this stage only partly achieved. This is due to the understandably lengthy time it has taken to convince the government to both take and highlight gender issues more seriously than in the past. The program has not been without problems, specifically with that component that has been transferred to the PDA, as LNGOs are more reluctant to accept their authority on the issue as opposed to the NPAs.

There have been some notable success and the most recent being the introduction of the Women Can Do It project in this program, an example of a timely introduced component. Currently focusing on enhancing women's participation in decision-making positions in ministries and parliament, this project run by the PDA has attracted interest by the Prime Minister in KRG. He has consequently contacted the PDA for assistance with his plans of setting up a High Commission for Women's issues.

With regards to gender mainstreaming, the NPA and PDA both reported that gender was an issue that was discussed and taken into account in all their programmes, however the review did not find ready evidence of this in the activities of the programs. Closer to home, the staff ratios within the NPA in the past and currently within the PDA are skewed in favour of males. This was justified by the claim that insufficient women are available to fit the posts. Trying to recruit women with the right mix of skills and experience was difficult as those in the market tended to veer towards the private sector or into senior positions within the civil administration. It was also felt that some women, who might have been persuaded to join the NPA, were pressurised by family and friends to avoid working for an organisation that has a 'political' profile that at times might place it in opposition to the KRG. Furthermore, there was also the observation, that there were insufficient training resources to upskill women and that the pressures of delivering on projects more often than not took precedence.

Most of the projects under the violence against women program achieved their goals, however, as some were funded for a limited period then discontinued, it is uncertain how sustainable the outcomes are likely to be. There were clear criticisms of this projects which relate to the occasional and especially discontinued involvement. There was no clear feeling amongst the implementing partners that the projects were not on-going ad-infinitum, but rather that they were designed to initiate involvement and that the partners had to either ensure that the Government took them over or that further funding would be found. The general response was that this was unclear and there tended to be an inordinate amount of time criticising the failure to secure funding from the NPA around recent proposals rather than the fact that they were finite projects. The case of Khansad would be a good illustration of this, for although they have secured alternative funding sources to continue their work, they feel let down as NPA eventually phased out working with them.

Some respondent also argued that these issues are amongst the most sensitive in Kurdish society, require building of trust in the target population over time and that it would have been unlikely that alternative funding could be found (although there was little to demonstrate that indeed this was attempted) nor that the Government would be a willing partner so soon. Avoiding Government funding was also pointed out by some respondents as important in order to stay independent and thereby secure continued trust in the target population.

All youth projects looked at in this category achieved their objectives in the sense that they resulted in the planned activities: youth debates, workshops, seminars, formation of youth groups and publication of reports and newspapers. The introduction of different component of this program was timely and targeted well chosen geographic areas. Peace building projects that were introduced in areas with high tension, like in the Hawraman area after the Islamic movement had been forcefully drive out by the Americans in 2003, or in the disputed, multi-ethnic city of Kirkuk with tensions building up especially before the national elections in March 2010 have also been successful.

The partnerships created around youth projects had a greater social inclusivity than others because both the NPA and later PDA successfully incorporated different communities where youth resided within belonged to different political factions. A number of respondents noted, in particular, for all areas, but especially in Kirkuk, the decision to work actively with and include participants from different ethnic communities should be highlighted as an important driver contributing in the reduction of tensions. Moreover, projects seem to have been sensitive to the tensions and conflict dynamics in the communities, and have managed to work effectively within the given limitations.

For the media projects, the objectives set out in the project proposals were clear and comprehensible enabling the various projects to achieve their objectives. The design of activities did achieve their goals, namely publications or equipment supply to the beneficiaries, whose newspapers, magazines, communiqués and radio programs did reach the targeted audience. Indeed, it could be said that they reached audiences wider than initially intended, both in terms of their spatial distribution but also in terms of their audience. Interviews with politicians and senior administration personnel in Erbil and Sulaimaniyah claimed to read these, particularly where correspondence from the public was printed. Interestingly, many respondents from political parties and the civil administration felt that these publications provided a perspective that politically aligned media did not make available to the public.

The NPA has to be credited with taking into account both political and social changes in Kurdistan specifically and Iraq generally when adjusting programs or program components to reflect both societal challenges and changing conditions. The introduction of program components was timely as it took into account both public and community dynamics whilst working with whatever limitations they faced. Capacitation programs targeting journalists were found to be focused and relevant and are still ongoing in Kirkuk. Local media and journalists have benefited from this program, as has the public at large who have been beneficiaries of the journalists and independent media's efforts.

The IDP projects were very ad hoc but they served a humanitarian need that was very acute. It was felt that the NPA programs improved on their existing work by adding value and quality to their overall delivery process. Partnerships were created with organisations that had existing track records and all objectives were met. These projects, as with the youth projects were also successful in mobilising communities at large via a socially inclusive and participatory approach. Community beneficiaries argued that both they and in turn the NPA were receptive to each others needs and delivery mechanisms and they (the communities participated wholeheartedly in the projects).

4.3 Relevance

Women's rights, youth issues and to a lesser extent the independent media in Kurdistan and Iraq are very under developed and fragile and the understanding of democratic and human rights principals is very low. Despite the criticism of some of the aspects of the programs and problems mentioned, there is little doubt about the relevance, appropriateness and timeliness of NPA's programs.

Targeting those components of society that can affect change, like people in power, politicians, officials, police, etc. was the most obvious thing to do. The interventions of the NPA have created the space for democratic forces to improve the situation for the future. Most of the people in positions of power in Iraq today were raised during the Ba'th era in Iraq, and/or during an era where the country was at war, was undergoing internal conflicts and traditional power structures were reinforced. Shifting this mind set was never going to be a simple task and the dual strategy of targeting this group directly and capacitating civil society to enable them to mount and sustain an ongoing challenge to current hegemony of thought maximises the relevance of the NPAs approach.

On women specifically, with the exception of the Women's Study, the lack of empirical baseline evidence makes it hard to assess to what extent interventions has been based on local needs and priorities¹⁰. However, as Kurdish society has been and continues to be a strong patriarchal society there is little doubt that challenging and advocating for change in favour of greater equality is relevant, and certainly appropriate and timely. What should also not be under-estimated has been the ability of the NPA to operate within an environment where some powerful stakeholders would be explicitly antagonistic to these objectives. Much of this success lies in the earlier humanitarian work, including the MAP that the NPA had undertaken. Its legitimacy as an organisation that is committed to the future of the region, has carried an enormous weight. It remains to be seen that as stakeholders change and conditions normalise, whether this space will continue to remain available.

In assessing relevance of the gender program it would be worth pointing out that the research report on Oceans of Crimes and on Adultery although geared towards highlighting trafficking, prostitution and violence against women, has been widely distributed and read and was cited by a number of the government officials interviewed, as well as the judiciary as having contributed to raising gender awareness in the country. Furthermore, closer to home, women's rights and gender equality is generally a political priority in Norwegian policy, also with regards to foreign policy and humanitarian aid. In National Budget texts and annual allocation letters women's participation in society and support for organisations in Iraq working on women's rights was highlighted as prioritised.

Violence against women is a widespread problem in the Kurdish society, as documented by different organisations, academics and by the NPA in their 2004survey on violence against women. It is also worth mentioning that the problem of violence against women is more pressing in some geographical areas than in others. Thus, choosing to support organisations working in cities, and the areas around, like Ranya, Kallar and Kirkuk is highly relevant and must be said to be based on a sound analysis with regards to local needs.

The youth projects were and are relevant, appropriate and in the context of their implementation timely. There were no other similar projects at the time and indeed today there is still a scarcity of projects targeting youth in the region. Likewise the NPA media and information program was

-

¹⁰ This review is intended to provide some data that could be used as a baseline for future evaluations, and although it fulfils this criteria it would still fall short of what would be required – a dedicated baseline study of the NPAs Women's Program in Iraq.

relevant, appropriate and timely in terms of their design and implementation strategies. They capacitated those components of civil society that have engaged in the principles of democracy building, and their contributions have to varying degrees created assets at the regional and community levels. The same has to be said of the IDP programs.

Promoting democracy in the Middle East region is seen as an overarching political priority for Norwegian foreign policy, and in relation to this keeping a strong focus on the human rights situation in the region. Increased commitment to human rights has lately been highlighted in regards to humanitarian aid. Iraq is in this respect seen as a prioritised country, and projects with an education and health focus, with strong gender components, are prioritised. In light of this the review team was also to have assessed the relevance of NPA's program in regards to Norway's policy for Iraq. This proved more difficult than it should have been because there is no clear strategy underlying the funding of NPA in Iraq. This was covered in Section 4.5., but to reiterate the MFA has no specific country strategy for Iraq.

4.4 Sustainability

In discussing the sustainability of the program, it is essential to separate the PDA and the rest of the partner organisations that the NPA worked with. With regards to the former, ongoing mentoring (monitoring), training and capacity building have left most of the LNGOs in a better position than they where prior to the NPA's involvement in the sector. Local competence and capacity on Human Rights principals which exists today in Iraqi Kurdistan is to a large extent a result of the NPA's involvement. Furthermore, both LNGOs and government departments involved felt that they owned the projects that they worked on and although there are numerous factors to consider, none more important than continued funding, this should to a certain extent ensure the continuation of activities after phasing out of the project by NPA and PDA. However, because of a high level of continued political contentions in Iraq and Kurdistan, this sustainability will be hostage to the ongoing political discourse none more evidence by the change in the minister of education from the PUK to KDP after regional elections in 2009, when the whole human rights subject in schools is in danger of being diluted through a merger with other subjects. Without continued advocacy work by the PDA, with possible support from the NPA, this particular project will in all likelihood be endangered.

Work on monitoring human rights, first begun by PAO failed to create any sustainability whatsoever as the LNGO had problems with the concept of PDA seeing them as a politically aligned NGO which would and indeed resulted in the facing problems with the KDP authorities and many of their information flows drying up. Subsequent to them distancing themselves from the PDA, normal relations have returned. Within the PDA however, work on monitoring has continued and would seem to be on a sound footing. The question that has to be raised here is whether sustainability might be better served if this work is to be spread across to other NGOs rather than being concentrated within the PDA.

The focus on training of trainers in many gender related projects, for example within the Women Can Do It project, was a good strategy for building up competence that is sustainable, at least for a period. Staff of other local NGOs told the review team that they themselves had earlier been trained in NPA courses related to gender. The fact that they now are working in other NGOs using competence on gender they previously got from NPA, shows that this competence is sustained within the NGO community and that it is being used in new projects.

With exception of the projects that were discontinued, activities within this program have been continued by the PDA. Both staff and competence from NPA have been transferred and continue to exist within the PDA. As pointed out earlier, the Kurdish government has started to take the problem of violence against women more seriously. It is possible that the government in the future will take a greater responsibility for running shelters and giving legal and social counselling. However, at this stage these services made available to women depend on continued funding from NPA.

NPA has passed on valuable knowledge and experience to organisations and individuals who they have been involved with. In this sense a lot of the work NPA has done in this program area is sustained through this capacity now possessed by local organisations. One of the organisations, the CDO, who has little or no contact with the NPA anymore, stated that they owed much of their current capacity to the NPA, and that NPA had been crucial in building capacity of their staff in an early phase. Today the CDO is considered a strong local organisation with funding from different international agencies and from the KRG.

Much of the work that PDA has continued to undertake in the media and information areas was started whilst the staff were located in NPA and continued pretty much on track. The competence and capacity within the PDA, was built up by staff who had previously worked within the NPA and so long as funding can be sourced, this component of the PDA's work should remain sustainable. The media work that the PDA undertakes, both in terms of media releases and also the training of new international methods of journalism to journalists both meets an existing need but also creates one, which can only auger well for Iraqi Kurdistan in the future.

With regards to the IDP projects, the issue of sustainability is not that the projects continue, because they were not designed for this, but that the outcomes remain sustainable. Proof of that is that a number of IDP camps have transformed into suburbs and more importantly, the NGO's visited spoke about 'neighbourhoods' It was felt that the communities were now entrenched and although services and utilities remain rudimentary the formation of social capital is well advanced.

There are a number of questions that were raised during the review the first being whether it was realistic to assume that partners could after one or two projects continue the projects, and there would be mixed results pertaining to this. Namely, where partners were already involved with projects similar to those they partnered with the NPA it was easier to continue, but where expertise and thematic areas of work were created by the partnership was less easy to continue. The second question would relate specifically to the violence against women projects and the work being done in women's prisons, which had a number of components such as advocacy, training of prison personnel, human rights awareness, legal support, counselling and also material support. Without doubt, the fact that a women's section inside the prison has been established with good material infrastructure and female guards should be viewed as a positive achievement. The training of guards and the ethos of human rights and dignity that this has incorporated must be seen as having created the foundations of sustainability should future training incorporate human rights modules. Infrastructural support must however be seen as budgetary support to the prisons services and unless there are changes to State allocated budgets, the sustainability of these improved conditions would be doubted.

The nationalisation of the PDA was seamless but not without problems as certain staff jockeyed for influence and position resulting in resignations and redundancies which robbed the new organisation of incumbent skills. Whether the process could have avoided this is difficult to comment on as both the current staff and staff who left held divergently opposing views. Nevertheless, the current staff have continued to undertake work in most of the sectors that the NPA was involved in and with many of the original staff members that had migrated across.

Competence and capacity within the PDA, was built up by staff who had previously worked within the NPA and so long as funding can be sourced, this component of the PDAs work should remain sustainable. The three major sustainability challenges that the PDA faces relate to funding, the changing political landscape and ensuring legitimacy within the local civil society. With regards to funding, there is evidence to suggest that since inception, the PDA has slowly increased the amount of funding it received from the NPA. However, discussions would suggest that replacing the NPA altogether might be an impossible task, resulting in stark choices having to be made as to whether to spread their programs thinly or focus in one or two areas. There is no strategy document that looks at these options, largely because at this stage there is still the belief that the funding relationship will continue for some time yet. In fairness to the PDA, the NPA has not set out any definitive strategy itself. In the long term if sustainability of the PDA is to be assured, they will have to lobby for government funding whilst at the same time ensuring their independence from government ideology. The winds of change blowing through Iraqi Kurdistan might be creating a more favourable climate.

It is the change in the political environment that poses the greatest challenge to the PDA, and of course other LNGOs that hold an independent non party affiliated line. This challenge is twofold, firstly ensuring that the incumbent political powers do not react adversely to it and secondly that should a more progressive political party find itself in government, that it does not subconsciously allow itself to be succumbed into being a service arm for that government.

The third challenge is to continue to ensure legitimacy amongst its peer LNGOs, which thus far has been mixed. There were some LNGOs interviewed that felt that the PDA had not maintained the same standards as the NPA, but on deeper questioning what seemed to emerge was that there are preconceived ideas that local will always be inferior to international. What was encouraging was the fact that some of the LNGOs that have a favourable opinion of the PDA, did not at the outset, but as time progressed have come to accept and recognise the organisation for what it is.

It is these three challenges, along with the individual indicators of program success that should form the basis whereby an evaluative framework can be developed to monitor the evolution of the PDA. This review would have been richer and more affirmative if all the information collected for this was not entirely from interviews with NPA, PDA, LNGO partner and civil administration staff. There were no reports and very few minutes of meetings documenting the process. This oversight means that over time the institutional memory of the nationalisation process will be lost. It is however not too late for both the PDA and NPA to allocate resources towards documenting the history of the nationalisation process.

This report has alluded to the phasing out or exit strategies of the NPA regarding the relationships with its partners, however there is also the issue of phasing out projects and possibly programs. With regards to the partners, the consensus of those partners interviewed was that exiting was very sudden and not planned for. There was a dichotomy of points of view when these organisations were challenged to separate their aspirations from the cold contractual arrangements which were always very clearly articulated. Many of the respondents reviewed their criticism and admitted that contractual relationships that stated finite completions were never breached so from this aspect the NPA acted accordingly. However, the issue of concern was that many of the partner organisations claimed that aspirations were not just on their behalf but also fuelled by the NPA. Again discussion focused on whether there was a fine line between enthusiasm and encouragement by the NPA and an outright promise of a continued relationship. Again this whittled the field down to a few organisations, all of which had rejected proposals who accepted that perhaps they were caught up in the moment.

The issue for the NPA is that there is no strategic document that details how an exit strategy should be affected. There are no set out guidelines, and interviews with staff at the NPA and PDA would suggest that this issue although discussed, was left to their discretion. More to the point however, none of the staff interviewed felt that this was an issue, thus suggesting either that the ex-partner organisations were using the review as an opportunity to vent their frustration or that there was a lack of understanding amongst the staff as to the importance of exiting. The truth probably lies somewhere in-between and this is an area the NPA should look at.

In conclusion, the review would categorically state that the PDA sees an independent national organisation that still has strong links with the NPA but accepts the inevitability of these loosening over time. Within the general sector there is an increasing acceptance of the organisation as an independent national LNGO. Should the PDA be able to continue soliciting funding, then much of the work started and still being undertaken by the NPA and also that now being undertaken by the PDA should be sustainable in the future.

Annexes

Annex I - Terms of Reference for a review of NPA in Iraq

4 September 2009

AI.1 Background

The Norwegian Ministry of Foreign Affairs (MFA) has requested Norad to carry out a review of it support to Norwegian People's Aid (NPA)'s projects in Iraq. NPA has been working in the Kurdistan region of Iraq since 1995. From 1995 through 2008 MFA has funded NPA's activities in Iraq with a total sum of 129 million NOK¹¹. Funding is made available through annual agreements.

NPA is working with local partners with the aim to strengthen civil society and building capacity of local organizations and people that promote social and political change. NPA have been running and/or supporting projects within the following program areas:

- Human rights, democracy and peaceful co-existence
- Gender equality
- Women's rights and violence against women
- Youth projects to enhance youth participation
- Free media and information
- IDP and returnee support
- Humanitarian mine action (by far receiving the biggest share (50%) of the MFA funding)

Projects are mainly managed by local partners. Per 2009 NPA supports nine partner organizations, of which People's Development Association (PDA) receives the bigger part and has the most extensive portfolio. The mine action program is implemented directly by NPA.

AI.2 Purpose of the review

The purpose of the review is to assess the efficiency, effectiveness, results, sustainability and relevance of NPA's more than 10 years of humanitarian and community development assistance an Iraq supported by MFA. The review will include NPA's approach to partnerships and strengthening civil society in Iraq as well as linkages between the Humanitarian mine action program and other program areas, and analysis of conflict sensitivity. The review will focus on systems and management procedures to ensure institutional learning and accountability. The relationship between NPA's head office in Oslo and the country office should also be examined. The Review should provide recommendations to NPA and MFA that will serve as an input to future humanitarian and development programming in Iraq, as well as recommendations to improve NPA's performance and management systems in general.

AI.3 Scope of work

The review shall provide an overview of all funding agreements with MFA in support of NPA's community development related- and mine action in Iraq including project/agreement name, sector/thematic area, funding period, financial contribution and objectives and goals for the period 1995-2009. The review shall include an assessment of the following issues with regards to NPA's partners and a <u>selection</u> of projects funded in the years 2003 – 2008:

- Efficiency: how inputs are converted into outputs, including cost efficiency

¹¹ Most of the funding has been provide over the humanitarian budget. Considerable contributions have also been made over the peace and reconciliation budget line

- Effectiveness: to which extent are the activities achieving its goals in the different sectors in which NPA are involved and to which extent have activities been adapted to changing conditions?
- Results: Outcomes or if feasible, impact: Assessment of the effects of a selection of projects or activities run by partners on individuals, gender equality and women's rights, age-groups, communities and institutions.
- Relevance: Are the interventions based on a sound analysis of local needs and priorities?
- Are projects in line with MFA's policies (including specific policies and guidelines for the various budget votes)?
- Coherence with NPA's strategies and within the Iraq country program.
- Sustainability: Local and national ownership. Has local competence and capacity in key areas been built? Is an activity or an impact of the project likely to continue after MFA support is withdrawn?
- Phasing out strategies, particularly with regards to the Humanitarian mine action program
- Conflict assessments and conflict sensitive programming
- Risk assessment and risk management, including head office support and control functions.
- Anti-corruption measures. To what extent are ethical standards and a policy of zero tolerance formulated at head and country office level and pursued in practice, in accordance with the demands from MFA? To what extent are effective control mechanisms established and implemented?
- Gender mainstreaming and –targeted projects. Is this done in a systematic way, in accordance with the IASC's Handbook "Gender in Emergencies" and MFA's formal requirements?
- To what extent does NPA's applications and reporting on results present a realistic picture of the results expected and achieved. In what areas could applications and reporting be improved?
- Any other aspects deemed relevant in view of the purpose of the review

With regards to relevance and outcomes/impact, attempts shall be made to assess the actual targets groups' views on whether their situation has been positively or negatively affected. Related to this, assessments shall furthermore be made as to whether interventions have been based on adequate base line data or problem descriptions.

Implementation of the review

The review shall be carried out through a combination of desk studies and field work in Iraq of a minimum of 10 days. There will be interviews with NPA's employees and partners, representatives of the target groups for NPA's interventions, government representatives (local and/or national), UN agencies and other civil society actors during the field visit. Interviews shall be conducted with representatives of MFA and where relevant with Norad and Norwegian Missions abroad.

Team composition

The review team will consist of a minimum of two persons with

- a proven track record of similar assignments
- demonstrated knowledge about the Kurdistan region and Iraq and the conflict dynamics of the region
- a sound understanding of humanitarian aid and principles, transitional/recovery programming, conflict sensitive programming, human rights (incl. children's rights) and democracy, rights based programming, gender mainstreaming and –targeted projects in emergencies, as well as humanitarian mine action
- a good understanding of financial management, audit matters and anti corruption measures

Cooperation with NPA

There will be a close cooperation with NPA, who will be consulted at the following stages:

- The team shall meet with NPA before and after the field visit
- The team will coordinate the field visit with NPA and is invited to ask for local NPA support and guidance to the extent it is deemed convenient.
- The draft report will be shared with NPA (as well as MFA) for comments before submission of the final report.

Security concerns

MFA and/or relevant Norwegian missions abroad shall be contacted for security advice prior to the field visit. Any security related events that may have an impact on the implementation of this review shall be immediately communicated to Norad.

Timeframe and duration of the assignment

The review should start in 2009. The exact timing of the field visit is to be decided in consultation with Norad and NPA but should preferably take place in late November/early December 2009. The assignment shall not exceed 45 working days in total for the review team and shall include a field visit of up to 10 days.

Reporting

- A brief inception report outlining the methodology, approach, scope and particular challenges related to the field work shall be submitted to Norad at the beginning of the assignment.
- A draft report shall be submitted to Norad and shared with NPA and MFA for comments.
 Comments shall be provided within 10 days and the final report shall be submitted to Norad 10 days later.
- The report shall be of maximum twenty five pages, excluding annexes. It shall be written in English and include a summary with main findings, conclusions and recommendations.

Annex II - Context - NPA in Iraq

AII.1 Iraq - Kurdistan context

NPA has been working in Iraq, mainly in Iraqi Kurdistan, for about 15 years. Although NPA currently also work in other parts of Iraq, their initial engagement was based on political solidarity with the Kurdish population who had been severely suppressed by the Ba'th regime.

Since the former Ottoman province, the Mosul Vilayet, comprising present- day Iraqi Kurdistan, was assigned to the newly established state of Iraq, under British mandate, in the 1920s, the Kurds have largely refused to accept Arab administration from Baghdad. From the 1960s the Kurdistan Democratic Party (KDP) headed by mulla Mustafa Barzani was dragged into a long running armed conflict with the central government. From 1975 the Iraqi government started campaigns to control the recruitment to the Kurdish nationalist movement by a systematic destruction of the Kurdish countryside by depopulating Kurdish villages and establishing collective towns. This culminated in 1988 in the Anfal campaigns when both chemical and conventional weapons were used and most remaining villages were destroyed and an estimated 182 000 civilians, mostly men, disappeared. Simultaneous from the 1970s, the government of Iraq carried out Arabisation campaigns aiming at tipping the demographic balance by expelling Kurds and Turkmens and encouraging Arabs to move into urban and rural areas of the oil rich provinces of Kirkuk, Khanaqin (Diala) and parts of Mosul province. Arabisation continued up until the US initiated regime change in 2003.

The Kurdish autonomous region in the north of Iraq was established as a consequence of the Iraqi invasion of Kuwait in 1990. When Iraqi forces were defeated in Kuwait in 1991, a popular uprising broke out in the Kurdish region. While soon repressed by Iraqi forces, the following humanitarian and refugee crisis led to international intervention. The UN announced a "safe haven" and a US-led coalition established a no-fly zone, prohibiting Iraqi planes north of the 36th parallel. This eventually led to the central government withdrawing its troops and administration from the Kurdish north at the end of October 1991, and at the same time imposing an economic blockade on the region.

General elections were held in the three Kurdish provinces Duhok, Erbil and Sulaimaniyah in May 1992. The two parties, the Kurdistan Democratic Party (KDP) headed by Masoud Barzani, and the Patriotic Union of Kurdistan (PUK) headed by Jalal Talabani, came out as the main winners with an almost equal outcome, and the Kurdish Regional Government was formed with an parliament in Erbil. However, old rivalries soon escalated into new conflicts, and a civil war between the two major Kurdish parties the PUK and the KDP haunted the region between 1994 and 1998. This conflict effectively partitioned the Kurdish region into two separate administrations, a situation that continued until after the Iraqi elections in 2005.

The 1995 initiated Oil-for-food program (SCR 986), of which 13% were allocated for the Kurdish region, had a positive impact on development in the region, but a very negative impact on the agricultural sector. Because of the sanctions on Iraq, the World Food Program (WFP) was not allowed to purchase locally produced grain and had to buy from Australia and elsewhere Thus, the free distribution of flour by the WFP devastated the agricultural base in Iraqi Kurdistan as the market price for locally produced grain fell to less than production cost.

From 2000 to 2003 radical Islamist groups was a destabilising factor in Iraqi Kurdistan. Jund-al-Islam and later Ansar-al-Islam established an Islamist enclave around the town of Biara and Tavela in the Hawraman area in the mountains bordering to Iran. The PUK were caught up in clashes with the Islamists who also carried out a series of car bomb attacks in the area.

As the closest allies of the US in Iraq, the Kurds played a central role when the Ba'th regime was overthrown in 2003 and have continued to play a significant role in post-Saddam Iraqi politics as a significant political force to balance the shi'a-dominated new political order. After the 2005 national elections, the PUK leader Jalal Talabani was appointed president of Iraq, while Masoud Barzani from the KDP became president of the Kurdish region.

Despite the fact that the Kurdish region has been the most peaceful and economically prosperous region in post-Saddam Iraq, there is continuous tension between striving for a continued Kurdish autonomy and the reintegration of the region into Iraq. While the KDP and PUK have continued to be the major political forces in the Kurdish region, they have been accused of corruption, clientalism and oppression of free media. A head of the regional elections in 2009 a new political opposition emerged. The Change list (*Goran*) challenged the traditional Kurdish parties, but was not able to change the power balance dramatically.

AII.2 History of NPA involvement

AII.2.1 Phase 1: 1995-2000 - De-mining and rural rehabilitation

NPA initiated its Mine Action program in Iraqi Kurdistan in 1995, following an initiative by the authorities in the Kurdish autonomous region dating back to late 1992. NPA's engagement in the autonomous Kurdish region was a political choice which also implied being banned from engagement in Ba'th controlled Iraq. As Turkish authorities refused to let NPA bring de-mining equipment through Turkey in 1995, only a small program for Explosive Ordnance Disposal (EDO) was initiated, while mine clearance was delayed until 1998. Later in 1995 the program was extended with a new component for rural rehabilitation and psycho social work among the widows left behind after Saddam Hussein's genocidal Anfal campaigns in 1988. The NPA engagement was initially in the PUK area, but was extended to KDP areas in 1999. Up until 2000 NPA concentrated their work in three geographical areas: In Germian which had been totally destroyed during the Anfal campaign in 1988, in Soran (Choman) area where IDPs had been removed from their villages in the early 1980s and brought into collective towns, and in the heavily mined areas in Mawat.

NPA's focus in this phase was on rehabilitation and basic service delivery. A major achievement was clearing of land from mines which enabled people to move back to their villages and start using the land for agricultural production. Further they constructed roads in order to enable agricultural produce from the villages to reach outside markets, and improved electricity supply by constructing micro turbines. Heath programmes were organised in the villages, including building of health clinics and extending and making water supplies safe. Literacy courses for adults were held, and new schools for kids were built and old one rehabilitated. Also importantly, the NPA in this period started income generation projects, like sheep distribution, beekeeping, sewing courses and micro credit projects.

AII.2.2 Phase 2: 2000-2003 – Civil society and democracy

The external MTR of the NPA program in in 2000 resulted in a change of direction for the country program in Iraq. NPA moved from service delivery and larger infrastructure projects to a focus on building civil society and democracy. The rural rehabilitation and reconstruction programmes were mainly phased out by 2003. Simultaneously, a series of new programmes were initiated. By March 2001 the Mine Action program was nationalised in the sense that there were no expatriate personnel left and the project from then on had a local manager. The plan was to take the nationalisation further and establish a local mine action organisation, but this was delayed and not completed before the end of 2009.

Another change in focus after the 2000 evaluation was to increase engagement with local partners such as NGOs, women's groups and local authorities. NPA engaged local organisations in capacity building courses that spanned from accountancy and management to computer training, report and proposal writing. The change of direction after the 2000 evaluation was formulated in a new country strategy for Iraqi Kurdistan in 2002. Two of the main objectives in this strategy were to enhance popular participation and democracy, and to strengthen human rights. One the important tools NPA utilised to strengthen democracy and the civil society in Iraqi Kurdistan was to support independent media. In 2001 they started supporting Hawlati, at that time the only independent newspaper in the area. This was later followed up with other media projects like support for radio channels and youth media projects. Further, human rights became a major focus for NPA in this period. In 2002 NPA started implementing human rights training courses for police and security officials, and the same year they were involved with the Kurdish Ministry of Human Rights in order to design a Human Rights curriculum for different stages of the schools in Kurdistan. This resulted in the initiation of the Human Rights Education project in 2003 together with seven local partner organisations.

NPA had a focus on women's situation already from their involvement with the Anfal widows in Germian from the mid 1990s. In 1999 they started working to combat violence against women. Initial challenges when NPA started involving with local women's groups were partly to build up trust, as the issues these organisations are working with are very sensitive in the Kurdish society, and partly to be able to manoeuvre in an area where the political parties exercised a strong influence. From 2001 NPA focused on capacity building and professionalizing of these groups. They also supported shelters to protect women who were in danger. In 2002 NPA were able to facilitate a cooperation between 28 women organisations in Iraqi Kurdistan across political and geographic divides, and carry out a research on women's situation in Kurdistan through interviews with 20 000 women.

In 2001 the Norwegian MFA cut the funding of NPA in Iraq with almost 50%. MFA aimed at increasing support to projects in other parts of Iraq and encouraged NPA to expand their activity outside the Kurdistan region. At this time this was not a realistic option. When choosing to work in Iraqi Kurdistan from the 1990s, NPA excluded itself from working in other parts of Iraq as they were considered working there illegally. Even the UN after 1996 and the introduction of the Oil-for-Food program considered international NGOs working in Iraqi Kurdistan as illegal as they were in the region without permission from the central Government of Iraq. In order not to jeopardise their cooperation with the Government of Iraq, the UN did not work directly with any of these international NGOs after 1996. This also implied that NPA could not access any of the Oil-for-Food funds that were allocated for the Kurdish provinces.

AII.2.3 Phase 3: 2003-2009 Expansion and nationalisation

With the new situation after the Ba'th regime was toppled in March and April 2003 NPA needed to make adjustments to its strategy. The main objectives from the 2002-2005 strategy remained, but the geographic area of operations was expanded. Their objectives were still to strengthen civil society organizations, raise the awareness of human rights and participate in the democratisation of the society. In addition peaceful coexistence among different ethnicities became more important, and separate gender and youth programmes were added to the activities.

After 2003 the NPA continued most of their programmes in the Kurdish region (See last Annex for a map). The strategy was to maintain and further develop the potential built up in Kurdistan, and at the same time start expanding the activities to other parts of Iraq based on learning and experiences in the north. Except some projects in Baghdad, NPA expanded its activities geographically to areas directly bordering Iraqi Kurdistan, mainly to Kirkuk, but also Mosul and Khanaqin in the Diala province. Immediately after the toppling of the Baath regime, NPA also supported projects in the Hawraman area where the Islamism group Ansar-al-Islam previously controlled an enclave inside the

Kurdish region. In the period after 2003 activities within Kurdistan was also expanded to the Duhok province in the Kurdish region. The expansion to Kirkuk and Khanaqin posed new challenges in terms of security to the NPA. These were, and are, some of the areas in Iraq with highest potential for conflict. Especially Kirkuk with a multi-ethnic population disputed properties, oil reserves and still unresolved administrative status.

In 2004 the project expanded its activities to Kirkuk and Khanaqin and increased the amount of work being undertaken in urban areas. During the same year the NPA started preparations for nationalising the community development program. This was done by creating a new local organisation with its own policies and strategies, organizational structure, management structure and administrative capacity. Originally named People's Foundation for Development, the registration process faced obstacles and delays, and the organization finally was registered as the People's Development Association (PDA) in 2007. With the creation of the PDA, most of the staff working in the different program areas of the community development program was transferred from NPA to the new organization. By 2006, the MAP had doubled its work load and far from having been nationalized was still involved in a process of strategising what it was to do. In 2008 peace and reconciliation and media work was ramped up whilst the MAP work was finally closed on December 31st 2009. The focus of the now Community Development Program (CDP) is human rights and democracy and gender, violence against women, youth and media make up component so this, although they are free standing programs in their own rights.

Annex III - Background to Study

The Norwegian Ministry of Foreign Affairs (MFA) requested Norad to carry out a review of its support to Norwegian People's Aid (NPA)'s projects in Iraq. NPA has been working in the Kurdistan region of Iraq since 1995. From 1995 through 2008 MFA has funded NPA's activities in Iraq with a total sum of 129 million NOK¹². Funding has been channelled through annual agreements between NPA and MFA. In Kurdistan NPA is working with local partners with the aim to strengthen civil society and building capacity of local organizations and people that promote social and political change.

NPA have been running and/or supporting projects within the following program areas:

- 1. Human rights, democracy and peaceful co-existence
- 2. Gender equality
- 3. Women's rights and violence against women
- 4. Youth projects to enhance youth participation
- 5. Free media and information
- 6. IDP and returnee support
- 7. Humanitarian land mine action

Projects are mainly managed by local partners. Per 2009 NPA supported nine partner organizations, of which People's Development Association (PDA) received the bigger part and has the most extensive portfolio. The Mine Action Program (MAP) that has been implemented directly by NPA was phased out at the end of 2009.

AIII.1 Overview of report

This report is based on two strands of analyses, the first, of the individual thematic programs that have been undertaken by the NPA since 2003 and the second of the NPAs program outcomes, including its partnership approach, collaboration and coordination of programs, institutional issues and its relationship with the MFA.

AIII.2 Purpose and scope of review

The scope of the review was designed to provide an overview of all funding agreements with MFA in support of NPA's community development related and mine action in Iraq including project/agreement names, sector/thematic areas, funding periods, financial contributions and objectives and goals for the period 1995-2009. The review included an assessment of the following issues with regards to NPA's partners and a selection of projects funded in the years 2003 – 2008. Although referring to the earlier years, the main focus of the review was from 2003 and onwards.

The purpose of the review was to assess:

- 1. the efficiency, effectiveness, results, sustainability and relevance of NPA's more than 10 years of humanitarian and community development assistance in Iraq supported by MFA;
- 2. NPA's approach to partnerships and strengthening civil society in Iraq as well as linkages between the humanitarian mine action and the civil society program, and analysis of the program's conflict sensitivity with regards to the context in Iraq;
- 3. the relationship between NPA's head office in Oslo and the country office; and

¹² Most of the funding has been provide over the humanitarian budget. Considerable contributions have also been made over the peace and reconciliation budget line

4. systems and management procedures in NPA to ensure institutional learning and accountability.

The Review should provide recommendations:

- 1. to NPA and MFA that will serve as an input to future humanitarian and development programming in Iraq, and
- 2. to improve NPA's performance and management systems in general.

AIII.3 Review Framework and Methodology

Since 1995, only one independent evaluation of the NPA country program had been undertaken, in June 2000. Apart from that there were no independent evaluations undertaken of any of the programs and only a handful undertaken internally of some of the projects. Furthermore, there were no baseline studies undertaken of any of the program areas or any of the projects prior to initiation or immediately thereafter. With the exception of a few research surveys, the only notable one being on women, there was almost no empirical or for that matter narrative data and information against which the review could measure priorities and needs.

AIII.3.1 Follow-up of recommendations of Mid Term Review and Independent Evaluation

The 2000 Mid Term Review and Independent Evaluation (2000 MTR), noted that the MAP was modest compared to other international programs in the same field in Iraq Kurdistan and that the program filled a complementary role to survey, mapping, awareness and rehabilitation being done by other organisations. The MTR noted its efficiency, effectiveness and relevance and its readiness to be nationalized. However, it pointed out that that the relationship between the MAP and the Rural Rehabilitation Program (RRP) was not evident and that there was no complimentarity between the two.

The report stated that NPA enjoyed credibility from, and access to both de facto governments in Kurdistan, Iraq. On the negative side it noted that the funding situation was unpredictable, and NPA's reporting routines at times poor. Furthermore, the MTR found that follow-up from Oslo was erratic and tended to focus on the de-mining component only. This was further substantiated by their findings that there was no clear priority for a Iraq Kurdistan program expressed from NPA in Oslo and that no advocacy was being undertaken on behalf of Iraq Kurdistan.

The report recommended that the Iraq Kurdistan rehabilitation projects should be considered within a frame agreement between NPA and NORAD, and that NPA should elaborate a country strategy and that the International Department take a lead in strategic decision-making. Further, the report urged that efforts should be made to reduce the isolation of the Iraq Kurdistan program through improved communication between head office and external office, provide participation of Kurdish staff members in international events and intra-NPA communication, and initiate closer interaction among the NPA Middle East program. At the ground level the report argued that the RRP should link more directly with the de-mining activities of NPA, that partnerships should be established with municipal authorities, and Kurdish civil society organizations. In addition, more emphasis should be placed on political impact projects at different levels: advocacy for Kurdish unity, contribute to a more constructive role of the Kurdish press, strengthen local governance, etc.

AIII.3.2 Program Reorientation and the Results Based Action Framework

Following the 2000 MTR, changes were made to the program profile in line with the recommendations made:

1. The NPA shifted from direct self-implementation to a partnership co-operation approach.

- 2. The profile of programs was revised to reflect political impact projects, capacity building and income generation.
- 3. Infrastructure projects in rural rehabilitation were decreased.
- 4. The focus areas in the current program were to be: human rights, women, income generation, adult education, mine action and minor infrastructure projects.
- 5. The localisation of the MAP became an issue of discussion.

In addition, it was recommended that the NPA project and program plans were to be in-line with the country strategy and overall policies and principles of the NPA. Furthermore, that proper monitoring and evaluation was to be implemented for all projects.

AIII.3.3 Conceptual Basis

The review was structured to take into account the fact that NPAs program moved from being operational and service oriented at the start, namely reconstruction of infrastructure, return of IDP's, funding income generating activities, etc, towards promoting democratic change in society by directly targeting the development and strengthening civil society, provided secondary education and the media and indirectly targeting political stakeholders in Iraq Kurdistan. As such the concepts of measuring tangible changes amongst beneficiaries is limited to the early programs, and the latter programs, the MAP aside, required measuring the impact of NPAs interventions through partners.

This required in addition to measuring results, efficiency, effectiveness, relevance, coherence and sustainability, to also measure intangible indicators that relate to processes that create change. Ideally, if earlier reviews had created a baseline of democratic or human rights norms, attitudes, opinions and practices it would have been easier to measure trends and thus commentate on impact. This was not possible, nevertheless the review analysed the experiences of the NPA (and PDA) staff, opinions of beneficiary organisations and attitudes of different members of society. By asking them reflective questions an attempt was made to create a baseline to enable the measurement of change. The results were cross referenced against both internal and external reports made available by the NPA and collected in field to record, evaluate and make recommendations.

AIII.3.4 Approach

To ensure that the review provided reflections of not only past achievements but constructive for NPA's future work, it was essential for it to not only identify levels of change or impact but to also understand how and why this impact occurred. Namely what were the crucial drivers and when did the major interventions made.

Impact is the crucial component of the review and thus it is necessary to understand what the review team meant by this. Definitions of impact always involve the concept of change which can be positive or negative and measuring this change is a challenging task with several levels of complexity. This review has sought to measure change within a dynamic environment across the entire ambit programs that the NPA has delivered during the past 15 years. In the absence of baseline data and regular project and program reviews this presented serious challenges to effective dynamic data collection with the extent and attribution of change being almost impossible to isolate.

The team used an approach based on individual and group interviewing that was not only question and answer based, but also deliberately provocation to gauge feelings that could be verbally articulated. This approach acknowledges interviewer interference but in a society like the Kurdish, where the understanding of relationships would require years being embedded before initiating work, - time and space had to be compacted to short hourly sessions that provoked as much of a response as possible. This however should not detract from the fact that at all times the respondents word was taken as the absolute truth, although at all times all controversial statements and

otherwise were double and treble checked for consistency. Although interviews were held with NPA Oslo staff both before and after the field trip and extensive interviews with NPA (and PDA) staff in country, the partner respondents and other stakeholders who were well placed to comment on impact were placed at the centre of the assessment and it is their perception of change and what has created which was used to measured and evaluate impact.

Within this structure the assessment has focused on a holistic review of the impact of programs supported by the NPA and as such it did not seek to provide an in depth evaluation of individual projects or programs, as this information could only be gained from a forensic evaluations and beneficiary impact assessment of the individual projects bundled into programs. The review of course assessed the institutional arrangements within the NPA, Iraq Kurdistan and Oslo and processes through which the programs have been implemented. To a lesser extent the review also took into account the mechanics of the relationship between the NPA and the Norwegian Ministry of Foreign Affairs (MFA).

AIII.3.5 Methodology

The review consisted of two main elements:

- 1. A desk based review of program achievement comprising a combination of NPA project proposals, annual reports, country visit reports, strategic thinking documents and a mid-term review. In addition, NPA reports not related to Iraq or Iraq Kurdistan, Norad and MFA reports, reports from other similar studies were included, as well as reports generated for or by some of the NPA program beneficiary organisations. A list of all documents used within this can be found in Annex VI with information from these documents being incorporated throughout the assessment.
- A series of interviews covering over 80 people in Iraq Kurdistan and Oslo, who were either NPA (or PDA) program staff or ex-staff, representatives from partner organisations, staff from other NGOs and community based organisations familiar with the NPA program, politicians, members of the judiciary, academics, civil administrators, senior personnel in government, media, and representatives of political parties.

Fieldwork was undertaken over 60 days period being initiated within a briefing in Oslo during the third week of December 2009, followed up by a lengthy interview with NPA's program manager. The team was in Iraq Kurdistan for a 15 day period, during the last week of January 2010 and first week and a half of February 2010. The first day and a half was spent in a briefing fact finding set of sessions with the NPA and PDA and the following 10 days interviewing all listed respondents, completing with two days of working sessions and interviews with the PDA and NPA. Interviews were undertaken in Sulaimaniyah, Erbil, Soran, Mawat, Kalar, Arqala and by a group from Kirkuk who came to Sulaimaniyah.

Intextricably linked to this has been the creation of the Peoples Development Association (PDA) that was created in 2007 and into which a number of NPAs projects migrated. A review of the MAP was undertaken a few weeks before this review and the consultant team for this review liaised with the consultant of the MAP review to undertake oimited research into some of the gaps identified fowlloing the MAP field mission. Subsequently, the consultants of this review fed inputs on beneficiary gains, governance of MIR and other comments to the MAP review.

During week three of February interviews were held with Head Office staff and meetings with NORAD in Oslo and further interviews with MFA in Oslo during week two of March 2010. The first draft of the report was submitted during week two of March 2010

AIII.4 Limitations/obstacles

- In the absence of any baseline studies and external evaluations undertaken during the evolution
 of the program, there was very little data to measure against. Whilst the 2000 MTR is a useful
 report it was not intended for use as a baseline, but remained the only document which could
 be used together with reflective thinking to measure change.
- 2. In addition a lack of external evaluations of individual projects (there were some internal evaluations that existed in Kurdish) hampered the work of the review because there was no historical record of how projects were completed and the review team had to rely on the memory of respondents to assess implementation successes and failures.
- 3. Both as a consequence of the fact that the audits were conducted externally and that internal financial records were difficult to diagnose, it was impossible to undertake a full financial overview/cost efficiency of individual projects. Furthermore, some of the projects that were implemented during the 2003/4 period were as a result of a consolidation of a number of funders and the financial records relating to these were incomplete. It should however be noted that there was no finding of financial impropriety from the external (KPMG) audits nor from any internal financial due diligence exercise.
- 4. In a number of cases organisations had last worked with the NPA a number of years ago and no longer had a working relationship, it was necessary to rely quite extensively on reflective thinking. An underlying part of this framework is how individuals think and feel and relate to their past experiences. Although this is simple enough, it is often difficult to separate logic and feelings in making independent judgments. As such, over time, there is a greater likelihood that objectivity gives way to subjectivity and that feelings supersede logic.
- 5. Understanding the complexities, intricacies, multi-layer realities and nuances of Kurdish society would require that a lengthy time period be spent in the region, and although one of the external team has a long history and study in the area, there were still shortcomings in understanding some of these social, cultural and political nuances. The review team also had the assistance of a national counterpart who is from the region and although her insights and analysis of the various issues were immensely valuable, there is no doubt still some gaps in the researchers understanding of the issues on hand.

Annex IV - Peoples Development Association

At the end of 2004, NPA was a largely self-implementing organisation with more than 120 employees. Implementing projects directly, in addition implementing through local partners, such as KRA, KEDO, CDO, KHF, Khanzad, Asuda, KCN, Al Amal, PAO, Hawlati. The direct implementation components ran counter to NPA's international strategy (2004-7) and thus there were ongoing discussions on how to transform the country program more towards a partner-implemented program.

An internal NPA strategising session held to discuss how the work of the organisation would continue after the NPA left Iraq Kurdistan came to fruition with the founding of the People's Development Association. There was a prevailing opinion in the NPA at the time that Iraq after the war in 2003 would start to produce oil and that there would be sufficient financial resources available that would negate the need for the NPA to have the same type of presence in the future. In retrospect this did not materialise, however this and the long term sustainability of the work of the NPA were two compelling reasons motivating thinking at the time. The ethos of the NPA is to work on partnership and not to be creating new structures therefore this initiative would run counter to this. The question therefore is whether the NPA the creation of the PDA ran counter to this initiative and whether other options such as capacitating an existing LNGO might have been a better option.

With regards to the latter, the dilemma faced by the NPA at the time was that the overwhelming majority of LNGOs were politically affiliated and locating an independently minded LNGO that was sufficiently well resourced and structured was impossible. Nevertheless, NPA did embark on a mission to try and better understand the dynamics of a number of identified LNGOs but was forced to abandon the exercise when little to no information was forthcoming. It would seem that there were no other options and whether it was the NPA or the staff who initiated the PDA project is irrelevant, because a PDA type of organisation was necessary for the work of NPA to continue. What is very clear is that it was the staff that drove the process, with NPA support. Trying to ascribe a description such as nationalisation nor or localization is difficult, for the process was neither, but rather a pragmatic initiative by the staff to ensure continuation.

The process of staff engagement was at all times transparent and democratic but not necessarily easy as there were disagreements on some issues which would later result in a number of staff leaving or being asked to leave the PDA, however a general consensus was reached. The NPA staff within the NPA was told in no uncertain terms that there would be a downsizing however nobody was 'forced' to migrate to the PDA should they have desired otherwise. The initial thinking was that such a new organisation would act as a civil society resource centre, conduct trainings, capacity building, transfer information and knowledge, etc. Numerous meetings that can best be described as business planning culminated in the establishment of the PDA on November 9th 2004. Getting the organisation registered took over twice as long as numerous submissions to the Government to have the constitution validated and the Board accepted were rejected until finally in October 10th 2007, they were granted a licence to operate.

During the strategising process and whilst registration was awaited, the NPA itself was strategising as how to ensure that some of the key strategic long-term partners would continue to enjoy the similar types of relationships that existed at the time, into the future. There was a strong desire within the NPA in Oslo at the time that the PDA should not emerge as a dominant organisation over shadowing

the rest and thus from the outset there was a very clear understandings between itself and the PDA that this was a desire of the NPA and to a certain degree the NPA ring fenced this.

The issue of relevance here is, beyond offering material support and 'space' to create the PDA, what role did the NPA play and what lessons for replication and avoidance in the future might there have been. A Work Strategy document created by CDP in NPA (in Kurdish) was completed in 2008 and has detailed all the reasons for nationalising and how this happened. Foremost of the learning's to is that both space and time support were extended to staff to allow them to create an indigenous model that they felt comfortable to work in and with. Although there were engagement by the NPA at all stages of this process, there is no doubt that what emerged was a staff solution which they clearly owned and were motivated to proceed with.

Whatever resources the NPA had available were extended to the staff, however, herein lie some of the shortcomings of the process which the NPA should consider when faced with a similar challenge. Firstly, the relationship between the Board and the secretariat of the PDA was not adequately dealt with, and indeed it can be said that the Board was treated as an entity that simply had to be created to meet registration requirements and because NGOs ordinarily have such structures. The staff, few of which had Board experience and understood the true dynamics of relationship between the Board and the organisation proceed likewise and put their efforts into getting one registered rather than ensuring that Governance was as important to the organisation as its operational and programming structures. Best practice would assume that a Governance manual should have been drafted outlining the various roles and responsibilities of the Board, its relationship to the CEO of the organisation and as the employer of the staff its obligations to them. Furthermore, when the Board was finally registered Board training should have been emphasised and made available. None of this happened, and at this stage it is difficult to determine what role the Board plays in strategising and governing the organisation. Discussions with the various respondents make it quite clear that this strategising is a staff function and that is where it should lie, and even allowing for the dynamics of a society in transition, where the role of governance is still being determined, the NPA should have taken a lead to put into practice much of what it expects from the same in the political and civil administration process.

The second area that the NPA could have been of greater assistance to the PDA is in funding. It is too often assumed that this is a 'normal' management and organisational issue that is dealt with in the course of ongoing activities. Best practice would suggest that this is not the case and that funding is a specialised activity which cannot simply be left to the daily operations of an organisation. Successful NGOs should have a dedicated funding manual which outlines its strategies and should have formally trained staff tasked with affecting this. Given that the PDA is the vehicle to carry on much of the NPA CDP the latter should have been more strategic and prescriptive on this matter, and indeed should have made available funding strategy manuals for the PDA to work with.

The issue of sustaining relationships with NPA partners was one that the NPA was very clear on, yet again there does not seem to be any written protocols of how this should have been ensured, a documentation of the challenges that the PDA and by implication the NPOA, would have to face and the solutions to these. What was or should have been clear from the very beginning was the fact that the creation of the PDA was going to threaten the status quo between the NPA and its partners and what might have been one way of allaying some of these fears was to have convened a forum whereby the overall process and future strategies of the NPA and PDA were clearly espoused.

Furthermore, in light of the prevailing sentiment that international NGOs are more competent than LNGOs, such a forum that would have reported on the process should have noted that the staff, procedures and working norms would have been very similar and that the PDA was in fact an off

shoot of the NPA. Now this would have created an internal dilemma for the NPA because by such an action it might well have been perceived that it had driven the process contrary to its own manifesto of not creating local organisations or skewing the balance of support in favour of one or a few. The reality would have proved otherwise and deserves consideration should initiatives be faced in the future.

NPA personnel manuals albeit were slightly adapted and adopted by the PDA which ensured that all staff members were in receipt of a copy and familiar with the various requirements therein. This manual incorporates all the regular employment practice and codes of conduct issues, as well as procedures relating to recruitment, disciplinary matters and terminations. It does not include anything on anti-corruption practices and party political alignments. With regards to anti-corruption there is an NPA document which is available to the staff, but nothing that is indigenous to the PDA. The issue of party political alignments is one which also pertinent to the NPA in Iraq Kurdistan and this relates to individual staff being office bearers or prospective candidates for political parties. Good practice would encourage this and indeed should in no way prohibit freedom of political expression. However, given the highly charged political environment of the region, such practice should also compel the staff member to clearly distance their activities from those of their employer. During the March 2010 election, one senior member of the NPA stood as an election candidate, and at the time of the review there was no clear policy to deal with this dilemma. The resident representative moved quickly to ensure that the person in question took unpaid leave during the final month leading up to the election and so the challenge was dealt with, however clear guidelines should exist with the NPA and PDA as well.

In conclusion to this section it is worth noting that the PDA is continuing NPA's engagement in most program areas and is currently since its inception the PDA has worked in the areas of: 1) human rights education; 2) human rights monitoring; 3) Women Can Do It project; 4) Assisting centres for combating violence against women in Kalar and Raniya districts; 5) combating pressured marriage; 6) Youth common group activity, via capacity building for youth, encouraging and supporting debate; 7) Evaluation for youth cultural centres; 8) Journalistic work promotion and capacity building and 9) Raising cultural awareness and institutionalizing gender equality. All these would be elements of work that the NPA would have initiated in one form or another and are being continued by the PDA.

Annex V - Programs reviewed

AV1 Human rights Program

AV1.1 Background and general context

NPA and partners have worked to increase human rights awareness in Iraq through different education and monitoring projects. By far the most ambitious project has been the Human Rights Education. The project was initiated in 2003 in partnership with 7 local NGOs and the Ministry of Education and Ministry of Human Rights in the Kurdistan Regional Government (KRG) area. The project has aimed at increasing the human rights awareness in the society by introducing human rights as a separate subject in schools. The first stage was to prepare a curriculum and train teachers and headmasters, then Human Rights were though as a subject in a pilot project in 18 schools in the Sulaimaniyah governorate in the scholastic year 2004-2005. The subject was taught at three different levels, in the primary schools, in the intermediate schools and the secondary schools. After an internal evaluation of the pilot phase the project was expanded in 2006-2007 to more schools, including schools in the Erbil province. By the scholastic year 2007-2008 the subject was being taught in all schools in the KRG area and responsibility was taken over by the Ministry of Education and included in the formal curriculum. There have also been attempts at introducing the subject in schools in other parts of Iraq.

After the fall of Saddam Hussein, governmental institutions underwent a process of openness and renovation but had a limited effect. NPA's early work thus focused on strengthening human rights activities of local partners in general and Human Rights awareness and education in particular. From 2004 the program focused on awareness courses in newly accessible areas of Iraq and on practicing a democratic system inside governmental and non-governmental institutions on one hand and inside the families and community on the other hand. At the same time NPA facilitated practical and strategic needs for further and advanced development with local partners in the projects that were already running in Kurdistan.

NPA also targeted public institutions that dealt directly with individual members of society; the police, prisons, education sector, etc. The intention was that work practices had to consider the principles of human rights with the aim that citizens felt these institutions existed in order to serve them. The culture of violence in the security agencies was of particular concern and identified as one of the main obstacles against a human rights culture in the Kurdistan region and in Iraq as well. This led to a high level of mistrust between the population and security agencies. The NPA started a program of working with (inside) the security agencies as a tool that could be used to train the officers on human rights principles and to promote change from within.

Human Rights Monitoring was introduced in 2007 as a means of monitoring changes and highlight infringements in the fields of health, education, civil and political rights in Kurdistan. The intention was to have these reports printed in all the languages used in the KRG area and distributed to all relevant parties - national and international. Human rights monitoring was envisaged as a long term project and during its nascent stages it was transferred to the PDA, which intended to develop it through continual training of relevant authorities and the population of Iraq Kurdistan. Part of this program has also entailed the publications of annual reports that highlight violations against human rights principles, in all areas in the Iraqi society. Because of a lack of skills amongst Iraqi NGOs and other bodies to record and report violations the NPA program through the PDA is looking at starting a capacitation program.

Partner	Human Right	Contract date	Location	Allocation
CDO	HR legal guideline course	01.12.2000	Sulaimaniyah	2 000,00
CDO	HR awareness 01.09.2001 Sulaimaniyah		2 700,00	
CDO	HR awareness for Police	31.07.2002	Sulaimaniyah	28 200,00
Al Amal Org	Awareness (Social, Legal, HR)	05.09.2002	Choman	13 500,00
WICC	Social & HR project	16.09.2003	Garmyan (Dawda, Binary gil,Tilako)	23 557,00
PAO	Legal & social awareness course	25.10.2003	Choman	19 514,00
KEDO	Providing Directorate with necessary requirement	20.12.2003	Kirkuk	14 932,00
9 LNGO	Human right Education	10.04.2004	Sulaimaniyah	
CDO	Establish HR center	04.07.2007	Sulaimaniyah	4 950,00
Al Amal Assoc	NGO mapping project	11.06.2008	Baghdad	11 000,00
PDA	8 projects	03.08.2008	KRG and Kirkuk	861 710,00
PAO	HR principals training security	01.03.2009	Erbil	20 000,00
PDA	HR monitoring	01.08.2009	Sul, Dhok & Kirkuk	103 980,00
PDA	HR Education	01.10.2009	KRG & Kirkuk	43 756,00
PAO	HR principles in security training	06.12.2009	Erbil	20 470,00
Total				1170269,00

AV.1.2 Stakeholders and implementing partners

The review team met with different staff members from NPA and PDA who has been involved with the Human Rights education project, met with the directors of the CDO and KEDO from Kirkuk, different staff members of PAO in Erbil and visited the Directorate of Human Rights in Sulaimaniyah.

Av1.3 Evaluation of program

AV1.3.1 Efficiency

These projects have been going on since 2003 thus it is hard to accurately evaluate their cost efficiency. However, by looking at original proposals, reports and by talking to different persons involved, there seems to be a reasonable coherence between original targets, budgets and what has been achieved.

Respondents from partner organisations commented positively on the relationship with NPA during the first years of developing the Human Rights Education projects. According to the CDO local NGOs played an important role in managing the program until 2006. After that, the role of local NGOs was gradually reduced, and from 2008 it was more or less only the PDA who played a role. CDO claimed that at the current stage, they were only called in when there was a problem, like when the Ministry of Education wanted to merge the subject with other subjects. In response to this criticism PDA said that partnerships have continued, but as the project itself has moved to a different phase, so has the type of involvement with different organisations. Earlier, when creating a curriculum, staff from other NGOs was involved and were paid by NPA for their participation. The other organizations involved in the project, were: KEDO, Badlisy, KIE, PAO, KCN and the Directorate of Education.

At the current stage, PDA's role is to monitor the project and do advocacy towards the Ministry of Education. The PDA involves other NGOs in this work, and arranges regular meetings, but they have no funds to pay other NGOs to participate. The review team finds this explanation reasonable. However, the fact that other NGOs see this differently, imply that PDA has not succeeded in redefining partnership in a joint understanding with other NGOs.

During the pilot project (2004-2005) in 18 schools in Sulaimaniyah the project was monitored and an evaluation report written (only available in Kurdish). Data was collected through questionnaires and field visits to schools; attending lessons, discussions with teacher, pupils and parents. This evaluation, although written in Kurdish and thus not easily accessible to the review team, seems to have been thorough. Based on this evaluation, adjustments were made to the curriculum and the project was expanded.

AV1.3.2 Effectiveness

The goal of the Human Rights Education project; to establish human rights as a subject in the schools in the KRG area, has been achieved. That in itself was pointed out as a success by all stakeholders interviewed on this subject. However, shortly before the start of this review, the Ministry of Education had announced a plan to merge the human rights subject with other topics into one civil society subject. Only few of the NGOs consulted were aware of this. Those who were aware of it feared that the human rights component in the future would only make up a minor part of the new subject, while some of the organisations involved in the program had signed a letter of concern to the Ministry opposing the merge.

The plan to expand the project to the whole of Iraq has not been achieved. Changes in the central government after the 2005 elections disrupted the original understanding with the Ministry of Education in Baghdad. According to the PDA, the subject is now taught at 300 schools in Kirkuk and there are also specific plans to expand the project to other areas bordering KRG in 2010.

Despite the success of establishing human rights as a subject in all schools in KRG area, many challenges were pointed out: lack of qualified teachers was a major problem, attitudes among teachers another issue. Among the older generation of teachers there were people who do not support the principles that they are supposed to teach, especially that human rights should apply to both men and women. Others pointed out that there was an inconsistency between the teachers' behaviour and the principles they were teaching. Other pointed out that teachers used the lessons designated for human rights to teach other subjects like math. Some also reported that neither teachers, nor pupils took the subject seriously. Although the human rights subject was suffering from these problems, most of the problems pointed out are related to problems within the education system itself and cannot be blamed on the Human Rights education program. This was also pointed out by those pointing out the problems.

When the Human Rights education was expanded to all schools in KRG area, there was not enough capacity to include all teachers in training courses. To minimize the problem manuals for the teachers on how to teach the subject were produced. Although this might have minimized the problem to some extent, many respondents pointed out the lack of qualified teachers as a major problem.

Establishing human rights in all schools in KRG area has been a long and complicated process, involving many parties, both local NGOs and government bodies like the Ministry of Education and Ministry of Human Rights. The period from 2003 to the present has also been marked by huge political challenges and changes in Iraq and the KRG area. With the merging of the school systems of the two Kurdish administrations in this period the subject was in danger of being traded off because of political disagreements. The NPA and partners must thus be credited for being able to adapt to the changing political conditions.

AV1.3.3 Results / Impact (Outcomes)

This program has to a large extent achieved its short term objective, namely to increase Human Rights awareness in society, especially among students and teachers. Human rights are taught in schools, a number of police and security officers have been trained in human rights principles, and reports on human rights violations are published.

The fact that human rights are being thought as a subject in all schools in the KRG area demonstrates that the project has reached a large number of people in different geographic areas and from different groups in society. A large number of teachers have been trained to teach human rights principles, and a considerable number of students have already read the curriculum. The Human Rights subject is reportedly popular among pupils, and according to a monitor within the project, dropout decreased among pupils getting the subject. There are also reportedly less Human Rights violations within the schools. Whether this will actually lead to a decrease in human rights violations in the country is impossible to ascertain at the current stage.

Despite the problems and criticism referred to earlier, there was little doubt when talking to different observers, both in the government sector and the NGO sector, that the establishment of Human Rights as a subject in schools in Kurdistan has had an impact on the society. The awareness of human rights principles and violations has been raised. Among some politicians and government officials a certain pride was evident when referring to the Human Rights education. However, critics said that human rights are more like an empty catchphrase politicians and officials use to promote themselves.

AV1.3.4 Relevance

Democracy in Kurdistan and Iraq is very under developed and fragile. The understanding of democratic principles and human rights principals are very low. Despite the criticism and problems mentioned in this section there is little doubt about the relevance, appropriateness and timeliness of NPA's human rights and democracy projects.

When working to improve the human rights situation and understanding of democratic principals in a country like Iraq, the most obvious thing would be to target people in power positions: politicians, officials, police etc. This is also being done through some of the projects NPA has been involved in. However, by targeting youth, implying the next generation who will be leading the country tomorrow, is a much more ambitious and fundamental approach. Most of the people in power positions in Iraq today was raised during the Ba'th era in Iraq, and or during an era where the country was at war, was undergoing internal conflicts and traditional power structures were reinforced. The analysis seemingly underlying the human rights education approach is that targeting the next generation will be more effective in the long run as the current power elite will probably not be as responsive and willing to change. This is probably a sound analysis in the current Iraqi context. However, it is also a risky approach in the sense that the success will only materialise at a later stage and importantly also, this is very much depending on the sustainability of the human rights education in schools. The approach is undoubtedly relevant, however, fragile and possibly too ambitious.

Promoting democracy in the Middle East region is seen as an overarching political priority for Norwegian foreign policy, and in relation to this keeping a strong focus on the human rights situation in the region. Increased commitment to human rights has lately been highlighted in regards to humanitarian aid. Iraq is in this respect seen as a prioritised country, and projects with an education and health focus, with strong gender components, are prioritised.¹³ According to MFA's main

-

¹³ Annual allocation letter 2009

priorities the strong elements of gender equality and focus on women's rights in the Human Rights education makes this a highly relevant program area to Norwegian authorities.

AV1.3.5 Coherence

An overall goal for NPA's international work is to strengthen and promote people's democratic rights, with a special focus on political and civil human rights. Promotion of Human Rights in Iraq was first formulated in the 2002-2005 country program strategy with a main focus on awareness raising and education of local authorities, public employees, organisations and support to free media. This should only be done through local partners. Facilitating and participating in networking between local organisations and local authorities was also part of this strategy. Considering the Human Rights projects described in this section, particularly the Human Rights education, the review team find that this is overall in coherence with NPA's international and local strategy. Especially how NPA initially engaged a number of local organisations in the Human Rights education project, and facilitated the cooperation with local authorities, should be highlighted here.

AV1.3.6 Sustainability

This program, especially the Human Rights Education project has from the very beginning been developed in close cooperation with local organisations and authorities. Thus, the local competence and capacity on Human Rights principles which exists today in Iraqi Kurdistan is to a large extent a result of the NPA's involvement. However, when the review team talked with different local organisations, and authorities, it was clear that the degree of local ownership was perceived as real. With the establishment of the PDA organisation the follow-up of the Human Rights Education project was transferred from NPA to the Kurdish local partner.

This Human Rights Education project has been developed in close cooperation with local authorities, first on a provincial level, later on a regional level. This was supposed to guarantee local ownership, but also to a certain extent ensure the continuation of activities after phasing out of the project by NPA and PDA. This does not seem to have been the case. Because of a high level of continued political contentions in Iraq and Kurdistan, the sustainability of this project is in danger. As the Human Rights subject was first developed and implemented in the Sulaimaniyah region, the whole project is associated with the PUK administration. When the Minister of Education changed from PUK to KDP after regional elections in 2009, the whole human rights subject in schools came in danger of being merged with other subjects. Without a continued advocacy work by the PDA, with possible support from the NPA, the continuation of the Human Rights education in schools is endangered.

Work on monitoring human rights, failed to create any sustainability whatsoever as the LNGO had problems with the concept of PDA seeing them as a politically aligned NGO which would and indeed resulted in the facing problems with the KDP authorities and many of their information flows drying up. Subsequent to them distancing themselves from the PDA, normal relations have returned. Within the PDA however, work on monitoring has continued and would seem to be on a sound footing. The question that has to be raised here is whether this work should all reside within the PDA or be spread across to other NGOs to ensure its sustainability should the PDA for whatever reason is unable to continue? What also needs to be asked is whether there NGOs sufficiently independent as n order to be able to professionally conduct the type of legitimate reporting necessary for such a project.

3.1.4 Assessment of achievements

· Human rights curriculum has been institutionalised

- Human Rights awareness in parts of the Kurdish society has increased, especially among students and teachers and among government officials.
- Human Rights is currently thought as a subject in all schools in KRG area
- The capacity of a many local NGOs in regards to human rights has increased

3.1.5 Future prospects and constraints

- To avoid that the Human Rights education is marginalised or removed from the school curriculum in KRG
- To ensure the quality of how the Human Rights subject is taught in schools, although in principle a government responsibility, will need follow up by the PDA and partners in the coming years.

AV2 Gender Equality

AV2.1 Background and general context

Promoting gender equality, especially women's participation in civil society and political life has been a strong focus in the NPA's Kurdistan program since the start-up in 1995 by supporting the widows of the Anfal operations with income-generating activities and psycho-social support. In 2008 a "Women Can Do It" (WCDI) project was initiated with training of trainers, seminars for women in government, political parties, local organisations and women's movements

Partner	Gender	Contract date	Location	Allocation
Al Amal	Gender Policy	01.12.2000	Diana	18 525,00
PAO	Gender Activity	15.07.2004	Soran	10 508,00
EDO	Gender Equality	26.11.2008	Kirkuk	14 630,00
PDA	Cultural development	01.09.2009	KRG & Kirkuk	82 023,00
Total				125 686,00

AV2.2 Stakeholders and implementing partners

The review team met with the director of EDO, staff from PAO in Erbil, a Board Member and director of Khanzad, the director and staff at CHRA in Soran, a select group of Kurdistan judges and with staff from PDA.

AV2.3 Evaluation of program

Evaluating the gender program separate from the women's rights program proved very difficult because there is no clear cut and consistent divide between the two. Furthermore, a number of strands of early work undertaken during the rural rehabilitation program, namely some income generation programs, training with women, etc. could be described as gender related programs but have not been classified as such. Thus, some of the components discussed in this section, could have quite easily been discussed under the Rural Rehabilitation and Violence against Women sections and vice versa.

AV2.3.1Efficiency

When looking at original proposals, budgets and the outcomes of the projects the review team looked at in this program area, the achievements seemed reasonable. Certainly during the early days of the income generation projects, it could be argued that funding resources allocated might have been greater, however the projects were efficiently completed with the resources on hand. With the

newer programs, no specific issues were raised in this regard, except that the PDA noted problems of sustaining the level of gender training after budget cuts by the NPA last year.

Most of the NPA gender programmes are now directly implemented by the PDA by staff who used to be gender trainers in the NPA. The competence built up by the NPA in this program area is consequently sustained by the PDA. However, the NPA has not given specific training on gender to the PDA, but the PDA have nevertheless benefited from mentoring on these issues by NPA Head Quarter personnel.

As with most of projects implemented by partner organisations, the projects evaluated in Sulaimaniyah, Kirkuk and Soran reported a regular submission of reports following monthly monitoring by NPA staff. In addition, the EDO reported to receive regular visits by NPA staff. After the NPA established themselves with an office in Kirkuk, the contact and visits had increased, something the organisation commented positively on as they could benefit more from NPA's competence.

The weekly radio program (Tanu Po) on gender and family issues, which the PDA was responsible for on Radio Nawa, was monitored by the desk manager on gender in the PDA. She listened to all the weekly programs and wrote monthly reports on the programs and the issues discussed.

AV2.3.2Effectiveness

In the gender program, goals have been achieved concerning planned activities, like training and awareness courses and airing of radio programs. The long term goal of raising gender awareness in the whole society is also about to be partly achieved, as the government it taking gender issues more seriously than in the past.

The PDA reported that trust of beneficiaries in adapting tools and techniques in raising gender awareness was greater with an international NGO than with local NGOs. Local NGOs were reportedly met with suspicion regarding gender issues, although the reason for this suspicion was not clear.

Concerning gender mainstreaming, the PDA reported that gender was an issue that was discussed and taken into account in all their programmes. Although both the NPA and PDA write in gender awareness into their programs, this is not readily evidence in terms of the activities of the programs. Furthermore, the staff ratio within the PDA is skewed in a 3:1 ration in favour of males, justified by the claim that insufficient qualified women are available to fit the posts.

The introduction of the Women Can Do It project in this program is an example of a timely introduced component. Currently focusing on enhancing women's participation in decision-making positions in ministries and parliament, this project run by the PDA has attracted interest by the Prime Minister in KRG. He has consequently contacted the PDA for assistance with his plans of setting up a High Commission for Women's issues.

AV2.3.3 Results / Impact (Outcomes)

Although raising awareness for gender equality must be considered a long term project in the Kurdish and Iraqi society, some outcomes of the projects are already evident.

The Kurdish government has started taking gender and women's rights more seriously than in the past. This is partly because of the initiatives and different gender projects local and international NGOs have been running for years. One example is the mentioned response the PDA got from the KRG Prime Minister during the period the review team was conducting fieldwork. The Prime Minister

had read PDA's report on the Women Can Do It project and found it interesting. In a meeting with the PDA he expressed his intention to involve the PDA in the government's plans for setting up a High Commission for Women's issues.

CHRA work with women since 2003 in the Soran area although targeting work in IDP camps, helping establish a centre for violence against women and assisting an income generation project, also had a gender awareness component. This was often through not explicit but through discussions and general Human Rights training, administration officials started to become more aware of gender related issues.

Concerning immediate results from the different projects on gender, they were also evident in the discussions held with different organisations. Some examples were given by an organisation working in Kirkuk. They reported that young women had started using mobile phones after taking part in workshops they had held. Previously the women were not allowed by their family and community to have their own mobile phones, but after the course, they started demanding this and had finally been allowed. The same organisation also pointed out what they saw as a sign that young people they trained had started to understand gender equality. Boys who had taken part in their courses on gender had later encouraged their sisters to take part in similar courses.

As already mentioned, a radio program called Tanu Po, discussing gender and family issues, is aired weekly on Radio Nawa, a radio station reaching the whole KRG area and also neighbouring provinces. The program is reportedly well received and popular.

AV2.3.4 Relevance

The lack of baseline evidence in this program area makes it hard to assess to what extent interventions has been based on local needs and priorities. However, as the Kurdish society has been and continues to be a strong patriarchal society – nevertheless with a number of prominent women in powerful positions through its history – there is little doubt about the relevance, appropriateness and timeliness of the gender component of the NPA program.

In assessing relevance it would be worth pointing out that the research report on Oceans of Crimes and on Adultery although geared towards highlighting trafficking, prostitution and violence against women, has been widely distributed and read and was cited by a number of the government officials interviewed, as well as the judiciary as having contributed to raising gender awareness in the country.

Women's rights and gender equality is generally a political priority in Norwegian policy, also with regards to foreign policy and humanitarian aid. In the National Budget texts and annual allocation letters women's participation in society and support for organisations in Iraq working on women's rights was highlighted as prioritised. Norway's focus on UNSCR1325 on Women's rights in war and conflict has resulted in separate Action Plans and policies.¹⁴ The WCDI training for promoting women's political participation is thus highly relevant.

_

¹⁴Security Council Resolution 1325 was passed unanimously on 31 October 2000. Resolution (S/RES/1325) is the first resolution ever passed by the Security Council that specifically addresses the impact of war on women, and women's contributions to conflict resolution and sustainable peace.

AV2.3.5 Coherence

The gender work complements and supplements work undertaken by the other programmes. Awareness campaigns around gender issues were multifaceted through the projects but also via the independent media that the NPA supported and judging by comments from administration officials, politicians and the judiciary, these are read and it helps them not just understand the issues but to gauge public opinion as well.

As mentioned initially, projects in this category could easily been reviewed under women's rights. As for coherence with NPA's strategies, the Women Can Do It project is obviously coherent with the NPA's women's empowerment strategy. However, NPA in its international strategy also highlights gender equality as a prerequisite for achieving real democracy. Actively promoting a gender perspective in partner organisations and programmes is further part of NPA's international strategy. Judging from interviews with different partner organisations and the PDA, this has been an intrinsic part of NPA's engagement with partners throughout its history in Iraq. Although not always formulated as separate programmes, the gender perspective, and the various gender training of different personnel through years, must be considered overall in coherence with NPA's strategy.

AV2.3.6 Sustainability

Sustainability has always been an issue of concern for the partner organisations implementing gender programs on behalf of the NPA because of the reluctance of the NPA to fund core costs. It was thus felt that no investment was made to train personnel within local NGOs to enable them to continue gender related work and although these NGOs felt that they performed well and met their objectives and other obligations, they each dealt with their one individual project on an ad hoc basis rather than investing for the long-term.

Networks existed but almost all after an initial flurry at the outset faded pretty quickly. Seemingly there was insufficient common purpose or individual (NGO) benefit to continue these. It ca be questioned whether networking with each other around common founding issues might have been perceived as threatening existing funding sources and/ or introducing completion.

With the nationalisation and creation of the PDA large parts of NPA's gender projects and also staff within this program area were transferred. Thus, both projects and competence is sustained so far in this program.

The focus on training of trainers in many gender related projects, for example within the Women Can Do It project, seems to be a good strategy for building up competence that is sustainable, at least for a period. Staff of other local NGOs told the review team that they themselves had earlier been trained in NPA courses related to gender. The fact that they now are working in other NGOs using competence on gender they previously got from NPA, shows that this competence is sustained within the NGO community and that it is being used in new projects.

AV2.4 Assessment of achievements

- Gender related issues were introduced for the first time to civil administrators in the region.
- The judiciary were increasingly made aware of gender related issues, as were senior members of the paramilitary and police forces.
- A considerable number of men and women have received training in gender awareness.
- A number of gender trainers now exist in Iraq and continue their work in different local NGOs.
- The Women Can Do It project has attracted interest by the Kurdish government. The prime minister wants to involve PDA in setting up a High Commission for Women's Issues.

AV.3 Women's Rights and Violence against Women

AV3.1 Background and general context

NPA has had a focus on women's situation in Iraqi Kurdistan from the start of the work in the mid 1990s. At first they started projects for the widows left behind after Saddam Hussein's genocidal Anfal campaigns in the late 1980s. From 1999 NPA initiated work on the widespread problem in the Kurdish society of violence against women, especially honour related crimes. Support to different shelters and women's centres have been important activities in this program. NPA early engaged with different women groups, both independent ones and those related to the political parties. Capacity building and professionalizing of these groups were important steps from year 2000 and onwards. In 2002 NPA were able to facilitate a cooperation between 28 women organisations across political and geographic divides, and carry out a research on women's situation in Kurdistan through interviews with 20 000 women. In later years NPA and PDA have continued the support for projects related to violence against women, and has expanded into new areas like Kirkuk were there previously were few organisations related to this.

Partner	Womens Rights / VAW	Contract	Location	Allocation
		date		
IW	Women Shelter	01.03.2000	Sulaimaniyah	400,00
Kurdistan Women Union	Awareness course	07.08.2001	Rawanduz	9 500,00
Al Amal	Legal & social awareness course	12.09.2001	Diana	
Asuda	Women Shelter	04.10.2001	Sulaimaniyah	4 300,00
AVDA	Social awareness course for women	18.11.2001	kifiri	7 500,00
Zhyan for Anfal women	Democracy for women	01.08.2005	Kirkuk	4 100,00
ASUDA	Women Shelter	01.08.2003	KRG	13 472,00
Soran Cultural Center	Women Activity center	01.09.2003	Soran	
Khanzad	support to women in prison	04.09.2003	Sulaimaniyah	13 535,00
Kurdish Natl Student Union	Cultural season	01.11.2003	Soran	15 592,00
Khanzad	Supporting women center	04.04.2004	Khanaqen	5 000,00
KCN	Electing women representative	01.07.2004	Hawraman	11 962,00
Asuda	Supporting Shelter for VAW	10.11.2005	Sulaimaniyah	27 350,00
Khanzad	Social support for women in prison	01.06.2002	Sulaimaniyah	14 900,00
Khanzad	Support to women in prison	20.02.2006	Sulaimaniyah	55 522,00
Pana Center	Supporting center with basic needs	20.02.2006	Kirkuk	10 400,00
Khanzad	support to women in prison	07.09.2006	Sulaimaniyah	12 150,00
Khanzad	support to women in prison	04.05.2007	Sulaimaniyah	15 903,00
Asuda	Running Shelter	10.05.2007	Sulaimaniyah	40 500,00
Asuda	Running Shelter	01.10.2007	Sulai/Kalar	40 020,00
PDA	Pressure marriage	01.03.2009	KRG	84 910,00
Pana Center	VAW decreasing	01.06.2009	Kirkuk	7 230,00
PDA	Women	01.08.2009	Kalar/Ranya	103 982,00
Total:				498 228,00

AV3.2 Stakeholders and implementing partners

The review team visited the Women's centre in Kalar, directly implemented by PDA, talked to social workers and the field director for both the centre in Kalar and Ranya, met with the directors of the Asuda organisation and Khanzad, director of the Pana Center. In Soran the review team visited the Kurdish National Student Union and Soran Cultural Center. The team also interviewed KHANSAD and visited the women's prison in Sulaimaniyah.

AV3.3 Evaluation of program

AV3.3.1 Efficiency

Management of the projects by receiving partner organisations have reportedly been efficient in most of the cases the review team asked about. However, one clear exception here is the mismanagement of a shelter, having serious consequences for beneficiaries, which will be explained later. Most organisations were satisfied with the follow up they got from NPA. Several of staff members of recipient organisations had also previously taken part in courses held my NPA, like gender training or capacity building, and said they enjoyed a good relationship and benefited from the relation with NPA in many respects.

There was some unhappiness with Khanzad who felt that at the end of their relationship with the NPA that it was sudden and that there was no phasing out strategy. In addition, when they were asked to tender for further work, they claimed to have received contradictory messages and that a very long period of negotiating ended up with nothing for them to show for this.

Monitoring of projects was done partly through monthly reporting to NPA, both on budget and the implementation. In addition, staff from NPA had visited the projects during implementation. However it is hard to say how systematic this was done. Advice given by NPA during implementation was received as positive and helpful by recipient organisations.

AV3.3.2 Effectiveness

Most of the projects achieved their goals concerning planned activities. As several of the projects only got funding for a limited period and was not continued, it is more uncertain how sustainable the outcomes have been. As an example, concerning direct help and counselling of women threatened by honour related violence, one organisation claimed to have been able to help 50 women during the 8 months period they were funded by NPA.

The major criticism of this program is related to ad-hoc occasional and discontinued support to projects. This does not apply to all projects in this program, but to some of them. Although grateful for the period they got funding, organisations expressed criticism for the lack of continued funding. Especially the lack of explanation or even an answer to why their proposals were turned down was pointed out as frustrating. Furthermore, issues related to violence against women are highly sensitive in Iraqi society. Thus, working with these issues requires building of trust in the target population over time. Ad-hoc and Occasional, short-term or discontinued support for such projects is unfortunate.

NPA supported the Asuda organisation and the shelter they sat up in Kalar for several years, and was active in creating the organisation from the outset. Asuda became an influential organisation and many women activists in other organisations in Iraqi Kurdistan have their background from Asuda. This also created a problem for Asuda, as their staff, especially several directors, left the organisation for better paid jobs elsewhere.

The shelter Asuda was running in Kalar was donated by *Federacion Andaluza de Municipios y Provincias* (FAMP), and was intended to be a joint project between Asuda, and PDA under provision of NPA's strategic management. The support from NPA and PDA was discontinued in 2008. According to NPA this was done because of irregularities in receipts and reporting on budgets. Asuda claimed that these were unfounded accusations. Other people the review team interviewed, stated that Asuda has been in a very bad state and lost its credibility after NPA stopped its support. The shelter is no longer operated. It is hard to ascertain whether exiting the relation with Asuda was the only reasonable thing to do at that time, or if NPA instead could have used its competence to put Asuda

back on the right track. Shortly after NPA had stopped its funding of the shelter one of Asuda's monitors in the shelter was involved when one of the protected women ran away and were subject to rape and forced prostitution. Neither Asuda, nor NPA or PDA did any proper investigation of this incident at the time. When confronted with this the PDA said that such issues are very sensitive in the Kurdish society, and as they did not have any specific information at the time of the incident, they found it best to stay away. On the other hand, the current country director of NPA, when informed about the case by the review team, started looking into it and intended to contact Asuda.

PDA is continuing NPA's engagement in this program and is currently running women's centres in Kalar and Ranya. The centre's are offering social and legal counselling for women and families, but do not offer shelter services. Although hard to ascertain how effective they are, the review team especially found the way the centres engage in negotiations with the families of endangered women interesting and relevant. As the services of these centres are reportedly well received, also by local authorities, it is crucial that the PDA have a continued commitment to these projects.

As in many divided countries in the world, there is competition, rivalry and disagreements between NGOs and civil society organisations. Nevertheless, when there already are organisations working in a thematic area, offering similar services, NPA/PDA should consider working with the existing CSOs or NGOs, using their experience and capacity to lead and improve, rather than setting up new centres or services. NPA's approach of setting up new organisations was especially raised as an issue in relation to PDA by other local NGOs, claiming that they implement all their activities themselves, rather than involving and cooperating with other NGOs. This as opposed to how NPA used to work, according to this criticism. When talking to people from non-partner organisations who had been active in working to prevent violence against women in the same areas as NPA/PDA, some were not aware of the activities they have there. This is a clear indicator that there is lack of cooperation and coordination between different organisations and projects within this field and that NPA needs to be more sensitive to inclusion of a broad range of CSOs and NGOs.

When confronted with the criticism of lack of cooperation with other local NGOs, the PDA responded that this is mostly due to a misunderstanding of how they operate as a local NGO. While NPA's relationship with other local NGO's often involved some sort of funding, the PDA has no such possibility of funding other local NGOs they want to cooperate with. While the review team find this explanation reasonable, it does not solve the problem with lack of coordination with other actors within this program area.

AV3.3.3 Results / Impact (Outcomes)

Violence against women is a well known and documented problem in Iraqi society. As a consequence of decades of war and conflict, and the lack of effective government, traditional patriarchal power structures, such as tribes, have been strengthened and to some extent reinforced. Rapid societal change from a traditional rural society into a modern urban society, often fuelled by influences from Iraqi migrants who are living in Western countries, challenges family structure and gender values, often leading to reactions to regain control. Given this context, NPAs program was needed when initiated and still is.

There is no doubt that the projects NPA have supported or initiated helped a great number of women surviving violence, or women at risk and under threat of such violence. NPA's projects have helped to start a more systematic documentation of violence against women in Iraqi society. NPA's 2002-2004 study on violence against women was the first systematic study on this subject in Iraqi Kurdistan, and has been used as a type of baseline by other NGOs. This in combination with the

advocacy many women's organisations have been doing has forced the authorities to take these issues more seriously.

Although it is currently impossible to ascertain whether violence against women is an increasing or decreasing problem in Iraq, some of the projects have contributed to raise awareness, and possibly change mentality, in parts of the population. These are however small steps or "drops in the ocean", given the extent of the problem. As pointed out earlier, continuity and predictability are key factors especially when it comes to running centres and shelters. Thus, these activities are especially vulnerable to the unpredictability of annual as opposed to multi-year funding.

During the NPA funding, narrative and financial reports were submitted but no external evaluations were conducted making it impossible to gauge progress Without doubt there were successes which can be demonstrated in the improvements to facilities and attitudes towards women in the in the detention centres for women. Further legal and social work assistance was facilitated by the project as well. In addition, through workshops and training with detention centre personnel on Human Rights, gender, how to deal with detainees, beatings, etc. The latter is evidenced by the numerous occasions management of the detention centres mentioned Khanzad in media and public communiqués.

There was also failed advocacy campaign especially the campaign with advocated for the compulsory follow up of ex-detainees which did not succeed and often social problems after women are released are not well funded. There is also the question that needs to be asked whether the NPA program was no more equivalent to budgetary support for a lack of government funding and when this is withdrawn so will the gains made be lost. This can only be answered in a few years time.

AV3.3.4 Relevance

Violence against women is a widespread problem in the Kurdish society, as documented by different organisations, academics and by NPA in their survey on violence against women from 2004. Thus, there is no doubt about the relevance, appropriateness and timeliness of the projects in this program area. It is also worth mentioning that the problem of violence against women is more pressing in some geographical areas than in others. Thus, choosing to support organisations working in cities, and the areas around, like Ranya, Kallar and Kirkuk is highly relevant and must said to be based on a sound analysis with regards to local needs.

As pointed out in the Gender chapter, women's rights and gender equality is generally a political priority in Norwegian policy, also with regards to foreign policy and humanitarian aid. In the National Budget texts and annual allocation letters women's participation in society and support for organisations in Iraq working on women's rights was highlighted as prioritised. Also talks with MFA confirmed that NPA's projects on women's rights and violence against women are relevant and have a high priority in regards to Norway's foreign policy.

AV3.3.5 Coherence

Facilitating women's empowerment, combating oppression of women and maintaining a focus on organisations aiming to end violence against women are important aspects of NPA's international strategy in contributing to the development of an organised and dynamic civil society. In this respect, the women's rights and violence against women program area is highly coherent with this strategy, from the early support for Anfal widows and strengthening of the capacity of local women organisations, to support for women in prison, support for organisations combating violence against women and forced marriage. As for young people, women are a target group for NPA internationally, especially to strengthen their ability to organise themselves so that they can defend their own

interests. Enhancing networking and co-operation between women organisations has been part of NPA's Iraq country strategy. Despite the severe problems in implementing this as described earlier, NPA's effort to try to work with different women organisations and facilitating co-operation between them has been coherent with this strategy.

Chiefs of police (urban and rural) argued that the NPA work was relevant and it supplemented work they did not have the means and know how to do. It was argued that the NPA gender project and work on violence against women were very relevant from a socio-political perspective in Kurdistan and coherent with democratic initiatives of the Government. It was never perceived as outside interference and along with the Human Rights work with the security forces was very welcome. Indeed, on the women's detention centre work, it was felt that lessons learnt were also carried into similar detention centres for men and juvenile detention centres. Of particular value was the concept of Human Rights and how to treat prisoners. The general awareness raising campaign in rural areas were also very relevant but there was no real confidence that these had any impact.

AV3.3.6 Sustainability

With exception of the projects that were discontinued, activities within this program have been continued by the PDA. Both staff and competence from NPA have been transferred and continue to exist within the PDA.

As pointed out earlier, the Kurdish government has started to take the problem of violence against women more seriously. It is possible that the government in the future will take a greater responsibility for running shelters and giving legal and social counselling. However, at this stage these services are depending on continued effort from NGOs. In relation to this, staff from NGOs stated that they only wanted funding from international organisations or from local charity, they did not want to get funding from the government as this would discredit them and would scare away their beneficiaries.

One other aspect of the project that did not work was an attempt to create a network of organisations to coalesce over specific issues. This failed and time and again various respondents claimed that, 'in Kurdistan, this is not possible'. This raises the obvious question of what impact many of these projects are likely to have on society, when the agents working in civil society find it difficult to work together. There is no doubt a contradiction with regards to the messages of non-cooperation between themselves against that of trying to get other sectors of society to work together.

AV3.4 Assessment of achievements

- Women in difficult and dangerous situations has been given counselling, help and protection
- NPA produced the first systematic study of violence against women in Iraqi Kurdistan
- NPA has played an important role in capacity building and professionalizing women's organisations in Iraqi Kurdistan.
- The advocacy work by organisations supported by NPA, and other organisations, has forced the authorities to put violence against women on the political agenda
- Project activities have contributed to a change in mentality at least in parts of the target population

AV4 Youth Program to enhance youth participation

AV4.1 Background and general context

Activating young people and thereby giving them a role in the democratisation and reconciliation process has been a central focus for NPA and partners in later years. Young people have been trained to activate youth groups, arrange seminars and debates for young people. Young people from different background have been brought together, they have been encouraged to identify and solve their own problems and needs, to organise themselves, and influence decision makers.

Partner	Youth	Contract date	Location	Allocation
CDO	Peace promotion for youth	25.12.2003	Hawraman	8 000,00
CDO	Peace promotion for youth	01.07.2005	Kirkuk	4 250,00
KCN	Youth participation	01.06.2005	Hawraman	6 000,00
KYEO	Publish report on youth situation	15.07.2007	KRG	69 230,00
EDO	Youth participation	24.08.2009	Kirkuk	55 360,00
PDA	Youth Debate	01.11.2009	Sulaimaniyah & Erbil	79 892,00
Total*				222 732,00

^{*} The above reflects only the MFA funding components of this program but there were components funded by other donors, SLA, UNHCR making it a much larger and more coherent program than the budget above suggests.

Supporting youth media has also been part of NPA's youth program. Mist of the programs relating to young people have focused around peace promotion and encouraging youth to have a voice on matters that concern them as well as in promoting human rights and democracy. The programs listed below do not number a lot, however, work in the media through Liberal Education and funding newspapers who have programs for young internee reporters as well as work on gender and in the education sector, all target and address the role of youth and are designed directly and indirectly to give them a greater voice. Much of this is reflected in other sections of the report.

AV4.2 Stakeholders and implementing partners

The review team met with the director of the CDO organisation, the director of the EDO organisation as well as the Director of Education in Sulaimaniyah, a number of university academics and youth journalists.

AV4.3 Evaluation of program

AV4.3.1 Efficiency

A sample of the above projects in this program shows a variety of activities, which because of timing and the evaluators schedule, the review team was unable to visit any and see the activities directly. Concerning the organisation working in Kirkuk, a representative came to Sulaimaniyah to talk to the review team. Judging from what NPA and PDA says, and especially from the self reporting by the organisations, management of projects by beneficiary organisations seems to have been efficient. Some delays were noted, but no more than have to be expected.

In general beneficiary organisations that initiated projects seemed satisfied with how NPA handled relations with them. The main tool for monitoring projects by the NPA seems to have been the monthly reports organisations sent. In addition NPA staff also visited projects during implementation, more so previous to the nationalisation and downsizing of NPA staff. With the exception of one dissenting voice that complained about receiving only half of the funds they had applied for in a project proposal, resulting in problems with paying off staff they had hired to implement the project most of the organisations felt the relationship they enjoyed with the NPA was a very good one.

All the organisations, including the one that made the complaint, pointed out the importance of the advice and capacity building that NPA had given them independently ahead of or directly during the project period. It was noted by many that the NPA had helped their organisation in becoming more professional in their work, and that they owed a lot of the capacity they posses today to the NPA. As with other programs, the monitoring process seems much more like mentoring than actually monitoring of projects.

Following up on the complaint, it was ascertained that this was a result of proposal writing, where organisations were asked to draft proposals for various activities and then their proposals were incorporated into the proposal that the NPA forwards to the MFA. The ask top the MFA is not always met and the inevitable resulting lower amount of funding meant that local implementing agencies received less. Although the NPA and PDA staff was careful to point out that they tried not to raise expectations, the nature of the process almost always meant that they were raised.

AV4.3.2 Effectiveness

All projects looked at in this category achieved their objectives in the sense that they resulted in the planned activities: youth debates, workshops, seminars, formation of youth groups and publication of reports and newspapers. The introduction of different component of this program was timely and targeted well chosen geographic areas. Peace building projects have been introduced in areas with high tension, like in the Hawraman area after the Islamic movement had been forcefully drive out by the Americans in 2003, or in the disputed, multi-ethnic city of Kirkuk with tensions building up before the national elections in March 2010.

NPA and later PDA in their youth projects managed to include different communities and different political factions. One of the reasons for introducing youth debates was to bring the youth organisations of the different political parties together in direct dialog, and make them realise their common interests as youth. In all areas, but especially in Kirkuk, the decision to work actively with and include participants from different ethnic communities should be highlighted as an important contribution to reduce tensions. Moreover, projects seem to have been sensitive to the tensions and conflict dynamics in the communities, and have managed to work effectively within the given limitations.

While working with organising youth debates and setting up youth groups, the PDA has produced a manual for this in Kurdish, using a logical framework approach on advocacy and campaigning. The manual is currently only available in Kurdish, but has the potential of being translated and used in other parts of Iraq. The Human Rights education curriculum building, although dealt with under Human Rights must also be mentioned here for the role it has had creating awareness for not just youth but children as well, on such issues.

AV4.3.3 Results / Impact (Outcomes)

The projects resulted in the planned activities and publications. At least 20 youth groups have reportedly been established. A number of debates, courses and workshops has been arranged. A report on the situation for the youth cultural centres in the KRG area has been published. The Liberal Education newspaper, although later closed down, reportedly increased its circulation from 500 to about 2,000.

For most of the projects, actual results beyond the realisation of activities are hard to ascertain. However, an example of an immediate impact was given by one organisation running youth projects in Kirkuk. They claimed that the young people from different ethnicities who participated in their peace building courses changed their attitudes towards each other during the course. At the outset

youth from different ethnicities were sceptical towards each other and did not communicate very much. At the end of the course they had become friends, and according to the organisation, they were better prepared to withstand the attempts from political fractions to use the youth in raising ethnic tension. This was pointed out as a small step, as they could only reach a limited number of young people, nevertheless, an important step, especially for the affected young people themselves.

One of the main issues the Liberal Education newspaper devoted it self to, was the problem with special admission to universities for children of party officials. While other students had to compete, based on results from high school, these students bypassed the queue of other students, even when they lacked necessary qualifications. Liberal Education was instrumental in exerting pressure that resulted in this admission policy being changed.

Measuring the impact of activates on youth will take the best part of half a generation, however, indications are beginning to emerge that given the limitations re: outreach, the potential for future impact is good.

AV4.3.4 Relevance

The youth projects were and are relevant, appropriate and in the context of their implementation timely. There were no other similar projects at the time. However, the impact is very much at a local level, maybe with the exception of the Liberal Education newspaper which reached university students in the whole Kurdish region.

Certainly capacitation of civil society to engage in democracy building has and is being created, but the linkages between the youth activities and the rest of civil society were not clearly evident. The interventions, given their peace building components were based on a sound context and conflict analysis with regards to local needs and priorities. Given the fractious state of affairs in the region, due to the elections at the time the review took place, this program most definitely reflects an increased prioritization in response to the Kurdish regions priorities.

AV4.3.5 Coherence

Focusing on youth is well within NPA's overall international strategy of supporting democracy. This strategy focuses on all social groups rights and opportunities to participate in decision-making processes. Young people are among the target groups internationally for NPA, and especially to strengthen their ability to organise themselves so that they can defend their own interests. The youth program in Iraq is overall in coherence with this strategy as it has especially focused on setting up youth groups and encouraged youth of different political and ethnic backgrounds to work together on identifying common problems and organising themselves to solve them by influencing decision makers.

This program hardly reflects a coordinated strategy for the region as a whole. Nevertheless, at least these projects are taken outside KRG area and do involve other ethnicities, so there is an Iraqi perspective here, not only a Kurdish.

AV4.3.6 Sustainability

NPA has passed on valuable knowledge and experience to organisations and individuals who they have been involved with. In this sense a lot of the work NPA has done in this program area is sustained through this capacity now possessed by local organisations. One of the organisations, the CDO, who has little or no contact with the NPA anymore, stated that they owed much of their

current capacity to the NPA, and that NPA had been crucial in building capacity of their staff in an early phase. Today the CDO is considered a strong local organisation with funding from different international agencies and from the KRG government.

A visit to a youth cultural centre, which previously got support from NPA, revealed the problem with discontinued support when there are no other international donors. During the period they got support, they had a high activity level, but after NPA withdrew their support, this level could not be upheld. They continued to use the capacity they had acquired, organised activities with small funds from the government, but this was very low scale compared to what they previously did.

As within other program areas, some NGOs expressed that they had to rely on funds from international NGOs, as funding by the government, if possible at all, would discredit them in the eyes of their beneficiaries.

Basically, the problem with this program is that it seems not to be sustainable. As argued above, as soon as funding is discontinued, activities drop. However, in this are it is internationally generally easier to source money than in many other sectors.

AV4.4 Assessment of achievements

- First real contact for some youth with youth of different ethnic groups
- Some signs of cooperation between youth organisations affiliated with competing political parties
- Creation of a skills base in youth leadership and advocacy
- Greater awareness and ability to engage with the independent media
- Admission to universities are no longer based on party affiliation

AV5 Media Program

AV5.1 Background and general context

The media and information project was initiated by NPA with support to the Hawlati Newspaper in 2001 as this was the first independent newspaper in Kurdistan. In 2000 NPA was the only organization who started to support one of the independent newspapers, Hawlati and were one of the reasons behind continuation of this paper. Despite NPA being been accused on several occasions by local authorities of being "a supporter for the opposition forces", it persevered by supporting other independent media, including a student newspaper and working on training journalists, most recently in Mosul Due to pressures from the independent media and independent journalists, amongst other forces, in 2007-2008 the Kurdish Parliament was obliged to change the press law in Kurdistan to allow such media to operate freely. Today there are a number of independent newspapers and magazines present in Kurdistan which lobby and ask for changes (see Annex IV for a brief history of the independent media).

The effects of the NPA s project, being continued by the PDA have been that they have strengthening democracy and as a consequence civil society in the region as well. The facilitation of an internal and international network was an additional component to the financial support made available to the newspaper. NPA then supported the production of a number of radio and television programs before investing heavily in the Liberal Education project which aimed at enhancing the principles of free media by establishing youth operations for media work in society. The idea was to activate young people through youth media work and to create a conducive climate for young people to showcase their talents and to have a voice. After the formation of the PDA, work on better utilising the electronic media was initiated, as was work on training journalists.

Partner	Media	Contract date	Location	Allocation US\$
IW	Magazine Hana	21.05.2000	Sulaimaniyah	1,300
Hawlati Newspaper	Print press	01.03.2001	Sulaimaniyah	29,000
Kurdish Heritage Institute	Publishing book female voice	22.04.2002	Sulaimaniyah	41,580
KWU	Radio station	01.09.2003	Garmyan	
KIE	Radio & TV program HR	08.08.2004	KRG	40,000
KWU	Development Garmyan radio	10.12.2004	Garmyan	4,000
Liberal Education	Start-up newspaper	01.09.2005	Sulaimaniyah	46,500
Bayanee newspaper	Media	22.12.2005	Sulaimaniyah	10,420
Liberal newspaper	Continue with newspaper	01.03.2006	Sulaimaniyah	27,185
Liberal newspaper	Instituting liberal education	01.09.2006	Sulaimaniyah	19,000
WUK/Zhinan	Radio Tawar	27.05.2007	Garmyan	4,000
Liberal newspaper	Instituting liberal education	15.10.2007	Sulaimaniyah	10,950
EC/Roshingary	Publish season magazine	06.02.2008	Sulaimaniyah	13,037
Kry Shanoy ba	Art tool for HR Women scenario	14.05.2008	Sulaimaniyah	52,000
WUK/Zhinan	Radio Tawar development	03.12.2008	Garmyan	15,150
PDA	Media and Journalism Project	01.08.2009	Sulaimaniyah	89,837
IDPC	Journalist Website	26.08.2009	Mosul	47,120
EC/Roshingary	Publishing seasonal magazine	20.09.2009	Sulaimaniyah	25,000
KJG	Electronic newspaper	16.12.2009	Kirkuk	27,850

AV5.2 Stakeholders and implementing partners

The review team visited the premises of **Hawlati newspaper** and interviewed the editor, met with the former editor of the now defunct youth centred **Liberal Education newspaper**, hosted one of the journalists from the **Kirkuk Journalist Group** (KJG) at the NPA offices and met the Media Officer at the PDA and NPA. The team also met up with two freelance journalists, one who syndicates abroad, mainly to Turkey and the other who works in a Kurdish national television station. In addition, the meeting with **KEDO** discussed the establishment of a special radio program for women. Finally, meetings with various civil administrators and police personnel incorporated discussions about the media and the effects that the independent media has had in Kurdistan.

In addition, the project team looked at the development of broadcasting of Radio TAWAR, which covers all of Germyan and focuses on economic, social and political problems as well as spearheading a campaign against killing of women. Project documentation was reviewed for the KIE's work on democracy on radio and television, much of it broadcast into Arabic as well, and covered subjects like free speech, civil society, tolerance and respect. Project documentation for the following projects was also scanned: Kory Shanoy Ba whose work was in support of women's rights through theatre, but also included youth, the integration of ex-prisoners and covered psycho-social aspects of work; the Kurdish Heritage Institute which worked on cultural and gender issues, the Bayani newspaper where five print issues were supported

AV.5.3 Evaluation of program

AV5.3.1 Efficiency

A review of a sample of the above projects would suggest that the design of the various proposals related to the above projects, including logistical frameworks, targets and budgets were reasonable in regard to what was achieved. Given the time-span that has elapsed between most of the projects and the current review, it was difficult to evaluate accurately as to the cost efficiency of the various projects. However, interviews with staff related to these projects, claimed that the grants received could always have been greater, they were nevertheless sufficient for them to achieve the objects

set out in their letters of agreement. Interviewees also stated that the set-out timelines and deliverables were comfortable and few delays that were experienced related to the purchase and delivery of equipment.

With the exception of some of the one-off projects, like Hamai Zhin (Women Shelter), the management of projects by recipient organisations were efficient in both implementing the projects from start-up and during their duration. In the case of Hawlati Newspaper, envisaged outcomes have been sustained well beyond the duration of the project as the newspapers circulation has grown to an extent that it is today a self-sufficient enterprise. The Liberal Education project which was successful in highlighting nepotism in the academic sector in Iraq Kurdistan was denied a license after two years of being in operation and forced to shut down. It is therefore difficult to ascertain just how sustainable this might have been without NPA funding. However, as with other projects, all respondents noted that the NPA staff monitoring, not only ensured its primary purpose but was also beneficial as a mentoring process, enhancing the capacity of the organisations to deliver.

All respondents commented favourably regarding the relationship they enjoyed with NPA, being quite clear that it was not just the fact that they were recipients of funding, which they acknowledged, but also for the manner with which NPA engaged with them. The respondents also explicitly stated that their existed a common vision between them and NPA relating to long-term outcomes and therefore there would have been a a unity of purpose between themselves. This was particularly true for the KJG who together with the other organisations expressed satisfaction ratings of NPA which were high. Satisfaction ratings with the PDA in this program were also positive, but not at the same level as with NPA.

Monitoring was conducted through regular site visits by the NPA staff, but it was difficult to ascertain whether these were systematically carried out. Quite simply, as with the other projects and programs, monitoring was not undertaken within any established paradigm, but rather consisted of site visits and dialogue between the NPA and the implementing partners. Furthermore, there were no independent evaluations undertaken since the imitation of the media project. Furthermore, documentation related to such visits was not easily available, making difficult to comment as to exactly how they were conducted and how challenges and indeed disagreements were dealt with. All letters of agreement note that on completion of each funded project that a joint evaluation would be undertaken. No independent project completion evaluations had been undertaken and the documentation relating joint evaluations noted in the project proposals were not forthcoming.

Cost efficiency couldn't be definitively measured because on the one hand of the inability of the review team to access financial records of the beneficiary organisations and on the other hand missing final joint evaluation reports from the NPA. From the NPAs financial records most projects were on budget and discussions with existing staff, staff at PDA and ex-staff all project activities were carried out with the beneficiaries..

AV5.3.2 Effectiveness

The objectives set out in the projects documents were clear and comprehensible enabling the various projects to achieve their objectives. The design of activities did achieve their goals, namely publications or equipment supply to the beneficiaries, whose newspapers, magazines, communiqués and radio programs did reach the targeted audience. Indeed, it could be said that they reached audiences wider than initially intended, both in terms of their spatial distribution but also in terms of their audience. Interviews with politicians and senior administration personnel in Erbil and Sulaimaniyah claimed to read these, particularly where correspondence from the public was printed. The reason for reading this was basically to gauge public opinion but also due to increased

circulation, they felt that they needed to monitor current opinion. Interestingly, many felt that these publications provided a perspective that politically aligned media did not make available to the public.

The NPA has to be credited with taking into account both political and social changes in Kurdistan specifically and Iraq generally when adjusting programs or program components to reflect both societal challenges and changing conditions. The introduction of program components was timely as it took into account both public and community dynamics whilst working with whatever limitations they faced. Capacitation programs targeting journalists were found to be focused and relevant and are still ongoing in Kirkuk. Local media and journalists have benefited from this program, as has the public at large who have been beneficiaries of the journalists and independent media's efforts.

A major criticism of this program is, with the exception of funding to the Liberal Education newspaper and Tawar radio, that it was ad hoc in targeting potential opportunities. Respondents suggested that perhaps a more systematic approach where smaller publications could have been targeted and funded in the same manner as the above mentioned projects. The Liberal Education newspaper on cessation of funding by the NPA could not continue and simply closed down. It was claimed that funding was cut without any due notice by the NPA and as such there was little opportunity to secure further funds. However, discussions with NPA staff would suggest that this was not necessarily an accurate picture, and that both internal problems and external pressures led to the closure of the newspaper. Another main reason for closing down the project was that the Kurdish authorities did not give the youth media centre a license. When talking to the former director he expressed some criticism towards NPA for not having put enough pressure on the authorities to give them a license. What all respondents unanimously agreed on was that the various projects all added value in creating a climate of freedom of expression through the media in Kurdish society.

Although there were negative sentiments expressed about the manner in which the PDA has continued the program, the PDA's website was praised for both the content and 'breaking news' style of delivery. The report, *The Status of Independent media through journalists eyes in the Kurdistan region* undertaken by the NPA and PDA in 2007 and published in 2009 was said to have been well received. Interestingly, civil administrators also noted this report, when justifying the freedom of the press in the region, suggesting that they were at least aware of it, even though it might not have been read.

AV5.3.3 Results / Impact (Outcomes)

The program has to a large extent achieved its various project objectives both general in terms of informing the public at large and specifically within spatially defined areas and targeted communities. This it has undertaken with locally based professional staff and where appropriate worked with local communities. Where staff training was targeted this had a positive impact on both the staff themselves, where appropriate on their outputs (journalists) and on their organisations, who generally felt that they had been capacitated by the process.

Specially, before Hawlati Newspaper there was no independent press in Kurdistan, and although the NPA cannot alone be credited with their success, it can be said that their funding during the nascent stages was timely and according to the editor highly welcome at the time, particularly the equipment supplied. From a socio-political perspective there was a need for independent media, therefore including this into NPA programming at such an early stage did contribute to the continuing impact that this newspaper has had.

The Liberal Education newspaper increased in printing from a monthly to a twice weekly and it was claimed that it reached a wide range of tertiary sector students. It was a newspaper that was widely read by the students and it is claimed that it did influence opinion but was also influenced by students' opinions as reflected in their articles. Still the Liberal Education project has to be described as a failure, for notwithstanding the contribution it made to student life for three years and that a group of young journalists learnt professional skills which will carry into the future, it failed to become sustainable and indeed one of the larger beneficiary projects collapsed during a grant period. Having said that, during its tenure, Liberal Education did have an important impact in that one of the main issues they addressed was that children of party officials and people in high positions got special acceptance to enter universities without the necessary qualifications. This has changed and Liberal Education claims to have been part of the movement to change it.

It was impossible to measure the intended impacts of the project through assessing how impact indicators were evaluated when projects were completed, because quite simply no reports existed on this. That is that indicators were created but none were used to measure impact on the completion of the individual projects. Unless a dedicated study of the media is initiated and an agreed set of indicators based on a collective memory of the state of society at the onset of the independent media is agreed on, it is difficult to accurately gauge impact.

If the NPA, and indeed the PDA, want to understand impact in this part of the work they are undertaking, then they should either directly, or through the PDA initiate a media monitoring exercise where on a monthly basis a sample of editorials from the major newspapers and magazines (independent and mainstream) and radio and television broadcasts are scanned for both the type of content contained, it's frequency, editorial tone, readers responses (newspapers) and other aspects deemed relevant to Kurdish society.

The NPA media and information program has contributed towards democratic change by influencing the general public and where spatially contained affected communities or generic categories of people, like women, youth, etc. Recorded on a number of occasions from political party representatives, civil administrators, including Chiefs of Police and officers working in correctional facilities, was the fact that they read the independent media, often reports pertinent to their area of work and in a few cases websites of NPA, or PDA, funded beneficiaries. They found these useful in a sense that it represented a public opinion that was and is not evident in the mainstream politically affiliated media.

AV5.3.4 Relevance

The NPA media and information projects were relevant, appropriate and timely_of in terms of their relevant the design and implementation strategies. They have capacitated those components of civil society that have engaged in the principles of democracy building. Their contributions, to varying degrees have created an asset at the regional and community levels.

Without baseline evidence it is difficult to accurately assess whether interventions in this program were based on local needs and priorities. Furthermore, it is difficult to define what the scope of local is and understand a whole host of other social, economic, cultural and political priorities in terms of ranking the need to initiate such projects. Nevertheless, concluding from the interviews conducted, there was an almost unanimous agreement that the media and information work funded by the NPA was relevant at the time and indeed continues to be less acutely needed but just as relevant today.

Some of the respondents argued that the NPA should have had more seminars and debates and invested more time working with local NGOs and thus have increased the relevance of the work in the region. The continued work with the KJG reflects this sentiment.

Support for media is not mentioned in any of the documents related to Iraq, and certainly not in the white paper on Norway's humanitarian policy. However, since promoting democracy in the Middle East is seen as an important priority in Norway's foreign policy, free media could well be one of the areas that is being seen as highly relevant in this respect.

AV5.3.5 Coherence

Certainly the media work, past and current has acted to increase awareness of human rights and democratic processes, as well as the respective roles and obligations and counter obligations of the politicians, civil, military administrators and the people to each other. Given the contextual nature of the NPAs other programs then the NPAs Media Program does reflect an overall coordinated strategic approaches for the region as a whole.

The NPA Program as a whole does not reflect an increased focus around coordinated strategic approaches for Iraq as a whole. The program has only reached Kirkuk outside KRG area, which itself is pretty much linked to the KRG, so any strategic approach for Iraq as a whole does not exist here.

AV5.3.6 Sustainability

An assessment of the nationalisation process to the PDA was seamless. Much of the work that PDA has continued to undertake in the media and information areas was started whilst the staff were located in NPA and continued pretty much on track. Furthermore, program like Tan U Po (Vertical and Horizontal) in Radio Nawa are an example of how this component of the work has been expanded. In addition, the PDA created a website which is geared to reporting investigative articles about Kurdish society.

The competence and capacity within the PDA, was built up by staff who had previously worked within the NPA and so long as funding can be sourced, this component of the PDAs work should remain sustainable. The media work that the PDA undertakes, both in terms of media releases and also the training of new international methods of journalism to journalists both meets an existing need but also creates one, which can only auger well for Iraq Kurdistan in the future.

However, it must be mentioned that there are issues regarding the governance of PDA and several respondents perceived that the political agenda of PDA could hinder sustainability. This was perceived to dilute the neutrality of the PDA. Some NGOs would not work with the PDA on media related (and other) projects because of this. Given that the area of media and information provision is highly politicized in Kurdistan, in the face of existing political power bases such perceptions could damage the project in the future.

Finally, both the ad-hoc and annual as opposed to multi-year funding has had an effect as to the extent of the impact that the NPA programs could have had. Unfortunately, this was as a result of MFA grants to the NPA, rather than a policy set out by the NPA in Kurdistan itself. Looking forward, as with all programs, access to future funding will remain the greatest constraint faced by current ongoing beneficiaries.

AV.5.4 Summary of achievements

Direct

- The first NGO to actively pursuit an involvement in this sector, as free media was a new phenomenon when NPA started working in the sector
- Free media has had a huge impact on society
- Breaking news on targeted events.
- Greater international on-line access.
- Non-party partisan news to political representatives and civil administrators.
- Introduction of the notion of accountability through the press.
- Critical media has had a a big impact but allowing for freedom of expression'
- Enhance youth participation in the media and got student voices heard.
- A pool of better trained journalists are now practicing in KRG.

Indirect

- Increase availability of balanced independent news
- Increased enthusiasm in journalism as a study discipline

AV6 IDP Program

AV6.1 Background and general context

Driven from their rural homes in the 1970s and 1980s the Kurdish population consisted of mainly widows and the NPA set up projects in the Germian/Mawat and Diana/Choman areas which lie in each of the PUK and KDP controlled areas. The program was then widened to include 'Rural communities and individuals, IDP's and refugees'. Psycho social and income generating activities were followed by literacy, computer and capacity building of LNGOs projects. Early projects also targeted vulnerable women and women who were threatened by abuse and violence, independent media general courses on the Human Rights and Democracy. From 2003, the development of democratic management was dominant, in 2004, some family level support IDP from Khanaqen and in 2006 a mobile medical equipment unit was established. Income generation projects generation projects largely included agrarian and micro credit loan and in 2002 there was a specific targeting of mine victims in Mawat and Diana is planned with Soran Association Care for the Handicapped to empower the disabled people to start economic activities and benefit socially.

In 2006, the IDP project was revitalized with work in the Kirkuk and Khanaqin where the genocide and mass deportation campaigns had severely affected the society. With the exception of Kirkuk the NPA had in the other areas, previously conducted mine action activities and/or emergency activities during and after the war. These programs were all conducted in close contact and co-operation with local authorities and international organisations in charge of co-ordinating resettlement and return of the displaced population.

Partner	Capacity Buliding	Contract date	Location	Allocation
KWU	Sewing center for Women	17.10.2000	Garmyan	5,000.00
Komaly Harawazy	Kurdistan Women hand craft	01.11.2000	Sulaimaniyah	6,000.00
SACH	Computer training	01.12.2000	Soran	48,500.00
DOE/K	Literacy	01.05.2001	Garmyan	7,000.00
KWU	Sewing center for Women	17.05.2001	Garmyan	4,200.00
AVDA	Computer course	01.08.2002	Garmyan	21,303.00
KEDO	Management capacity building	01.09.2002	Sulaimaniyah	22,000.00
Kirkuk Dir of Education	Literacy	20.10.2003	Garmyan & Khanaqen	27,674.00
KEDO	Literacy & village awareness	15.11.2003	Hawraman	8,000.00
KEDO	Developing management on Democratic base	15.11.2003	Kirkuk	17,022.00
KEDO	Developing management on Democratic base	01.08.2006	Kirkuk	17,500.00
PDA	Establishing new organization	27.09.2007	KRG	12,700.00
Partner	Health	Contract date	Location	Allocation
DOH	Dental project	18.06.2001	Garmyan	8,000.00
Partner	Income generation	Contract date	Location	Allocation
WICC	Income generation/sheep	30.04.2001	Garmyan	11,500.00
WICC	Income generation/sheep	12.06.2001	Garmyan	
AVDA	Bakery project ('98-)	12.06.2001	Kifiri	
Partner	IDP	Contract date	Location	Allocation
KCN	Family level support IDP from Khanaqen	03.05.2004	Garmyan	11,799.00
KCN	Drilling 15 wells	01.07.2004	Hawraman	11,962.00
KHF	Mobile medical equipment*	16.04.2006	Kirkuk & Ranya	18,810.00
	this program was mainly funded by denors other	·	,	

^{*} Note that after 2003 this program was mainly funded by donors other than the MFA: Solidaridad International, SLA, UNHCR, thus the overall funding and size of the program was much larger than reflected above.

AV6.2 Interviewees

The review team met with the directors of KHF, KEDO, SACH and KRA, as well as with two groups of widows in Soran and Sarqala, who had been direct beneficiaries of the income generating projects scheme. The team however did not visit any actual projects, for it was felt that given that the

greatest proportion of this project was undertaken during pre 2000, this was largely covered in the 2000 MTR.

AV6.3 Evaluation of program

AV6.3.1 Efficiency

This component of the program was always designed to be short term and has achieved the physical objectives as per the projects proposals. The immediate objectives of the IDP projects were all delivered and in the words of one respondent, the, 'NPA was the main one of the NGOs who saved Kurdish communities more than other NGPOs by working to meet the needs of people and should be top of a classified NGO list'. Implementation of the construction was undertaken in a timely manner. Notwithstanding difficulties experienced with the phasing out of the projects, was felt that the NPA program design was line with what was required to achieve its goals, the delivery and management process were good, and that the NPA was flexible when changing conditions required a change in the program design.

The review team was unable to access the quality standards of the infrastructure, but both the implementing NGOs and the NPA claimed that there no problems since the projects had been completed. The handing over of the facilities to the local authorities took longer than planned for, but this was because of delays on behalf of the authorities.

AV6.3.2 Effectiveness

KHF In existence since 1984 was well entrenched in the field of providing medical relief and other support to IDPs long before they became NPA beneficiaries in 1996. They claimed a great working relationship with an organisation that 'was an excellent support partner', had professional staff, which listened and worked in synergy with them. They claimed that together with the NPA they had met the project objectives, which were delivered ion budget and on time.

Involved in projects since 2002-3, KEDO felt the relationship with the NPA was good, a 'two-way flow of ideas and a great follow-up management (monitoring) system, with the only negative component of the relationship being the lengthy time period that discussions took. They too agreed that all projects were delivered on time, within budget and in accordance with the listed objectives.

It was felt that the NPA programs improved on their existing work by adding value and quality to their overall delivery process. Furthermore, they argued that on the ground community were receptive and participated wholeheartedly in the projects. They also felt that although never formally introduced, but the experiences derived from both the projects and the NPA staff enhanced their own organisation and that various learnings have been taken onboard and implemented into their other project cycles.

AV6.3.3 Results / Impact (Outcomes)

The lack of evaluation of any project evaluations and the fact that many of these projects were completed over 10 years ago, made it on the one hand very difficult to measure results and outcomes, however on the other hand, because of the passage of time the assessing impact is easier. Projects completed more recently have had the immediate impact of ameliorating conditions of people residing in these camps. The early income generating and infrastructural projects have had a long standing effect, which in the case of women, was articulated by the enumeration of the number of their children who had completed education and who had successfully initiated families of their own.

At the time of delivery, the intervention of the NPA would have aligned itself both KDP and PUK policies for their respective regions, namely to rehabilitate conflict affected rural areas. The subsequent change in direction towards building up the capacities of the civil administration, security and police forces and LNGO's would be in line with creating human rights awareness as a necessary next step in the peace-building process of the rural areas. Furthermore, cultural issues including the treatment of women had not changed because of the peace and awareness certainly needed to have been raised. Civil administration and senior police personnel interviewed argued that the intervention was both timely and crucial, but questioned just what the impact of this might have been.

Whereas, NPA annual funding impacted quite negatively on the other programs, a lot of the early programs were quite specific with short term objectives, and although continuity was hampered, the effects were not reported as having had such a high impact.

AV6.3.4 Relevance

The IDP programs were relevant, appropriate and delivered at the right and on-time. The design of the program and the various projects were relevant through monitoring during implementation and via capacity LNGOs have been left in a better position post intervention than prior to it. The three LNGOs visited supported the notion that the NPA added value to their organisations beyond the financial infusion from funding. Some of the learnt skills were useful when working with other donor partners post NPA.

AV6.3.5 Coherence

The work that KHF, KEDO and KRA did with the NPA was complementary with that undertaken under different funding sources. Within the NPA the work undertaken in the RRP did not overlap with the MAP. There were synergies around location but on the ground there was little to suggest that they complemented or even supplement each other's work.

AV6.3.6 Sustainability

The issue of sustainability here is not that the projects continue, because they were not designed to do this, but that the outcomes remain sustainable, and proof of that is that a number of IDP camps have transformed into suburbs and more importantly, the NGO's visited spoke about 'neighbourhoods' It was felt that the communities were now entrenched and although services and utilities remain rudimentary the formation of social capital is well advanced.

In regards to LNGOs that the NPA worked with, it is difficult to take many of the comments regarding sustainability at face value, not because they are critical of the NPA and the lack of an exit strategy, but because they are unduly influenced by the coming of the PDA which in essence 'took over' many of the implementing tasks. The response to this event and the perception of the PDA and NPA could almost be described as being 'bitter', and probes as to why this would be the case would suggest that there were political agendas being followed that made it impossible for the LNGOs to align themselves with.

The KHF felt that the relationship ended suddenly with NPA following the submission of a project report proposal. They felt that although work was ad hoc over the years, that NPA could have better articulated their phase out strategy 'when withdrawing' from the sector with the introduction of the PDA. Had they been forewarned of the impending cutting of the relationship and by implication

funding, they could have scaled down their operations accordingly and increased their funding drive. The 'sudden cut' in the relationship impacted on a water delivery program to an IDP camp leaving the beneficiaries to fend for themselves and to rely on untreated water brought for sale into the camp. They were however fortunate to have secured alternative funds.

AV6.4 Assessment of achievements

- Rural women who single handedly restructured their lives and successfully brought up the next generation of their families in a completely socially inclusive environment.
- Capacitated LNGOs which are still functioning and have used skills to raise funding from other sources.
- IDP communities which are now considered as neighborhood suburbs and wherein social capital is high

AV7 Selective Comments on MAP

AV7.1 Beneficiary impact notes

During December 2009 an evaluation of the Mine Action Program in Iraqi Kurdistan was undertaken for the NPA by Tim Lardener. The first draft analysis of this study was completed before the review team for this evaluation initiated its fieldwork and this review team was briefed by the Mine Action evaluator on gaps that he considered would add value to the MAP program evaluation. These centred largely on understanding what the impacts were for the beneficiaries residing in the mine action clearance areas. The review team therefore focused on this issue alone. However, in order to familiarise itself with the MAP, it was necessary to undertake interviews with the Program Manager of MAP, the Chairman of the Board of MIR, the organisation that has been created to continue the work of the NPA MAP and the Director of the GDMA. In addition, in order to get a better understanding of the areas in question – Mawat and Chwatra, the review team met and interviewed the Mayors of both areas. Finally interviews were held with eight people living in Mawat. The contents of this Annex do not stand up to any scientific testing, and are merely indicators of some of the issues that came out in the various conversations with all of the interviewees. Should NPA desire to understand what impact the MAP has had, it would have to conduct a dedicated Beneficiary Impact Assessment.

AV7.2 Mine safety awareness

The contribution that the NPA project made to raising mine awareness amongst the populace at large and amongst children and youth in particular was one of the intended deliverables that was highly valued by the people and civil administrators living in the mine affected areas. There is no possible way of quantifying the success because victim numbers were not enumerated before and after land mine clearance by different generic categories of the population and incident, the residential proximity to mined areas and travel routes bordering mined areas. In addition, measuring the sociological and psychological benefits of a mine awareness program would require evaluation expertise that was not available to the review team and should have been applied both pre- and post-mine clearance. Nevertheless, feedback from different respondents, including people residing next to de-mined fields was unanimous in praising the efforts of NPA and claims that this was a crucial intervention and the right time and saved lives.

AV7.3 Impact on physical health

There are many aspects of positive physical health changes experienced by people residing areas which are mined. The most obvious is that fatalities and injuries due to landmines are eliminated when areas de-mined, and there exists information within the Kurdish Region to demonstrate this.

This review did not quantify however this as this would have been undertaken in the MAP evaluation. Discussions with people living in the Mawat area, local civil administrators and LNGOs in the region, centred around two other physical health attributes that were found to have improved after the mined areas had been cleared.

Firstly, it was noted that prior to the mine clearance there was a higher than usual level of miscarriages amongst women, and women specifically were said to have been the most stressed and affected by the situation. One particular instance was given that on hearing a landmine detonating, a young woman miscarried two weeks before she was due to deliver. In the year and-a half following the clearance of mined fields it was claimed that there was an increase in child births. There was no immediate empirical evidence available to illustrate this and memory recall in this instance is not necessarily accurate, however the respondents listed specific births as proof and thus there is no reason to doubt their accounts of their own immediate history.

The second positive implication of the mine clearance was that the personal cleanliness of the population improved immediately after land was cleared and in particular land around water wells, which were mined to larger extend than other land. This cleanliness was noticeable by the immediate decline in dermatological problems that had disproportionately affected children. The lack of readily available and accessible water in close proximity to houses meant that water had to be transported to the household and this was predominately used for cooking and drinking, whilst a mix of a variety of detergents were used for personal hygiene. Children whose skin is more sensitive to that of adults were displaying rashes which for some turned into lesions that required medical intervention. Once water supplies were resumed these dermatological problems gradually disappeared.

AV7.4 Psycho-social impacts

Understanding the psycho-social impacts of residing in mined areas would be the topic of a study in its own right and would require expert researchers to undertake. During the brief discussions held with respondents in the Mawat and Chwatra areas, it emerged that the biggest psycho-social impact was that related to relief that children, whose decision are not always rational and whose ability to stay vigilant is limited, were safe. Respondents said it was like 'gold' that children had safe areas to play in and were no longer in danger of land mines.

In Mawat, a number of respondents claimed that epilepsy and bad dreams used to be a recurring problem amongst people and that these had begun to gradually disappear after the area became safe to live in. Detailed probing would have to differentiate between this factor and the possibility that these symptoms might also have been symptomatic of the stress of conflict and war that people lived with during the years preceding the clearance of the mined fields.

General stress was identified as a separate symptom which had declined after the fields were cleared. Here respondents were able to trace stress levels back to times of conflict and war, and the line ends when the fields are cleared. One respondent noted that with the clearance of the fields, 'the bad dream finally ended'. As a result of this, and other factors, people were said to have been more confident of the future and more able to 'build a future for the future'.

AV7.5 Social Impacts

Measuring migratory flows is never easy for the only formal mechanisms are national census or research programs that are geared for this type of study. It was suggested by respondents at LNGOs and in the civil administration that after the fields were cleared inward migration increased and was noticeable. Talking to respondents in the two areas, the opposite was reported, that in fact

outmigration continued. It was argued that regardless of the fact agricultural opportunities increased, they remained limited and there were sufficient people living in the rural areas to farm land at their disposal. In addition, as urban centres in the KRG area started to function better and employment related opportunities arose, this pulled prospective rural job seekers to urban areas. In addition, the oil-for-food program had a negative effect on the agricultural sector as imported food come onto the markers reducing the demand for produce, adding further impetus to rural-urban migratory flows.

One social gain that was mentioned was that some families noticed an increase of visits from urban based members of their extended families and friends who had previously not visited due to the fear of mines in the vicinity. This enabled the local communities to rebuild networks, social cohesion with others who were not in the vicinity and other aspects of social capital as well.

AV7.6 Domestic relations

A number of women and other key informants were quick to note that violence within the home decreased after fields were cleared. This was attributed to a drop in overall levels of tension. It is difficult to correlate this to mine clearance for there were a number of human rights and gender awareness programs at the time and trying to attribute one particular driver to this trend is difficult. Nevertheless, should a benefit impact assessment ever be undertaken, it would be worth testing for this.

AV7.7 Economic benefits

The first economic activity that benefited from mine clearance was animal husbandry and farmers noted that livestock increased by just under 100%. Fairly crude measures were used and therefore it would be difficult to stand over this estimate, however, the farmers were pretty resolute about their calculations. The very same farmers were also quick to point out that, with the exception of cereal production which increased quite significantly, there were only marginal increases in other crop production.

Nevertheless these increases in crop and animal husbandry meant that some additional jobs were created in the villages as economic activity was boosted via increased produce from the countryside. There is also an argument to be made that the same happened in the larger urban areas as well, for notwithstanding the oil for food program domestic food found its way on the shelves of retail outlets.

Another economic gain for the households was not through savings, and this related to the fact that subsistence agriculture increased and that water for household consumption was no longer an expenditure item. Expenditure in this instance was measured either in terms of cash payments for food and water, and in the case of the latter energy and time to collect the water from distant sources.

AV7.8 Personal mobility

It would seem obvious that land cleared of mines would enhance mobility, but less obvious are the opportunity costs gained which had been previously forfeited because of circuitous routes that had to be previously navigated. Mobility flows around residences are ordinarily numerous, including: short-trips to different parts of their own property, water sources, agricultural fields and visits to friends who are neighbours. These and medium length trips, including going to and from villages, places of worship became both easier and increased in frequency.

A number of civil administrators pointed to the fact that tourism was on the rise and the potential to exploit opportunities was now possible because tourists would be free to travel and move around in most places.

AV7.9 Infrastructural

One of the visible changes noted immediately after fields were cleared was that improvements were made to homesteads and to agricultural infrastructure, such as fencing, outbuildings, dipping pens, etc. Like some of the other psycho-social components, this increased need to improve residential dwellings can be attributed to the fact that communities were finally moving back to normality after being in a state of stress animation. However, this is also the subject of a dedicated study.

AV7.10 MAP and CDP

The genesis of the RRP and subsequently the CDP lies in the MAP following the decision to become involved first in humanitarian aid and then in democratic change. Initial programs centred on working infrastructural development (schools, health clinics, local administration, etc.) and work with rural women and widows through income generation and training schemes to improve their situation and enable a return to normality. The focus on democratisation and Human Rights evolved and initially were centred in areas where the MAP was operational. Although activities were complimentary, creating safe areas and empowering people to recover, there is little evidence to suggest that there was either much alignment of activities not synchronising of strategies. The gap between the two programs grew and by the time the CDP had superseded the RRP, the gap had grown even further.

Indeed, evidence from the review suggests that not only was there little alignment between the two, there also existed a certain degree of disagreement that at times manifested itself into outright discourse. One of the reasons forwarded was that the CDP component of the project was not sensitive to the community dynamics of the MAP and as a result aspirations and promises. There were also personality differences between the two program heads that were ideologically based and unavoidable. By nature mine action clearance is a technical activity that should be largely devoid of political ideology, whilst community driven development is very much ideologically driven. The issue therefore is not about the program managers but the posts that they occupied. The question is whether the two programs could have 'spoken' to each other more and overcome this structural difficulty. It is very difficult to make a retrospective judgement on this because numerous factors such as funding and performance all impact on the immediate objectives and daily activities of people involved. Furthermore, MAP had to have a close working partnership with regional nd local government if it was to successful achieve its outcomes, whereas for the CDP a partnership somewhere between was still being an aspiration and just beginning to develop in some of its programs.

Are there lessons to be learnt? The first is that an expectation of a close partnership can only occur if it is driven from the top and if the programming of the CDP is also influenced by personnel involved in the MAP (the opposite being more difficult to achieve because of the technical nature of the work). However, the Map should it have preceded its land clearance activities with a needs analysis of the region where it was working, then the CDP could have structured a program response to this. From the CDPs perspective, program components as previously outlines in this section (health, psycho-social, etc.) could have either been built in for the NPA to implement through its partners or to lobby other organisations to get involved. As such there perhaps needs to be a review as to how the CDP can, through a needs analysis better link into mine action clearance activities.

Notwithstanding the above, the real issue underlying the fact that there was no close collaboration, lies in the fact that the MAP is a very localised program, in Iraq Kurdistan working in specific districts, with other districts having different organisations involved in mine clearance operations, whilst the CDPs objectives cover the entire region.

AV.7.11 MIR Board of Directors

What was immediately noticeable from the various input report documents and also from conversations with the MAP evaluator was that the Board which legally could be 15 strong consisted of only five members, two of which were residing in Norway. What was also obvious and corroborated in the interviews is that MIR has no strategic framework to guide it through to becoming a viable independent organisation, has no and is struggling to draft a business plan and is facing an uncertain future particularly with regards to funding and income generation. The task of business planning, which is a specialist skill and should be driven by the Board of an organisation was being undertaken by the NPA MAP program manager. As such the review team had discussions about these issues.

It was argued that because the registration of Board members is very lengthy process and often held hostage to the political whims of officialdom, on constituting MIR, the path of least resistance was taken and as few as possible member's names were put forward for inclusion into the Board. When asked why the Board has not been expanded since registration, because firstly the organisation has not been functioning for a couple of years as the program has continued to operate from within NPA and secondly, if it were operational, applying to increase Board membership would not impinge on the activities of the organisation. It was argued that there is little room to manoeuvre with regards to appointees, the process is time consuming and laborious and there is no guarantee that nominees would be accepted.

When questioned about the lack of legal, auditing, strategic thinking / business planning, private sector, HR and fund raising expertise on the Board, this was dismissed as not being relevant and that 'the Board is confident enough to deal with all these issues'. It is of concern that insular thinking prevails.

It was also felt that the choice of two Norwegians on the Board was strategic, because this was most likely to result in less of 'political' interference as the KRG was more likely to treat two foreigners with greater respect. Furthermore, when questioned as to what value add the two Norwegians have on the Board, the MAP program manager was quick to point out that he is in weekly contact with them asking advice and discussing issues.

The lack of a proper and professional business planning process is problematic, particularly given that the nationalisation process was first discussed and agreed on in 2000 and the sum total of progress to date has been generic business plan outlines that had been downloaded from the internet. A consultant was due to come and assist the organisation and hopefully this sort out the process, however, if this does not happen, then professional business planning expertise should be appointed and should set up a process that involves the Board in the strategising.

Finally, running parallel to this is the need for an independent funding strategy. What currently exists is simply an attempt to fund raise donor monies. A funding strategy would/should include looking at the potential for privatising some of the work and looking at private sector income generation, either directly from the KRG or as sub-contractors to other private sector organisations.

Annex VI - Background paper on Kurdish Media

By Surkew Mohammad and Jihad Jalal Translated by Warger Saeed February 2010, Sulaimania, Iraq Kurdistan

Political parties' media dominated in Kurdistan in 2000; when a cold war broke out between the main political factions and continued to so until around 2005. During the first half of the last decade at various times there were three separate government administrations, the KDP and PUK areas of administration and the political canton of the Islamic movement in Hawraman region. The media available in each was overtly party partisan and large sections of the public had started to show dissatisfaction with what was available. A space for independent media and journalists free of party political instruction was being opening up and on November 5th 2000, the first edition of Hawlati independent newspaper was printed, distributed and sold mainly in the Sulaimania province.

From the outset Hawlati newspaper which in addition to covering political issues, the ensuing civil war extended its coverage to other domains of public interest, which the mainstream political party dominated media were not covering. Initial public interest, engagement and debate in many topics was limited begun but begun to increase, albeit initially from a low base, Hawlati also created a forum for non-politically aligned civil society, in particular women's, youth and students unions and associations to present their ideas to a larger public and thus create a level and degree of awareness that would have previously been impossible. The independent media was ideally placed and indeed grasped the opportunity to critically ask questions and debate issues related to the civil war and to this end created a forum debate which the public increasingly engaged in. The impact of this style of investigative and hard talk journalism not only in the field of politics but also in other social areas like women's, youth, religious, business issues forced the engagement of politicians and other stakeholders to engage in an intellectual manner unlike the existing norm of simply making statements and limiting engagement to partisan mantra. Difficult and previously publicly unspoken of issues in the media related to corrupt practice, honour killings, women's mutilation, rape, etc. were rapidly becoming part of the public discourse.

The emergence of an independent press acted as a catalyst for renewed interest in journalism and the study of journalism. Furthermore, the emergence of an independent press acted as a catalyst for renewed interest in journalism and the study of journalism. Nevertheless, the civil war, a tense situation afterwards, the continued threat of Saddam Hussein's dictatorship meant that some issues remained difficult even for the independent media to deal with. Therefore the biggest boost to the independent media and journalism came on April 9th 2003 through the toppling of the Baathist Regime in Baghdad. The restrictions, both external and self-imposed no longer ruled supreme and all topics were up for discussion.

There were a number of other crucial events that influenced the local media into greater freedom, these were the emergence of international media, return of the Diaspora and a visible increase of international organizations who came with the coalition forces to Kurdistan. Although antagonistic towards a free press, after time politicians, political party and civil administrators started to adapt their positions, curb their excesses and take cognizance of the media and the influence it was beginning to exert. This was particularly evident during the drafting and then voting of the Iraqi constitution, were pertinent and relevant children, women's, youth and religious rights, cultural issues, economic subjects, corruption related topics, power abuse issues, etc. were kept on the agenda and received a fair portion of time and debate. What was noticeable was that civil society

had started to take a place in the life of KRG and their 'neutral' opinions were being heard. Together with the independent media they were instrumental in ensuring that children's, youth, women's, health and education rights were in the constitution and as the process of drafting unfolded used their influence to call either for a boycott or encourage people to vote, which they did when the time came for the constitution to be voted on.

What was perhaps most significant factor during this time is that the independent media started to play the role of opposition politics. The Goran Change Movement was still in its nascent stage and in the absence of any real opposition in the KDP and PUK areas, the independent media started to take on this role and push for positive and democratic reform in social and political life in the KRG. What was particularly difficult was the fact that that criticism against the government or a so called opposition culture did not exist in Kurdistan. This brought increasingly virulent opposition to the independent and private media which was accused of having overt political agendas and of working as an opposition political party. The independent media simply continued to report, engage and comment on the political, social, cultural and economic aspects of life in the KRG and Iraq. Indeed, the independent media grew in response to the public's demand for a critical independent and investigative insight into their environment and lives.

Foreign media agencies have had a beneficial impact on the development of the Kurdish media by conveying a more professional, investigative and objective view, even if politically motivated to Kurdish journalists. In addition, both direct and in-direct support has been derived from from civil society organisations. One source of direct civil society support has been through programs that have either assisted in the production of the free media or with the training of journalists. Indirect support has occurred when Kurdish journalists have either been arrested and/or harassed and the support of the internal press and agencies working in the sector has been invaluable.

Today there are hundreds of different media newspapers, magazines and journals which range from those covering most of KRG to some focusing on small defined communities. A small sample of political partisan newspapers Kurdistane Nwe, Khabat, Alay Azadi and Yekgirtu and independent Newspapers Hawlati, Awena, Rudaw and independent magazines Lvin Magazine Jihan Magazine were selected and the types of articles they included were looked at for their July 2009 and January 2010 editions.

Kurdistane Nwe newspaper, first published in 12.01.1992 is a daily newspaper issued by the Patriotic Union of Kurdistan in four issues in July 2009 it contained 85 articles of which just seven were not related to directly political stories favourable to the PUK or dominated by news of PUK politicians and PUK civil administration officials promising the creation of infrastructural projects or social services. Little changed by January 2010, where in as many issues of a total of 118 articles, 102 were political news and only 16 dealt with articles related to the subjects of education, economic and health and six featured social subjects related the social problems in the society.

Khabat Newspaper, first published in 1959 is a daily political newspaper issued by the Kurdistan Democratic Party. In four issues during July 2009 issues of 113 news items dealt with political issues and six on social relevant news. Likewise over issues in January 2010, 109 articles 95 were of a political nature or related to KDPs government's service projects, whilst the rest dealt social relations with children, relationship between boys and girls, and also the roles of the social works in schools. There was also an article on Halabja people's response of the execution of the Chemical Ali.

Yekgirtu, first published in 1994 is a political weekly newspaper issued by the Kurdistan Islamic Union (KIU), which in four July 2009 issues, a total of 105 reports where published of which 103 were political favourable of the KIU political viewpoints, connected to the election campaign and two

related to social issues. Of 109 articles in four January 2010 issues 101 related to Iraq's next election and the Kurds roles in their coalitions, along with interviewing K.I.U parliament members in Kurdistan Parliament and Iraqi Parliament. Eight articles featured social news related to specific social problems and reconstruction work in KRG..

Rebazy Azadi newspaper, first published in 25.5.1981 is a weekly political newspaper issued by the Kurdistan Socialist Democratic Party (KSDP), which in four July 2009 issues 68 political news articles featuring reports, interviews and KSDP political viewpoints related to the election campaign, and interviews with the Reform and Service List in the KRG against one solitary article un-related to a political issue. In three January 2010, issues however this changes with 48 politically based articles overwhelmingly pro KSDP and 19 reports focusing talk about social issues, in particular on violence against women, children's rights and future, old aged people and the women's roles in administration and planning, as well as women's rights and the Kurdistan Electricity provider. There is a staggering increase in non-party political reporting whereupon one-third of the publication is given to social issues.

Although still largely party dominated by party political reporting, the space allocated to social news doubled during the past six months for the three other newspapers has doubled. Qualitative responses would seem to suggest that the standards set by the independent media and the greater engagement of civil society organisations have been two of the biggest influential factors in this change.

Hawlati Newspaper, first published in 05.11.2000 this is a general weekly political newspaper issued by Ranj Printing House Company and is published twice a week. In four July 2009, There were 123 political reports, interviews and political viewpoints generally criticizing the authorities, including the KDP and PUK, in defending the rights of people. Most of the articles were prepared by Hawlati staff and dealt with the upcoming election. There were an additional 23 reports on subjects concerning economic subjects, women's issues, youth affairs an, the psychological condition of Kurdish society. In four January 2010 there were 98 political reports and eight social news related articles, of which most of the political news were critical of authority and social reports focused on youth and family child workers.

Awena Newspaper, first published in 2006 this is a general weekly political newspaper issued by Awena Company and is published four times a month. In the July 2009 four issues there were 111 political reports, interviews and political viewpoints were politically orientated which criticize the authority system in KRG and most of them are related to the election. A further 25 articles focus on social articles dealing with women and youth problems. A number of well known Kurdish writers publish their articles and subjects in this newspaper. In four January 2010, issues 208, 207, 206 and 205 there were 121 critical political articles written by in-house staff 26 six social related articles on the killing of women and girls, and youth issues and the marriage process and 10 economic and education news articles. There was also an article by the PDA related to life under poverty and lawlessness.

Rudaw Newspaper, first published in 07.04.2008 this is a general weekly political newspaper issued by Rudaw Company and is published four times a month. In four July 2009, 127 political as opposed to 22 social related to the problems of the youth, marriage process and killing the Kurdish society and an in-depth look at the education system. In January 2010, there were 118 political news related to the tension between Change List and the PUK, tending to be more critical of the PUK. and 31 social news articles related to the violence on women, as well as suicide phenomenon and self-immolation, and also the condition of children in prisons and marriage infidelity and 20 on general issues.

Dastur Newspaper, first published in 2009 this independent newspaper is published four a month, by Independent group Editor in chief Xalid Ahmed. In July 2009 three issues included 87 news, interviews and political views and 35 on social issues related to education and economic news, as well as articles dealing with the youth issues, prostitution and beggaring phenomenon, and girls and children problems.

Lvin Magazine, first published in 23.11.2002 is an immensely popular Kurdish magazine that critically comments on social, economic, cultural and political changes, incidents and event, published two a month, by Independent group Editor in Chief Ahmed Mira. In two July 2009, issues there were 32 reports and interviews all political related to the Kurdistan election and the predicting the election results and changing the political equation in Kurdistan. In two January 2010 issues, there were 24 reports subjects all of which were political and generally related to talks about the disputes between Change List and PUK, as well as the deterioration of the security situation in Sulaimanai. In one of the issues there is reference to the prediction of Iraqi election results for 2010.

Jihan Magazine: first published in 01.01.2009 is a general political magazine issued fortnightly published two a month, by Independent group editor in chief Nabaz Goran. In two July 2009 issues, there were seven political news articles and 28 reports and interviews on general political issues. Some of these are critical articles against the authority and deal with local problems related to the PUK, as part of a greater election and political theme. In two January 2010 issues there are five political news articles and a further 12 reports which are political referring to the changes and disputes between PUK and Change List, and uncovering some corruption and instability in KRG.

The independent media although critical of the two major political parties, are more investigative and thorough in their reporting, but are as guilty as the mainstream media in restricting their reporting of social issues.

Annex VII - List of people and institutions consulted

No	Name Position		Organization	Location	Date
1	Soran Saeed	Program Manager CDP	NPA	Oslo	20 th Dec
2	Felipe Atkins	Resident representative – 2009-present	NPA	Sulaimaniyah	25 th Jan
3	Sherko H. Rasheed	Program Manager MAP	NPA	Sulaimaniyah	25 th Jan
4	Sherzad H. Hassan	Mine Action Deputy Program Manager	NPA	Sulaimaniyah	25 th Jan
5	Badria I. Rasheed	Administrator/ Finance Manager	NPA	Sulaimaniyah	25 th Jan
6	Saman Shawkat	Project Officer	NPA	Sulaimaniyah	25 th Jan
7	Alia Rasheed Amin	CD Program Assistant	NPA	Sulaimaniyah	25 th Jan
8	Dara Qadir Hassan	Program Officer	NPA	Sulaimaniyah	25 th Jan
9	Mariwan Ali	Admin Assistant	NPA	Sulaimaniyah	25 th Jan
10	Shabaz Jamal	General Coordinator	PDA	Sulaimaniyah	26 th Jan
11	Hadi Ameen	Field officer /chawyxalik	PDA	Sulaimaniyah	26 th Jan
12	Jaleel Omer Ali	Human Rights education field officer	PDA	Sulaimaniyah	26 th Jan
13	Ashne Jabbar M.	Pressured Marriage field officer	PDA	Sulaimaniyah	26 th Jan
14	Hunar Fatah Hassan	Field Director	PDA	Sulaimaniyah	26 th Jan
15	Auoob Kareem Saeed	Editor of Liberal Education newspaper	Journalist	Sulaimaniyah	26 th Jan
16	Didar Juma' Muhamed Ali	Manager	Khanzad	Sulaimaniyah	26 th Jan
17	Pola Waleed Ibrahim	Representative	Hawkari	Sulaimaniyah	26 th Jan
18	Khalid Muhamed Rasheed	Director	KHF	Sulaimaniyah	26 th Jan
19	Kamal Jamal Kareem	Projects Manager	KHF	Sulaimaniyah	26 th Jan
20	Dr. Ahmed M. Amin	TRTC Director	Heartland Alliance	Sulaimaniyah	26 th Jan
21	Falah MuradkhanShakara	Iraq Project Coordinator	Wadi	Sulaimaniyah	26 th Jan

22	Najmadeen Qdir Najeeb	General Director of Police	Government	Sulaimaniyah	27 th Jan
23	Abdulrazaq Fatah Kaki	Director of Districts	Government	Sulaimaniyah	27 th Jan
24	Kamal Nuri Ghareeb	Director of Education Sulaymaniyah	Government	Sulaimaniyah	27 th Jan
25	Qadir Hama Jan	Gen Dir of Security in Sulaymaniyah	Security	Sulaimaniyah	27 th Jan
26	Hero Ibrahim Ahmed	PUK organization	Politician	Sulaimaniyah	27 th Jan
27	Vinos Shamal	KHRW	Manager	Sulaimaniyah	27 th Jan
28	Garda Taha Jalal	NLO	Manager	Sulaimaniyah	27 th Jan
29	Kazhaw Jalal	Hawlati	Journalist	Sulaimaniyah	27 th Jan
30	Nabaz Goran	Freelance journalist	Journalist	Sulaimaniyah	27 th Jan
31	Sarwar	Judge	Sulaimaniyah Court	Sulaimaniyah	28 th Jan
32	Abdulrazaq	Judge	Sulaimaniyah Court	Sulaimaniyah	28 th Jan
33	Adil	Judge	Sulaimaniyah Court	Sulaimaniyah	28 th Jan
34	Muhamed	Judge	Sulaimaniyah Court	Sulaimaniyah	28 th Jan
35	Qadir	Judge	Sulaimaniyah Court	Sulaimaniyah	28 th Jan
36	Qubad Jali Zada	Judge	Sulaimaniyah Court	Sulaimaniyah	28 th Jan
37	Nawshirwan Kaki	Deputy Director	Dir of Human Rights	Sulaimaniyah	28 th Jan
38	Zana Jamal Hama Ali	Social Researcher - women/children	Dir of Human Rights	Sulaimaniyah	28 th Jan
39	Hiwa Ali Nuri	Manager	Detention Centre	Sulaimaniyah	28 th Jan
40	Atta Muhamed Ahmed	General Director	CDO	Sulaimaniyah	28 th Jan
41	Khanm Rahim Latif	Program Manager	Asuda	Sulaimaniyah	28 th Jan
42	Husam Hakim	Program Manager	KEDO	Sulaimaniyah	28 th Jan
43	Taha Omer Rasheed	Judge	Academic	Sulaimaniyah	28 th Jan
44	Chenar Ali Jola	Lawyer	Academic	Sulaimaniyah	29 th Jan
45	Hawre Tofiq	Lawyer	Ex-PDA staff	Sulaimaniyah	29 th Jan

46	Shireen Wahab	Project Manager	KRA	Kirkuk	29 th Jan
47	Razi Hussain Ali	Deputy Manager	KJG	Kirkuk	29 th Jan
48	Zhyan Hussain Arif	Project Manager	Pana Center	Kirkuk	29 th Jan
49	Sara Karim	Director	EDO	Kirkuk	29 th Jan
50	Dr. Sering Aziz Salah	University Teacher	Academic	Sulaimaniyah	29 th Jan
51	Rebin Rasul Ismaeel	Journalist	Freelancer	Erbil	30 th Jan
52	Nuri Ibrahim Ali	Journalist	Freelancer	Erbil	30 th Jan
53	Abdulxaliq Talat Osman	General Director of Police	Criminal Justice	Erbil	31 st Jan
54	Pishtiwan Sadiq	In charge of KDP's second branch	KDP	Erbil	31 st Jan
55	Abulsalam Barwary	Parliament member	KDP	Erbil	31 st Jan
56	Shad Muhamed Ismaeel	Manager	KYEO	Erbil	31 st Jan
57	Hemin Salih	Lawyer	PAO	Erbil	31 st Jan
58	Dashty Sidiq	Member of Administration Board	PAO	Erbil	31 st Jan
59	Amanj Ezat	Manager	SACH	Soran	1 st Feb
60	Jalal Ibrahim	Board member	SCC	Soran	1 st Feb
61	Sidiq Haji Salih	Manager	KYDP	Soran	1 st Feb
62	Bangeen Mirkhar Maran	Board Member	Chra Center	Soran	1 st Feb
63	Kharman Ghafooi Kareem	Manager	Chra Center	Soran	1 st Feb
64	Income Gen Project	3 women beneficiaries	Community	Soran	1 st Feb
65	Hazha Ahmed	Field Officer	PDA	Kalar	2 nd Feb
66	Mabast Ameer Abdulla	Social worker	PDA/women Center	Kalar	2 nd Feb
67	Fatima Abdulati Mirza	Social worker	PDA/women Center	Kalar	2 nd Feb
68	Ikrama Ghaib Star	Manager	WCIC	Sarqala	2 nd Feb
69	Income generation beneficiaries	4 women aged 50 plus	Community	Sarqala	2 nd Feb

70	Bakhtyar Al Salih	hmed	Projects Manager	CDO	Sulaimaniyah	2 nd Feb
71	Najmadeen Han	ma Ali	Ex- PDA staff	N/A	Sulaimaniyah	2 nd Feb
72	Paiwast Arif		Ex- PDA staff	N/A	Sulaimaniyah	2 nd Feb
73	Shno Osman		Ex- PDA staff	N/A	Sulaimaniyah	2 nd Feb
74	Osman Aziz		Board member	MIR	Sulaimaniyah	2 nd Feb
75	Said Ahmed I	Hama	Mayor (involved with MAP)	Government	Chwarta	3 rd Feb
76	Nawzad I Gharib	Hama	Mayor (involved with MAP)	Government	Mawat	3 rd Feb
77	MAP Beneficiari	ies	2 respondents male ages 60's and 20's	Community	Mawat	3 rd Feb
78	MAP Beneficiari	ies	5 respondents male ages 20's to 60's	Community	Chwarta	3 rd Feb
79	Jamal Nadir Har	mad	Director	GDMA	Sulaimaniyah	4 th Feb
80	Trude Falch		Resident representative 2002-2006	NPA	Oslo	18 th Feb
81	Karin Martinuss	sen	Resident representative 2006-2009	Ex-NPA	Oslo	18 th Feb
82	David Bergan		Senior Program Coordinator	NPA	Oslo	18 th Feb
83	Martin Holter		Program Coordinator	NPA	Oslo	18 th Feb
84	Randi Lotsberg		Senior Advisor	Norad	Oslo	18 th Feb
85	Torgeir Fyhri		Desk officer, Humanitarian Section	MFA	Oslo	16 th Dec
86	Hilde Klemetsda	al	Desk officer, Humanitarian Section (2008-2009)	MFA	Oslo	9 th Mar
87	Per Nergaard		Head of Mine Action Unit	NPA	Oslo	23 rd Mar
88	Sveinung Torger	rsen	Deputy head of development section	NPA	Oslo	23 rd Mar
89	Hans Ole		Mine Action advisor	NPA	Oslo	23 rd Mar
88	Kjersti Berre		Monitoring & Evaluation	NPA	Oslo	18 th Feb

Annex VIII - Bibliography of Document review

AVIII1.1 Project Proposals

1996

- Mine related activities EOD Iraqi Kurdistan. Proposal for financial support 1996 (in Norwegian)
- Proposal for financial support NPA program in Northern Iraq 1997 (in Norwegian)
- Preliminary project plan Northern Iraq 1997

1998

- Project Proposal 1997-98. Rehabilitation Project (in Norwegian)
- Project Proposal 1999. Rural Infrastructure and development project Diana 1998-2000
- Revised Activity List 1999-2000, Diana
- NPA Letter: Concerning, the Diana budget and infrastructure implemented in 1999.

1999

- Proposal for financial support NPA program in Northern Iraq 1999 (in Norwegian)
- Project Proposal 1999, Rural Infrastructure and development project Diana 1998-2000

2000

- NPA Project proposal, Second phase. Rural Infrastructure and Resettlement Project, Choman/Soran district (Diana), 2000
- Rural Rehabilitation, Diana Budget 2000
- Budget Executed in 2000, Rural Rehabilitation Diana
- Project Proposal 2000 for Germain and Mewat districts -Rural Rehabilitation and resettlement and Psycho-social Program for women and children
- Project proposal humanitarian aid in Iraqi Kurdistan, 2000.

2001

- Iraq Country Program 2001
- Norwegian People's Aid Iraqi Kurdistan Project Proposal 2001
- Project Proposal 2001 Rural rehabilitation and development program
- Mine Action Project Proposal 2001

2002

- Proposal to MFA in 2002. Mine Action Program
- Rural Rehabilitation and Community Development Program (RRCDP) Project Proposals 2002
- MFA proposal for 2002. Norwegian People's Aid Iraqi Kurdistan Country Program 2002
- Norwegian People's Aid (NPA) Iraqi Kurdistan Project Proposals 2002
- Norwegian People's Aid Mine Action Program Northern Iraq/Kurdistan 2002 proposal to Norwegian Ministry of Foreign Affairs

2003

- Norwegian People's Aid Iraqi Kurdistan Program 2003
- Rural Rehabilitation and Community Development Program (RRCDP) Project Proposals 2003
- MFA proposal in 2003. Mine Action Program
- Adult Education Literacy. Project Proposal for 2003
- Human Rights and democracy. Project Proposal for 2003
- Social-income generation. Project Proposal for 2003
- Women's Empowerment and Violence against Women. Project Proposal for 2003

- Emergency Preparedness. Project Proposal for 2003
- Cover letter. Proposal for financial support for humanitarian work in Iraqi Kurdistan 2003 (in Norwegian)
- Cover letter to MFA Proposal. Mines and explosive prevention 2003

2004

- Country Program. Norwegian People's Aid Iraq. Project Proposal 2004
- Rural Rehabilitation and Community Program. Project Proposal 2004
- Cover letter to MFA. Proposal for financial support for humanitarian work in Northern Iraq
 2004
- Additional proposal for financial support for humanitarian work in Northern Iraq 2004

2005

- Cover letter to MFA. Proposal for financial support for humanitarian work in Iraq 2005 (in Norwegian)
- Cover letter to MFA: Additional proposal for financial support for humanitarian work in Iraq
 2005 (in Norwegian)
- Budget 2005-2006. Rural, rehabilitation and Community Development Program
- Norwegian People's Aid. INGO profile 2005
- Rural Rehabilitation and Community Development program. Project Proposal for 2005
- Application for additional funding 2005 2006
- Cover letter to MFA. Revised budget , humanitarian aid in Iraq 2005 (in Norwegian)
- Project Proposal For Humanitarian Mine Action In Iraq 2005
- Revised budget, Rural rehabilitation and Community Development Program 2005
- Proposal for partial financing in cooperation with Ministry of Higher Education and Scientific Research in Sulaimany-Iraq Kurdistan for studies in human rights, multi-cultural understanding and conflict solution in Iraq – first module – Introduction to human rights. (with annexes) 2006. (in Norwegian)
- Letter from MoE Iraq to University College in Buskerud Norway 2005

2006

- Rural Rehabilitation and Community Development program. Project Proposal for 2006-7
- Budget For Rural rehabilitation and community development program 2006-7
- Cover letter to MFA. Proposal for financial support for humanitarian work in Iraq 2006 (in Norwegian)
- Project Proposal. Humanitarian Mine Action In Iraq 2006

2007

- Proposal for 2 months additional financing 2007 (in Norwegian)
- Proposal for funding NPA Mine Action Program in Northern Iraq 2007
- Approval from MFA. Funding for community development in Iraq 2007
- NPA. List of the projects for the year 2007
- Project Proposal. Community Development Program 2007
- Budget. Community development Program 2007-08
- Cover letter to MFA. Proposal for financial support for humanitarian work in Iraq 2007 (in Norwegian)
- Cover letter to MFA. Proposal for financial support for Mine clearance Iraq 2007 (in Norwegian)
- Proposal in details. Community Development Program 2007
- Proposal for Additional Support for Humanitarian Mine Action Activities in Iraq in 2007

2008

- Cover letter to MFA. Proposal for financial support for humanitarian work in Iraq 2008 (in Norwegian)
- Community Development Program. Norwegian People's Aid Iraq. Project Proposal 2008
- Revised Budget 2008-2009 NPA Iraq program
- Annex to budget. Women and gender share of budget 2008-2009
- Cover letter to MFA. Proposal for financing of Human Rights Education in Kirkuk, Iraq 2008-2009
- Additional proposal. Training course for human rights teachers in Kirkuk city 2008-2009
- Note to MFA. Women and Peace Building 2008
- Grant letter from MFA. Humanitarian and reconciliation work in Northern Iraq 2008

2009

- Cover letter to MFA. Proposal for humanitarian work and community development in Iraq
 2009
- Iraq Community Development Program. Project change and budget adjustment. 2009
- NPA Iraq Budget 2009-2010
- NPA Iraq Program Application 2009
- MFA Grant letter 2009
- NPA IRAQ 2009-2010 Project Ideas Discussed With Local Partners
- Revised Budget NPA Iraq MFA Grant 2009

AVIII1.2 Annual reports

1998

- Final report. Rural rehabilitation Germian, 1999
- Revised budget and final report for the project "Resettlement Bnari Gil" 1998

1999

- Annual report 1999
- Activities executed in 1999 Rural Infrastructure and rehabilitation in Diana
- Revised budget 1999
- Report to MFA. Rural Rehabilitation Diana Northern Irag/Kurdistan 1999
- Mine Action Annual Report for Northern Iraq 1999

2000

- Mine Action Annual Report 2000
- Final Review, Rural Rehabilitation Germain 2000
- Final Review. Rural Rehabilitation Diana, rural infrastructure and resettlement project 2000
- Annual Report. Rural Rehabilitation and resettlement program, Psycho social program for women and children Germain, Mawat. 2000

2001

- Annual report Mine Action Program 2001
- Budget Mine Action Program 2001
- Cover Letter to MFA Annual Report Mine Action Program 2001
- Annual report. Rural Rehabilitation and Community Development Program 2001

2002

- Norwegian People's Aid-Iraqi Kurdistan Annual Report 2002

2003

- Cover Letter to MFA, Final Report on Mine Action, Northern Iraq 2003 (in Norwegian)
- Cover letter to MFA, Final Report on Rural Rehabilitation Northern Iraq 2003 (in Norwegian)
- Country program. Norwegian People's Aid Iraq / Kurdistan region. Final report 2003

2004

- Mine Action Program. Annual Report 2004
- Country program. Norwegian People's Aid Iraq / Kurdistan region. Final report 2004
- Cover letter to MFA. Report on Landmine & Explosive preventive, Iraq, 2003/2004
- Annual Report to MFA for Mine Action Program 2004

2005

- Mine Action Program. Annual Report 2005
- Cover letter to MFA. Report on humanitarian work in Iraq 2005-2006

2006

- Cover letter to MFA. Report on humanitarian work in Iraq 2006-2007
- Audit report "Rural rehabilitation and community development program" 2006-7
- Annual report 2006-2007. Community Development Program
- Final report from Trude Falch 2006
- Final Report Mine Action 2006
- Grant letter from MFA, Mine Action Program 2006
- Letter from MFA, regarding Final Reporting Mine Action 2006

2007

- Annual report 2007. Rural Rehabilitation and Community Development Program
- Budget with Comments 2006-2007 for final report
- Letter to MFA concerning Rural Rehabilitation and Community Development Program 2007
- Letter from MFA concerning final report 2007 (in Norwegian)
- Letter to MFA concerning final report 2007 (in Norwegian)
- Note from MFA on Final report on rehabilitation and community development program 2007 (in Norwegian)

2008

- Final narrative and audited financial report NPA Mine Action Program in Iraq 2007-2008
- Audited financial report 2008. Community Development Program)
- Final budget report 2008. Community Development Program
- Final budget report PDA accounts 2007-2008
- Final report 2007-2008. Community development program
- Letter to MFA about Human Rights Education (2008)
- Letter from MFA concerning Final report. Community development projects 2006-2007 (in Norwegian)
- Letter to MFA concerning final report 2008

AVIII1.3 Other

- Election Observation 2009 NPA statement
- Report from seminar about Iraqi Kurdistan 30th January 2002 in Oslo
- Monitoring Report Norwegian People's Aid. General Elections 2005
- Memo -Mine action and MFA grants 2003
- Report. Psycjosocial Situation of Hawraman Area 2003
- Buvollen, H.P. and Kjörneberg, Chr. (2000): NPA's Program in Iraqi Kurdistan 1995-2000. Evaluation Report

- Comments by NPA on Evaluation Report 2000
- Chronological overview of the Iraqi Kurdistan Program major events and major program documents 2000
- Document from Workshop in Sulaimaniyah 2001
- Women Can Do It narrative report 2008
- Comments to HO memo of 15th June 2005 regarding phase out of Rural Rehabilitation program in Iraq
- Draft. New organization for community development (no date)
- Exit survey Mine Action (no date)
- Workshop on Kurdistan strategy (no date)
- Kurdistan Strategy 2001 (in Norwegian)
- Kurdistan Strategy 2001 (in English)
- Basis and strategy for political and public communication 2009
- Phasing out and future follow up of Mine Action Program 2001
- Iraqi Kurdistan Preliminary Project Plan 1997
- Country program strategy Iraqi Kurdistan 2002-2005
- Plan for restructuring and endstate NPA Mine Action Program Iraq 2009
- NPA position paper approx 2001
- Plans and priorities 1997
- Norway's national budget, MFA section, 2007
- Norway's national budget, MFA section, 2008
- Norway's national budget, MFA section, 2009
- Norway's national budget, MFA section, 2010
- MFA, Annual allocation letter humanitarian assistance 2009
- MFA, Note on annual allocation, humanitarian assistance Iraq, 2007
- MFA, Note on annual allocation, humanitarian assistance Iraq, 2008

AVIII1.4 Quarterly reports

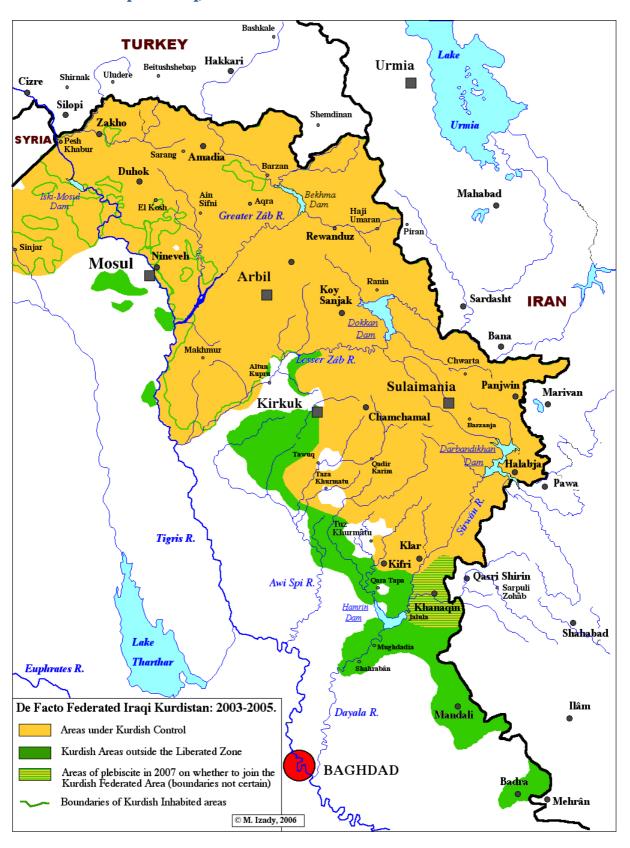
- Quarterly report from the administration, 1998
- First quarterly report from the field-office Northern Iraq, 1998
- Second quarterly report from the field-office Northern Iraq, 1998
- First quarterly report from the field-office Northern Iraq, 1999
- Second quarterly report from the field-office Northern Iraq, 1999
- Third quarterly report from the field-office Northern Iraq, 1999
- Fourth quarterly report from the field-office Northern Iraq, 1999
- Quarterly report Germian, nr. 1, 1999
- Quarterly report Germian, nr. 1, 2000
- Quarterly report Germian, nr. 2, 2000
- Quarterly report Germian, nr. 3, 2000
- Quarterly report Germian, nr. 4, 2000
- Quarterly report Diana, nr. 4, 1999
- Quarterly report Diana nr. 1, 2000
- Quarterly report Diana nr. 2, 2000
- Quarterly report Diana nr. 3, 2000
- Quarterly report Diana nr. 4, 2000
- Quarterly report Mine Action, nr.1, 1998
- Quarterly report Mine Action, nr.2, 1998
- Quarterly report Mine Action, nr. 1, 1999
- Quarterly report Mine Action, nr. 2, 1999
- Quarterly report Mine Action, nr. 3, 1999

- Quarterly report Mine Action, nr. 4, 1999
- Quarterly report Mine Action, nr.1, 2000
- Quarterly report Mine Action, nr.2, 2000
- Quarterly report Mine Action, nr.3, 2000
- Quarterly report Mine Action, nr.4, 2000
- Quarterly report Mine Action, nr.1, 2001
- Quarterly report Mine Action, nr.2, 2001
- Quarterly report Mine Action, nr.3, 2001
- Quarterly report nr. 1, 1998
- Quarterly report nr. 2, 1998
- Quarterly report nr. 1, 1999
- Quarterly report nr. 1, 2000
- Quarterly report nr. 2, 2000
- Quarterly report nr. 3, 2000
- Quarterly report nr. 4, 2000
- Quarterly report nr. 2-3, 2001
- Quarterly report nr. 2, 2002
- Quarterly report nr. 3, 2002
- Quarterly report nr. 3, 2003
- Quarterly report nr. 4, 2003
- Quarterly report nr. 1, 2005
- Quarterly report nr. 2, 2005
- Quarterly report nr. 1, 2006
- Quarterly report nr. 4, 2006

AVIII1.5 LNGO reports

- KYEO The Yearly Report of Youths Condition in Kurdistan/ August 2006 12,8 2007
- KYEO The Yearly Report of Youths Condition in Kurdistan/ 2007/ Kurdish
- KYEO The Yearly Report of Youths Condition in Kurdistan/ 2007/ English
- KYEO The Yearly Report of Youths Condition in Kurdistan/ 2007/ Arabic
- KYEO The Yearly Report of Youths Condition in Kurdistan/ 2008
- KYEO The Yearly Report of Youths Condition in Kurdistan/ 2008/ Turkish
- NPA Evaluation of Human Right Programs in Education Stages
- PDA Xelik (People) /April 2009
- PDA Xelik (People) /July 2009
- PDA Monitoring Report on Human Rights Situation in Kurdistan/2008
- PDA Monitoring Report on the Status of Children and Women's Rights/2009
- PDA Welcome to PDA/ June 2008
- PDA with NPA's cooperation The Status of Independent Media (through Journalists' eyes in the Kurdistan Region/2009

Annex IX - Map of Iraq, Kurdistan



Norad

Norwegian Agency for Development Cooperation

Postal address:
P.O. Box 8034 Dep, NO-0030 OSL
Office address:
Ruseløkkveien 26 Oslo, Norway

Tel: +47 22 24 20 30 Fax: +47 22 24 20 31

postmottak@norad.no

