



INFORMATION PACKAGE



2025 IRAQ COUNCIL OF REPRESENTATIVES (COR) ELECTIONS



CoR 2025 IHEC
Logo



**As of 06 November 2025*

Developed by:

UNAMI Office of Electoral Assistance (OEA), in
cooperation with IHEC Public Outreach Department

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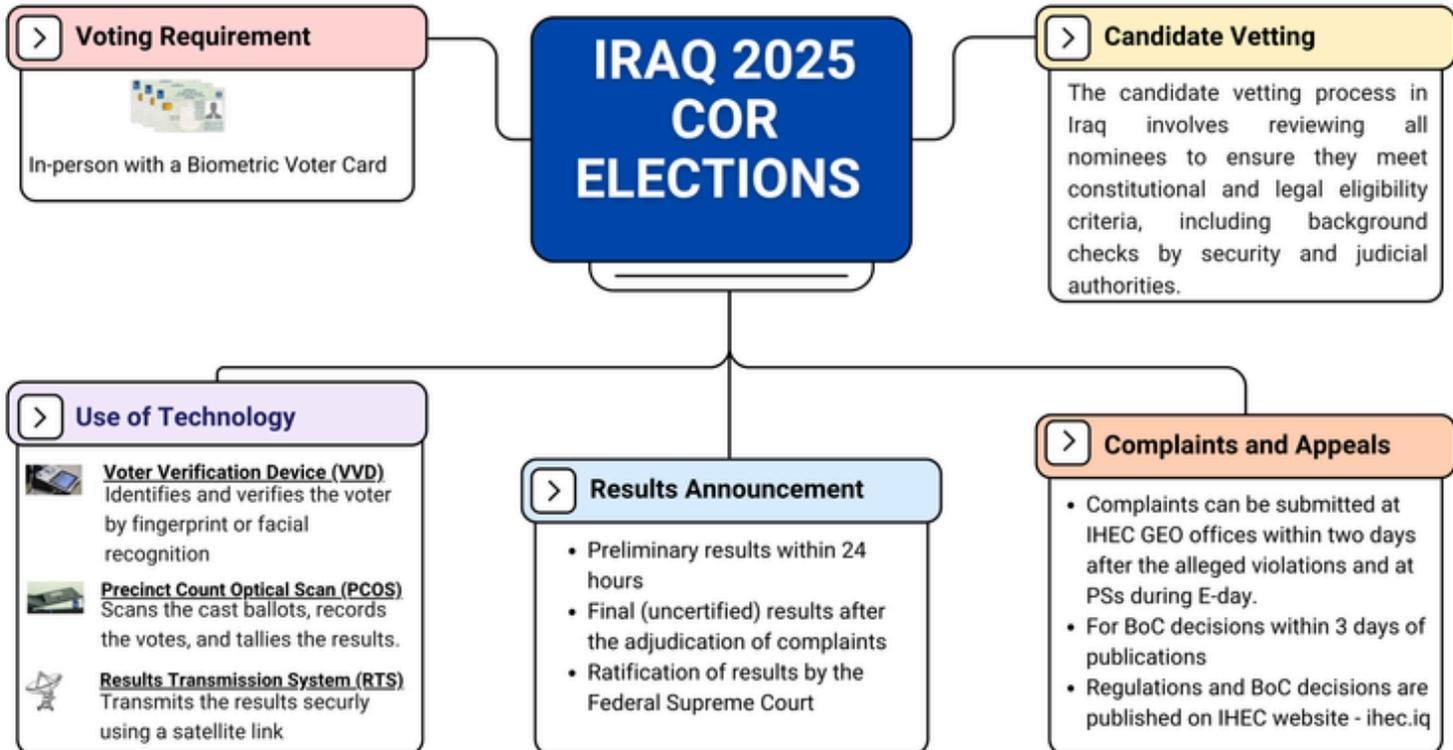
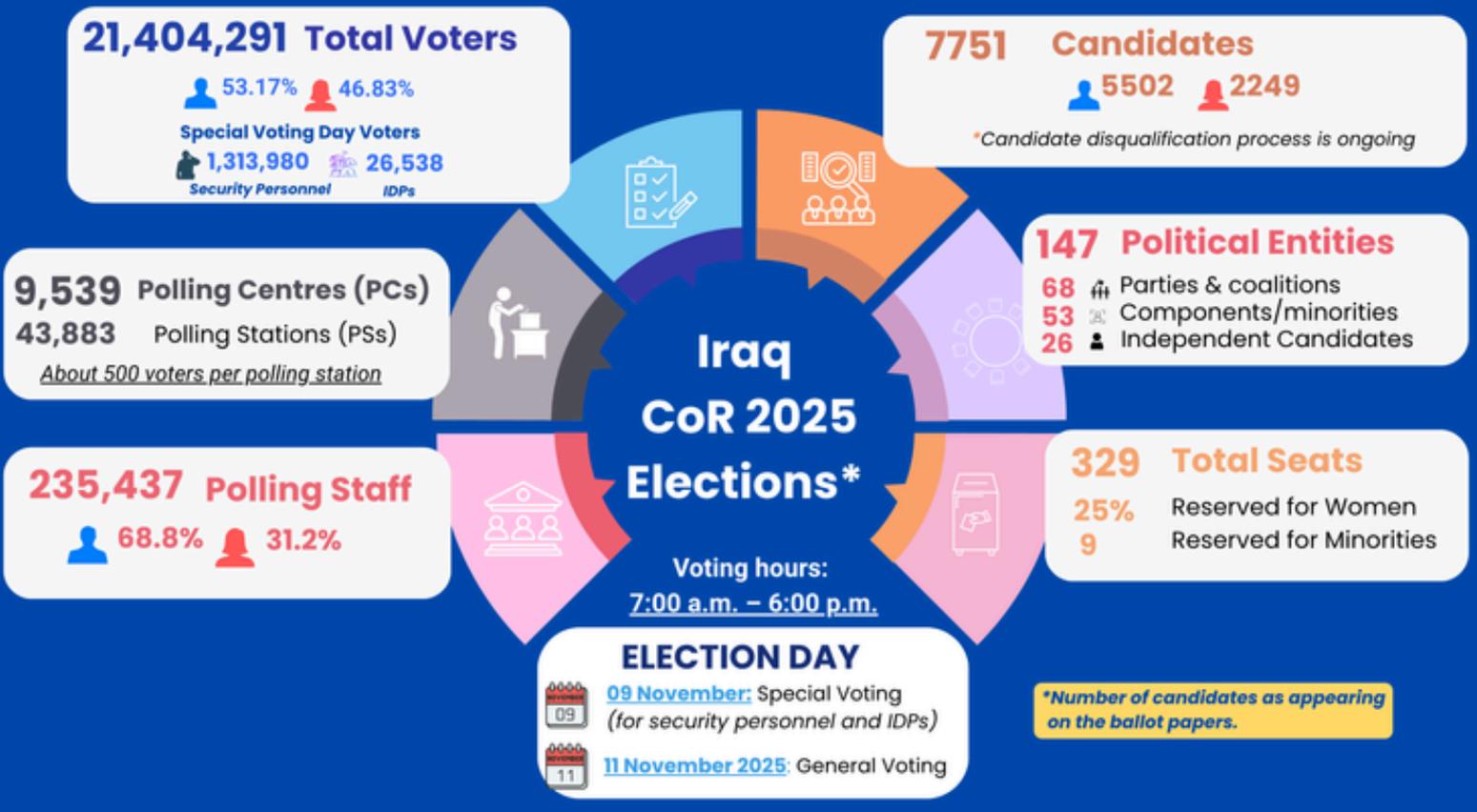
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Total Voters by Governorate and Number of Polling Stations – CoR Elections 2025			
GEO Name	Total No. of Voters	Total No. of Polling Centers	Total No. of Polling Stations
	21,404,291	9,539	43,883
Anbar	1,041,092	435	2,183
Babil	1,107,193	465	2,226
Baghdad – Karkh	2,023,652	944	4,231
Baghdad – Rusafa	2,335,298	1,106	4,782
Basra	1,620,212	558	3,207
Dhi Qar	1,099,439	527	2,212
Diyala	1,044,123	550	2,169
Duhok	805,269	344	1,684
Erbil	1,114,473	610	2,391
Karbala	666,052	265	1,352
Kirkuk	953,269	359	1,924
Maysan	609,216	255	1,237
Muthanna	492,812	189	988
Najaf	824,690	361	1,661
Ninewa	2,079,221	930	4,236
Qadisiyyah	699,987	318	1,395
Salah al-Din	889,270	406	1,872
Sulaymaniyah	1,227,460	589	2,579
Wasit	771,563	328	1,554

Iraq's upcoming parliamentary elections are scheduled to be held on 11 November 2025, marking the country's sixth parliamentary elections since the adoption of the 2005 Constitution. The elections will determine all 329 members of the Council of Representatives (CoR). Special voting will take place on 9 November 2025 for specific groups such as the security forces and internally displaced persons (IDPs).

As per the article 56 of the Iraqi Constitution, the new Council of Representatives shall be elected forty-five days before the conclusion of the preceding electoral term, which concludes on 8 January 2026.

The Council of Representatives is Iraq's national legislative body, responsible for enacting laws, electing the President of the Republic, approving the government programme and national budget, and overseeing the executive branch. The Council's term lasts four years.

What role does the UNAMI play?

The United Nations has been a key partner in Iraq's electoral processes since 2004. For the 2025 elections, UNAMI, under Security Council resolution 2732 (2024) is mandated to provide advice, support and technical assistance to the Government of Iraq, IHEC and other Iraqi institutions to ensure free and fair elections, with the full, equal, meaningful and safe participation of women.

Article 21 of the IHEC Law (Law No. 31 of 2019) specifically authorizes IHEC to seek the assistance of UNAMI's Office of Electoral Assistance during the stages of preparation and conduct of the elections.



Who is responsible for organizing the elections?

The Independent High Electoral Commission (IHEC) is constitutionally mandated to oversee all electoral activities in Iraq. IHEC's responsibilities include:

- Managing voter registration and updates
- Registering political parties and candidate lists
- Accrediting observers, media and political party and candidate agents
- Conducting polling and ballot counting
- Handling electoral complaints
- Announcing preliminary and final certified results. (***The CoR elections results are ratified by Federal Supreme Court***)



Who can vote?

Eligible voters must:

- Be Iraqi citizens aged 18 or older in the election year.
- Be biometrically registered in the official IHEC database.
- Possess a valid Biometric Voter Card (BVC).



How many voters are registered?

A total of **21,404,291** voters are biometrically registered, out of a total of 28,079,889 eligible voters. Among registered voters, 1,313,980 are members of the Iraqi Security Forces and 26,538 are internally displaced persons (IDPs). Both groups will cast their vote on special voting day on 9 November 2025.



What measures are in place to ensure inclusion?

Iraq's constitutional and electoral framework incorporates following measures to ensure inclusion and diversity:

- **Women representation:** A constitutional requirement ensures that at least 25% of all parliamentary seats are held by women. Party lists must structure their candidate sequence to place at least one woman after every three men.
- **Minority quotas:** A total of 9 seats are reserved for Iraqi components: Christians (5), Yazidis (1), Shabaks (1), Sabeen-Mandeans (1), and Fayli Kurds (1). The components don't have to comply with the 25% women quota.



A total of **329 CoR** seats are being contested, with 320 regular seats distributed among 18 governorate constituencies and 9 seats allocated to minority components. The electoral law and candidate regulations provide for the following distribution of seats per constituency:

Governorate / Electoral Constituency	CoR Seats	
	General	Component Seats*
Baghdad	69	2 (Christian; Sabeen Mandeian)
Ninewa	31	3 (Christian; Shabak; Yazidi)
Basra	25	
Dhi Qar	19	
Sulaymaniyah	18	
Babil	17	
Anbar	15	
Erbil	15	1 (Christian)
Diyala	14	
Kirkuk	12	1 (Christian)
Najaf	12	
Salaheddin	12	
Duhok	11	1 (Christian)
Qadissiyah	11	
Karbala	11	
Wassit	11	1 (Faili Kurd)
Maysan	10	
Muthanna	7	
Total	320	9

*Component seats are contested within a single national constituency covering all of Iraq.

NUMBER OF CANDIDATES BY GOVERNORATE AND GENDER

Governorate	Total Candidates	Male	Female
Anbar	254	183	71
Babil	479	348	131
Baghdad	2298	1587	711
Basra	571	408	163
Dhi Qar	571	416	155
Diyala	358	252	106
Duhok	59	39	20
Erbil	108	71	37
Karbala	233	164	69
Kirkuk	251	175	76
Maysan	141	104	37
Muthanna	126	90	36
Najaf	312	227	85
Ninewah	1047	759	288
Qadisiyah	283	201	82
Salaheddin	296	216	80
Sulaymaniyah	136	99	37
Wasit	246	176	70
Total	7,769	5,515	2,254

**Number of candidates as appearing on the ballot papers. Candidates disqualifications and reinstatement is ongoing.*

- **Accreditation Requirements:** International observation teams, including governmental diplomatic bodies and non-governmental entities, must obtain official approvals from relevant authorities and be accredited by the IHEC to observe the electoral process. IHEC accredits teams rather than individual observers.
- **Code of Conduct:** International observers must adhere to a code of conduct issued by IHEC, which outlines their rights and duties. Observers are prohibited from interfering in the electoral process or filing complaints but can report issues to IHEC staff for appropriate action.
- Those Interested can download Forms 131 and 132 from the IHEC website.
 - Form 131: Team registration form - information about observation team with the focal point and contact.
 - Form 132: Observers accreditation form – names with the details (international observer, translators and close protection).
- **Logistical Support:** The accredited international observation teams are responsible for covering their own costs, including those related to training, transportation, communication, and accommodation. To facilitate the work of internationally accredited observers, they are allowed to be accompanied by their interpreters and security personnel
- **Deadline:** According to the IHEC timeline, the deadline for submission is on 5 November 2025.
- For more details visit the IHEC website:-
<https://ihec.iq/37942/2025/09/>

1. Closely observing the electoral process and all its stages.
2. Contacting IHEC officials to obtain sufficient information about the electoral process.
3. Submitting a report to IHEC about any problems that occur during the observation process.
4. Entering and exiting polling centers freely without affecting the flow of work.
5. Submitting a comprehensive report on the electoral process to the observation team to which I belong.
6. Adhering to valid local laws and regulations issued by IHEC.
7. Refraining from carrying weapons or behaving in an inappropriate or hostile manner.
8. Refraining from providing any support or showing bias toward any political party or candidate in the elections.
9. Refraining from accepting gifts or services from any political party or candidate.
10. Refraining from interfering in any way with the activities of IHEC, political parties, citizens, or any political matter in the country.
11. Carrying out my work peacefully and respecting the role, status, and authority of IHEC employees concerning registered voters, voters, security officials, and everyone involved in the elections.
12. Strictly adhering to the rules and instructions issued by IHEC and complying with them immediately, including any request to leave a specific area or location, being denied access to it, or leaving a polling station.
13. Refraining from interfering with or obstructing the electoral process.
14. Carrying the accreditation badge to identify myself as an election observer, displaying it clearly, and introducing myself to IHEC staff upon entering polling centers and stations or any building affiliated with IHEC.
15. Respecting the secrecy of the ballot, which includes not entering the voting booth.
16. Refraining from contact with voters to avoid influencing their voting choices.
17. Staying away from any attempt to provide any evidence or information to participants in the electoral process.
18. Verifying that all information I provide is based on a direct, primary source and can be verified, and to collect, organize, and prepare a clear, organized, and unambiguous report.
19. Refraining from making any announcement or comment about the election results before the official results are announced by IHEC.

In CoR elections, domestic observers play a crucial role in enhancing the transparency and credibility of the electoral process. Their primary responsibilities include:

- **Observation:** Observers monitor the election proceedings at polling stations to ensure that they are conducted fairly and in accordance with the law.
- **Reporting:** Observers document and report any irregularities or violations of the electoral process to their respective organization.
- **Assessment:** Following the elections, domestic observers may provide an independent assessment of the fairness and legitimacy of the process.
- **Public Confidence:** Their presence can help reassure voters that the election is being conducted impartially, which can increase public confidence in both the process and the results.

Registration:

Registration forms and required documents are available on the IHEC website - <https://ihec.iq/iraqi-parliament-elections-2025/>.

Observers cannot file **complaints**; however, they can document any violations and include them as recommendations in their report.

- Agents and observers may enter a polling center when polling staff arrive and remain until the completion of polling, as well as the electronic and manual counting, sorting processes, packing, and handover of materials. They are allowed to record seal codes and the number of voters in their journals and may observe all processes inside the polling station, except when voters are making their selections behind the voting screen.
- They are permitted to move between polling stations within the center during polling hours. However, they must remain at a single polling station during the electronic and manual counting and sorting processes.
- They may choose to sign and record data on the Polling Station Reconciliation Form No. 41 and sign Results Report Form No. 42.
- Agents and observers may follow the truck transporting polling materials to the Vote Receiving Center (VRC), GEO warehouse, or the auditing and reporting center. However, they are not allowed to travel in any IHEC vehicles.
- Political party or coalition agents have the right to file complaints with IHEC by completing a Complaint Form No. 110, which is available from the polling center coordinator. While observers cannot file official complaints, they may report their concerns in their general reports to the organizations they represent.
- To facilitate the work of internationally accredited observers, they may be accompanied by their interpreters and security personnel.

- **Local Media Accreditation:**

Registered local media outlets may submit their accreditation forms to the IHEC GEO offices.

- **International Media Accreditation:**

International media outlets may submit their accreditation forms to the IHEC National Office or Kurdistan Region Electoral Office (KREO) for processing and approval.

- **Deadline:**

According to the IHEC timeline, the deadline for submission is 5 November 2025

Campaign Monitoring

IHEC has established a Central Campaign Monitoring Committee to oversee the political campaigns during the electoral campaign period. In addition to this central body, each GEO offices has its own sub-committees dedicated to campaign monitoring, ensuring that all political activities are closely supervised . These measures are in place to maintain the integrity of the electoral process and ensure compliance with campaign regulations across the country.

Q: WHAT IS AN ELECTORAL COMPLAINT?

Allegations of electoral irregularities and violations of the law, regulations, or instructions may arise throughout the electoral process. These may concern areas such as candidate and voter registration, campaigning, polling, counting and tabulation, or the announcement of preliminary results. Individuals or political parties whose electoral rights have been denied, restricted, or violated, have the right to file a complaint for redress. The right to submit a complaint against electoral irregularities and seek legal redress is a key element in safeguarding the integrity of the elections.

Q: WHO CAN FILE A COMPLAINT?

Eligible voters, agents of political parties, coalitions, and candidates may file complaints. Observers are not permitted to file complaints but may submit reports to their respective organizations, which may take further action if necessary. Any electoral violations should be reported **within two days** of the alleged violation.

WHAT IS THE PROCESS TO FILE A COMPLAINT?

A detailed report, including the name and contact information of the complainant and a full description of the incident should be submitted in writing. Before elections day, complaints may be submitted to IHEC through its GEOs.

WHEN CAN ONE SUBMIT A COMPLAINT?

Complaints regarding Election Day polling and counting must be submitted within a two-day window, starting from the hour polling begins and ending at the close of the following working day. Complaints related to electoral campaigns may be submitted at any time from the date of the violation until the end of the campaign period.

HOW ARE THE COMPLAINTS PROCESSED?

All complaints are forwarded to the IHEC National Office for review and decision by the Board of Commissioners (BoC). Regarding Election Day complaints, classification committees—composed of one BoC member and staff from the IHEC National Office’s Complaints and Appeals Section—determine whether the complaint meets formal requirements and whether it could affect the vote count, such as in cases of suspected fraud. These cases are given high priority in processing.

DOES IHEC INFORM COMPLAINANTS ABOUT THE DECISION?

BoC decisions are published on the IHEC website within three days of being issued.

HOW TO FILE AN APPEAL AGAINST IHEC BOC DECISIONS?

- Appeals against decisions of the BoC may be filed with the Electoral Judicial Panel (EJP), which consists of three judges. Appeals must be submitted within three days of the publication of the BoC decision, either at the IHEC National Office, GEOs, KREO, or directly to the EJP.
- The BoC is required to respond to the EJP's requests and inquiries related to appeals within seven days from receipt. The EJP must issue a decision on the appeal within 10 days of receiving the BoC's response.
- Decisions issued by the EJP are final and binding.

For more information

<https://ihec.iq/complaints-and-appeals/>



Ø WHO HAS THE RIGHT TO FILE A COMPLAINT?

1. A voter
2. Agent of political party, alliance or individual candidate.
3. Candidate (they have the right to file a complaint in the PC of which the candidate is listed in as a voter).

Ø HOW TO FILE E-DAY COMPLAINT?

The complainant may obtain Complaint Form 110 from the Polling Centre Coordinator, GEO, or National Office. The complaint must be submitted within 48 hours of the close of polling.

The Complaint Form must include the following:

1. Name, address and contact information of the complainant.
2. Name and contact information of the alleged person
3. Details of the alleged violation, including date, time, place and circumstances.
4. Name and contact information of any witnesses supporting the case of the complaint (if available).
5. Any relevant document or other evidence supporting the complaint.
6. Signature of the complainant
7. Complaints are confidential. A complainant should fill out the Complaint Form, with date and signature, seal it and submit it.



#1



Present Biometric Voter Card (BVC) to the Identification Officer (IO), to verify your details (including photo).

#5



After verification, receive BVC back and the ballot from the ballot issuer.

#2



Insert voter card into the verification device. The device reads the card and displays your voter data.

#6



Sign or thumbprint next to name on the Voters List.

#3



For fingerprint verification, place a finger on the screen as instructed.

Verification through facial recognition or

#7



Proceed to a private voting booth to cast vote in secret.

#4



The IO scans the ballot's QR code with the Voter Verification Device (VVD).

No use of indelible ink during this election.

#8



Insert ballot into the PCOS.



01

The voter will place the ballot into the PCOS to be scanned simultaneously from both sides, ensuring it is placed correctly, face down, to maintain the secrecy of the vote.



02

The QR code of the ballot will be read and matched to the list of QR codes exported by the VVD to the PCOS via cable, confirming that the ballot has been processed by the VVD.



03

The tick mark on the ballot will be read and determined as valid or invalid, then counted and sorted, and the vote will be electronically tallied.



04

After the PCOS scans the ballot, it will deposit the ballot into the box, and then the message 'Vote successfully recorded' will appear on the screen.

To maintain a high level of professionalism and adhere to internationally recognized standards, the activities pursued by political party agents shall be regulated by the following principles.

- **Adherence to laws and regulations:** Agents accredited by IHEC must recognize and respect the laws of Iraq in all circumstances.
- **Accuracy:** Agents must be honest and trustworthy.
- **Objectivity:** Agents should rely on comprehensive and accurate evaluations of all circumstances and relevant facts when drawing their conclusions.
- **Independence:** Agents must make decisions freely, without any interference or influence, in accordance with the rule of law.
- **Neutrality:** Agents are expected to impartially recognize and protect the interests of the electoral process and the fundamental values of democracy.

Political party's agents have the right to:

- Monitor all stages of the electoral process.
- Access information provided by IHEC.
- Freely engage with other parties, coalitions, and observers.
- Voice concerns and file complaints with IHEC.
- Access polling centers as per IHEC's guidelines.
- Sign documents and reports in the presence of a witness.

Agents must:

- Act peacefully, respecting IHEC staff and all election participants.
- Avoid carrying weapons or displaying aggressive behavior at electoral sites.
- Remain neutral, not showing favoritism through actions or attire.
- Decline gifts or services from any parties or candidates.
- Not interfere with IHEC's work or that of others involved in the election.
- Follow Iraqi law and IHEC regulations.
- Comply with IHEC staff instructions, including entry or exit orders from electoral sites.
- Not disrupt the electoral process.
- Wear identification badges visibly and introduce oneself to IHEC staff.
- Uphold voting secrecy and avoid the voting area.
- Not influence voters or disrupt voting confidentiality.
- Avoid providing guidance or interpretations of the law to voters.
- Not mediate disputes.
- Ensure information shared is directly sourced and verifiable, organized clearly in reports



Sample Layout of Polling Station



Voter Verification Device (VVD)

جهاز التحقق من هوية الناخب



Results Transmission System (RTS)

نظام نقل النتائج



Polling Counting Optical Scanner (PCOS)

SAMPLE BALLOT PAPER

رقم الدائرة الانتخابية	المرشح	المرشح	المرشح
٢٧	١	٣٣٩	٣٣١
٢٨	٢	٣٤٠	٣٣٢
٢٩	٣	٣٤١	٣٣٣
٣٠	٤	٣٤٢	٣٣٤
	٥	٣٤٣	٣٣٥
	٦	٣٤٤	٣٣٦
	٧	٣٤٥	٣٣٧
	٨	٣٤٦	٣٣٨
	٩	٣٤٧	٣٣٩
	١٠	٣٤٨	٣٤٠
	١١	٣٤٩	٣٤١
	١٢	٣٥٠	٣٤٢
	١٣	٣٥١	٣٤٣
	١٤	٣٥٢	٣٤٤
	١٥	٣٥٣	٣٤٥
	١٦	٣٥٤	٣٤٦
	١٧	٣٥٥	٣٤٧
	١٨	٣٥٦	٣٤٨
	١٩	٣٥٧	٣٤٩
	٢٠	٣٥٨	٣٥٠
	٢١	٣٥٩	٣٥١
	٢٢	٣٦٠	٣٥٢
	٢٣	٣٦١	٣٥٣
	٢٤	٣٦٢	٣٥٤
	٢٥	٣٦٣	٣٥٥
	٢٦	٣٦٤	٣٥٦
	٢٧	٣٦٥	٣٥٧
	٢٨	٣٦٦	٣٥٨
	٢٩	٣٦٧	٣٥٩
	٣٠	٣٦٨	٣٦٠

Sample Ballot Paper - Anbar Governorate



2025 Iraq
Council of Representatives (CoR)
Elections