

## Local Area Development Programme in Iraq

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## Local Area Development Programme in Iraq

### FINAL REPORT

Reporting Period  
01 February 2015 – 30 July 2018

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## Abbreviations

C BSP	Community Based Strategic Planning
CES-MED	Cleaner Energy Saving Mediterranean Cities
COEF	Clean Organisation Environment Friends (NGO coalition)
COSIT	Central Organisation for Statistics and Information Technology (Iraqi Statistical Institute)
CoM	Covenant of Mayors
CSO	Civil Society Organisation
EU	European Union
FFIS	Funding Facility for Immediate Stabilisation
GHG	Greenhouse gases
GIS	Geographic Information System
Gol	Government of Iraq
GUS	Governorate Urban Strategy
HLP	Housing, land and property (rights/issues)
HR	Human Resources
I2UD	Institute for International Urban Development
IDPs	Internally Displaced Persons
IFI	International Financing Institution
IFMIS	Integrated Financial Management Information System
ISIS	Islamic State in Iraq and Syria
KRG	Kurdistan Regional Government
KRI	Kurdistan Region of Iraq
LAs	Local Authorities
LADP	Local Area Development Programme (also EU-LADP)
LTA	Long Term Agreement
MC/MG	Monitoring Committee/Monitoring Group
MoCH	Ministry of Construction and Housing (Gol) – currently part of MoCHMPW
MoCHMPW	Ministry of Construction, Housing, Municipalities and Public Works (Gol)
MoF	Ministry of Finance (Gol)
MoH	Ministry of Health (Gol)
MoHESR	Ministry of Higher Education and Scientific Research (Gol)
MoIM	Ministry of Industry and Minerals (Gol)
MoMPW	Ministry of Municipalities and Public Works (Gol) – currently part of/short for MoCHMPW
MoMT-KRG	Ministry of Municipalities and Tourism (KRG)
MoP	(Federal) Ministry of Planning (Gol)
MoP-KRG	(Regional) Ministry of Planning (KRG)
MoT	Ministry of Transportation (Gol)
MSc	Master of Science
M&E	Monitoring and evaluation
NAs	National Authorities
NAC	National Advisory Committee
NDP	National Development Plan
NGO	Non-governmental organisation
NUA	New Urban Agenda
NUS	National Urban Strategy (ref. Strategic Urban Development Framework for Governorates in Iraq)
OECD	Organisation for Economic Co-operation and Development
PMAC	Prime Minister Advisory Committee
PDP	Provincial Development Plan
PDS	Provincial Development Strategy
PPP	Public Private Partnership
PSC	Provincial Steering Committee
PwDs	Persons with disabilities
R&D	Research and development

SBAH	Iraqi State Board of Antiquities and Heritage
SDGs	Sustainable Development Goals
SPD	Strategic planning document (under LADP II, SPDs are PRPs, PDSs, SEAPs)
SEAP	Sustainable Energy Action Plan
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SWOT	Strengths, Weaknesses, Opportunities, Threats
TC/TG	Technical Committee/Technical Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UN-Habitat	United Nations Human Settlements Programme
UNIDO	United Nations Industrial Development Organisation
VA	Vulnerability Assessment
WG	Thematic Working Group (under TC/TG)

## 1. Executive summary

The Local Area Development Programme for Iraq (LADP II) has aimed to strengthen good governance in Iraq by improving the delivery of public services through improved planning and implementation processes at the Governorate level. The design of LADP II was based on a review of the Iraqi public sector, observing serious inefficiencies linked to limited institutional capacity and ineffective planning, lack of political stability, fiscal contraction, and the ISIS conflict. In its conceptual approach and objectives, the Programme was intended to be implemented through the provision of technical assistance and capacity building to the Iraqi Governorates and other government bodies – by working in close cooperation with the respective administrations.

Thus, the success of the Programme and the sustainability of its results have required that the Beneficiary institutions understand, embrace and commit to a set of key principles that must inform the process of planning and implementation of local development actions. Therefore, as a pre-condition for their participation in the Programme, all 12 Governorates signed a **Charter of Principles**; while continuous awareness raising activities were carried out to support counterparts in applying these principles.

Implementation faced continuous challenges related to: (1) security situation, presence of ISIS and ongoing military operations<sup>1</sup>; (2) complicated access to Governorates and their Administrations; and (3) economic crisis in Iraq caused by significant drop in oil prices. Nevertheless, work continued in all 12 governorates; challenges to ensure delivery of activities were resolved; and any delays in implementation were overcome.

**The Programme implementation has achieved its main targets.** A total of **40** plans, strategies, methodologies and planning guidance documents were developed and 7 innovative community participation mechanisms were piloted.

	Multi-sectoral plans/strategies on local level	Sectoral plans	Planning guidance documents	Knowledge management tools	Innovation in community participation (main)
<i>UNDP lead</i>	6 Provincial Development Strategies 5 Provincial Response Plans	3 Sustainable Energy Action Plans 3 Service Delivery Improvement Plans	1 Guidelines for Strategic Planning for Local Authorities in Iraq (CBSP) 1 Gender Sensitive Budgeting workshop	1 Online damage assessment system 1 HR Management system	1. Innovation for Development 2. Made in Dohuk exhibition and innovation competition 3. Clean Missan/KRG in One Day 4. Sustainable energy playgrounds 5. Sustainable energy competition 6. Exile Voices exhibition 7. Women's Affairs Offices
<i>UN-Habitat lead</i>		1 Strategic Urban Recovery Plan 1 Conservation and Development Plan for Historic Quarters 3 Transportation Plans	3 Industrial Spatial Development Visions 1 Enhanced Municipal Finance and Budget Execution report 1 Planned Urban Expansion 1 National Strategic Urban Development Framework 9 Governorate Urban Strategies 1 Tikrit Assessment Report	1 LADP Online Information Platform 1 Land inventory 1 MSc in Sustainable Urban Planning	
<b>Total</b>	<b>11</b>	<b>11</b>	<b>18</b>	<b>5</b>	<b>7</b>

**The project results have been achieved.**

- **Capacities for planning and implementation at governorate level of all targeted governorates have been strengthened** – through workshops, on-the-job training and mentoring, and the development of Guidelines for Strategic Planning for local development – leading to increased capacity for budget execution, service delivery and sector-wide planning, and overall improved development planning process in Iraq. *Mentoring and learning-by-doing* have proven especially effective to advance and build the capacity of the governorates administrations while reaching a level of self-sufficiency. Significant efforts were made toward encouraging the administrations to complete any given tasks as part of the working process, while the presence of the LADP team was the catalyst for motivation and results.

<sup>1</sup> The dramatic deterioration in the security situation started in 2014, continued into 2017 and it was exacerbated by the KRI referendum in Sept 2017. It was difficult to advance the implementation of Activities particularly in the Governorates most affected by the conflict.

- **Increased participation of local authorities and communities in local development was fostered** through the LADP methodology and Community-Based Strategic Planning (CBSP) approach. Prior to LADP II, all beneficiary governorates had participated in at least one planning exercise – top down and outsourced to consultants, resulting in a plan/strategy accepted by the Governorate, which was developed *on behalf of the local authority and not by them*. The innovative approach adopted by LADP has placed the leading role of the preparation of plans with the governorate administrations. LADP has supported the process by developing methodology, provision of trainings and mentoring; but the accent has been on *participation and learning by doing*. This has resulted in high engagement of the administrations, greater interaction between stakeholders within communities in the process of formulating priority objectives and strategies to address the key issues faced by each governorate, as well as sustainable increase in the capacity of administrations for planning.

**All outputs have been delivered.** Above all:

- **Guidelines for Strategic Planning for Local Authorities in Iraq** were produced based on the CBSP approach and methodology. The Guidelines are intended to unify the efforts of the governorates in planning for local socio-economic development, and to streamline the processes of identification of problems and planning of strategic projects – based on integrated approach, public participation and effective cooperation with key stakeholders. The Guidelines have been shared with MoP. The activity was not initially planned, but was developed to ensure sustainability of knowledge;
- **The CBSP methodology was promoted to all 18 Governorates and MoP.** Consultation workshops and training sessions on CBSP were organised for all 12 governorates in order to support them in implementing the planning methodology. Special missions by the team of experts further supported the governorates toward development of their strategic plans or strategies. Training on CBSP was also provided to the 6 remaining Governorates, MoP/MoP Training Centre and COMSEC;
- A total of **11 strategic planning documents** were prepared using the CBSP methodology – including: 5 **Provincial Development Strategies** for the Northern (Erbil, Dohuk and Suleimaniah) and the Southern (Basra, Diwaniah<sup>23</sup>, Missan and Muthanna) clusters of governorates; and 6 **Provincial Response Plans** for the Central cluster (Anbar, Diyala, Nineveh, Kirkuk and Salah al-Din governorates). All these provincial plans address local socio-economic development; they are entirely based on priorities and objectives identified by the local authorities; they were all developed in participatory and inclusive way by the Governorates' administrations and Provincial Councils themselves and only coached by the LADP team. In result, there is clear determination at the local level to implement these plans due to the ownership of the process and expectations from the local communities;
- A total of **11 sectoral plans** were developed addressing sustainable development. Notably, three **Sustainable Energy Action Plans (SEAPs)** were completed with support from the LADP team of experts in the KRI Governorates (Erbil, Dohuk and Suleimaniah). Steps were effectively taken for the three governorates' main cities to sign up as members to the EU Covenant of Mayors – the world biggest movement for climate changes and energy. In Feb 2018, the three Governors attended the Annual Signing Ceremony at the European Parliament. Also, three **Service Delivery Improvement Plans** for the water, wastewater and waste management sectors were completed for KRI Governorates. After intensive consultations and joint planning work, three **Governorate Transportation Plans** for Babil, Kerbala and Missan, and the **Strategic Urban Recovery and Development of Ramadi** were finalised and submitted to counterparts in July 2018. The **Plan for the Conservation and Development of the Historic Quarters of Basra**, submitted to the Governor in late 2017, was also finalised and shared with counterparts and UNESCO in July 2018.
- With immense significance for local-national coordination of priorities and planning, the National **Strategic Urban Development Framework for Governorates in Iraq** was developed in an integrated top-down bottom-up process together with a total of 9 **Governorate Urban Strategies** – for the Southern (Basra, Missan, Thi-Qar and Muthanna), Pilgrimage (Najaf and Kerbala) and Central cluster (Wassit, Babil and Diwaniah) governorates.
- A number of additional guidance documents and knowledge management tools have been delivered to develop and sustain capacities for spatial and sustainable development planning: e.g. **State Land Inventory** set up in Najaf and Missan; **Industrial Spatial Development Visions** for Diyala, Wassit and Muthanna; professional **MSc course 'Planning Sustainable Cities' at Kufa University**; etc.;

<sup>2</sup> Former Qadessyiah. The name change happened in 2017; this Report uses "Diwaniah" in all references to the province.

<sup>3</sup> This PDS was not completed due to problems beyond the control of LADP – see Section 3.4.1, Sub-activity 1.1.4.1.

- The **Enhanced Municipal Finance and Budget Execution** initiative has delivered recommendations to improve the general framework of municipal finance systems; indicators of municipal financial performance, relevant training materials; and training for government officials in four municipalities of Basra, Missan, Muthanna and Diwaniyah governorates in Nov 2017;
- Finally, LADP has also positively contributed to the reconstruction endeavours of Gol and was instrumental in the stabilisation efforts being the only institution building component of the huge UNDP Funding Facility for Immediate Stabilisation intervention.

**Communication and coordination between the Central and Governorate levels was ensured** throughout the process of project implementation.

- All activities were implemented in close coordination with the Ministry of Planning (MoP) and Governorates. MoP was regularly informed about the progress of the planning; and MoP central and local-level staff were engaged in the collection of information and analysis;
- For the first time, the **National Development Plan 2018–2022 was developed in a bottom-up approach – based on the outcomes from planning processes at the local level** supported by LADP II, and embracing the priorities and actions adopted at local level within the provincial plans. LADP II supported MoP in the preparation of the NDP – through organisation of NDP National Conference in Erbil for launch of the NDP preparation process, and through follow-up meetings with MoP.
- The elaborated **Guidelines for Strategic Planning** for local development using the CBSP approach and methodology are the **key project output to sustain and support the continued cooperation between the Central and the Governorate levels**. They should be seen as a framework to which MoP together with the Governorates may add additional tools and elements based on their experience and technical assistance they receive in the years to come.
- Work done under LADP II toward improving **data availability, access and sharing** to support development planning processes has also supported the World Bank and Gol in completing Damage and Needs Assessment of governorates affected by ISIS toward developing an integrated **Reconstruction and Development Framework for Iraq**, making a further positive contribution to the reconstruction endeavours of Gol.

**Public participation** remained a cross-cutting approach in all LADP II activities.

- During the strategic planning processes, **public participation was sought at each stage of the preparations of plans**. Public participation was ensured through the inclusion in the planning process of SCOs and other stakeholders who represented the interests of the public. Given the sensitive environment, there was a high risk that attempted public consultations might become politically biased sectarian and hamper the process. Nevertheless, the programme ensured that training and advice was provided to the governorates on how to organise and manage public consultations.
- In 2017, a number of events were organised in KRI to support the preparation and the future successful implementation of SEAPs – by raising **public awareness regarding resource preservation and climate change impact**, by promoting a culture of **sustainable energy consumption**, and by promoting the preparation of the SEAPs. A Student **Innovation Competition** on Sustainable Energy was organised to involve the students in development of projects; the best projects submitted were awarded. Also, **energy-generating playgrounds** for children were built as an educational tool for parents and children – to promote sustainable energy, the importance of saving natural resources and fighting climate change.
- Work to raise local **community participation in local development planning** – and public awareness regarding this – the Programme targeted successfully a number of civil society groups, with a major focus on **youth** (e.g. through the **Innovation for Development** initiative). Young people in Iraq suffer very high levels of exclusion, which is a premise for radicalisation; at the same time, they comprise the overwhelming majority of the population. LADP recognises that enabling Iraqi youth to shape their own future is key to progress on development and stability.
- The **participation of CSOs and communities in public service delivery** was a major pilot under LADP II. The campaigns **Clean in One Day** (KRI governorates and Missan) offer tested blueprint for country-wide action.
- LADP awareness raising and visibility work further raised the **awareness of citizens** of many challenges and solutions at the local level – as well as the **visibility of the project and the EU as a donor**.

Among the main beneficiary institutions, the level of **commitment to and interest in LADP II remained high** – at both central and governorate levels. **The Programme is considered successful and it has been highly appreciated**

by both central and local counterparts. Appreciation for the work has been expressed in various forms – including through official **requests for extension** of the programme by MoP and the Governorates in 2017, the inclusion of the Governorate Urban Strategies as an Annex of NDP 2018-2022, and the inclusion of the Ramadi Recovery and Development Plan as one of the 8 priority Programmes and Projects to be implemented during the first two years of NDP 2018-2022.

It will be of **vital importance to support the Governorates in the implementation of all strategic documents** developed so that the policy is translated into practice. Currently, as a result of LADP II, **a momentum has been generated in the area of bottom-up planning for local area development**. To keep this up, there is need to provide immediate support to the Governorates to start the implementation and monitoring of the developed plans. The lack of financial resources is not a crucial impediment, while support is most immediately needed with regard to (1) assessment, analysis and changes of local government system, and (2) establishment of project-based processes in governorate administrations by implementing soft measures with grants and major interventions with loans. The latter will further contribute to the effective application of decentralisation in Iraq.

## 2. Background

### 2.1. Main problems addressed

The planning process in Iraq suffers the legacy of centralised governance, lack of local development policies, and above all, the fundamental understanding of the state as an authoritative body – rather than an enabler of the environment for prosperous economic and social development. Additionally, it has faced challenges linked to decades of insecurity and underinvestment, dramatic fall in oil prices, drained national budgets, presence of ISIS in the country, war and destruction of infrastructure, unprecedented IDP crisis, and post-war environment where multi-sectoral reconstruction needs affect practically a third of the country.

At the same time, the process of decentralisation in Iraq requires Governorates to assume a greater role in public service delivery and greater responsibility for the welfare of their local communities. They are increasingly responsible for creating conditions that are conducive to socio-economic development – which entails the need to develop local public investment in a strategic way to drive socio-economic development in line with wider national goals.

A future increase and more equitable redistribution of oil revenues will not be sufficient to support sustainable development. The significant drop of oil prices calls for fast improvement of the administration and planning capacities to trigger diversified and sustainable economic development (rather than solely based oil resources).

In this context, LADP II has addressed the following main problems. For each problem, we identify key ways in which the intervention has addressed it.

*Detailed description of implemented technical activities is provided in Chapters 5.1–5.2.*

#### Lack of a coherent strategic framework for local planning

The Action Document<sup>4</sup> has identified as key the need to promote a more systematic and institutionalised local development planning system in Iraq. This includes the need to support the development of local development plans which present a coherent package of local interventions linked to national priorities and the needs of local citizens, which make systematic link between investment spending and the achievement of larger local- and national-level strategic priorities, and which mainstream monitoring and evaluation of the impact of investment projects on the achievement of broader outcomes.

- Under LADP II, Community Based Strategic Planning (CBSP) has been adopted (A.1.1.2.1). CBSP has been piloted in 9 Iraqi Governorates in the preparation of their 5-year strategic documents (A.1.1.4), while trainings on the CBSP approach have involved staff of all 18 Governorates, MoP and the Office of the Prime Minister. Proposal for coherent strategic framework has been elaborated based on the CBSP methodology – Guidelines for Strategic Planning for Local Authorities in Iraq (A.1.1.2.1). Together, the strategic documents and the Guidelines provide a solid basis for MoP to establish coherent strategic framework for local planning.

#### Lack of coordination and integration of planning processes

The Action Document and NAC meetings have both identified the need to improve the coordination between decision making centres and the integration and alignment of planning processes – vertically and horizontally. Deficiencies in this regard have been linked to: overlaps in roles/responsibilities of central and local government bodies; incomplete decentralisation and unclear delineation between central and local planning responsibilities; absence of a clear process for the formulation of local development plans; gaps in planning that disallow addressing multi-dimensional problems; and overall tendency to work in ‘silos’ – exacerbated by lack of systems, procedures and working methods that enable/enforce coordination in the planning process. Aggravating factors include the very limited use by Government offices of contemporary IT-based communication practices for coordination and data sharing; and the lack of coherent data and systematic data analysis to inform the planning processes.

- LADP II has implemented all activities and sub-activities in close coordination with MoP and Governorates.
- At Governorate level, the integration of all planning processes has been accomplished through the preparation of multi-sectoral strategies, based on local-level assessment and prioritisation (A.1.2.1, A.1.1.4). The planning approaches and capacity building employed in all planning activities have sought to overcome the tendency to work in sectoral ‘silos’ – including learning-by-doing work with technical committees set up for all urban/spatial planning components (e.g. Transportation Plans – A.1.1.3.2).

<sup>4</sup> ANNEX I: Description of the Action, amended in Dec 2015.

- Coherence of local planning needs with all policies has been assured by the establishment on local level of Provincial Steering Committees (PSCs – chaired by Governors) and Technical Committees (TCs – by MoP), and the development of strategies/plans with active participation of all relevant Departments (see Chapter 3 and A.2.1.1). Through PSCs and TCs, national-level authorities (NAs) have been involved in the local planning process and they have strengthened their engagement and communication with the involved local authorities (LAs).
- While all developed strategic planning documents and urban planning pilots include systematic incorporation of cross-cutting issues into local development planning (poverty reduction, gender equality, environment and employment), they also support the alignment of local plans with national-level goals.
- Thus, coordination of local-level and national planning processes has taken place in both ways:
  - *National→local*: all 12 Governorates have developed multi-sector strategies and urban-related sectoral plans in coordination with all relevant Departments at local level (including MoP Planning Departments) and external stakeholders, in accordance with their needs as well as national policies and priorities.<sup>5</sup>
  - *Local→national*: the planning efforts and priorities of Governorates have been reflected in the new NDP – in the framework of the organised National Conference for launch of NDP 2018-2022 (A.1.1.3.5).
- All strategies developed under LADP II emphasise the need for coordination and collaboration between national Ministries, Governorates and Municipalities in order to trigger diversified growth and sustainable development beyond the oil sector. Particularly, the NUS framework and GUS present an integral system for vertical and horizontal coordination of plans to manage urban growth and increase socio-economic inclusion involving national ministries, governorates and city administrations (A.1.1.2.2).
- To increase the capacity for coordination – through improved vertical and horizontal information sharing – Online Information Platform has been operationalised (A.1.1.3.1).

### Poor responsiveness of plans to local needs and lack of accountability to local communities

The Action Document has identified the need to improve the role of citizen participation in the planning and monitoring of local development, as well so to develop mechanisms to ensure that local planning takes into adequate account the needs of the most vulnerable. NAC meetings have reiterated the need to activate citizens' engagement at local level and engage CSOs, youth, the private sector and academia in the planning process in an equal and transparent way. Responding to these needs requires to improve the knowledge and skills of LAs in this regard, as well as to develop procedures and working methods for LAs with regard to involving all the main stakeholders in each sector in the process of identifying problems and elaborating solutions.

- To involve community representatives in planning, under LADP II community representatives have been included in the PSCs, TCs and thematic Working Groups (see Chapter 3 and A.2.2.1). The CBSP methodology implemented under LADP II is an inclusive and participatory approach that considers the voice of the local communities and stakeholders through PCSs and public consultations; the concepts of *inclusivity*, *demand-driven services* and *needs accountability* are fully incorporated into the CBSP methodology. The developed Guidelines for Strategic Planning for LAs in Iraq based include guidelines on citizen participation (A.1.1.2.1).
- Community members have been directly involved in the planning process though e.g. the Sustainable Energy Competition, whereby selected student-generated projects (related to energy efficiency and resource conservation) became integral part of developed Sustainable Energy Action Plans (A.1.1.1.2).
- LADP II has also promoted the role of communities as participants in the implementation of service delivery – rather than external observers. Under the Programme, service delivery was done through wide community participation and awareness initiatives to encourage community participation. E.g. during the initiative Clean Kurdistan in One Day (A.1.3.2.1), more than 85 NGOs participated in mobilising local communities.
- With regard to improving citizen participation in monitoring, the developed Guidelines for strategic planning envision establishment of Monitoring Committees, including representation from NGOs, business and other non-state actors relevant to the implementation of strategic development plans (A.1.2.2).
- Additional to promoting participatory approaches, initiatives led by LADP II and high-visibility activities have contributed to the gradual rebuilding of trust between citizens and LAs (A.2.2).

<sup>5</sup> In total, 5 PRPs, 6 PDSs, 3 SEAPs and 14 sectoral plans under urban/spatial initiatives have been developed.



### Weak capacity for planning, budget execution, monitoring and evaluation

The Action Document has identified the need to improve institutional capacity at all levels to undertake data analysis, implementation, and effective monitoring and evaluation (M&E). NAC meetings too have stressed the need to increase skills and knowledge in planning at all levels. The lack of systematic collation of data (incl. municipal revenue/expenditure data) is a key impediment for planning and for measuring the effectiveness of development interventions (M&E), while it also prevents citizens from holding the government accountable on priority needs and expenditures per capita.

- The CBSP tools applied – through participatory, learning-by-doing and training-of-trainers workshops – have served to improve the skills of LAs in data gathering, problem analysis and prioritisation which is essential for any reforms related to result-oriented planning and implementation (A.1.1.2.1). E.g. in the course of strategic planning, all 12 Governorates have been responsible to collect data (for baseline information/vulnerability assessment) as basis for SWOT analysis and identification of critical strategic issues.
- Under all planning initiatives, Governorate staff have been trained in data collection methods and supported by the Programme to collect all relevant information (incl. from local and national statistical offices and by use of free online questionnaires) to complement the statistical data and information they had. The LADP Online Information Platform has served to collect and share data, documents and plans, and ultimately, to increase capacity at all levels for evidence-based planning and monitoring (A.1.1.3.1).
- Under LADP, principles of M&E have been embedded in all developed strategic documents. Capacities in planning and M&E have been built through learning-by-doing in the preparation of strategic documents, as well as tailored workshops to explain the CBSP approach to national level officials. Guidelines for M&E are integral part of the developed Guidelines for strategic planning for LAs (A.1.1.2.1, A.1.2.2).
- Given lack of allocated development budget, LADP II has not addressed building capacities directly related to budget execution. Instead, to compliment the efforts in the decentralisation, the LADP II municipal finance initiative has addressed the capacity of Governorates to generate and manage financial resources, and it has introduced the notion of per capita performance indicators (both in revenue generation and in expenditure). (A.1.2.1.2). Also, through the development of strategic documents, LADP II has paved the way for the systemic prioritisation of investment projects by LAs – allowing NA/LA to allocate better-informed budgets (A.1.1.2.1, A.1.1.4).
- All urban/spatial initiatives under LADP II have offered to LAs and NAs a unique opportunity to pilot the application of a series of urban planning principles and concepts promoted by the New Urban Agenda in order to improve the sustainability of urbanisation trends and the delivery of services to citizens – while also engaging LAs in spatial analyses of governorate and qadha-level indicators and indices. E.g. the LADP pilot project in Basra has provided a legal and upgrading roadmap for historic quarters focused on economic development, which can be replicated across the country (A.1.1.1.1); while the State Land Inventory introduced in Najaf and Missan has sought to increase the capacities of LAs/NAs to offer and realise investment opportunities (A.1.1.3.4).

### Poor service delivery and lack of client orientation

The Action Document has identified the need to implement infrastructure investments and upgrading of projects at sector or governorate levels so as to improve the access to essential services for all Iraqis.

- Since there were no sufficient funds for investment in public service delivery during the implementation period, LADP II has instead implemented demonstration activities in service delivery with focus on innovative approaches. The initiatives promoted under LADP II showcase practical approaches and solutions that can help public administrations to improve accountability, service performance, attainment of service targets in response to realistic performance indicators, and attainment of minimum service standards. E.g. the Innovation Expo of Dohuk Universities has piloted an instrument to promote innovation in public service delivery, while engaging local communities (A.1.3.2.1).
- LADP II has incorporated client orientation of service delivery at the planning stage – the concepts of *inclusivity*, *demand-driven services* and *needs accountability* are fully incorporated into the CBSP methodology (A.1.1.2.1).

## Additional stress on service delivery in the context of ISIS

Additional to the above problems – which are all embedded in the Action Document – NAC meetings have identified as key the need for crisis management and post-liberation recovery response.<sup>6</sup> Large-scale internal displacement and destruction of infrastructure have put a great strain on the capacity of ISIS-affected Governorates and the KRG to provide basic services equitably and efficiently to all. The effects of war (displacement, destruction) have been aggravated in the context of economic crisis, as well as by the nature of the conflict which has destroyed communal links, leading to insecurity, fragmented communities, very high rates of vulnerability and exclusion, and continued risk of radicalisation even after the defeat of ISIS.

In order to fortify the resilience of host communities, to support the return of IDPs, to rebuild infrastructure and to revitalise local economies, LAs require (1) increased capacities to balance efforts in post-war recovery with a long-term focus on sustainable development; (2) support to better integrate stakeholders – to ensure responsiveness to people’s needs (including the most vulnerable) and rebuilding of trust in communities and toward LAs; and (3) mechanisms to resume and improve inclusive service delivery while reinforcing coordination with the donor community.

- The SEAPs developed in KRI Governorates *inter alia* respond to the need for resource efficiency in order to ensure sustainable service delivery in the context of population pressures (A.1.1.1.2).
- The developed Provincial Response Plans (A.1.1.2.4) set the framework for immediate and mid-term actions to be taken by Governorates aimed at resilient recovery processes encompassing all priority sectors (including social dimensions and the reintegration of returnees). The PRPs are based on vulnerability assessment (A.2.2.2). They have immediate objective to restore to normal life in the Governorates and to facilitate the peaceful co-existence of communities; at the same time, they aim to direct the efforts of LAs from immediate post-conflict recovery toward longer-term development. As such, the PRPs help ensure that the efforts of central authorities and international agencies are synchronised and leveraged as part of a holistic and sustainable response.
- A number of specific initiatives focused on Tikrit (A.1.3.1.1), Nineveh (A.1.1.5.1) and Ramadi (A.1.1.1.4) have aimed to increase capacities to identify needs, to prioritise and drive recovery, as well as to optimally leverage available funding – while offering tools to support post-conflict recovery in other cities as well;
- The CBSP methodology, implemented participatory approaches, and a range of high-visibility activities under LADP II have all been relevant in regard to integrating stakeholders and rebuilding of trust (Component 2).

## 2.2. Target groups

LADP II has worked to increase capacities for planning and implementation of effective measures for socio-economic development – based on strong evidence base, responsiveness to actual needs and capacities, inclusiveness and active participation of all stakeholders. Therefore:

- While they are all actively involved in and responsible for planning, **National/Regional and Local Authorities have been the main target group of LADP II;**
- Additionally, the Programme has worked to involve **civil society organisations (CSOs), community leaders (from business, academia, social groups, etc.) and communities (particularly youth, women and vulnerable groups)** in each of the programme’s target governorates.

**LADP II has engaged Governorates’ administrations as well as the Federal Government of Iraq and the KRG directly** – e.g. in the process of developing strategic planning documents. For technical deliverables related to urban planning and municipal finance, the programme has worked closely with municipality-level administration offices and utilities Directorates. E.g. for developing Transportation Plans or Industrial Visions, the team have worked closely with the Transportation Directorates and Chambers of Industries respectively at governorate level. In the case of the conservation plan for the historic quarters of Basra, the team have worked with members of Basra Provincial Council, the State Board of Antiquities and Heritage and its representatives in Basra, and presented the proposal to the Ministry of Culture and to members of the Prime Minister Advisory Committee (PMAC). The development of the EU-LADP Online Platform has involved all levels of government stakeholders in view to facilitate communication and information sharing between the central and local administrations.

<sup>6</sup> See LADP Workshop Nov 2015 (report) and NAC meeting 2016 Amman (minutes) respectively (Annex 1). De facto, this identified need has resulted in expansion of the final problem identified in the Project Document: “Additional stress on KRG service delivery due to influx of Syrian Refugees and IDPs.”

The Programme has fostered **two levels of community participation** in local-level development processes:

1. **Formal representation** in planning processes – i.e. participation of CSO, business (mainly through Chambers), academia, and other community interest representatives (e.g. of youth, women, vulnerable groups) in PSCs, Technical Committees and thematic Working Groups (see Chapter 3 and A.2.2.1). Through the CBSP methodology and implemented participatory approaches, LADP II has ensured the inclusion of communities in local area planning processes. Also, Women’s Affairs Offices were established in 9 Governorates to ensure *inter alia* effective and ongoing representation of women’s interests in PSCs – as opposed to ah-hoc representation through women NGOs (A.2.2.3).
2. **Direct participation** – i.e. active participation of community organisations and citizens in relevant initiatives and activities. LADP has piloted a number of participation frameworks for direct community involvement in planning and service delivery – e.g. the campaign “Clean Kurdistan in One Day” (A.1.3.2.1) which engaged over 100 NGOs in community action; the Student Competition in sustainable energy (A.1.1.1.2) which resulted in student-innovation projects included for implementation in governorate SEAPs; the Inno4Dev competition which resulted in youth-generated business and service delivery projects to be realised in support of SGD goals (A.1.3.2.2); etc. Visibility and awareness events have served to mobilise wide support for planning initiatives, while also promoting broad engagement in development processes (A.2.2.3).

### 2.3. Beneficiaries

Iraqi local and national public administrations are the main beneficiaries of LADP II. While the Programme objective has been to improve public service delivery, its long-term result beneficiaries are the people of Iraq.

### 2.4. Cross-cutting issues promoted and mainstreamed

Promoting the cross-cutting issues in focus under the Programme has been de-facto precondition for its success and the sustainability of its results. Therefore, these cross-cutting issues have been embedded in the Charter of Principles signed by all 12 Governorates in the first year of LADP implementation as precondition for engagement with the Programme (detailed in Chapter 3 next). **By signing the LADP Charter, the Governorates have committed to promote these cross-cutting issues.** For each one, below we identify key ways in which the Programme has addressed it.

*Complete account of how the Programme has mainstreamed cross-cutting issues is provided in Chapter 5.4.*

#### Participation and inclusiveness

LADP II has regarded participation of local authorities and involvement of the citizens and other stakeholders in the process of planning not only from the perspective of accountability and transparency, but rather as a key milestone in the process of outcomes-based planning.

- LADP has implemented participatory and inclusive process in local development in all its activities. The **beneficiaries** – central or local authorities – have been engaged in a participatory and learning-by-doing process coached by the LADP II team and consultants. All Steering Committees and Technical Committees established under the Programme have **non-government representation** (including private sector, academia, NGOs, women and vulnerable groups) to ensure inclusion in the local development process and responsiveness to the needs of local communities (see Chapter 3).
- The CBSP methodology implemented under LADP II considers the voice of the local communities and stakeholders through PCSs and public consultations. **The concepts of participation and inclusivity are fully incorporated into the CBSP methodology** (A.1.1.2.1).
- Additionally, across sub-components, CSOs have been involved in a range of activities as part of the implementation of the LADP Charter (see e.g. A.2.2.4). These activities have strengthened citizen participation in local governments; they have also provided an opportunity to engage in dialogue, to raise questions and share experiences and creative ideas on how to enhance the involvement of citizens in local development.

## Local acceleration of national social priorities and sustainable development goals

The Programme has assisted LAs in effectively addressing the most important social challenges and priorities aligned with NDP and accelerating the achievement of the SDGs with the overarching aim to serve their populations.

- The support provided under LADP II to Governorates in planning their strategic planning documents (PRPs/PDSs) and the shared CBSP methodology have directly contributed to the development of the new National Development Plan 2018-2022. **The development of NDP 2018-2022 has taken into account the local planning and locally-identified priorities as new national priorities, guided by the SDGs** (A.1.1.3.5). This should be considered as a success story in terms of coordination between local and national authorities in the process of identification of national and local priorities for development.
- All developed strategic planning documents and urban planning pilots include **systematic consideration of cross-cutting issues in local development planning** (poverty reduction, gender equality, environment employment). As such, they support the local acceleration of national and sustainable development priorities, and they have direct implications for attaining **SDG** targets, **INDC** commitments (per COP 21), objectives of **NUA** for sustainable urbanisation. They also align with prior national plans – NDP 2010-2014, NUS 2012-2017, etc. (see e.g. 1.1.2.2 National and Governorate Urban Strategies, 1.1.1.2 SEAPs, etc.).

## Transparency and accountability

To ensure that LA activities are responsive to the priority social and economic needs of local communities, to advance the local development process, as well as to ensure cost-effective service delivery, it is important to realise in practice the principles of accountability and transparency – through productive engagement of CSOs and establishment of performance measurement systems based on transparency and accountability processes.

- The **principles of M&E** have been embedded in all planning methodologies implemented under LADP (A.1.2.2). Accountability to citizens has been specifically addressed under the LADP Municipal Finance initiative, which has emphasised the importance of establishing **per-capita indicators** that can help decision-makers compare the efficiency of revenue generation (from e.g. sales of land, commercial taxes, services) and expenditures (salaries, amortisations, services) across cities (A.1.2.1.2). Additionally, e.g. the developed Online Platform has increased **data availability** for monitoring to ensure transparency and accountability (A.1.1.3.1).
- LADP II has worked to strengthen **the role of CSOs** through practical experience, in view to foster collaborative relations between CSOs and LAs. CSOs have been **embedded in the process of local planning** through PSCs, TCs and WGs (A.2.2.1); and they have been actively involved in the implementation of specific activities as stakeholders, organisers, or sub-contractors – to strengthen their role as **advocates, interlocutors and partners** in the development process (A.2.2.3, A.2.2.4). The Programme has piloted a number of innovative mechanisms for participation and feedback (A.2.2.3).

## Gender equality

**The socio-economic inclusion of women is a growing priority.** In Iraq, **the loss of development due to inequality is particularly pronounced for women**, and especially for young women.<sup>7</sup> Women experience structural deprivation and inequality, driven above all by low economic inclusion and lower education levels for women. Awareness of women's rights is overall low and the incidence of gender-based violence (GBV) is high. The ISIS occupation has additionally impacted negatively women and girls, particularly in terms of health, mobility and social composition, making for extremely vulnerable portions of the population. At the same time, the rate of female-headed households has increased, and women have assumed a more central role in community life and the rebuilding of communities – while women generally lack basic skills and suffer from the stigmas of the conservative society in Iraq.

- In the course of LADP II, a gender component, chapter or session has been included in every activity to ensure that **all Programme activities address gender equality mainstreaming** – i.e. the effort to ensure that local development and access to services include provisions for both men and women. The programme has focused on empowering local women by promoting a **resilience-based approach** that contributes to review and change of the role of women in the development agenda. In this regard:

<sup>7</sup> In all provinces developing PRPs and PDSs under LADP, the GII value is higher than the national index (0.500).

- *Vertically*, LADP II has realised a number of **specific targeted activities** to empower women and to increase the participation of women in the project activities. A key intervention in this respect has been the establishment of **Women Affairs Offices** in 9 Iraqi governorates as interlocutors between women CSOs and other interest groups, and to represent women's interest in PSCs (A.2.2.3);
- *Horizontally*, LADP II has also worked to **embed women's perspective in local-level decision-making** and development processes. As much as possible, all PRPs/PDSs build on **gender-desegregated data**, and all of them include targeted measures addressing the socio-economic inclusion of women in Iraqi society (A.1.1.4). Developing capacities in **gender-sensitive budgeting** has been a pivotal way to mainstream gender equality post Programme completion (A.1.2.1.1).

### Protecting the most vulnerable

Vulnerability in Iraq has two faces. (1) **Poverty, shortage of jobs and shortage of basic services** (e.g. urban pockets of poverty, lack of water access in remote areas, etc.) affect much of the population – linked to Iraq's history of virtually three decades of uninterrupted conflict (since the Iran-Iraq War 1980-1988), sanctions, and prolonged instability and sectarian violence – with impact on social cohesion, health risks, and the risk of radicalisation. **Income, employment, health, and education are the key dimensions of poverty and deprivation.** (2) **Violence** (linked to internal armed conflicts between different para-military groups) drives up radicalisation of young people, school dropout rates, and disruption of services, while it also exacerbates the vulnerabilities under (1). E.g. estimations show that the share of economically disadvantaged individuals and families has doubled in areas affected by ISIS, as people have been cut off from livelihoods and as public service provision has plummeted.

In this context, **young people and women continue to be the biggest victims of systematic shortage of good governance, service provision and violence.** Women experience structural deprivation and inequality (e.g. with regard to education access, employment opportunities, etc.), and they face multidimensional problems and vulnerabilities – all exacerbated in the context of ISIS. **Young people** comprise the overwhelming majority of the population: **ca. 40% are under the age of 15, and ca. 70% under the age of 30.**<sup>8</sup> High rates of illiteracy, unemployment, domestic violence, discrimination, etc. – as well as exposure to extremist ideologies – make **youth** particularly vulnerable to radicalisation. **Children** are the most heavily affected by the crisis, with 49% of IDPs being under the age of 18. Ca. 20% of school-age children have dropped out of the education system since 2015, including more than 2 million displaced children and children from host communities. In the context of violence, the number of **orphans** has increased; grave violations of **children's rights** have been widespread; and the **psychological impact of the violence** on children is likely to have a lifelong impact. The number of **poor families** (especially female-headed families) has also increased (among host, returnee and IDP communities alike); while **persons with disabilities** have been a major and growing group.

- Under LADP II, a first step to address the needs of the most vulnerable has been to provide **relevant current data**. E.g. the Deprivation Index map developed in the course of NUS preparation offers government counterparts current **evidence base to inform targeted measures to address those living in highest deprivation** (A.1.1.2.2).
- The participation of community and vulnerable groups in planning for local development has been **integrated in the strategic planning process** (A.2.2.1–2). Correspondingly, **strategic planning documents include targeted measures** for vulnerable groups with respect to education, health, employability, access to basic services and sustainable development, while PRPs have additional focus on the most important needs and priorities of IDP and returnee populations (A.1.1.4, A.2.2.3).
- LADP has piloted a number of innovative mechanisms to ensure the participation of vulnerable groups in the development process – including **awareness-raising** and **direct engagement** methods to enhance the voice of vulnerable groups (A.2.2.3).

### Persons with disabilities

Persons with disability (PwDs) have been a large and growing group in Iraq, given its history of 30 years of virtually uninterrupted conflict since the Iran-Iraq War (1980-1988) and prolonged instability and sectarian violence, and most recently, violence in the context of ISIS. Threats to safety and health associated with military wastes/landmines and hazardous chemicals continue in the wake of liberation from ISIS.

<sup>8</sup> If the increase of the population continues to be 3% a year and only 5% of the population reach the age of 65, then the average age of the population will continue to be ca. 21 years.

The reconstruction of Iraq is a unique opportunity to achieve inclusion PwDs and persons with special needs, along with other vulnerable populations.

- The needs of PwDs have been identified and addressed within the provincial strategic planning process of all Governorates (e.g. A.2.2.2). All elaborated PRPs/PDSs have ensured that **planning at the local level include consideration for the disabled**. Guiding principle in developing NUS framework and GUS (A.1.1.2.2) has been the provision of **accessible environment**, which allows for independence and participation of PwDs in economic and social life.
- The Programme has also directly supported PwDs to increase their **visibility** and socio-economic inclusion in local communities (e.g. under A.2.2.3 Kreka'an Bazar).

## Youth

Young people (15-29 y) are a major concern for GoI and society in Iraq due the size of this group (ca. 70% of the population) and their exposure to ideological and extremist influences. Youth are a key factor for development; at the same time, they suffer very high levels of exclusion – lack of education, lack of employment, trauma, discrimination, neglect. Exclusion fosters radicalisation, especially when linked to poor service provision (as poor public services increase the distrust of government among young people -- e.g. lack of education access prevents youth from pursuing their goals).

The security and economic situation in Iraq since 2003 and especially since 2014 has resulted in plummeting of already-low levels of school attendance/graduation and career opportunities. At the same time, there has been an erosion of family and social structures that used to support youth in school-to-work transition as well as with a sense of purpose. As a result, the group of youth is constantly growing (1) who are illiterate or have only basic literacy, (2) who have no career opportunities, and (3) who are alienated from social and civil life.

- All strategic documents developed under LADP II recognise that **enabling youth to shape their own future is key to progress on development, stability and improving local well-being**. They all include targeted measures to facilitate the **socio-economic integration of youth** (A.1.1.4). The LADP II Inno4Dev initiative has directly addressed the identified need to increase youth entrepreneurship (A.1.3.2.2)
- **LADP II has regarded youth as key community mobilisers and a driving force of change**, if presented with the opportunity for involvement and ownership of the process. Thus, the Programme has pro-actively provided **multiple opportunities for local youth to engage as active citizens in supporting their local communities**. Youth have been involved in most activities under the Programme – as campaign participants (e.g. Clean KRI in One Day, A.1.3.2.1), as trainers/training participants (under Inno4Dev, A.1.3.2.1), as participants in innovation competitions (e.g. in the process of developing SEAPs, A.1.1.1.2), in launches of PDSs, etc. Particularly, the SEAPs Competition (A.1.1.1.2), the Expo of Dohuk Universities (A.1.3.2.1) and Inno4Dev (A.1.3.2.1) have been key initiatives to empower youth to realise their ideas and to **communicate to LAs practical ways in which they can engage youth to advance the development process**.

## Environmental sustainability

Environmental protection entails ongoing examination of (1) how the use of the environment affects it, and (2) how communities can ensure that negative effects are minimised and behaviours that impact positively the environment are emphasised.

As such, environmental impact footprint can be found under virtually all project activities. Specifically, under LADP II, environmental sustainability has been addressed vertically and horizontally:

- *Vertically* – by **specific actions** aimed at improving the environment: public mobilisation campaigns – e.g. to collect waste or plant trees (A.2.2.3), elaboration of Sustainable Energy Action Plans to reduce CO2 and GHG emissions and launch of educational Sustainable Energy playgrounds (A.1.1.1.2), etc.;
- *Horizontally* – by **integrating environmental sustainability** considerations in all local strategic **planning documents** with regard to reducing pollution (industrial and household), improving waste management, improving water treatment and sewerage networks, etc. While they channel NUA principles and the SDGs, all urban-related initiatives have regarded and addressed environmental sustainability as prerequisite for socio-economic inclusion and spatial justice (e.g. A.1.1.2.2 GUS/NUS). The proposed curriculum for MSc in Urban Planning includes *inter alia* a module on Environment and Climate Change in view to secure long-term **capacities** to safeguard the environment while planning for urban and economic growth (A.1.1.2.3).

## Capacity development

Capacity building has been the core of any activity under LADP II. The Programme's approach to capacity development has been dedicated to sustainably building the capacity of Iraqi public institutions.

- The Programme has sought to develop **partnerships for capacity building that enable LAs to learn from and adapt best practices** to local needs and conditions. The successful **"learning-by-doing"** and **"mentoring"** approach adopted under LADP II has included **Area Coordinators** embedded in each Governorate who provided assistance and coaching on a daily basis; the **LADP Team** who worked with all counterparts by sharing knowledge and experience and providing on-going mentoring; and **consultants** who provided substantiated on-the-job training (see Chapter 3).
- The whole range of **participatory** capacity-building instruments have been used in the course of activities implemented under Component 1 of the Programme (Chapter 5.1) – with regard to strategic planning, as well as sectoral and spatial development – and improved capacity and confidence have been observed, especially at the local level.
- The Programme has aimed not only to improve planning capacity at the local level, but also to provide analytical insights and strategic policy guidance that are applicable to governorates and towns across Iraq beyond the scope of the Programme. E.g. **the elaborated Guidelines are the key project output to sustain and support the continued strategic planning process and central–local level cooperation** past Programme completion (A.1.1.2.1).

### 3. Implementation and coordination arrangements

The successful management and implementation of the Programme have been based on the following:

- Commitment to and shared understanding of the Programme activities at local level, secured by each Governorate signing the **LADP Charter** of Principles as precondition for Programme engagement;
- **UNDP–UN-Habitat partnership** for joint contribution to the Results framework – to best build on the strengths of both agencies;
- Vertical coordination and Programme-Beneficiary coordination of Programme activities ensured through **National Advisory Committee**, comprised of all key stakeholders;
- Vertical alignment of Programme activities, multi-stakeholder participation, horizontal coordination and multi-sectoral approach in development planning ensured through **provincial-level Steering Committees** comprised of LAs, external stakeholders, and representatives of national-level authorities;
- Vertical alignment and cross-fertilisation, as well as coordination and dialogue between relevant local-level Departments ensured through **local-level technical teams** (e.g. Technical Committees) and the processes within **working groups**.

Below we elaborate on each element. Figure 1 illustrates in summary the relationship between the Programme implementation structures to ensure coordination and successful implementation.

#### LADP Charter of Principles

LADP II has been designed around 12 key principles which are **preconditions for its success and the sustainability of its results**, and – as such – provide the basis for programme approach, implementation methodology and supervision, for local innovations, and for the evaluation of the project and its impact. These principles range from global issues (e.g. gender equality) to ones related to Iraqi Counterpart commitments, ownership and institutionalisation of processes, techniques covered in the Programme, and commitments to provide in-kind contribution and implement sub-projects/innovative interventions identified through joint participatory planning processes. The Programme principles include the 9 cross-cutting issues of the Programme (detailed in Chapter 2.4).

The LADP principles were embedded in the LADP Charter, which also clearly lays out the Programme’s envisaged outputs and outcomes. **The LADP Charter has served to establish an agreed framework of management and governance of LADP** between UNDP (programme execution) and the Governorate (programme focus and implementation). Therefore, engagement with LADP II has required that the Governorates sign the LADP Charter of Principles as a **pre-condition** for inclusion under the Programme and subsequent team deployment.

By signing the Charter, the Governorates have demonstrated **commitment to the Programme activities and principles**.<sup>9</sup> **All 12 Governorates under the scope of LADP II have signed the LADP Charter** in the first year of implementation. Signing the Charter has effectively served to counteract the lack of political will or lack of commitment/follow up on part of Iraqi counterparts, which has been a key issue with previous civil society-oriented projects in Iraq.

→ See Annex X – LADP Charter, NAC, PSCs.

#### UNDP–UN-Habitat implementation partnership

LADP II has been implemented in close **partnership** by UNDP and UN-Habitat. UNDP was the leading agency responsible for the overall implementation of the Programme. Nevertheless, the two agencies partnered in order to jointly contribute to the results framework presented in the Action Document, and there was no hierarchical dependency between them in the course of implementation:

<sup>9</sup>Specifically, the Governorates commit to build on existing institutions and capacities; to align local plans to national social priorities and the SDGs; to adopt a participatory, inclusive, rights-based and gender-sensitive approach in local development; and to promote environmental responsibility in local development in coordination with civil society. With regard to process under LADP, the Governorates commit to transparency and accountability, to reinforce effective local development coordination mechanisms and capacities, to adopt and support capacity building programmes to develop their members, to promote the effective coordination and communication between and within central, regional and local levels of Government. With regard to responsibilities, the Governorates commit to implement innovative/ good practice projects in line with LADP principles, and to invest in institutional and capacity development activities of the governorate within LADP.



- The Programme was led by senior UNDP Programme Manager (reporting to the UNDP Country Director);
- The work of UN-Habitat was led by Programme Management Officer – Human Settlements (reporting to the UNDP Programme Manager and the Head of UN-Habitat Iraq Programme); nevertheless,
- The Programme Manager and Programme Management Officer decided together on all key decisions.

The **division of responsibilities** between UNDP and UN-Habitat under LADP II was determined on the level of activity/sub-activity (summarised in Chapter 5.5) – in order to draw maximally on the strengths of both agencies:

- UNDP was responsible for all activities related to participatory development process – particularly the delivery of local development outputs (PDS, PRP, SEAPs), community participation and visibility events, knowledge management tools, methodologies, trainings, etc.; and
- UN-Habitat was responsible for activities related to sectoral support – particularly the delivery of the outputs related to spatial and urban planning as well as piloting of strategies for improvement of the management of the municipal budgets.

Correspondingly, the **Programme TAT** included:

- *LADP/UNDP team* – composed of:
  - UNDP Programme Manager (leader);
  - UNDP experts (possibly 2 Project Managers – in Erbil and Baghdad);
  - Local Area Coordinators embedded in each beneficiary Governorate who provided coordination, assistance and coaching on a daily basis;
  - External Experts (individual);
  - LTA for Consultancy Provision – for on-the-job training and support to the preparation of PRP, PDS (South cluster) and SEAP documents, further training in CBSP, as well as ad-hoc support to the UNDP Programme Manager;
- *LADP/UN-Habitat team* – composed of:
  - UN-Habitat Programme Management Officer – Human Settlements (leader);
  - Team to coordinate and implement Technical Activities (Senior National Urban Development Planner, International Spatial Analyst, Regional Coordinator, national senior urban planning consultant, 3 Project Assistants/GIS specialists, Data Analysts);
  - Team to support as required the diagnostic and planning activities and the development of deliverables (Urban Heritage Expert, Senior International Urban Planning/Environmental Sustainability Expert, International Urban Designer/Planner, Senior Economist/Municipal Finance specialist);
- *Administrative unit* (Programme Officer and Programme Assistant) reporting to the UNDP Programme Manager.

## National Advisory Committee

The Programme has been steered by National Advisory Committee (NAC).

- NAC has been responsible to discuss and share the main objectives, challenges, achievements and next steps of the Programme with all main stakeholders involved; to review Annual Reports that summarise the substantive and financial progress achieved against the provisions of the Action Document, to discuss major changes and/or bottlenecks, and to issue respective recommendations. NAC members assisted the Programme in swiftly resolving issues related to the overall management of the Programme or specific issues in the Governorates.
- NAC was co-chaired by the GoI Minister of Planning, KRG Minister of Planning and UNDP Country Director, or their delegates. EU Delegation was represented as member of NAC by the Head of the EUD–Iraq or his delegate. NAC also included the 12 Governors (usually also Chairs of PSCs – detailed next) and one representative from the Prime Minister’s Advisory Committee and from the Ministries of Municipalities and Finance of GoI and KRG. MoP–GoI acted as executive secretariat and coordinating body of NAC. Key line ministries for service delivery at local level could be invited to NAC for consultation as observers.<sup>10</sup> The Chairs (if other than the Governor) and Co-Chairs of PSCs could also participate in NAC meetings.

Thus, NAC has served to ensure both the alignment of Programme activities with Beneficiary objectives, and the vertical coordination between national- and local-level authorities (see also Activities 2.1.1 and 2.1.2).

<sup>10</sup> In particular the Ministries of Construction and Housing, Health, Education, Labour & Social Affairs, Electricity, Water Resources, Transportation, etc.

NAC was supposed to convene once a year but due to the high level representation, as well as the difficulties in the country, NAC meeting formally happened only once – in April 2016 in Amman (Jordan). Two other high-level meetings served the purpose of NAC – i.e. to steer and Programme, to align the activities with the priorities and needs of the Beneficiaries, and to review the project progress – namely: (1) LADP Workshop of 17-18 Nov 2015 (Baghdad) which convened MoP and the Governorates to define the scope of LADP II and to verify the proposals initiated by the LADP team for changing the Action Document; and (2) Conference for launch of NDP 2018–2022 (29 Apr–01 May 2017, Erbil), where LADP II progress was presented in light of the preparation of the new NDP.

→ See Annex X – LADP Charter, NAC, PSCs. NAC meetings are detailed under Activity 2.1.1.

### Provincial Steering Committees

LADP II management arrangements have followed the principles of the Programme to empower local-level structures of government with primary decision-making authority. Therefore, under LADP II, Provincial Steering Committees (PSCs) have been established in all 12 beneficiary Governorates to steer the Programme activities at the local level.<sup>11</sup>

- PSCs convene the **key government stakeholders** associated with annual and strategic planning, local development and service delivery at the Governorate and districts levels – including line ministry representatives and members of the Provincial Council involved in the development process. This ensures horizontal coordination and multi-sectoral approach in development planning at the level of local government.
- PSCs also include **community representation** – specifically representation from civil society (in particular through independent and active members of local NGOs and associations), Chambers of Commerce and Industry, academia and other key stakeholders as prescribed by the local conditions. This ensures inclusion of all stakeholders and local communities in the local development dynamics and in the preparation of strategic planning documents, with a special focus on vulnerable and marginalised groups.
- Each PSC is **chaired by the Governor**.

Under LADP II, PSCs were responsible for steering the Action at the local level in line with the signed LADP Charter (detailed above). Specifically, they were responsible to liaise with the Ministries of Planning; to discuss the Programme progress and to provide oversight and monitoring of the execution of Programme activities; to engage actively in the development of strategic documents – through advice, securing the involvement of all relevant stakeholders, establishment and support for technical task groups<sup>12</sup> (detailed next), etc.; and to support other LADP activities. PSCs convened as often as needed and as necessitated by the process of provincial planning.

*Notably, the PSC Chairs also participated in NAC; while PSC members also participated in TCs and WGs (follow). Thus, the system of NAC–PSC–TC has served to ensure that work at the local level is coordinated with both national priorities and all local-level policies, while it has also served to promote local-level priorities to the national level.*

→ See Annex X – LADP Charter, NAC, PSCs. The Guidelines for Establishment of PSCs and the PSC composition and responsibilities under LADP II are detailed in Activity 2.1.1.

### Technical task groups at local level (Technical Committees and Technical Groups)

While the responsibilities of PSCs have extended beyond the development of planning documents, technical task groups at Governorate level were also established to coordinate planning-related tasks and activities. These were two types, based on governorate and which institution was responsible for their establishment.

1. **Technical Committees** (TCs) were established by MoP-GoI to support the multi-sectoral and sectoral planning in the nine Iraqi governorates. TC Chairs were the Heads of Planning Departments; the Planning Departments had the overall responsibility for the delivery of the final multi-sectoral and sectoral plans and strategies. TCs worked in cooperation with PSC;
2. **Technical Groups** (TGs) were established by the KRG Governorates for each type of planning document (TGs for the development of the PDSs in 2015-2016 and TGs for the development of the SEAPs in 2016-2017).

<sup>11</sup> Nine PSCs were established with Programme support in the Central and South governorates (Anbar, Nineveh, Salah al-Din, Kirkuk, Diyala, Basra, Diwaniyah, Missan and Muthanna) – composed of representatives of the Provincial Councils (2), academia (1), the private sector (1), gender (1), civil society (1), and vulnerable groups (1). In the KRG, under Governor leadership, PSC and TG were established for every specific assignment.

<sup>12</sup> “Governorate Development Technical Teams” – usually called Technical Committees or Technical Groups. TC, TG

All TCs/TGs involved as members the relevant stakeholders – key Departments, private sector, community representatives, etc. (see also Activities 2.1.1 and 2.2.1), including also relevant PSC members. The members of TGs differed relevant to the development of the different plans.

All planning activities under LADP II were implemented within these technical task groups. **Through TCs/TGs**, the Programme **target groups were engaged in building capacities for strategic planning** and, together with the LADP team, **they elaborated the sectoral and multi-sectoral plans**. As needed, thematic working groups were established (WGs – detailed next) to support the work of the technical tasks groups.

Thus, the composition and process in technical task groups (TCs/TGs) has served to:

- Ensure alignment between national and local priorities;
- Channel guidance from the national to the local level;
- Strengthen the partnership between NAs and LAs;
- Ensure multi-sector engagement and coordination in planning between relevant local-level Departments;
- Complement the established PCSs (as link between the Governorate and the main external and internal stakeholders in the planning process); and
- Formally establish coordination between the Governorates and MoP.

### Thematic Working Groups

Thematic Working Groups (WGs) were formed by Technical Committees/Groups when needed: for multi-sectoral plans and strategies, to support the work in the different sectors (as per the CBSP methodology); for sectoral plans, to tackle specific issues in the preparation of the sectoral plans. The results of WGs were summarised at the level of technical task group (TC/TG).

Thematic WGs included members of the technical task groups as well as other key stakeholders from the Governorate, academia, private sector or others – depending on the needs and the issues discussed in the specific WG. Typically, PSC members were involved at the operation stage as participants in either technical task groups or WGs. In most of the cases, the lead role in WGs had the Heads of the Planning Departments at the local level.

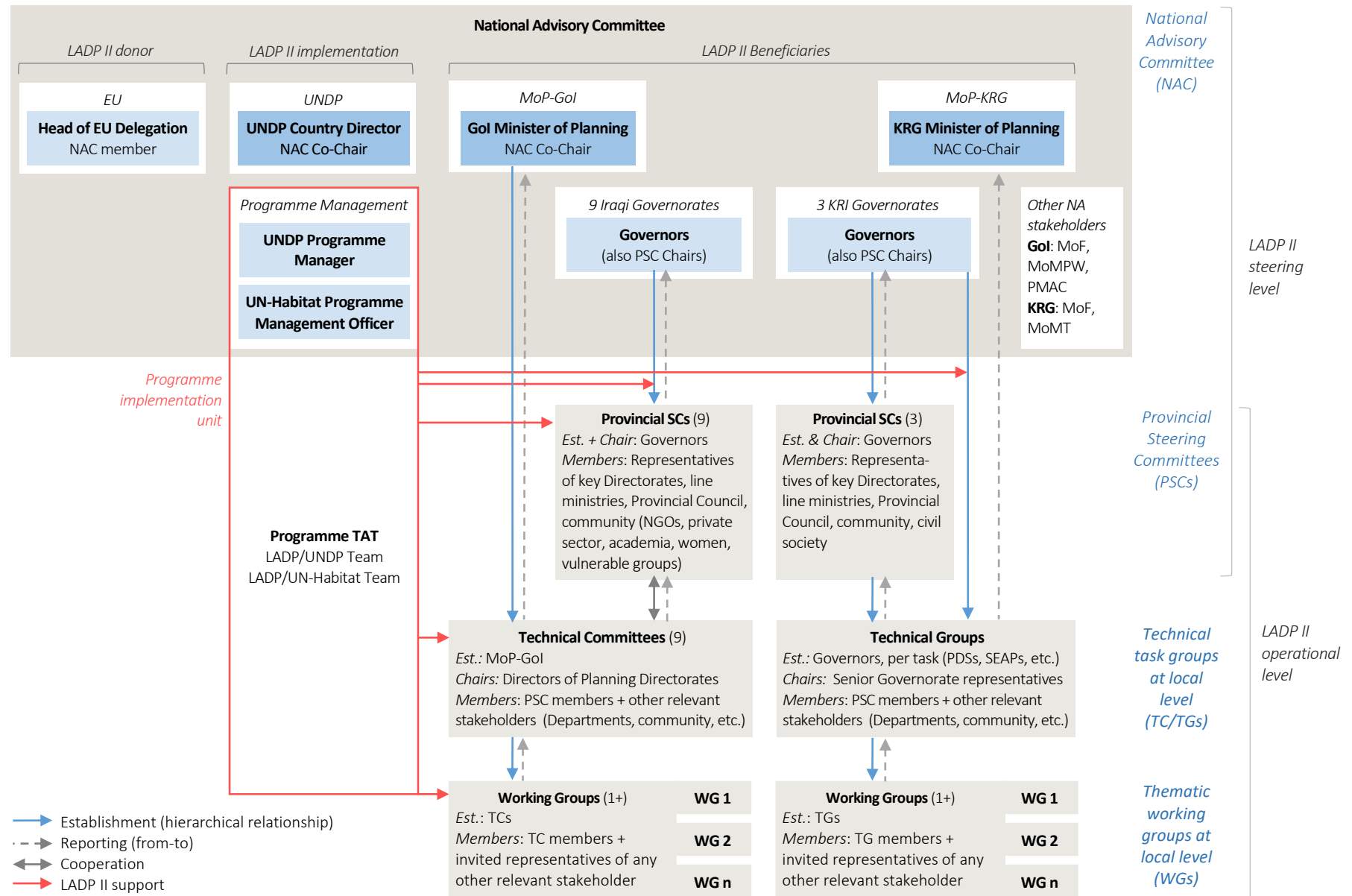
WGs were used widely. E.g. the preparation of PRPs involved three thematic WGs (one per strategic priority<sup>13</sup>); seven thematic groups worked on the development of NUS – while serving as interface between NAs and LAs; while a number of stand-alone WG initiatives were based on the need to prepare particular planning output (sectoral plan/planning tool). In some cases, WGs were endorsed by the Governors (e.g. the WGs established for the preparation of SEAPs). For urban-related outputs, WGs were formed based on the needs of particular expertise from the Governorate.

The establishment of WG(s) was decision of each technical task group, based on the needs and requirements of the planning documents envisaged to be produced. Thus, WGs may be considered as extended sub-groups of TCs/TGs.

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<sup>13</sup> Public Service Delivery, Community Development, Economic Development – defined prior to the start of the strategic planning process (see A.2.2.1).

Figure 1 Relationship between LADP II implementation structures to ensure successful management, coordination and implementation



## 4. Intervention logic

The EU-funded Local Area Development Programme II was designed to address the main issues that hinder planning at the local level, the implementation of plans and related delivery of service to citizens of Iraq.

### Overall objective

Good governance strengthened by enhancing public policies and service delivery for the benefit of the people of Iraq.

### Specific objective

Strengthening good governance in Iraq by improving delivery of public services through improved planning and implementation processes at governorate level.

### Key results

1. Improved capacity for planning and implementation at governorate level, resulting in higher budget execution and service delivery, leading towards better sector wide planning;
2. Improved communication and coordination between central and governorate levels, and increased participation of communities in local development.

### Main activities

All Activities contributing to the envisaged results and objectives entail close coordination and active working together with the main project Beneficiaries – the 12 selected Governorates in Iraq and the Ministries of Planning of the Federal and Kurdistan Region governments.

The two key programme Results are interconnected; they have been fulfilled through an **integrated approach**, where technical activities are interrelated with capacity building, awareness raising and community participation activities.

In accordance with the Project Document, the Activities under the Programme are clustered in two Components, which correspond to and support the two Results; this is illustrated in Figure 3 below.

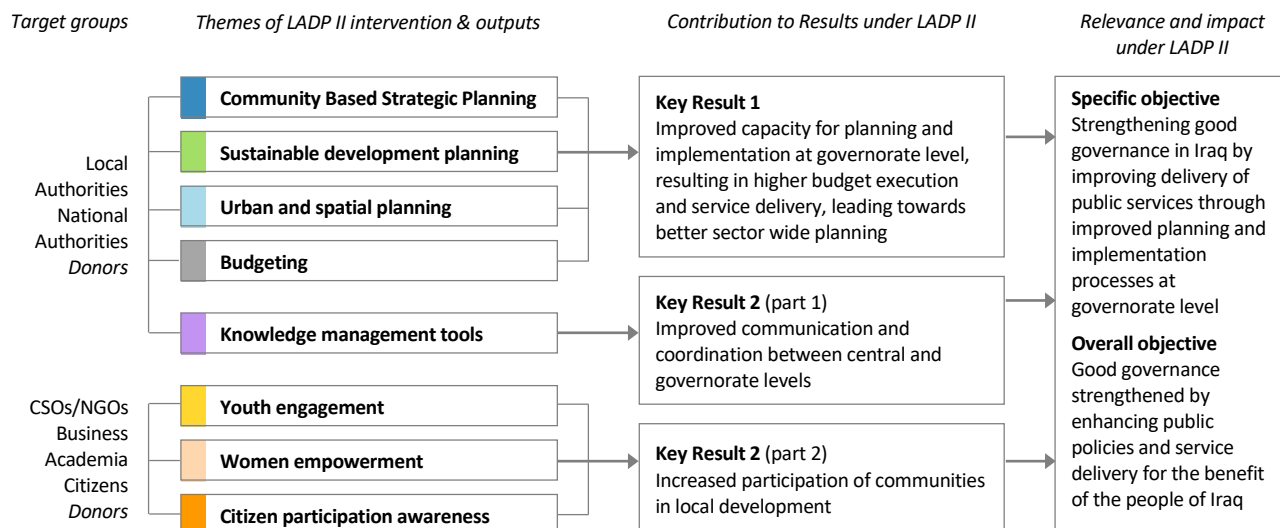
Beyond completion of work and the delivery of outputs, in the course of implementation the ultimate focus has been on the **sustainability** of results and **continuation** beyond project completion. It is exceedingly important to continue and strengthen planning in Iraq based on **evidence-based** policy. Effective decentralisation, in this sense, requires **mind-set change** – which is a process much longer than administrative reform alone. Decentralisation requires sustained change in planning and **management approaches** based on effective **prioritisation** – including with regard to management of funding (through national funds, donor funding, IFI funding, taxes, etc.). With this in mind, underlying questions in the course of implementation have been:

- How can the different target groups use the project results as effective instruments for future planning and sustainable and inclusive local development?
- How can donor initiatives use and build on the project results in the future to advance the process of local development so public policies and service delivery in Iraq can be further strengthened for the benefit of the people of Iraq?

Figure 2 next shows our understanding of the project activities in view of the target groups and how the target groups (and donor initiatives) can sustainably use the project outputs past project completion. Specifically, it defines eight thematic areas of LADP II outputs in view of their future use to ensure sustainability and continuation. In this sense, the contribution of LADP II activities to achieving *and sustaining* the intended Key Results is illustrated in Figures 2–3.

Notably – while this same thematic grouping of LADP II interventions is also adopted on the LADP II website,<sup>14</sup> where all final outputs, activity and workshop reports, and training plans and materials are made available by link – **the LADP II website is itself an instrument for sustainability.**

*Figure 2 Contribution of main LADP II activities to Results by theme of intervention – as relevant for target groups and donor initiatives, and therefore sustainability and continuation*



<sup>14</sup> <http://ladp-iraq.eu/index.html>.

Figure 3 Contribution of main LADP II activities to Results by Components and Sub-component – showing activity contribution by theme of intervention (per Figure 2)

Overall objective: Good governance strengthened by enhancing public policies and service delivery for the benefit of the people of Iraq				
Specific objective: Strengthening good governance in Iraq by improving delivery of public services through improved planning and implementation processes at governorate level				
<b>Key Result 1</b> Improved capacity for planning and implementation at governorate level, resulting in higher budget execution and service delivery, leading towards better sector wide planning	<b>Component 1</b> Improve capacity for planning and implementation at governorate level, resulting in higher budget execution and service delivery, leading towards better sector wide planning	<b>1.1</b> Planning	<b>1.1.1</b> Improve Governorate and local-level sectoral planning capacities <ul style="list-style-type: none"> <li>1.1.1.1 Conservation and Development Plan for the Historic Quarters of Basra</li> <li>1.1.1.2 Sustainable Energy Action Plans (SEAPs)</li> <li>1.1.1.3 Urban Expansion Plan in the Governorate of Missan</li> <li>1.1.1.4 Ramadi Strategic Urban Recovery and Development Plan</li> </ul>	
			<b>1.1.2</b> Build Capacity of Federal- and Regional-level Ministries of Planning and affiliated Bodies to sustainably support local development planning processes <ul style="list-style-type: none"> <li>1.1.2.1 Community Based Strategic Planning</li> <li>1.1.2.2 National and Governorate Urban Strategies</li> <li>1.1.2.3 MSc course in Kufa</li> </ul>	
			<b>1.1.3</b> Alignment of Governorate level plans with National Development Priorities and Goals <ul style="list-style-type: none"> <li>1.1.3.1 LADP Online Platform</li> <li>1.1.3.2 Governorate Transportation Plans</li> <li>1.1.3.3 Governorate Spatial Development Visions</li> <li>1.1.3.4 State Land Inventory</li> <li>1.1.3.5 National Development Plan 2018-2022 Conference</li> </ul>	
			<b>1.1.4</b> Support outcome-based, multi-sectoral, integrated Provincial Annual Development Plans linked to achieving National and SDG priorities <ul style="list-style-type: none"> <li>1.1.4.1 Provincial Development Strategies</li> <li>1.1.4.2 Provincial Response Plans</li> </ul>	
			<b>1.1.5</b> Improve Local Development Knowledge Management <ul style="list-style-type: none"> <li>1.1.5.1 Online damage Assessment System – Nineveh</li> <li>1.1.5.2 Human Resources Management System – Dohuk</li> </ul>	
			<b>1.2</b> Implementation	<b>1.2.1</b> Improve budget execution processes in sector line directorates and Governor’s offices <ul style="list-style-type: none"> <li>1.2.1.1 Gender sensitive budgeting</li> <li>1.2.1.2 Enhanced Municipal Finance &amp; Budget Execution in 4 Pilot provinces</li> </ul>
				<b>1.2.2</b> Support Monitoring and Evaluation (M&E)
			<b>1.3</b> Service Delivery	<b>1.3.1</b> Development of priority service delivery improvement plans <ul style="list-style-type: none"> <li>1.3.1.1 Tikrit Assessment Report</li> <li>1.3.1.2 Service Delivery Improvement plans for KRG governorates</li> </ul>
				<b>1.3.2</b> Implementation of urgent and innovative service delivery <ul style="list-style-type: none"> <li>1.3.2.1 Innovation in community services</li> <li>1.3.2.2 Innovation for Development Initiative</li> </ul>
				<b>2.1</b> Centre–Governorate Coordination <ul style="list-style-type: none"> <li>2.1.1 Establish a platform for dialogue and information sharing between national/regional and local government</li> </ul>
				<b>2.2</b> Community participation in local development
			<b>2.2.2</b> Vulnerability mapping and assessment	
			<b>2.2.3</b> Enhancing participation of communities and vulnerable groups in local planning	
			<b>2.2.4</b> Strengthening the role of CSOs in advocacy and citizen participation	
			<b>Key Result 2</b> Improved communication and coordination between central and governorate levels, and increased participation of communities in local development	<b>Component 2</b> Improve communication and coordination between central and Governorate levels, and enable the participation of communities in local development
		<b>2.2</b> Community participation in local development <ul style="list-style-type: none"> <li>2.2.1 Establish frameworks for community participation in local-level planning and development processes</li> <li>2.2.2 Vulnerability mapping and assessment</li> <li>2.2.3 Enhancing participation of communities and vulnerable groups in local planning</li> <li>2.2.4 Strengthening the role of CSOs in advocacy and citizen participation</li> </ul>		

## 5. Description of completed activities and main outputs

### 5.1. Component 1 – Improved capacity for planning and implementation at governorate level, resulting in higher budget execution and service delivery, leading toward better sector wide planning

#### 5.1.1. Sub-component 1.1: Planning

##### **Activity 1.1.1** *Improve Governorate and local-level sectoral planning capacities*

*Activity summary:* Key counterparts from the selected technical directorates are capacitated to work on individual sectoral plans. This process encourages: collaboration toward improved knowledge management (A.1.1.5), integrated outcome-based provincial plans (A.1.1.4), as well as improved service delivery in the respective Governorates (A.1.3.1).

##### **Sub-Activity 1.1.1.1** *Conservation and Development Plan for the Historic Quarters of Basra*



*The value of historic quarters lies in their offering cohesive and rich urban fabric. Beyond cultural significance, their conservation and development is an opportunity to increase jobs and revenue and reduce unemployment and poverty in cities.*

Today, urban historic quarters in Iraq are in a dilapidated state due to the concurrence of critical legal gaps (proper legal framework for urban heritage conservation in Iraq) and institutional failings that affect most of Iraq's unique urban heritage. The ineffectiveness of past rehabilitation efforts is also due to lack of consensus regarding the future of dilapidated historic areas. In this context, the LADP II **heritage conservation and development project in Basra** offers to LAs and NAs a demonstration pilot of how **rehabilitation of urban heritage can become a pillar of the region's overall growth-enhancing strategy**.

#### *Methodology and process*

This capacity building initiative focused on conducting a set of thematic workshops in Basra and the drafting of a *Conservation and Development Plan for the Historic Quarters of Basra*, in close consultation with LAs, and involving UNESCO experts and members of civil society. In undertaking the study of the area, the LADP/UN-Habitat team took stock of the rehabilitation proposals developed in the last 20 years and focuses on the main blockages that had impeded the implementation of any meaningful rehabilitation project in this unique but dilapidated heritage area along the Al Ashar canal. Developing the Plan took nearly two years of field work, nine participatory planning workshops and intensive consultations with local officials, heritage experts, members of civil society and residents. The **participatory and inclusive process** of developing the Plan precipitated change in attitudes towards the dilapidated area, a better understanding of the socio-economic challenges that needed to be addressed, and the adoption of integrated **multi-sectoral planning approach**.



- In line with the ‘learning-by-doing’ approach, the team delivered nine structured **consultation workshops** in Basra, reaching a total of **145 participants**, including representatives of Basra Governorate, Basra Provincial Council, the State Board of Antiquities and Heritage (SBAH), Basra Municipality, Basra Planning Directorate, the Urban Planning Directorate, NGOs, Basra University (Faculty of Arts Professors) and civil society. The workshops focused on the development ‘pillars’ of the proposed plan, namely: legal framework, institutional setup, basic infrastructure, housing, living conditions, physical rehabilitation, culture and environment. For each pillar, ‘anchors’ were identified for investment in tangible development projects that makes the most of the potential of these fragile areas and the residential community.
- Field surveys and one-to-one consultations with technical staff of the Municipality and utility Directorates allowed the LADP/UN-Habitat team to produce extensive illustrative material – including **panels on Building Guidelines and Visioning** and **maps in ArcGIS** of infrastructure, heritage buildings, building typology and heights – in order to facilitate the consultation process and **information-sharing** between the different authorities.
  - The **consultation workshops and one-to-one meetings with technical officials** served to **advocate for the adoption of integrated multi-sectoral planning approach**, while they enabled the Team to gain a better understanding of critical thematic areas and local challenges.
- UN-Habitat also conducted **38 one-to-one interviews** with local residents, government officials, owners, tenants, local entrepreneurs, and members of civil society. Six residents from different backgrounds but similar living conditions were provided the opportunity to share with the team and with government officials their side of the story and why they have demolished their historic homes. Their interviews provided an unprecedented insight into their individual lives, experiences and aspirations in a planning context where the opinions of citizens are often disregarded.
- The interviews, along with extensive footage of the historic quarters, were edited to produce a 15-minute **video documentary on the Old City** titled: **“Voices from Old Basra: between nostalgia, reality and hope.”**<sup>15</sup> The purpose of the documentary (narration in both Arabic and English with English subtitles) was to bring the testimonies of the residents of the Old City and a few project champions (e.g. a member of the Provincial Council) to a range of local and Baghdad-based decision-makers who might not have set foot in the historic quarters for decades. The video documentary provides a highly effective **tool for presenting qualitative social science research** and stimulating critical reflection.
- In Oct 2017, the UN-Habitat team presented the **draft Plan** for the Conservation and Development of the Old Basra – as an elegant **30-pages A3 Portfolio** – to the newly appointed Governor of Basra, H.E. Assad Assad Abdulameer al-Edani, selected members of the Provincial Council and the Director of Municipalities.
  - The video documentary “Voices from Old Basra” was shown at the presentation of the proposal to the Provincial Council and Governor. This allowed the presenting team of LADP experts to step back and let facts speak – adopting an **evidence-based approach** in advocating for integrated planning.
- **Discussion with the Governor** was concluded to determine what steps and actions could be undertaken immediately with little or no funding, given the budgetary crisis in Basra Governorate.
- **To finalise the Plan**, the team worked closely with the selected members of the Basra Provincial Council, who embraced the scope of the suggested legal measures that needed to be adopted. Earlier drafts were also discussed with the Deputy Minister of Culture, the Chairman of SBAH, H.E. Mr Qais, and ca. 50 SBAH staff at event held in Baghdad Museum in the summer of 2017.<sup>16</sup>

In mid-2018, the UN-Habitat team submitted the **finalised** illustrated **Conservation and Development Plan for the Historic Quarters of Basra** (in Arabic) at the final LADP/UN-Habitat event held at MoP (Baghdad). Copies in English were disseminated among UN agencies (e.g. UNESCO) and other counterparts.

### *Significance*

The **Plan for the Conservation and Development of the Historic Quarters of Basra** provides a roadmap for LAs to activate cultural patrimony in Basra as a pillar of the local growth-enhancing strategy. It additionally provides an important base and resource for specialised agencies, such as UNESCO, to embark related rehabilitation projects.<sup>17</sup>

<sup>15</sup> The video is made available by link on the LADP II website.

<sup>16</sup> While SBAH can rely upon a relatively strong legislation for the protection of Iraq’s archaeological artefacts, in regard to urban heritage the law is somewhat vague – particularly when property is in private hands.

<sup>17</sup> The proposed implementation methodology in the Plan has influenced the design of UNESCO’s proposals for rehabilitation of historic quarters in Basra and Mosul.

- Aside from rehabilitation and infrastructure **upgrading investments**, the proposed Plan addresses the **gaps and loopholes in the legal framework** that allow owners to demolish their *shanasheel* homes with impunity to capitalise on the real estate value of the land in this very central part of the city. The Plan includes a set of legal disincentives to help to dissuade property owners from tearing down historical buildings, counterbalanced by loans and grants that would assist them to restore these fragile houses to their former grace, while providing much needed housing space in the city centre.
- The proposed Plan is structured in three main components, or “pillars”: **(1) Institutional Development and Legislation; (2) Physical Rehabilitation and Upgrading; and (3) Socio-Economic and Cultural Development.**
  - Under **Pillar 1**, priority actions include the establishment of a Basra Heritage Committee entrusted with revising the current legislation in order to address existing loopholes and issuing the required decrees, setting up a dedicated management agency, providing legal instruments to guide development and enforce controls and provide the means for fair compensation to affected owners and tenants.
  - Under **Pillar 2**, rehabilitation and upgrading efforts will rely upon the identification of opportunities for catalyst infrastructure projects, the prioritisation of ‘anchor’ projects and spatial nodes where public investment can leverage the most private investments that integrate physical, socio-economic and environmental actions, the setup of a loans and grants scheme for rehabilitation and maintenance to assist home-owners, the building of infill housing in situ and off site, and the improvement of open public spaces.
  - Under **Pillar 3**, the plan foresees the implementation of a set of “acupuncture” projects to support SMEs, reuse government-owned buildings for public and socio-economic activities, establish a craftsmanship programme and ensure the creation of local employment.
- As first tangible steps to be undertaken by the concerned institutions, the proposed Plan looks into the setup of a Heritage Zone and its Buffer Zone, the drafting of context-specific Building Guidelines and the strengthening of procedures for obtaining a building permit in the identified heritage area. The proposal includes **financial incentives** along with bold **legal deterrents** critical to the application of the rule of law and enforcement of building control within the boundaries of a set Heritage and its Buffer Zones. **Recommended sources of funding** include attracting capital from Oil Companies’ Social Corporate Responsibility Funds, imposing an additional fee on Building Applications, engaging the Shia and Sunni Waqf, and the promotion of Public Private Partnerships (PPPs) for the reuse of selected buildings for commercial purposes of public interest.

The Governor personally praised the scope of the proposed plan, appreciating how it addressed thorny aspects that had been conveniently overlooked in previous rehabilitation proposals – such as the required relocation and compensation of tenants living in *government-owned* heritage houses,<sup>18</sup> and how to prevent the illegal destruction of *private* heritage buildings (in Iraq the conventional approach to build heritage rehabilitation had always been to first expropriate the concerned property so as to have complete control over its use). According to the involved members of the Basra Provincial Council and the public, this is the first Plan to address unequivocally the underlying problems that are cause of the current deterioration of Old Basra, such as the gaps in the legal framework on urban heritage in Iraq, and the lack of an effective institutional setup overseeing the conservation and development of heritage in Basra.

#### *Challenges in the course of implementation*

- **High level of mistrust between the resident community and the authorities.** Tenants living in government-owned properties fear forced relocations, to a point that UN-Habitat’s team received some unpleasant intimidations while visiting the area. Researching ownership issues proved so sensitive that interviews had to be conducted by a local team of social specialists working alongside with the crew that was shooting the LADP video documentary “*Voices from Old Basra: Between nostalgia, reality and hope.*”
- **Delays in finalising the Plan due to political turnover.** The early summer of 2017 saw the resignation of the former Governor and the detention of the Head of the Provincial Council under a cloud of corruption charges. It was only in October that the team was finally granted the chance to present the Plan to H.E. the new Governor Assad Abdulameer al-Edani and selected members of the Provincial Council.

<sup>18</sup> Following the large-scale exodus of the Jewish community of the early 1950s, vacant property was swiftly confiscated. Many “frozen” properties – including the *shanasheel* homes of wealthy Jewish families who used to live in the Old City – were assigned in the late 1970s-80s as ‘social housing’ units to state workers (most of whom were employed by the Ministry of Oil). Many of the current occupants are either retired workers or descendants of the original tenants, who are refusing to be relocated because of the central location of the area..

*Final output*

- Conservation and Development Plan for the Historic Quarters of Basra elaborated (Report of July 2018).  
→ See Annex X – Conservation and Development Plan for the Historic Quarters of Basra.

*Steps after LADP II and sustainability*

- **Addressing Housing Land and Property (HLP) issues is a must.** The developed Plan offers a comprehensive analysis of the key problems underlying the current conditions of the historic quarters (above all, the use of government-owned heritage houses as a “social housing” solution). Future rehabilitation initiatives will need to factor in negotiated solutions to ensure that HLP rights of low-income residents are respected and any compulsory relocations adequately compensated.
- **Not all urgent actions require funding.** The Plan proposes a series of next steps to be undertaken (see: *Proposed Phasing of Activities*, p. 75). While rehabilitation and upgrading works are contingent on the availability of funding, ‘Phase Zero’ includes a long list of zero-cost initiatives (such as strengthening the regulatory framework and deciding on the institutional set up) that LAs could start with.
- **Projects focused on physical rehabilitation alone are destined to fail.** The sustainability of the proposed Plan hinges upon a multi-pronged approach and implementation strategies that revolve around *concerted interventions* under all 6 thematic pillars (legal, institutional, financial, physical, socio-economic and environmental), where public funding is used to leverage private investments.

**Sub-activity 1.1.1.2 Sustainable Energy Action Plans (SEAPs)**

With LADP II support, in Feb 2018, the three KRI Governorates – Erbil, Dohuk and Sulaymaniyah – became members of the Covenant of Mayors.

In KRI Governorates, increased urbanisation and influx of Syrian refugees and Iraqi IDPs have increased pressures on the environment and public health – linked to increased number of water and energy consumers and increased quantities of waste that may lead to negative effects on climate. KRG Vision 2020<sup>19</sup> recognises as a priority to have sustainable energy policy focused on the development and implementation of projects, which aim to reduce the consumption of energy, increase the use of renewable energy sources, and thus reduce greenhouse gases and CO<sub>2</sub> emissions. Specific policy priorities include increasing environmental awareness, developing energy efficient buildings and improving the urban environment. Overall, the economic and fiscal situation in Kurdistan necessitate reduction in energy consumption and the introduction of energy efficiency<sup>20</sup> – which require not only government

<sup>19</sup> Ministry of Planning KRG (2013), Kurdistan Region of Iraq 2020: A Vision for the Future (KRG 2020 Vision) – “Environmental Protection,” p35 ff.

<sup>20</sup> Each year, about USD 2.5 billion of the KRG budget go toward subsidising electricity, water supply and agriculture. This sum is nearly 75% of the annual investment expenditure of the Region. This significant amount is likely to become unsustainable in time. The financial support from the state

action and relevant investment projects, but also targeted awareness campaigns to promote conscious and informed efforts by individuals and to facilitate the implementation of regulations related to the effective use of energy.

To address the above, LADP II has supported KRI Governorates to develop **Sustainable Energy Action Plans (SEAPs)** – including a broad **awareness campaign**, targeting **youth as key community mobiliser** – including by working closely with youth-led and youth-focused organisations in KRI.

#### *Methodology and process*

The activity started in Nov–Dec 2015 with two workshops.

- The **workshop of Nov 2015** (Baghdad) gathered all Governors and MoP. This identified the need to improve planning in the sector ‘energy and energy efficiency’ as a main priority – due to its impact on economic development, environment and the daily life of local communities. Energy efficiency can reduce energy-related costs for households and businesses in response to energy saving needs and financial crises.
- In order to support Iraqi LAs in the preparation of comprehensive development plans, and specifically to increase capacities for sectoral policy “Sustainable Energy,” LADP II organised the **Regional Workshop on Sustainable Planning and Saving Clean Energy for Cities** (13–14 Dec 2015, Istanbul). The workshop had 62 participants, including all the key counterparts from selected technical Directorates in Iraq.
  - The workshop introduced Iraqi Governors and Governorate technical representatives to sustainable and renewable energy concepts, the significance of Sustainable Energy Action Plans (SEAPs), and the worldwide initiative **Covenant of Mayors (CoM)** for Climate and Energy.<sup>21</sup>
    - Local governments can take a wide range of approaches to promoting energy efficiency, both in their own processes and in the respective communities. **SEAPs** are seen as efficient tools of concrete planning for Clean Energy and Renewable Energy Actions; they also serve to support the fight against climate change while they seek to reduce CO2 emissions.
    - The **EU Covenant of Mayors** is a unique bottom-up movement, which brings together local and regional authorities worldwide in commitment to provide to their citizens access to secure, sustainable and affordable energy by implementing local actions in key areas – clean energy, energy saving, transport systems, water and waste infrastructure. The CoM initiative unites more than 7000 local and regional authorities across 57 countries drawing on the strengths of a worldwide multi-stakeholder movement and the technical and methodological support offered by dedicated offices. LA members of CoM prepare, adopt and implement Sustainable Energy Action Plans (SEAPs) with methodology developed by the Joint Research Centre of the EU, based on the experience and best practices of LAs in Europe.
    - Launched on 01 Jan 2007, **Global CoM** seeks to capitalise on the experience gained over the past eight years in Europe and beyond, and to build upon the key success factors of the CoM initiative, namely: its bottom-up governance, its multi-level cooperation model and its context-driven framework for action.
  - To build awareness and potential multiplication in Iraq, **EU best practices** implanted in MENA region were presented. The workshop specifically highlighted the experience of the EU-funded project ENPI 2012/309-311 “Cleaner Energy Saving Mediterranean Cities” (CES-MED), with focus on developing strategic frameworks for local planning.
  - The workshop focused on the **methodology for the development of SEAP**, formulation of priority projects and the benefits of the participatory approach involving relevant stakeholders and municipalities in the planning and appropriation of prescribed actions. The criteria of project selection were also outlined, in addition to highlighting the institutional framework of establishing priority projects toward factual funding and implementation.
  - The main goal was to consider the applicability of lessons learned to the Iraqi context and to provide a platform to engage the Iraqi counterparts in future actions. This goal was achieved as in the course and after the event, **most of the Governorates pledged interest in developing SEAPs.**

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budget to the electricity sector (USD 1.8 billion) represents 77% of the financial subsidies in the KRG. Given the economic situation in Kurdistan, saving energy and introduction of energy efficiency will be more acceptable solution than liberalisation of the market and increasing the prices of electricity. Cf. KRG–MoP and UNDP (Dec 2012), Building the Kurdistan Region of Iraq – quoted in Ministry of Electricity and World Bank (Sept 2016 – draft report), Consultancy Services for Improving the Business Environment: Pathways for Distribution Strengthening, Loss Reduction and Revenue Enhancement in KRG, §22.

<sup>21</sup> [www.covenantofmayors.eu](http://www.covenantofmayors.eu).

The three **KRI Governorates were selected** to develop pilot SEAPs – due to higher feasibility of implementation (higher flexibility of KRG, higher availability of relevant infrastructure) and the immediate high pressure on public service provision from displacement in the context of ISIS.

With support from the LADP II team of experts, all **KRI Governorates completed their SEAPs** by end-2017 based on the methodology of the EU CoM adopted for the Southern Mediterranean Region.

- Province-level Steering Committees and Technical Groups were established in each Governorate, in line with LADP guidelines and participatory, learning-by-doing and on-the-job training approach. Each body included representatives of key Directorates in the Governorate, Provincial Council, academia, CSOs and local business.
- Work started in the second half of 2016 when the SEAP methodology was deployed to the three Governorates and to key national institutions. Introductory and Baseline development **workshops** were held in the beginning for all three governorates in order to introduce the concepts and to prepare the Governorates to develop the baseline emission inventories.
- The SEAPs were prepared in three stages:
  - (1) Data collection and elaboration of **Baseline Emissions Inventory**;
  - (2) Identification and development of **sustainable energy actions** in four (compulsory) priority areas – urban transport, residential buildings, public and industrial sector buildings, and public lighting;
  - (3) Elaboration of the descriptive part of the **SEAP** and **five priority project fiches** in each priority area.<sup>22</sup> Identified priority projects include e.g. provincial E-government and smart services; Energy saving in existing buildings (pilot energy audits); Analysis of ESCO2 application at the local and regional level; Shuttle bus in the cities; Waste-treatment of hospital; Mini hydro and photovoltaic plants; etc.
- Different approaches for data analysis were used based on desk research and **focus groups with stakeholders**.
- The SEAPs for all three governorates were prepared in parallel: as they share similarities, and as most of the projects require the involvement of the KRG. Specifically, planned actions and priority fiches in the SEAPs are similar, which allows for the priority projects to be addressed also at the regional level. In this regard, MoP-KRG has demonstrated political will to draft and adopt a *regional framework* for SEAPs implementation.

With Programme support, **the three KRI Governorates became members of the EU CoM**. In Feb 2018, the three Governors participated in the official annual CoM Signing Ceremony at the European Parliament. At this event, their commitments were recognised and they now have the possibility to exchange knowledge and experience and form future partnerships with local authorities from the EU and the region to work together toward cleaner energy and sustainable development.

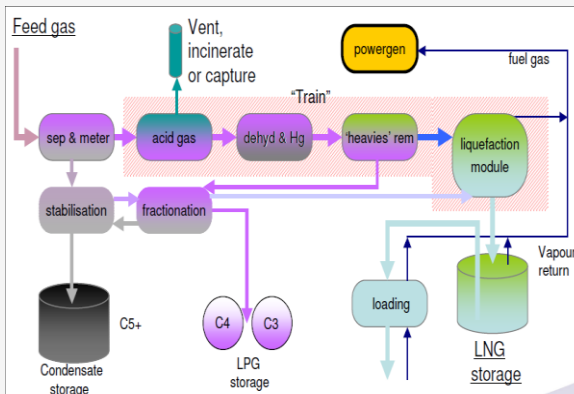
As a part of the methodology for SEAPs, a broad **awareness campaign** was carried out in order to: (1) translate the technical SEAPs in a language close to local communities; (2) educate local communities on new approaches in consumption of energy and water that will result in reduction of consumption and prevention of harmful impact on climate and environment; (3) provide information of innovative ways of energy production, saving and efficiency, renewable, alternative and sustainable energy sources. Such campaigns help decrease electricity consumption, which results in reduction of CO2 and greenhouse gas emissions and respectively contributes to reducing climate change. Furthermore, the reduction of the cost and expenditures leads to a positive impact on the local economy. The campaign included the following:

- **SEAP Facebook page**<sup>23</sup> – as a main public communication channel (especially for involving youth) for all events linked to the SEAPs and the related awareness events, where numerous educational and awareness documentaries were uploaded, including the official EU Climate change campaign video;
- **Media campaign** with educational EU videos – mainly a video of the "European Union Climate Change Campaign" called "Energy – let's save it" – which gives simple tips to save energy in the house;
- **Educational children playgrounds** as a behavioural change pilot and **Student Innovation Competition on Sustainable Energy 2017** for ideas to improve the living standard of people in the KRI by decreasing the loss of natural and financial resources and bringing economic growth. Both these activities are detailed below.

<sup>22</sup> The template for the 5 fiches corresponds to the requirements of European Investment Bank used in the EU-funded CES-MED project.

<sup>23</sup> <https://www.facebook.com/SustainableEnergyActionPlan>.

### Student Innovation Competition on Sustainable Energy



Student Innovation Competition on Sustainable Energy – (left) Award Ceremony – the 8 awarded teams, (right) graph from the project “Facility for Electricity from Gas Flare” awarded in category Resource Conservation and included in the SEAPs for implementation.

Launched in Jan 2017, the Student Innovation Competition on Sustainable Energy aimed to identify innovative projects to be included in the SEAPs. It was open to all ideas aimed to reduce resource loss, energy consumption and CO<sub>2</sub>/GHG emissions; to benefit the economy and environment; and ultimately to improve the living standard of the people in the KRI. University students from KRI were invited to submit their innovation projects.

- This was unique opportunity for current students and/or those who graduated in 2014 to demonstrate their knowledge and skills, to come up with creative solutions to climate change and to create opportunities for engagement and employment in the field of sustainable energy.
- The competition supported the idea of students working together between team members and/or mentors and professors – to emphasise the need for collaborative efforts in solving some of today’s global challenges (climate change and environmental protection).

The competition was open until 31 May 2017. A total of **51 projects were submitted** from across the KRI and evaluated by an expert panel in four categories: (1) Resource Conservation/Resource Energy Efficiency; (2) Transport in Cities; (3) Renewable Energy Sources; and (4) Smart Technologies. The panel nominated **12 breakthrough projects – including some projects of international importance**. Each nominee produced a video presentation that was broadcast on the SEAP Facebook page in advance of the event. The conclusion of the competition was the **Award ceremony for young, talented and creative innovators** held in Sept 2017 at the University of Kurdistan-Howler. From among of the 12 nominated projects, **eight winners<sup>24</sup> were announced** (2 per category) – including the winner of **People’s Choice Award** voted by visitors at the SEAP Facebook page. The eight awarded projects were granted financial award: first award (USD 1500) to 4 projects, and second award (USD 1000) to 4 projects, one of which was the People’s Choice Award.

Around **250 people attended** the ceremony including representatives from the government, diplomatic missions, NGOs, academic institutions, private companies and international organisations. Additionally, the ceremony included a video on Climate Change, live music and performance. At the event, renewable energy was promoted with a solar charger to encourage use of sunlight as a source of energy; this was given as an LADP gift to the ceremony guests.

Outreach activities for the **wider public** were organised with university staff and students (e.g. outreach visits to the universities) in order to promote the competition, the EU-LADP and SEAPs. From start to the end, the competition was published on the SEAP Facebook page through post, photo uploads from events and live streaming. The competition was also promoted via the UNDP Iraq Facebook page.

<sup>24</sup> Six of the 8 winning teams were composed of undergraduate students. The winning projects were:

- (1) *Resource Conservation*: Facility for Electricity from Gas Flare; Garden kit for recycling of waste into organic fertiliser;
- (2) *Transport in Cities*: Smart Bus Stop and Bin (People’s Choice); Smart transportation (using Viber & Messenger) to reduce congestion and emissions;
- (3) *Renewable Energy Sources*: Solar Water Heating System; Food Waste Management system (distribution to poor families + biofuel facility); and
- (4) *Smart Technologies*: Water purification and WWT station on Tanjero River, including combined heat and power unit to process waste from river and nearby landfill into energy; Large-scale painting of roofs white to reduce the effect of urban heat island.

### Educational children playgrounds



*The climate-change educational playgrounds help spread a culture of energy efficiency (right: visibility billboard)*

In 2016, competition was held among students of Universities and architecture colleges in KRI for playground design including game units with educational significance regarding energy production, resource saving, renewable resource use, and addressing climate change. Seven projects were received; the winning one was awarded USD 1000.

In Nov 2017, three “Sunshine Energy Club” playgrounds were ceremonially opened in Suleimaniah, Dohuk and Erbil.<sup>25</sup> The playground design is climate-change educational: kids learn how to save the earth while enjoying the games. E.g. children experience how by swinging on the games they produce kinetic energy that is converted into electricity which makes the water of the fountain dance and makes the benches lighten up. Messages on the climbing wall and hip hop game communicate to children that earth is sick and they can be part of healing process by applying simple tips. Scanning the barcode on the visibility billboard plays the “Energy – let’s save it” animated cartoon (European Commission) in which a family unknowingly waste energy from the moment they wake up.

The playgrounds seek to promote a culture of energy efficiency among families and children; to illustrate alternative sources of energy production and energy self-sustainability; to ensure awareness of the needs of energy; and to support environmental protection and sustainable development in the future.

### Significance

The SEAPs should be seen as sectoral plans addressing key challenges – environment protection (CO<sub>2</sub> and GHE reduction), energy efficiency, saving and optimising of natural and financial resources, as well as identifying green solutions for priority infrastructure and public services. The implementation of the SEAPs will have a direct effect on meeting of Iraq’s commitments in this area (INDCs as per COP 21).

The SEAP process and actions have far-reaching benefits, as they have bearing on sustainable urban planning, time frame, step-by-step preparation process, mobilising political support, on-job-training approach, human and financial resources, and project identification methodology. Engaging in SEAP preparation builds LA **capacity** in all these regards.

Specifically with regard to Governorates developing SEAPs and joining the CoM under LADP II:

- The SEAPs provide an **instrument** to optimise the use of energy and natural resources, in alignment with KRI Vision 2020, as well as to add value to the economy and decrease the fiscal situation constrains. LAs regard the SEAPs as tools to move away from oil-dependent economy and introduce new culture of sustainable resource use and environmental protection. While all SEAPs foresee green procurement, they allow to start implementing the 2016 draft Building Code for KRI.<sup>26</sup>

<sup>25</sup> See e.g. the Head of EU Liaison Office speak at the opening of the playground in Erbil – [https://www.youtube.com/watch?v=nlrinzv\\_WTE](https://www.youtube.com/watch?v=nlrinzv_WTE); and various opening photos at <https://www.flickr.com/search/?text=Sunshine%20Energy%20Club%20undp>.

<sup>26</sup> This includes building regulation and 6 building codes developed by UN-Habitat and UNDP in cooperation with the KRG under the UNDP-financed project *Establishing a Building Control Regime for the KRI*. As part of the building code or KRI, an Energy Efficiency code has been proposed. Although the regulation is not yet adopted by the KRG, the functional requirements related to energy efficiency could be applied through enforcement of rules and regulations at the local level.

- The preparation of the SEAPs has provided additional **knowledge and skills** on how to plan and develop projects/actions related to sustainable energy and climate change adaptation. The elaborated Baseline Emissions Inventory has provided a better picture of CO<sub>2</sub> and GHG emissions to help beneficiaries link investment priorities with results related to reduction of emissions. It was understood that the demand for such projects is high and financial resources (grants and/or loans) for them will be available;
- In the process of SEAP development, the beneficiaries were encouraged to think about **projects not previously seen as priority** – projects related mainly to energy efficiency in buildings and sustainable use of resources (energy – but also water, waste, fuel, etc.). Such projects would improve the environment and reduce the waste of valuable resources, which – albeit subsidised – are still a burden on citizens (as they pay the subsidies as well);
- Joining the CoM – an EU network and a global initiative – is an important step that will provide **networking, partnership and advocacy opportunities** for LAs in Iraq, allowing them to benefit from the experience of more than 6000 LAs globally, as well a **comparative advantage** within the Middle East region.

With regard to the implemented awareness campaign to support SEAPs:

- In addition to increasing environmental awareness among the public, the awareness campaign has spurred **dedication** in the KRI Governorates to engaging all community actors – especially **youth** – in resolving challenges related to climate change and advancing green economic growth;
- The Student Innovation Competition on Sustainable Energy 2017 specifically has piloted a **mechanism for active involvement of youth in the local planning process**, which can be replicated in any planning context (not just with regard to SEAPs/sustainable energy).

Finally, the Istanbul Regional Workshop was vital for linking the LADP Iraqi participants with EU-funded “CES-MED” project and the EU “Covenant of Mayors” – two important and prominent initiatives – and for engaging the Iraqi counterparts in related future actions. Most of the Governorates pledged interest in developing SEAPs.

#### *Challenges in the course of implementation*

The counterpart cooperation and interaction in terms of provision of data, responsiveness and contributions was remarkable. Still:

- Data collection was difficult in the beginning due to the specific requirements of the methodology;
- Elaboration of projects and CO<sub>2</sub> imprint was a challenge for the Governorates;
- There were difficulties in finding quality expertise which to be effectively conveyed to the Beneficiaries.

#### *Final output*

- Three Sustainable Energy Action Plans (SEAPs) developed – for Erbil, Dohuk and Suleimaniah governorates
  - Regional Workshop on Sustainable Planning and Saving Clean Energy for cities carried out (13–14 Dec 2015)
  - Educational children playgrounds in KRI operationalised
  - Student Innovation Competition on Sustainable Energy in KRI organised.
- See Annex X – Sustainable Energy Action Plans; Annex X – Community Participation for Sustainable Energy.

#### *Steps after LADP II and sustainability*

- To replicate the SEAP methodology and implement the SEAPs, Gol and the KRG should be supported to establish viable financial mechanisms with support from IFIs to fund these projects (most of them are bankable, while the rate of return comes from resource savings). SEAPs can be presented to potential investors and funding instruments at e.g. investment conference gathering IFIs, banks and the private sector;
- The demonstrated interest in developing SEAPs among Governorates is high. The action can be extended to other Governorates outside KRI. But due to the centralised management of resources, there is a need for change of the national regulation framework.



### **Sub-activity 1.1.1.3 Urban Expansion Plan in the Governorate of Missan**



*Low-density urban sprawl and informal city growth – as in Qalat Saleh – are limiting factors for socio-economic inclusion and cohesion.*

With nearly half of its cities lacking an updated Master Plan, authorities throughout Iraq struggle to obtain official approvals for urban expansions and the funding for critical infrastructure and services investments. The backlog of land allocations runs in the hundreds of thousands. Most municipalities have had to adopt ad hoc measures or turn a blind eye on the growth of informal settlements on state land earmarked for public services or on the fringes of urban areas, while they remain powerless regarding the presence of many serviced but vacant plots within municipal boundaries.

In this context, the LADP **planned urban expansion project in Qalat Saleh** (Missan) has addressed unsustainable urban sprawl trends and informal growth of cities – as a demonstration pilot of how sustainable urban patterns and guided city growth can contribute to improved socio-economic integration, inclusion and cohesion.

#### *Methodology and process*

While providing planning guidance specific to the case of Qalat Saleh<sup>27</sup> in Missan governorate, the activity has sought to offer a better understanding of how current land policy and planning approaches are one of the root cause of current untenable patterns of growth in Iraq – particularly in towns in rural areas.

In line with the New Urban Agenda (NUA), planned and sustainable urban extensions are to respond to future development requirements by making the most of the benefits of “economies of agglomeration” in terms of increased efficiencies of land uses, infrastructures and services provision. Improved access to affordable land is to relieve pressure and reduce real estate speculation; a higher degree of land use mix is to strengthen social interactions and reduce demand for transportation, while also increasing local revenues; in turn, increased local revenues are to finance and sustain urban growth.

The planning process started with consultations with local officials, an analysis of the findings from a thematic SWOT Analysis, a rapid assessment of needs, planning gaps, and the mapping of available land for future growth. These provided the team with sufficient material to draft a first illustrated **Planning Recommendations Brief** which was shared with counterparts from MoP and MoCHMPW during a **presentation/workshop** held in Baghdad in mid-2017. Strongly supported by MoP staff, the planning recommendations received mixed reviews from the Director of Physical Planning at MoCHMPW who insisted that such discussions be held only *after* the update of Qalat Saleh’s Master Plan of 1983.<sup>28</sup>

Further consultations were undertaken to draft a detailed current **Land Use Map in ArcGIS** as a base for the assessment of outstanding needs for services and facilities “as of today” – as opposed to the prescriptions of the old Master Plan, which was not fully implemented. Beyond the estimation of needs and capacity of the available land, the discussion with the municipal authorities focused on (1) **unaffordability of the current land and housing**

<sup>27</sup> Qalat Saleh is a “3rd-tier town” as per the Outline Spatial Strategy for Iraq (2010-2030) – i.e. located in a rural area, with 10 000–100 000 inhabitants, and functioning as a market place for nearby urban centres. Its Master Plan of 1983 had not been updated since.

<sup>28</sup> The Council of Ministries’ decree issued in Jan 2018 put this discussion at rest (see next footnote).

**standards** which promote unsustainable patterns of growth in Iraq, (2) inequality of subsidies that favour the wealthier and middle-income citizens at the detriment of the poor, and (3) wholesale allocation of land that leads to piecemeal development. A **first draft report** was submitted in April 2018 for feedback and comments by LAs.

The **Final Illustrated Report ‘Addressing expansion needs in the pilot town of Qalat Saleh’** was submitted in English at the final LADP/UN-Habitat closing event held in mid-2018 at MoP (Baghdad). The document includes an extended Annex that offers a snapshot profile of Missan Governorate, highlighting its challenges but most importantly its development opportunities not only in the industrial, manufacturing and agricultural sectors, but also with regard to its cultural, worship and nature assets.

#### *Significance*

The elaborated planning guidance document addressing the expansion needs of Qalat Saleh provides an opportunity for Authorities to introduce more **sustainable urban planning** for Iraqi cities and towns confronting urban sprawl, low density urbanisation and under-serviced leapfrog development. It demonstrates how the adoption of sustainable housing densities, mixed land use and social mix, and more realistic minimum plot standards allows more efficient service provision and the application of economies of agglomeration/scale. As such, it provides a **model for LAs on how to employ urban planning tools to create value and jobs at the local level, improve access to housing and services, enhance social integration, and improve environmental sustainability.**

The suggested **planning tools** for achieving sustainable urban expansions in Qalat Saleh, and comparable towns in Missan and in other governorates of Iraq, include: (i) **infill**, i.e. the increase of residential and economic densities to support economies of agglomeration, in terms of increased efficiencies of land uses, infrastructures and services provision; (ii) carefully **phased allocation of serviced land** in approved urban extension areas (of little agricultural value) accompanied by targeted public investments in basic services and amenities; (iii) **upgrading of informal settlements** to improve access to affordable land, relieve pressure and reduce real estate speculation; (iv) **promotion of a higher degree of land use mixity** to strengthen social interactions and reduce demand for transportation, as well as increase local revenues that will in turn help to finance and sustain urban growth; and finally (v) **improved connectivity and quality of public spaces through urban retrofitting.**

Thus, the planned expansion document for Qalat Saleh provides **practical support for interim planning measures and future efforts by LAs to develop fully-fledged Master Plans.**<sup>29</sup> The current process of devolution of responsibilities for the drafting of city plans and extensions to the local level will result not only in better-managed urban growth, but also in more equitable delivery of health and education services, and more effective distribution of utilities networks. Most importantly, it will help alleviate the pressure for land, which in turn will help contain urban encroachment on valuable farmland and the uncontrolled growth of informal settlements at city fringes.

#### *Challenges in the course of implementation*

- **Scarcity of data at the sub-district level.** The unavailability of up-to-date and reliable socio-economic indicators obliged the team to base its assumptions for the prospected urban growth of this lethargic tertiary city on (a) local knowledge (e.g. SWOT), (b) a reflection of local assets and future opportunities, and (c) the analysis of multiple sectoral trends.
- **Obstructive attitude by staff of MoMCH.** Urban planning in Iraq notoriously relies on conventional planning tools such as Master Plans (MP), without which the Directorates of city planning have their hands tied. More contemporary strategic planning tools are not considered legally applicable even in cases where the previous MP is obsolete, as in Qalat Saleh. As a result, MoMCH staff did not cooperate with the local authorities in the drafting of the expansion proposal, arguing that UN-Habitat had to first update the MP. The issuance of *Cabinet Order No 27* (09 Jan 2018) transferring planning powers from MoMCH to the Governorates forced MoMCH/Director of Urban Planning's to back down from her unrealistic expectations.

#### *Final output*

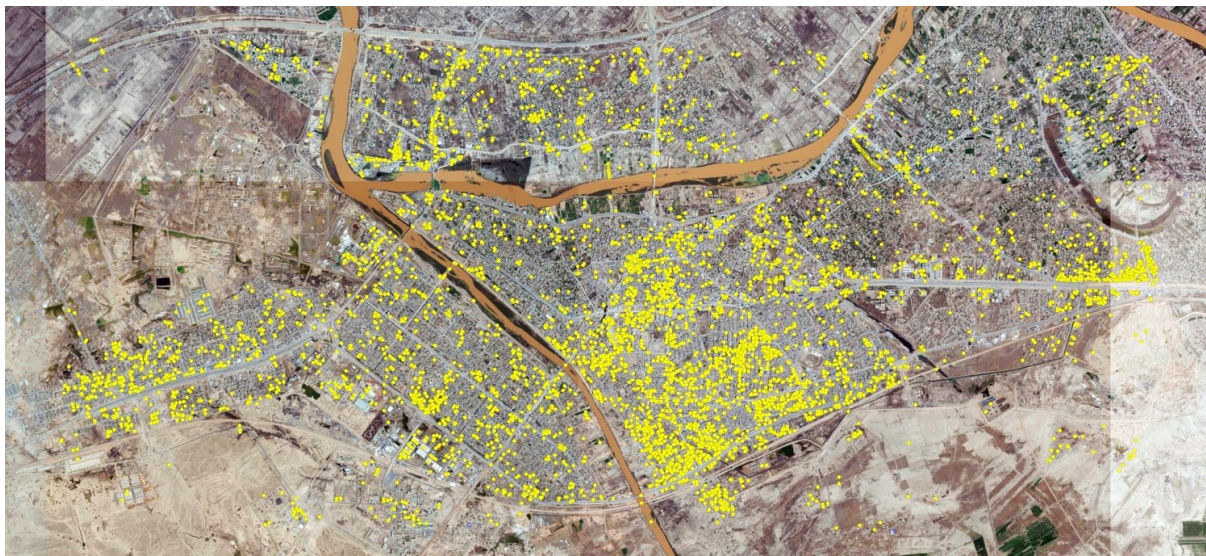
- Planning guidance document elaborated “*Addressing expansion needs in the pilot town of Qalat Saleh, Maysan Governorate*” elaborated.
- See Annex X – Urban Expansion Plan in the Governorate of Missan

<sup>29</sup> Particularly in the light of Decree No. 27 dated 25/1/2018 by the Council of Minister that formally transferred the authority to draft Master Plans and deliver urban services from MoCHMPW to the Directorates of Physical Planning in each Governorate.

### *Steps after LADP II and sustainability*

- **Current urban growth patterns are unsustainable.** Pressure should be sustained to support the ratification of more realistic urban standards (i.e. mixity of plots dimensions), the adoption of infill strategies to increase urban densities; the partial recovery of urbanisation costs, and the empowerment of local planning authorities.
- **Replicability and scaling up of the planning approach.** MoP should involve LAs in all governorates to replicate and scale up this pilot exercise and to address infill, upgrading and expansion needs of their tertiary towns – particularly those that have been identified as ‘fast-growing’ in the satellite imagery comparison maps developed under Activity 1.1.2.2 Governorate Urban Strategies.

#### **Sub-activity 1.1.1.4 Ramadi Strategic Urban Recovery and Development Plan**



*Post-ISIS, destruction is staggering. By UN assessment of March 2016, fighting to drive out ISIS has resulted in ca. 80 % of Ramadi destroyed.*

Acknowledging the scale of urban destruction, population displacement and consequent economic crisis that Anbar governorate has suffered in the context of ISIS, at MoP request, the anticipated Structural Plan for the city of Diwaniyah was substituted in early 2017 with the far more critical **Ramadi Strategic Urban Recovery and Development Plan**.

#### *Methodology and process*

Developing the Ramadi Plan involved intensive data collection, damage assessments, consultations, and joint planning work, aimed to assist the LAs in addressing the city’s **most pressing needs and reconstruction priorities** (physical, infrastructural, environmental, socio-economic, services and facilities, land tenure, accessibility, etc.) **so as to facilitate return, recovery, development and reconciliation**.

- UN-Habitat’s Ramadi-based team of engineers conducted extensive **damage assessments in housing, infrastructure, public facilities and basic services** covering the entire city and produced a series of dashboards summarising the findings – including a 3Ws map (Who is doing What Where) to monitor the progress of reconstruction activities led by government (e.g. though REFAATO), lending/development agencies and NGOs.
- The planning team worked very closely with the Ramadi Planning **Consultation Group** established on launch of the activity to discuss the findings from the damage assessments; the required coordination of interventions; the best location for new industrial zone and landfill site in Ramadi; and the mapping of informal settlements and encroachment areas. The consultation workshops brought together **officials and civil society**, providing a platform to recognise and address **citizens’ aspirations**.
- **Aside from the effect of war** – high levels of physical damage to private property, deterioration of services and destruction of basic infrastructure – the consultations and field surveys revealed high levels of unemployment, poor road conditions, varying levels of return, the expansion of informal settlements over green areas and agricultural land due to in-migration from the countryside, the spread of large cemeteries within urban areas, and the emergence of some tribal tension.

- It was clear that LAs were under **pressure to address unprecedented needs with uncertain financial resources** and overstretched technical capacity. Given the high stakes and expectations involved, the Plan was aimed to support LAs in guiding **future public and private investments**. Over and above the repairs and rehabilitation works completed by development agencies on housing units categorised as affected by ‘minor’, ‘major’ and ‘severe’ damage,<sup>30</sup> the LADP/UN-Habitat team laid the grounds for high-level discussions that took place after the Kuwait Conference (Feb 2018) on **government-led scaling up of reconstruction of completely-destroyed homes through the Iraq Housing Fund**, which is deemed the only realistic strategy to address this funding gap.

The **Ramadi Plan was presented** to officials during 2 back-to-back **final Consultation Workshops** held on 13-14 March 2018 (the first one held at MoP in Baghdad, attended by 17 central government officials; the second – attended by 15 local government staff). Authorities appreciated the breadth of the proposals but they were shocked to see the visual evidence in ArcGIS of the rapid informal urbanisation on agricultural land north of the Euphrates.

At the request of H.E. the Governor of Anbar, the Team delivered an **intensive 3-day training in ArcGIS** for 5 selected staff of the Directorates of Water, Roads and Bridges, Water Resources, and Ramadi Municipality. The training focused on improving local capacity to use the Ramadi maps developed under LADP II – particularly the mapping of damage that affected housing, government buildings and social infrastructure. The training also included sessions on how to collect digital information in the field using the mobile phones **App Kobo Collect**.

The Final Illustrated Report **Ramadi Strategic Recovery and Development Plan** was submitted in Arabic during the final LADP/UN-Habitat closing event held in July 2018 at MoP (Baghdad). The document includes 23 detailed GIS assessment maps and a set of illustrated city plans and visual examples reflecting the proposed 6 multi-sectoral programmes. In early Aug 2018, the Team learned with great satisfaction that Ramadi was nominated as one of the eight **‘Executive Projects’ of NDP 2018-2022** to be implemented in the coming two years.

### *Significance*

The Ramadi Strategic Urban Recovery and Development Plan provides support to LAs in guiding **future public and private investments**; it provides them with a useful base to inform any **future reviews** of the otherwise recent and well-developed Ramadi Master Plan; and it demonstrates a **planning approach that can be replicated** also in other heavily destroyed cities to facilitate return, recovery, development and the much-needed reconciliation.

- The proposed approach of **“building back better”** hinges upon existing opportunities to: (i) **Relocate selected polluting industries and reuse brownfields**; (ii) Create **infill opportunities** within the city centre to reduce the need for future urban expansion; (iii) Address residential encroachments on land earmarked for public use and the informal growth of fertile agricultural land north of the Euphrates River; and (iv) Spatially guide public and private investments toward **identified future economic poles** and infrastructure nodes, such as the area surrounding the train station, where they will have a **multiplier effect** on the future socio-economic prospects of the city.
- The Plan is comprised of a set of **6 multi-sectoral programmes**, where each programme is illustrated by maps, plans and associated recommended actions and illustrative national and international examples:
  1. Scaling up **Housing** Recovery and Neighbourhood Upgrading;
  2. Rehabilitating critical **infrastructure**, urban services and key public facilities;
  3. Addressing **informal settlements**, encroachments and unplanned urban growth;
  4. Enhancing people’s **mobility** in the city, transportation services in the qadha, and province-level connections;
  5. **Greening** Ramadi: Rehabilitating public spaces and combating desertification; and
  6. Buttressing the local **economy** by enhancing trade, commerce, industrial modernisation and developing tourism opportunities.
- Spatially, the Plan builds on identified **‘development anchors’** in selected locations where to **maximise potentials for growth and investments** by donors and government agencies. I.e. each programme hinges on a selected number of ‘development anchors’ which are deemed to offer the most tangible opportunities for **public funds to leverage private investments** (such as for example around the transportation node on the western side of the city).

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<sup>30</sup> Damage categories approved by the Shelter Cluster and adopted by all assistance agencies.

Thus, the Plan for Ramadi offers a set of **effective urban planning strategies to facilitate recovery and development** of conflict-affected cities in Iraq:

- **from immediate focus on rebuilding of communities** – by linking housing recovery, basic services and infrastructure upgrading with the trade-based economy of the city;
- **toward mid- and long-term urban development** – based on more equitable and sustainable use of land and environmental resources, embodied by the NUA core notions of “compact cities” and “cities for all.”

#### *Challenges in the course of implementation*

- The substitution of the Governor in late 2017 disrupted local consultation processes for a while.
- Weak contributions by the local authorities – who were at the time understandably more interested in implementing urgent recovery projects than developing longer-term plans. They were supportive and approved of all proposed strategies but were less proactive than counterparts in other governorates.<sup>31</sup>

#### *Final output*

- Ramadi Strategic Urban Recovery and Development Plan developed.  
→ See Annex X – Ramadi Strategic Urban Recovery and Development Plan.

#### *Steps after LADP II and sustainability*

- **Competing for national funding for reconstruction.** LADP was instrumental to Ramadi being nominated as one of the eight ‘Executive Projects’ of NDP 2018-2022 to be implemented in the coming two years.
- **Enhance resilience and sustainability in the long-term.** The successful implementation of the Ramadi Plan requires not only predictable technical and financial resource commitments for planning, implementation and management, but also high political commitment and a strong governance framework, which will contribute to the socio-economic resilience of the city in order to facilitate return, recovery, development and reconciliation in one of the worst conflict-affected cities in Iraq.

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<sup>31</sup> In this sense, the Nineveh Directorate of Planning was far more proactive. At their insistence, in Nov 2018, the Directorate of Regional and Local Planning sent an official letter to LADP/UN-Habitat requesting urgent support for the re-establishment of its office functions in Mosul (its offices were destroyed during the ISIS occupation). After months of perseverance, the **request was accepted**, and 5 (EU-branded) prefabs were delivered on site in June 2018.

### Activity 1.1.2 Build capacity of Federal- and Regional-level Ministries of Planning and affiliated Bodies to sustainably support the local development planning process

**Activity summary:** The Programme supports the GoI and KRG Ministries of Planning, Municipalities and relevant Departments to provide support to the Governorates. For certain technical aspects of planning (identified by Ministries as potential services for outsourcing), the Programme also supports the development of federal/regional-level Training Bodies recognised by the Ministries.

#### Sub-activity 1.1.2.1 Community Based Strategic Planning



LADP II learning-by-doing workshop on Community Based Strategic Planning for Kirkuk Governorate (5–7 July 2017, Erbil)

In recent years, the process of decentralisation (both institutional and financial) has increased the role of LAs in public service delivery. Governorates now have greater responsibility for the economic welfare of their local communities, their own fiscal health, and the management of their assets. LAs are also increasingly responsible for creating conditions that are conducive to economic development – above all, improving the local business environment and use of local public investment in a strategic way to drive economic development. All this requires a clear assessment of what the Governorate can provide and how they can stimulate economic growth. The LADP **Community Based Strategic Planning (CBSP) model** responds to the need for improved strategic planning and capacity in community-based approaches to planning, and it builds a strong foundation for LAs to meet their new responsibilities.

#### Methodology and process

The **Community Based Strategic Planning (CBSP)** methodology is based on already-tested methodologies in Iraq and on EU best practices in strategic local development planning. The 13-step approach to CBSP includes:

1. Initiate process and make decision on strategic planning activity;
2. Organise the Public-Private Strategic Planning Task Force (Steering Committee including external stakeholders);
3. Develop vision of the economic and social future of the province in the next planning period;
4. Identify stakeholders (stakeholder management);



### Significance

**CBSP** combines strategic planning and community involvement in planning:

- **Strategic planning** has the benefits that it is: *pro-active* – through the strategic planning process, the community seeks to shape its future, not just prepare for it; focused on the *highest priority* activities (critical strategic issues) – which is crucial given the limited resources available to the local government; led by those tasked to implement the resultant strategic plan – i.e. it entails *ownership*.
- **Community involvement in planning** strengthens strategic planning in that it helps ensure: (1) *transparent process* – while the strategic plan establishes priority areas for development, it has political as well as economic dimensions; (2) *implementation of the plan/resource mobilisation* – beyond government resources, community involvement helps mobilise the resources of the community and stakeholders toward achieving the set goals; and (3) *support and credibility* – participation of community leaders in plan development gives the resulting plan credibility in the community, while consensus among PSC members promotes the community consensus in support of the Plan.
- Thus, at its core, CBSP is a **bottom-up participatory approach** to formulating prioritised objectives and strategies to address the key security, governance, economic, and social challenges faced by the target governorates. Participatory planning creates a fair process to prioritise development and implementation of projects and fosters ownership of results. Through the participatory approach several goals are achieved: help strengthen democracy; reduce corruption; limit differences among various political and ethnic groups; and empower citizens by promoting greater interaction between stakeholders within communities.

Through **participatory trainings** on CBSP, and **on-the-job learning and mentoring** in the course of developing PDS/PRP (A.1.1.4), more than 50 officials at the central level, more than 250 people at the local level from the 9 Iraqi beneficiary Governorates, and 50 local-level LA representatives from the remaining Iraqi Governorates gained knowledge and skills on the CBSP.

The developed **Guidelines** are a practical rather than a theoretical document, which will help all **LAs** to follow the same approach. But also, the Guidelines can be used by anyone who would like to develop a plan or strategy. The Guidelines document can serve e.g. **community leaders** interested in devising their own development strategies, as well as **consultants** who want to expand their capacity to assist in local strategic planning for economic development.

While prioritisation is central in the CBSP approach, in the context of reduced development budgets across the board, the Guidelines pave the way for the systemic prioritisation of investment projects from the local level that allows central, regional and local governments to allocate **better informed budgets**.

The Guidelines are intended to unify the efforts of the governorates in planning for local socio-economic development, and to streamline the processes of identification of problems and planning of strategic projects – based on integrated approach, public participation and effective cooperation with key stakeholders. Thus, together with the PRPs and PSDs (A.1.1.4.1–2), **the Guidelines provide a solid basis for establishing a planning framework in Iraq**, which adequately reflects and supports the increased responsibilities of LAs.

The Guidelines can easily be converted into by-law. They should be seen as a framework to which MoP together with the Governorates may add additional tools and elements based on their experience and technical assistance they receive in the years to come. As such, **the Guidelines are the key project output to sustain strategic planning process and support the continued cooperation between the Central and the Governorate levels**.

### Challenges in the course of implementation

- Most tools used in the CBSP process are known (theoretically) to the Governorates – SWOT, problem and goal tree, SMART objectives, etc. Still, the Governorates need **to learn to apply** these tools **effectively**, and within a strategic planning framework. E.g. all are familiar with SWOT tool, but no one applies it to obtain snapshot analysis of the province environment agreed among stakeholders; this comes with experience.

### Final output

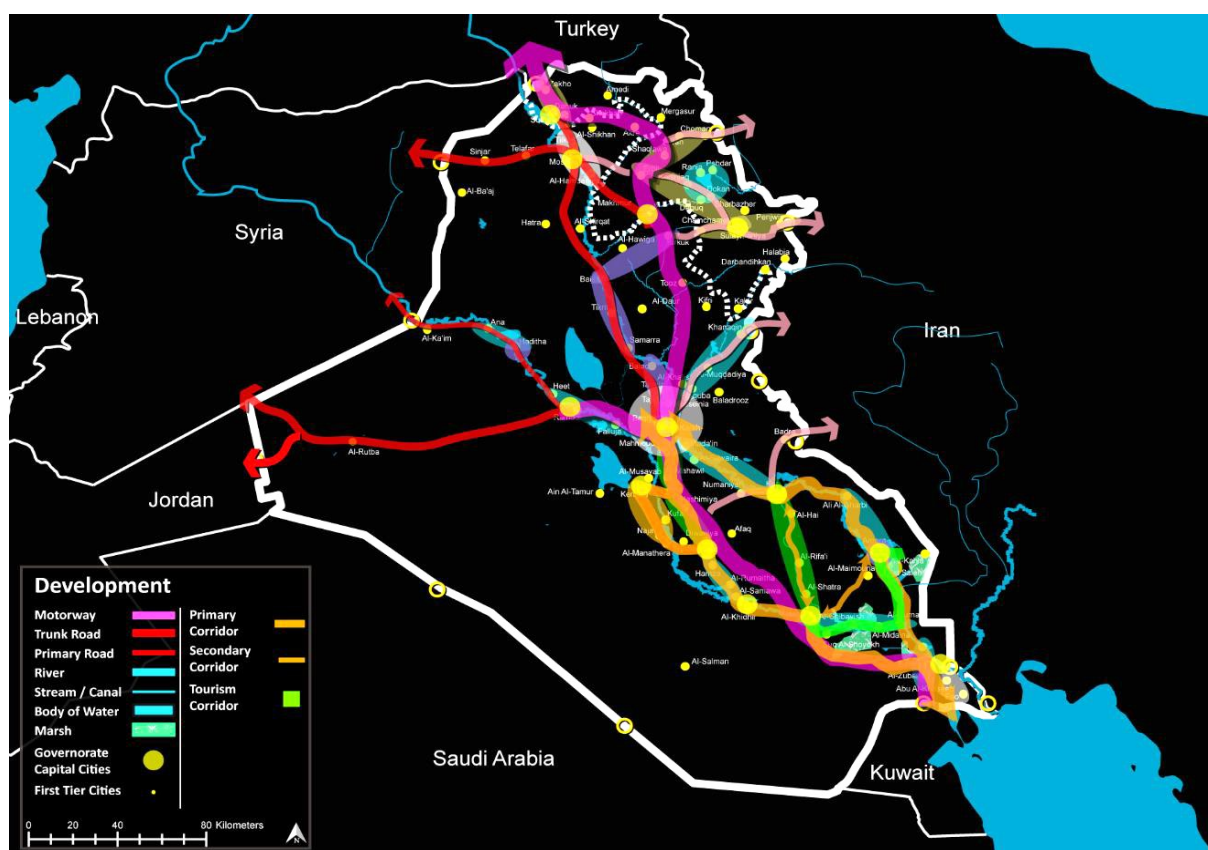
- Guidelines for Strategic Planning for Local Authorities in Iraq elaborated
  - Capacity building in CBSP for Gol/MoP and Governorate staff (50 people) in Baghdad, Kerbala, Najaf, Babil, Wassit and Thi-Qar. (*Additional 250+ people at local level trained in CBSP under A.1.1.4.1 and A.1.1.4.2*).
- See Annex X – Community Based Strategic Planning.



### Steps after LADP II and sustainability

- The CBSP Toolbox included in the Guidelines needs to be further disseminated and training programme should be developed for the administration on national and local level to use those tools in order to deliver better analysis of the needs and thus to propose more effective and result-oriented solutions.
- MoP to adopt the planning Guidelines, select a group from among the most advanced Governorate Planning Departments, and form a support & training team to assist the remaining six Governorates to develop PDS/PRP;
- MoP to promote the CBSP/Guidelines through its training centre and through the Council of Ministers;
- MoP to form a Committee to review and update the Guidelines every two years;
- MoP to create legal framework to regulate the local-level planning process and national-level supervision.

### Sub-activity 1.1.2.2 National and Governorate Urban Strategies



NUS framework outline (development corridors). NUS and GUS were finalised in an integrated top-down-bottom-up process.

Spatial and strategic planning is of utmost importance to Iraq's social and economic development, as it plays key roles in addressing governance issues, balancing the relationship between environment and urbanisation. LADP II has supported the development of **National Urban Strategy framework (NUS)** and **Governorate Urban Strategies (GUSs)** for selected Governorates – aimed to ensure balanced and resilient urban systems in line with Iraq's NDP 2010-2014, Poverty Reduction, Iraq's Spatial Development Vision and NUS 2012-2017, and the UN-Habitat III New Urban Agenda (NUA) for sustainable urbanisation, where NUA contributes to the implementation and localisation of the 2030 Agenda for Sustainable Development and to the achievement of the SDGs and targets.

### Methodology and process

In early Dec 2017, 35 Iraqi officials from MoP and Planning Directorates convened in Baghdad to partake in an intensive two-day **workshop** led by UN-Habitat, titled "*Urban Strategies for the Central Governorates Cluster: Meeting the SDGs in Iraq.*" This event marked the successful conclusion of two years of work on the development of a **National Urban Strategy framework** and **Governorate Urban Strategies** that included a lengthy phase of information collection, setup of a shared online repository of data, in-depth analytical work on indicators and planning documents, mapping of nine governorates, and delivery of five consultations workshops – in Erbil (2), Amarah, Kerbala and Baghdad.

- The development of **NUS framework**<sup>32</sup> was intended to address emerging urban challenges and guide the future growth of cities in Iraq, and to presents the trunk infrastructure to which local plans must align, as well as the gateways that connect the country to its neighbours and the region.
- The development of **GUS** for 9 pilot Governorates – Basra, Missan, Muthanna, Diwaniyah, Kerbala, Najaf, Thi-Qar, Wassit and Babil – was intended to promote sustainable development through multi-sectoral planning as well as through encouraging planned and balanced development of urban areas.

The NUS framework and GUS were developed using CBSP approach, in an **integrated top-down-bottom-up process**, involving numerous technical meetings and discussions with staff from MoP, MoCHMPW and local Directorates in each Governorate. A two-way coordination framework was agreed with MoP for this purpose, including NUS Steering Committee, coordination team, and 7 thematic task groups interfacing with Governorate Planning Teams.

- *To ensure sufficient comparative data and analytical base:*
  - **Comparative GIS analysis** of satellite imagery of selected cities was undertaken, which offered unprecedented insight on urban expansion trends in Iraq over the past 10 years – in many cases defying assumptions of growth and/or the disregard of master plan directives.
  - Access to and availability of data were raised with MoP – giving start to the development of **Online Information Platform** to facilitate (inter alia) data sharing for the development of NUS (A1.1.3.1).
  - The LADP/UN-Habitat team engaged in mapping of **key indicators** – to allow e.g. spatial analysis of GDP disaggregated by sector, national employment by governorate by sector, etc. The team also developed and mapped **composite indices** drawn from COSIT indicators in close coordination with MoP. Three **composite maps** illustrating **Quality of Life, Deprivation** and **Socio-Economic Development Potential indices** were prepared, which offer a new set of spatial “lenses” aimed at assisting the central authorities in the orientation of capital investments. The composite **Deprivation Index at the District Level** combines seven different dimensions of the living environment, including access to drinking water, electricity and sanitation, media, medical services, house ownership and youth unemployment. It draws on COSIT indicators that depict Iraqi National Quality of Life, Socio-Economic Development Potential and Deprivation Index at the provincial level, and 10 Indicators relevant to the SDGs mapped at the district level. In Nov 2016, I2UD led by Mona Serageldin published the seminal **Indicators Technical Brief** relevant for GUS.
  - All this allowed for the later identification of **development clusters** and **development corridors** to premise NUS, and **growth nodes** to premise GUS.
- *In preparation for consultation with counterparts*, the target governorates were grouped in three **clusters**, based on (1) analysis of economic conditions and identification of economic trends that can spearhead development; (2) consideration of their urgent needs; and (3) identification of cities with development potential. The Governorate clusters are: Southern (Basra, Missan, Thi-Qar, Muthanna), Pilgrimage (Kerbala, Najaf) and Central (Babil, Diwaniyah, Wassit). **GUS were developed per cluster** across administrative boundaries.
- *As a starting point for the drafting of NUSs*, the team reviewed the Governorate’s Structure Plans prepared over the prior decade by MoCH and compared the data with COSIT’s data – resulting in **nine Governorate Structure Plan Reviews**. While some of the Structure Plans were over 1000 pages long (e.g. Basra) and lacked Executive Summary, the Reviews of 10-12 pages produced under LADP could be easily shared and discussed among government official (through the LADP Platform). *As a starting point for the drafting of GUS*, in early-2017 in early-2017, MoP counterparts received copy of these **Reviews**.
- *Consultation process*: The capacity of both central and local authorities in **strategic planning** was developed through an intensive **participatory process** conducted by governorate cluster. Involved staff were introduced to spatial and strategic planning methodologies, and they were actively engaged in the analysis of data (including analysis of spatial distribution of economic data) and the strategic development process. The use of innovative **web-based media** was encouraged for exchange of ideas and documents between officials (see A.1.1.3.1 LADP Online Platform). E.g. the intensive GUS workshops in 2017 focused on strategies to address current development imbalance between cities, secondary towns and rural areas, and to enhance potentials along development corridors (engaging 37 officials in the Southern, 33 in the Pilgrimage, and 35 in the Central cluster workshops respectively).

<sup>32</sup> Also identified in Activity reports/presentations as **Strategic Urban Development Framework for Governorates in Iraq**.

The **NUS development framework Part I and Part II** was finalised in July 2016. The **finalised reports** *National Strategic Urban Framework for Iraq* and *Governorate Urban Strategies* were disseminated in Arabic in early 2018. MoP provided extensive feedback on this, which was integrated in the **final consolidated GUS report** *Strategic Urban Development Framework for Governorates in Iraq: Governorates Urban Strategies – Southern, Pilgrimage and Central Clusters Governorates* (130 pages).

The work on NUS/GUS was promoted:

- *To other LAs*: It was presented at the workshop “*Implementing NUA through enhanced planning capacity and responsiveness to citizens’ needs*” (4–6 Apr 2017, Erbil) delivered by EU-LADP/UN-Habitat. This involved over 60 officials from all governorates engaged in strategic planning under LADP II, in an effort to improve inter-institutional coordination and cross-fertilisation between LAs and NAs across UNDP/UN-Habitat components.
- *To PMAC*: The team also presented the work on NUS/GUS – along with all UN-Habitat work under LADP II – to Ms Wijdan Salim, Advisor at PMAC (Apr 2017, Baghdad). The work on GUS, urban expansion planning, municipal finance and Old Basra raised significant **interest in replication** opportunities throughout Iraq.
- *To donors and international partners*: This complex spatial and analytical work was led by Dr Mona Serageldin and her I2UD team.<sup>33</sup> It was showcased by Dr Serageldin at the *National Urban Policy International Conference* held by UN-Habitat/OECD (May 2017, Paris), and by MoP Director General of Regional and Local Planning at the *2nd Arab Ministerial Forum for Housing & Urban Development* (Dec 2017, Rabat, Morocco). The work on GUS was also extensively featured in video showcased in occasion of the World Habitat Day (1 Oct 2017, Nairobi).

### Significance

Through the two-way coordination framework agreed with MoP (as well as the LADP Online Platform), the process of developing NUS/GUS has fostered **unprecedented coordination** between the relevant national authorities, and between the national level and the 18 Governorates.

The articulated **NUS framework** provides an overarching (vertical and horizontal) **coordination framework** for sustainable urbanisation in Iraq – with relevance for (diversified) *economic growth, socio-economic inclusion and environmental sustainability* (especially the protection of water sources and fertile agricultural land).

- The NUS framework centres on the concept of ‘development corridors’ at regional level to stimulate sustainable socio-economic growth and mobility of goods and people. It presents the trunk infrastructure to which local plans must align and the gateways that connect the country to its neighbours and the region.
- The NUS framework provides effective **direction for urban- and spatial-related interventions** in view to:
  - Overcome imbalances in the level of development among governorates;
  - Strengthen the physical and economic links between urban centres and rural settlements to reduce disparities and poverty;
  - Address the issues related to the return and resettlement of IDPs;
  - Regularise informal areas and alleviate the factors underpinning their formation;
  - Make significant progress towards achieving the **SDGs** and the objectives of NUA.

The proposed **Governorate Urban Strategies** are essentially *strategies for diversified economic growth and socio-economic inclusion using urban development solutions*. They provide a geographic scale between the national and the local levels, and **they emphasise the need for close coordination between governorate plans**. They can be viewed as overlays outlining related economic and environmental components that share characteristics, challenges and **inter-connectedness**.

- In the line with the pillars of Iraq’s *Vision 2030*, the GUSs reflect the need to create opportunities for sustainable income, to empower and build human capital, and to establish an effective social safety net.

<sup>33</sup> Sadly, this was the last work accomplished by Dr Mona Serageldin before she passed away in May 2018. For 35 years, Dr Serageldin worked internationally, engaging local and global partners in local development, strategic planning, social inclusion and policy/programme assessment. She focused on action research and technical assistance in developing countries; her field work informed her teaching, conference interventions and publications. She made significant impact through promoting sustainable urban development on the ground, her work in academia, and in fostering policy development. She retired from her position as Adjunct Professor of Urban Planning at the Harvard Graduate School of Design in June 2008, having been faculty member since 1985. She was Vice President of the Institute for International Urban Development. On the occasion of *World Habitat Day* (01 Oct 2018), Dr Serageldin received posthumously the **UN-Habitat 2018 Scroll of Honour Award** – one of the world’s most prestigious awards presented to those working on urbanisation, recognising initiatives of outstanding contributions in the field of improving urban lives, provision of housing and highlighting the plight of the poor or displaced, ensuring no one is left behind.

- To address development challenges and deprivation at the district level, the proposed GUSs recommend to leverage existing governorate-specific prospects and opportunities to stimulate sustainable socio-economic growth, within integrated networks of urban poles and nodes, along identified development corridors.
- The Strategies provide a substantial and valuable step forward from the existing *Governorate Structure Plans*, offering a contemporary **multi-sectoral** and **integrated** approach, grounded on analysis of development **indicators**, as well as **evidence-based** spatial considerations dictated by the socio-economic and geographical characteristics of each governorate – including their **post-conflict reconstruction** needs.

The developed composite **Deprivation Index at the District Level** offer **evidence-based base** for a fairer allocation of federal budgets to the provinces.

In recognition of all this, MoP has included the GUS report as **Annex to NDP 2018-2022**.

#### *Challenges in the course of implementation*

- **Lack of accessible repositories of reliable data, indicators and planning documentation within MoP.** The setup of the LADP Online Platform (A.1.1.3.1) solved the problem of accessing documentation; however, obtaining up-to-date data and indicators from COSIT, particularly at the qadha level proved a bureaucratic and painstaking hurdle. Data was transmitted to the team intermittently. LAs (particularly Municipalities) rarely agreed with data collected by MoP, and many indicators are actually *projections of projections* of data collected over a decade ago, but external agencies can only refer to official COSIT data.
- **The conflict with ISIS restricted the scope of the exercise.** As five governorates affected by the conflict with ISIL became inaccessible, and their data was either unavailable or obsolete, the team had to exclude them from the GUS exercise.

#### *Final output*

- National Urban Strategy (GUS) framework for Iraq developed
  - 9 Governorate Urban Strategies (NUS) developed in the three clusters: Southern (Basra, Missan, Thi-Qar, Muthanna), Pilgrimage (Kerbala, Najaf) and Central (Babil, Diwaniyah, Wassit).
- See Annex X – National and Governorate Urban Strategies.

#### *Steps after LADP II and sustainability*

- **The messages conveyed during the elaboration of GUS were embraced by MoP.** The GUS report was reformatted and included as an Annex to NDP 2018-2022 in Nov 2018.
- **Local authorities tend to work in sectoral silos but also confined by administrative boundaries.** In developing GUS, the team deliberately adopted a “governorate cluster” approach whereby investment needs, opportunities and projects could be assessed across boundaries.
- **The mapping of the indicators encourages better-informed budget allocations.** MoP should advocate for the adoption of a composite Deprivation Index at the district level for a fairer allocation of federal budgets to the provinces, alongside population numbers.

### Sub-activity 1.1.2.3 MSc course in Kufa



*MSc programme in urban planning – to be launched at University of Kufa, Faculty of Physical Planning – will develop long-term capacity at key Ministries, local-level Directorates and Municipalities to drive sustainable urbanisation, inclusive service delivery and spatial justice.*

Rapid urbanisation trends, global economy, technology, climate change and – additionally – large-scale war damage, require the adaptation of urban planning approaches – in order to reduce territorial, environmental and social inequalities, and to anticipate climate- and energy-related changes. Systemic approaches are needed based on development agendas, environmental considerations, decentralisation and contextual considerations, and principles of inclusivity, resilience (social and economic), sustainability (including sustainable mobility for goods and people, local strategies for energy management in cities, etc.), and ‘building back better’.

In this context, using **participatory training** and **learning-by-doing** approaches, under UN-Habitat components, LADP II has engaged LAs, NAs and urban practitioners at all levels in a number of urban-related initiatives aimed to improve the sustainability of urbanisation trends and the delivery of services to citizens. These introduce contemporary decision-making tools and approaches, and they pilot the application of urban planning principles and concepts promoted by the UN-Habitat III **New Urban Agenda** (NUA) for sustainable urbanisation. NUA contributes to the implementation and localisation of the **2030 Agenda for Sustainable Development** and to the achievement of the **SDGs** and targets (including SDG 11 of making cities and human settlements inclusive, safe, resilient, and sustainable).

To ensure **sustainability and ‘anchoring’ of capacity development delivered by LADP II**, the Programme has engaged the University of Kufa (Najaf) to develop and launch a professional **MSc course on ‘Planning Sustainable Cities.’** Urban and planning professionals will be increasingly under pressure to interpret the multi- and trans-disciplinary implications of social, economic and environmental sustainability and spatial justice in Iraqi cities – all of which are key elements of Agenda 2030. Iraqi **academia** stands to playing a critical role in the **formation of future “change agents”**.

#### *Methodology and process*

Building on the extraordinary potential of one of the most prestigious Universities in the country, LADP II supported the University of Kufa (Najaf) to launch a professional Masters programme in sustainable urban development and planning. The academic course was intended to build the capacity of **new graduates** required to address contemporary urbanisation challenges in the private or public sector, as well as to ensure continuous learning opportunities for the **professionals** already engaged in the field of urban development – specifically addressing the needs of **current staff within key Ministries, Governorate-level Directorates and Municipalities**. The LADP/UN-Habitat team worked in close consultation with staff at the Faculty of Physical Planning.

- The LADP/UN-Habitat team carried out **Online Survey of Practitioners** among staff engaged in urban planning and management at MoP and MoCHMPW, at both central and local level (100 respondents) – to identify learning gaps and existing demand among urban practitioners. Also, the team carried out rapid assessment among teaching staff at U of Kufa: **Survey of Staff Capacity in IT, language skills and teaching**

**tools.** The analysis of the findings of the two surveys helped shape the proposed institutional setup, programming and recommended next steps.

- The findings from the two surveys were shared at the **Kufa Capacity Assessment Workshop** (Oct 2017, Najaf). Through Working Groups (on academic assessment, partnerships, financing, etc.), the participants prepared joint assessment of organisational, human and technical capacities (SWOT analysis).
- Thereafter, the team worked closely with staff of the Faculty of Physical Planning to develop a syllabus to address the identified gaps. Notably, the **consultation workshop** “*Implementing NUA through enhanced education in urban planning and sustainable development*” (31 Oct 2017, Najaf, Kufa) engaged both **faculty and students**.
- **Contacts** for potential partnership and technical collaboration were established between the Faculty and selected Arab and European higher education institutions and planning faculties, and Donors.
- In Jan 2018, **draft** report for review was shared with senior staff and the Dean of the Faculty of Physical Planning. the proposed MSc programme passed the screening of the Kufa University Board in early 2018.
- In mid-March 2018, the **proposed MSc ‘Planning Sustainable Cities’** programme was submitted to the Ministry of Higher Education and Scientific Research (MoHESR) for feedback. While they are waiting for final pronouncement from MoHESR, *the Faculty of Physical Planning are already gearing up for the delivery of the new MSc in the Academic Year 2019/20.*

The **Final Report ‘Introducing a New Professional MSc Course in Urban Planning at the Faculty of Physical Planning, University of Kufa’** was submitted in Arabic and English during the final LADP/UN-Habitat closing event held in mid-2018 at MoP (Baghdad). The report incorporates the findings of the two surveys.

### *Significance*

The professional **Master’s programme ‘Planning Sustainable Cities’** at Kufa will address how urban sustainability can be delivered and applied in the specific context of Arab countries and especially Iraqi cities. It should equip Iraqi urban practitioners with the contemporary decision-making tools and approaches that were actively promoted under LADP II and thereby enable practitioners to effectively deal with the multi-dimensionality and multi-sectoral nature of urbanisation challenges in Iraq. It will ensure that **practitioners remain up-to-date with current practices** and **LADP principles continue** to influence positively generations of urban planners to come.

The new programme will have as **strategic objectives**: the adoption of **trans-disciplinary approaches**; enabling students and lecturers to develop a “critical thinking attitude”; promoting “**learning-by-doing**”; developing close linkages between the Faculty and practitioners from relevant urban organisations and institutions; pursuit of methodological approaches that premise **evidence-based decision-making**; enhance **knowledge transfer** between Middle East and relevant European institutions; encouraging comparative research of contextually relevant cities; and embracing technology to make learning more relevant, efficient and flexible.

The proposed syllabus seeks to reinforce the **relationship between urbanisation and development**, which lies at the heart of NUA. The core ideas of the NUA – namely, contributing to **good governance, social inclusion, spatial development, economic prosperity, and environmental sustainability** – are reflected in the proposed modules and are meant to develop critical thinking around the specific urban challenges relevant to the Iraqi context.

### *Challenges in the course of implementation*

- **MoHESR is failing the expectations of counterparts.** The new curriculum embraced by the University of Kufa and submitted to MoHESR in March 2018, is still awaiting approval. Also, rules and regulations within the public higher education sector allow very limited financial self-reliance of institutions who are thus discouraged from running new courses.

### *Final output*

- Academic course designed for MSc in Urban Planning ‘Planning Sustainable Cities’ at Kufa University, Faculty of Physical Planning  
→ See Annex X – MSc Programme at Kufa University

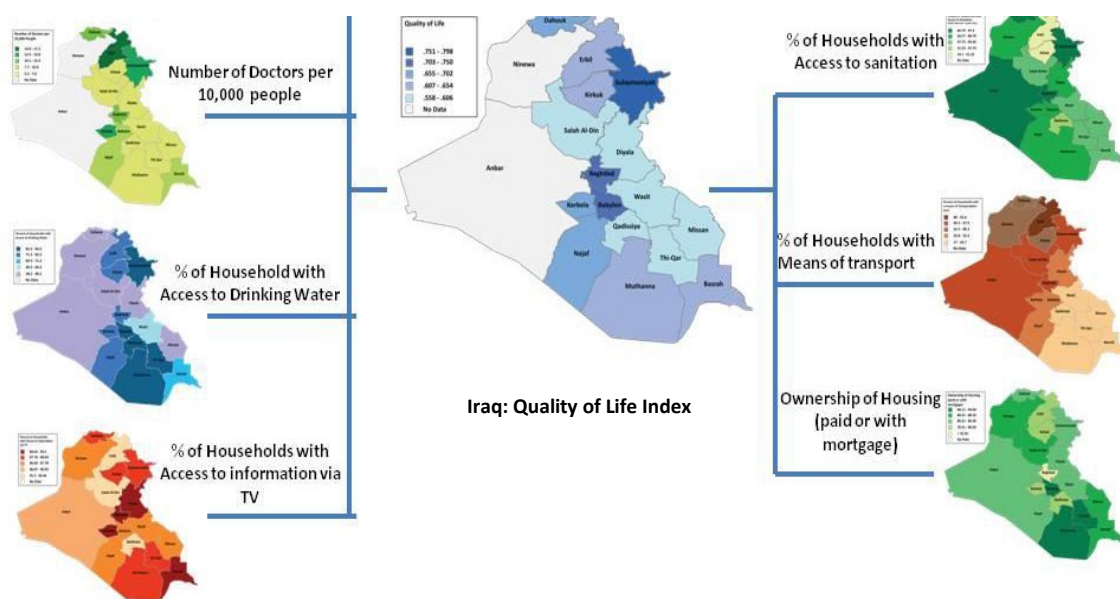
### Steps after LADP II and sustainability

- **Fostering incremental learning and institutional capacity.** At the beginning, the MSc programme will be mainly delivered by Iraqi lecturers and practitioners. Opportunities to involve international experts should be created gradually, starting from upgrading the English skills of the teaching body, better equipping the teaching facilities and building partnerships.

#### Activity 1.1.3 Alignment of Governorate-level plans with National Development Priorities and Goals

**Activity summary:** Effective two-way communication and input is established between national- and sub-national level planning processes. The NDP and SDGs are used as guiding frameworks to support local-level planning processes, via targets and indicators that address outcomes (rather than individual outputs) agreed upon in consultation with the Ministries of Planning and Finance and the Governorates.

##### Sub-activity 1.1.3.1 LADP Online Platform



*The operationalised information platform supports the collation of, access to and sharing of data and information. As such, it enables multi-dimensional and comparative analysis, it supports NA–LA coordination in development planning, and it secures a solid evidence base for both planning and monitoring.*

Effective harmonisation, coordination and information sharing between national/regional and local authorities, as well as among and within LAs, are a core requirement of development. The lack of systematic and modern communications practices and means remains the most significant challenge faced by Federal and local/regional-level authorities. Obsolete coordination mechanisms hamper any efforts of central institutions that pursue integrated planning. In the immediate context of Iraq, reconstruction and development need to proceed simultaneously – which makes particularly pressing the issues of vertical coordination and enabling the Governorates to fully drive development in their territorial jurisdictions. Both require improved collation of data relevant to planning and monitoring (with regard to e.g. GDP, PFM, land ownership, IDP settlement, etc.), as well as information-sharing regarding opportunities to obtain donor financing (for projects that address e.g. reconstruction and essential services, programs to integrate youth and IDPs in the local economy, etc.).

In this context, the **LADP Online Information Platform** was established to enable MoP officials and Governorates across Iraq to **upload, share and discuss data and documents** (1) **vertically** – between Governorates, Planning Directorates at the level of Governorates and staff at MoP; and (2) **horizontally** – at the level of Governorates and Planning Directorates.

#### Methodology and process

The requirements for setting up the LADP information sharing platform were determined by the stakeholders – all 18 Governorates, MoP, and LADP – namely: ease of use and maintenance; interactivity; international accessibility;

capacity to exchange all forms of documentation (maps, statistics, text, etc.); capacity to discuss and comment on the information; and collection of information so that it can be organised, shared, and analysed. To meet these requirements, in practice **two interlinked platforms** were set up by I2UD experts by early 2016:

1. **File-based sharing platform** – i.e. file repository for uploading and sharing data and documents (on Google Drive). The top level of the platform has specific thematic content areas (folders) – e.g. Governorate, Environment, Economy, etc. – where each thematic area can be expanded into more detailed content areas. **Matrices** crossing topics and jurisdictions display a collective set of data across governorates and topics. A monthly **Dashboard** tracking the number of documents uploaded offers a straightforward and self-explanatory M&E tool to all users;
2. Conversation-based **blog platform** (through WordPress). This platform offers a discussion system that can handle stored documents and can also be linked to documents online, enabling fluid exchange of information and ideas between stakeholders. Thematic discussions can be initiated by users from MoP or from the Governorates, contributing to improved information flow and knowledge sharing between the national and Governorate levels.

The Platform was formally **launched** at a national EU-LADP workshop held in Erbil in Feb 2016. In late 2016, both the Platform (file repository and blog) was scaled up – in response to, as well as to promote, intensified information flow and knowledge sharing between the national and Governorate levels.

- The blog platform (known as Blog) has successfully supported **consultations** in the course of LADP II. Having observed the wide use of smartphones versus the limited use of computers and internet penetration in government offices, the team engaged focal points within each Governorate and at central level in chat group conversation (through the App ‘Viber’, which is widely used in Iraq), allowing for cross-fertilisation of information and experiences. Over 130 focal points organised in 15 committees have been involved.
- This file-based platform (known as Platform) has worked as a Resource Library for data, maps and reports uploaded by focal points. Under each Governorate, folders have been set up for: Cultural Heritage & Tourism, Economy, Environment & Natural Resources, Housing, Infrastructure and Basic Services, Spatial and Population Dynamics, Urbanisation. There are also dedicated folders for Maps, Provincial Strategies, Statistics, Structural Plans & Existing Studies. There are finally folders for National interest documents and data, and for Supra-National connectivity. As of early Feb 2018, **over 1000 documents** were uploaded to the LADP Platform (up from ca. 400 in April 2017), providing a **unique data resource**.

During the Programme duration, the Platform was managed by the UN-Habitat team. In Feb 2018, the Online Information Platform **ownership and management were transferred to MoP** as part of EU-LADP exit strategy.<sup>34</sup> **Training** on how to use and manage the Online Platform and produce composite monitoring dashboards was delivered to MoP staff in June 2018.

### *Significance*

The Online Information Platform (file repository and blog) provides a **platform for cooperation between the national and governorate levels**. As such, it contributes to improving the **overarching coordination framework** required to address emerging challenges and guide the future development of local areas in Iraq. Additionally, it provides a tool to sustain the planning efforts of LAs past Programme completion.

In the frame of LADP II, the Platform has provided an excellent tool to structure the **participation** of governorate teams in every stage of project development. The two interlinked platform systems have enabled participants to collect and share documents, discuss tasks and comment on results as LADP II progresses – both horizontally and vertically. As such, they have enabled effective **two-way communication and input** between national- and sub-national level planning processes. In result, the platform has facilitated the **alignment** of Provincial Development Strategies with National Development Plan and Governorate Urban Strategies with National Urban Strategy.

The Platform draws on empirical data derived from national databases, governorate databases and targeted surveys. As such, it provides a view of both information availability **data gaps**, and shortcomings in available data. While it allows to track changes in data/indicators, the Platform also provides decision makers with an **interactive cross-sectoral evidence-based framework for developing and monitoring of plans** and programmes and evaluating their impact.

<sup>34</sup> At the moment of the transfer of data to MoP, the resource library occupied 12.5 GB. The selected cloud repository (Google Drive) offers up to 15 GB of free online storage. The upgrade of the storage plan requires an annual fee of USD 99.



- With regard to **planning**, data collected allows to document the current state of economic, social and environmental conditions, as well as to identify trends (e.g. has/where has unemployment has increased, what are growth/declining sectors in a local economy, etc. – in order to identify determinants of change and to formulate of adjust policies correspondingly).
- **Monitoring and evaluation** are a particularly important task because of the wide range of projects required by reconstruction. While post-conflict projects carry high levels of risk, the Platform allows that their implementation be assessed from the perspective of both NAs and LAs.

Finally, it is important that the Platform improves the capacity to engage in **comparative analysis** of data across territories – e.g. to support **spatial mapping**. Any strategic planning effort must look beyond jurisdictional boundaries to understand how local conditions and processes relate to wider complexities (e.g. displacement, global economy, etc.). Mapping elucidates the spatial implications of statistical data. Thus, it allows to **discern and interpret spatial patterns**, to **maintain multidimensional cross-sectoral integrated perspective**, and to **elucidate national-local and urban-rural linkages**. It allows to highlight e.g. which governorates are lagging with regard to e.g. economic growth, adequate physical and social infrastructure, etc. and require additional support to develop the capacity and resources needed to spur their economic recovery. In this way too, the Platform facilitates national–sub-national coordination, specifically in view to achieve **spatial justice/spatially balanced development**. *For this reason, use of the Platform was integral to Activities addressing urbanisation challenges – particularly under A.1.1.2.2, where mapping of indicators and indexes was done as basis for developing GUS/NUS.*

#### *Challenges in the course of implementation*

- **Central authorities tend to want to control data collection and its diffusion.** Due to internal regulations and vague instructions, local-level staff have difficulties to determine what should be shared and what not. Therefore, MoP has de-facto monopoly say on what should be uploaded, which deprives the Platform of its main function – that LAs freely share documents and information. The diffusion of documents and data has been facilitated through instant messaging thematic groups.

#### *Final output*

- Online Information Platform developed and operationalised (including file-sharing and blog platforms)  
→ See Annex X – LADP Online Information Platform.

#### *Steps after LADP II and sustainability*

- **Coordination through social media and instant messaging has helped to break down communication barriers.** Not many staff at the local level have computers connected to the internet. Smart phones have become the main access tools to information. The cloud-based repository platform and coordination tools (Viber/Blog) can easily be sustained in the future to improve coordination.
- **New rounds of surveys and country assessments should be supported by relevant agencies and donors.** Stronger data collection, sharing and analysis capacity should be mainstreamed throughout institutions so that local-level needs can be better incorporated into central-level data collection processes. . New rounds of surveys should be planned to update data made obsolete by rapid economic changes and demographic movements throughout the country. The use of digital off/online survey tools should be promoted to increase effectiveness.
- **Building confidence in adopting cloud storage and communicating through infographics.** MoP (through its Training Centre) can organise further training on how to use and manage the Online Platform and produce composite monitoring dashboards.

### Sub-activity 1.1.3.2 Governorate Transportation Plans



During the LADP II/UN-Habitat Workshop “Towards the Sustainable Mobility of People and Goods in the Rapidly Urbanising governorates of Babil, Kerbala and Missan “ (18-19 Sept 2017, Kerbala), MoP staff and LA officials applied novel approaches to mobility planning toward overcoming regional imbalances, social exclusion of the poor, energy inefficiencies and challenges linked to climate change.

Mobility is a key dynamic of urbanisation, and the associated infrastructure invariably shapes the urban form. However, the most typical response to addressing urban mobility challenges – including in Iraq – has been to build more and wider roads to cater for the ever-increasing numbers of personal vehicles. This has encouraged urban sprawl and low-density growth of cities. Distances between functional, economic, social and civic destinations have become longer, leading to a growing dependency on cars and unsustainable freight systems. Widespread traffic gridlocks have now become the norm in many Iraqi cities, impacting urban life through negative externalities such as pollution, noise stress, and accidents.

In response, LADP has supported the development of **Governorate Transportation Plans** in three pilot Governorates – Kerbala, Babel and Missan – in view to improve accessibility and reduce distances in the future, and thereby enhance the socio-economic development of rural and urban areas.

#### *Methodology and process*

The development of the transportation plans has channelled the principles of the New Urban Agenda (NUA). In directing decision-makers’ and citizens’ attention beyond transport and mobility, NUA calls for a paradigm shift in transport policy that encourages compact cities and mixed-land uses to increase accessibility and to reduce the need for transportation altogether. NUA is in favour of more sustainable mobility concepts, such as affordable public transport systems with high passenger capacity and area coverage and low energy use; urban space that increase and encourage the use of non-motorised transport, such as walking or cycling; and streets that strengthen the connection between people and the places they share, designed to cater for the residents’ needs of active mobility, recreation and social interaction.

Correspondingly, the EU-LADP/UN-Habitat team worked closely with counterparts in Babil, Kerbala and Missan Governorates to assess the existing transport infrastructures and to help develop suggestions for improving linkages through environmentally sustainable multi-modal transport networks. The spatial analysis considered both ‘hard’ infrastructure (such as railways, airports, roads/bridges and terminals) and transportation services.

- Following a desk review of available transportation plans and studies by the Team, the actual planning process was kicked off by setup of **Transportation Committees** in each of the pilot governorates.
- A first kick-off **two-day consultation workshop** was held in Sept 2017 in Kerbala, attended by over 35 officials (including MoP staff). Committee members were asked to share planned projects, to assess spatial issues, needs and opportunities, and to identify priority projects. The workshop also provided an occasion to expose local officials to international cases studies, best practices, lessons learned and an overview of

UN-Habitat principles and approaches to mobility and accessibility in line with NUA and the SDGs. The event encouraged participants to contribute large amounts of statistical data and technical reports, to support the availability local-level information and to the prioritisation of needs.

- Thereafter, consultations continued remotely with the local-level Committees, addressing their specific needs. The objective was to actively encourage officials to focus on **inter-sectoral mobility aspects**, beyond the dominant and more conventional sectoral features of transportation infrastructure. SWOT analyses were completed, and concerns and opportunities were identified in follow-up discussions with Transportation Committee members and transportation experts of each Governorate. The LADP/UN-Habitat Team continued to work closely with the Transportation Committees through face-to-face and remote meetings to review context-specific needs and to finalise the list of **priority projects**.

The final **Transportation Plan for Babil, Kerbala and Missan** reports were submitted in Arabic and English during the final LADP/UN-Habitat closing event in mid-2018 at MoP (Baghdad). Feedback was excellent.

### *Significance*

Through its “bottom-up” and participatory approach, the LADP II/UN-Habitat initiative has contributed to a better understanding of how mobility and accessibility can be supported by effective sectoral, spatial and land policies, frameworks and implementation tools that need to be embraced at the provincial level. It has also successfully established a **dialogue** between central and local authorities on these topics.

The piloting of urban planning models has resulted in improved **capacities** at local level and MoP regarding transportation and mobility planning; but beyond this, it has provided **analytical insights and strategic transportation policy guidance applicable to all governorates**.

- Each Transportation Plan includes 6 main parts. **Part 1** provides a snapshot of the governorate, describing geographical, economic and sightseeing aspects that are relevant to its development prospects and future mobility needs. **Part 2** offers a broad overview of transportation sectors, in terms of roads, railway, airports, public transportation services and water navigation in the governorate. **Part 3** assesses the transportation and mobility needs based on SWOT analysis, concerns and opportunities from discussions with the Transportation Committee members and local transportation experts. **Part 4** aims to translate sustainable development goals into recommended plans and actions by means of contemporary transportation planning approaches (illustrated by examples and case studies). **Part 5** proposes the adoption of specific policies, approaches and measures to improve mobility and accessibility under 6 overarching **Goals: Accessible to All, Equitable and Inclusive, Safe, Resilient, Environmentally Sustainable, and Affordable and Financially Sustainable**. **Part 6** concludes the document by providing a final summary **Matrix of priority projects** to meet the Goals, as agreed by the Transportation Committee.
- The Plans purposely omit engineering and financial considerations that are readily available in other transportation plans and existing feasibility studies.
- The Plans support the **alignment** of Governorate-level infrastructure priorities with NDP priorities and goals, Agenda 2030 and the SDGs – including social equity, economic growth and environmental sustainability.

Thus, the developed Governorate Transportation Plans support the introduction in Iraq of **contemporary approaches to the planning of transportation of people and goods, such that drive the socio-economic enhancement of rural and urban areas**.

The outcome of the pilot joint consultative work cannot be fully encapsulated in the developed Transportation Plans; nevertheless, the Plans do provide a **basis for longer-term discussions on future investments in mobility and accessibility** in each of the pilot governorates. A number of the projects proposed by the Governorates stand out for their far-sightedness and ambition to introduce innovation – particularly in Babil and Kerbala.

### *Challenges in the course of implementation*

- Authorities in Missan are disillusioned by decades of unmet investment promises. Technical staff became more engaged only when discussing opportunities to develop Tourism Routes connecting religious sites and the marshes.

### *Final output*

- Governorate Transportation Plans developed for Babil, Kerbala and Missan governorates.  
→ See Annex X – Governorate Transportation Plans.

### *Steps after LADP II and sustainability*

- **Urgent public and private investments are required to improve mobility of people and goods.** The established dialogue between central and local authorities should continue in order to influence future investments in mobility and accessibility that can best serve all citizens of Iraq— particularly in those governorates that are bearing the burden of mass transit during pilgrimage periods and those that have fallen behind in their development due to poor connectivity.

#### **Sub-activity 1.1.3.3 Governorate Spatial Development Visions**



*Optimal utilisation of resources in governorates will support balanced spatial development and sustainable growth of the entire country.*

Once among the most advanced in the MENA region, the industrial sector in Iraq has suffered from decades of war and – in the context of ISIS – massive destructions and overwhelming demand on authorities for reconstruction. In the current context, rebuilding the sector cannot rely on the old industrial policies – based on military complex, trade barriers, import-substitutions and subsidised exports. New industrial policies have to be designed and implemented – based on a leading role of the private sector, free trade, diversification of exports, preferential financing/tax exemptions, R&D, developing infrastructures and special economic zones. Such policies require higher levels of governance efficiency –including to identify and promote strategic industrial locations.

In this context, LADP II has supported the development of **Industrial Spatial Development Visions** in Diyala, Wassit and Muthanna governorates – as a pilot towards the development of an approach to local industrial development that can be replicated in other governorates of Iraq.

#### *Methodology and process*

While industrial development in any region relates to wider variables (such as political and economic conditions in the country), strategies for industrial development are influenced by **context-related** geographical and human factors. Formulating such strategies requires an analysis of: (1) **Spatial potentials and opportunities** – such as the availability of natural resources (soil, mineral, water, solar, etc.); the clustering of productive activities in certain areas; the labour force surplus or excess energy utilisation; supporting the introduction of greener technology (e.g. in the production of construction materials); strengthening the relationship between industry and R&D centres; the exploitation of climate diversity; proximity to major development corridors and transportation infrastructure; etc.; and (2) **Spatial limitations and obstacles** – such as disparity in the distribution of economic projects; untapped geographical/natural resources; geographical constraints; under-investment in infrastructure and utilities (esp. power); political volatility, insecurity, tribal issues; under-investment in innovations in greener technologies; under-investment in efficient mobility; etc.

Therefore, the **process** of drafting the Industrial Spatial Development Visions under LADP II was designed to assist LAs to assess and map available infrastructure, the presence of natural resources, the provenance of qualified labour force, and the proximity of vocation training institutions – in order to assess the local comparative advantages and to identify opportunities to promote particular industrial sectors (including ICT and Hi-Tech industries).

- Starting in 2017, the Team completed extensive desk study of reports by MoIM, UNIDO, WB, etc. From late-2017, the Team engaged closely representatives of the Chambers of Industry and Trade, the Investment Commissions, MoP, the Planning Directorates and the Governorates to gather information, data and input.
- In line with the LADP participatory approach, **Committees** were established in each governorate, headed by Planning Directorate staff (under MoP), tasked to coordinate work at the local level.
- In Feb 2018, the Team organised a participatory **consultation workshop** attended by 27 LA officials from Diyala, Wassit and Muthanna, and 9 from MoP. The participants undertook a **Visioning Exercise** and developed **Vision Implementation Strategies**, focusing on how investments can be encouraged in identified industrial sectors in their governorates, which they presented in plenary sessions. Additionally, the officials, including H.E. Deputy Minister Dr Maher, attended a stimulating lecture on Industrial Development in the context of the Middle East by Senior Economist, Mr Samir Aita, which examined realistic opportunities to develop the sector's potentials.
- Following the workshop, the Committees continued their mapping and analytical work through intense remote consultations and tasks assigned to each governorate Committee. On the basis of their **GIS** inputs and data, the Team developed **Suitability Maps** for selected industrial sectors in each governorate (i.e. assessments of the fitness of a given type of land for a defined use with regard to access to labour, roads, water supply, etc.).

A draft illustrated report was shared with counterparts in April 2018. The final illustrated **Industrial Spatial Development Visions for Diyala, Wassit and Muthanna** report was submitted in Arabic during the final LADP/UN-Habitat closing event held in mid-2018 at MoP (Baghdad). A selected set of Suitability Maps have been included in the Vision report. Reactions have been very positive.

#### *Significance*

While industrialisation is strongly linked to urbanisation, the developed Visions align with the NUS framework proposed under LADP II (A.1.1.2.2) and support the achievement of NDP goals and SDGs.

**The piloted approach** – spatial assessment of local comparative advantages, visioning and suitability mapping – **can be replicated in other governorates** of Iraq to help decision-makers develop appropriate development strategies to achieve the best utilisation of available and exploitable resources within their territory to reach balanced spatial development and thus contribute to the sustainable growth of the country.

The adoption of **suitability mapping as a context-specific planning guidance tool** across Iraq would allow NAs and LAs to streamline a more effective approach toward land allocation for new enterprises. Rather than having to assess each planning application, decision-makers should be able to provide private-sector entrepreneurs maps that indicate which *areas* are indicated for which *type* of industry. Entrepreneurs can then undertake their own economic, physical and financial feasibility studies to assess their preferred location and consequently submit their planning application.

The introduction of **GIS software** for mapping facilitates **systematic multi-factor analysis** of the different aspect of land. Given available data, geographers and planners can model a variety of physical, cultural and economic factors that can be displayed on a map, used to highlight areas from high to low suitability.

#### *Challenges in the course of implementation*

- **Data on industrial/manufacturing activities is very poor and unreliable.** It has proven very challenging to assess the productivity of the State-Owned Enterprises (SOEs) and private-sector industries. Much of the information available is anecdotal or outdated.

#### *Final output*

- Industrial Spatial Development Visions elaborated for Diyala, Muthanna and Wassit governorates.  
→ See Annex X – Governorate Spatial Development Visions.

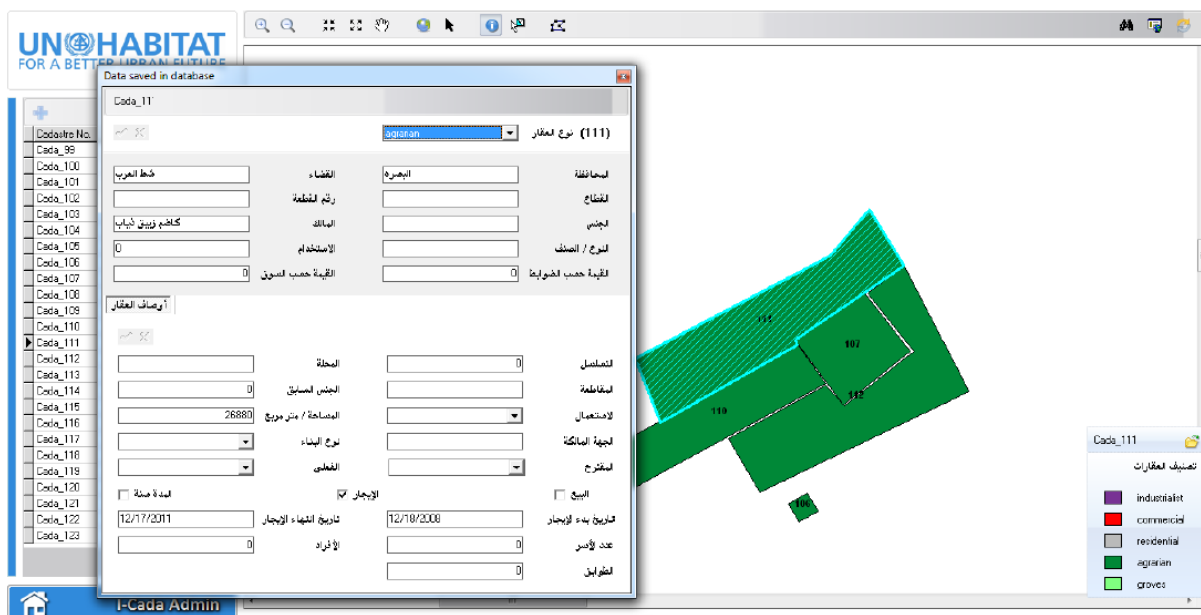
#### *Steps after LADP II and sustainability*

- **The adoption of ArcGIS tools would help the authorities determine the geographical suitability of industries.** The Suitability Maps developed under this component with the available data aimed to illustrate the tool, and are not meant for decision-making. With additional data, GIS Units within each governorate

could start to enrich their databases that would allow them to build and maintain Suitability Maps that can be queried and updated.

- **Planning authorities need to embrace realistic enabling strategies to support SOEs and the private sector.** The development and refinement of spatial industrial visions necessitate more in-depth analysis, at local and national level, while undertaking to eliminate the different impediments for development (electricity, water supply, governance, security, etc.) and improve advantages (e.g. production conditions).

#### Sub-activity 1.1.3.4 State Land Inventory



*By raising LA capacities to identify and allocate land for development projects, the Iraq State Land Inventory GIS module will – inter alia – raise capacities to implement the strategic documents prepared under LADP II.*

Rapid urbanisation and economic growth exert increasing demand for suitable land for development. National and local administrations are under pressure to balance competing needs, promote sustainable business and investment, and ensure the fair distribution and conservation of increasingly scarce resources. In the current context, more than ever, sound and equitable land management is critical for the sustainability of socio-economic investments and the urban growth in Iraq.

To develop LA and NA capacities for land allocation and site selection for development projects, LADP II has supported the beneficiaries to establish **State Land Inventory** in two pilot governorates – Missan and Najaf.

#### Methodology and process

The Programme has supported LAs in Missan and Najaf to collect and document state land use data using unified and comprehensive data structures to facilitate land administration and decision-making. The work has been completed in close coordination and consultation with officials and technical staff of the two pilot Governorates, and the Directorates at local level responding to the Ministry of Justice, MoCHMPW and MoP.

- The LADP/UN-Habitat team engaged in developing a **tailored Iraq State Land Inventory GIS module** (shared database) in which to upload data regarding land-use designation, ownership, approximate value, claims, existence of mineral and natural resources, cultural heritage and archaeology, etc. The GIS module is based on **ArcGIS** software to enable visual geographic **mapping of data**.
- Work on establishing the State Land Inventory in Missan and Najaf started in mid-2017. In Nov 2017, after lengthy negotiations with local and national authorities, the team finally managed to establish **Committees** in each Governorate to coordinate the state land inventory process. These were tasked to setup **GIS unit** responsible for the collection from designated Directorates (including geo-reference data, data categorisation), recording (uploading of data on the GIS module, regular updating and quality checks) and reporting (issue of maps and inventory reports) of land inventory data.
- The first technical meeting (Nov 2017) introduced the GIS module; Land Administration Software Training was delivered. The technical WGs prepared SWOT analyses on (1) Administration process in state land

inventory, and (2) Technical process in archiving, inventory and follow up of state land. The set up was discussed of **GIS unit** including members from all 9 Governorates (south and central cluster beneficiaries).

- The LADP/UN-Habitat team supported technical officials in **data collection and mapping** in GIS (two-day training modules were delivered to support this endeavour). Most local-level Directorates have already developed a database of the respective land – whether in GIS or paper/excel-based – and they have already started to migrate records into consolidated GIS maps.

Lessons learned from this activity were shared in a **Final Report** in April 2018. The final reports “**State Land Inventory of the Governorate of Missan**” and “**State Land Inventory of the Governorate of Najaf**” were submitted in Arabic during the final LADP/UN-Habitat closing event held in mid-2018 at MoP (Baghdad).

### *Significance*

Essentially, the **Iraq State Land Inventory GIS module** (joint database) is a formalised, unified and systematic land registry arrangement, which enables LAs to produce reliable, comprehensive, accurate and digital cadastral information; to maintain, document, preserve and facilitate the use of land property rights; and to monitor land valuation and land revenues. As such:

- The GIS module serves to increase capacities in **data collection and analysis**;
- It contributes to improved **land administration**. It specifically supports the capacity of the concerned public institutions (such as MoP) in **site selection and land allocation** for identified development and investment projects – including urban expansions, new urban centres, industrial zones, refineries, renewable energy projects, education poles, etc.
- Significantly, it supports capacities in **evidence-based outcomes-oriented planning**. It is intended to provide detailed, accurate and current data on land use – with regard to whether the land is developed, productive, vacant, or earmarked for future purposes; ownership status; type of rental/lease contract (including revenue); presence of natural resources to be protected or exploited; distribution of services and infrastructure. As such, it will support Authorities to make **informed decisions** regarding e.g. new urban expansions, the establishment of new urban centres, the establishment of industrial facilities and refineries, the opening of new roads, the layout of new railway lines, the location of landfill sites, etc.
- It additionally supports capacities with regard to **corporate governance of public assets** – with relevance for transparency, accountability, improved efficiency of public spending, elimination of corruption and improved performance.
- It supports **local-national coordination** and the approach of “thinking strategically but acting locally.”

### *Challenges in the course of implementation*

- **Technical impediments** include: multiple data sources; outdated / damaged / missing documentation / maps; informal purchases and unrecorded sales of land; illegal parcellation; outdated Master Plans;
- **Administrative and bureaucratic obstacles** include: non-standardised inventory systems; the fact that records need to be constantly updated; loss of digital data stored on individual computers; tendency to work in institutional “silos”.
- **Red tape and sensitivities on property data**. Above all, despite expressed reassurances by senior staff, the identified technical focal points were never given the authority to enter property ownership data in a shared platform.

### *Final output*

- State Land Inventory set up in Missan and Najaf governorates.  
→ See Annex X – State Land Inventory.

### *Steps after LADP II and sustainability*

- **Efforts should be sustained by the federal government with the technical support of donors**. All institutions involved should continue to exert their powers to ensure that the **momentum** of this initiative is not lost. The established Committees should receive support in building up a proper GIS unit in the respective governorate and scale up their mapping and reporting capacity.
- **Effective State Land inventorying should become a local government priority to support informed city expansions, infrastructure planning and asset management**. As recognised by LAs, they need to mainstream inter-institutional collaboration to break through the public administration’s tendency to not share data.

### Sub-activity 1.1.3.5 National Development Plan 2018-2022 Conference



"Against the current complex situation in Iraq came the idea of formulating the NDP. [...] The new NDP should provide for new concepts to foster administrative decentralisation and stimulate the private sector" – HE Minister of Planning Dr Al-Jumaili in his opening speech to the First Conference for Preparation of NDP 2018-2022 (29 Apr 2017, Erbil)

To effectively address the new challenges and realities (local and international), **for the first time in Iraq, the National Development Plan 2018-2022 has been developed through bottom-up approach**. It has embraced the priorities defined at the local level within (within PDSs/PRPs) as new national priorities, while guided by the SDGs. This should be considered as a success story in terms of **coordination between local and national authorities in the process of identification of national and local priorities for development**.

The development of NDP has included as a reference framework the constitution, the government's operating programme, the national strategies (incl. Iraq Vision 2030), the SDGs, and prominently so, the **provincial strategic plans** (PRPs/PDSs) and **NUS framework/GUS** developed under LADP II using the shared CBSP methodology.

- This framework has determined the long-term vision for the future of Iraq – namely, to build a diversified and prosperous economy with industry, energy, agriculture and tourism as the main drivers and pillars of development, where the public and the private sector along with civil society are partners in development, and where centralised and decentralised roles complement each other in managing development.
- Thus, while it continues the development path of NDP 2013-2017, NDP 2018-2022 represents a new stage in national development planning and constitutes the first chapter of a **strategic approach to economic and social progress**. Notably, the "Opening Statement by the Minister of Planning" to NDP 2018-2022 (endorsed in June 2018) underlines the importance for the effectiveness of development effort of identifying interdependent and mutually reinforcing goals and benefits, and advancing inclusive prosperity partnership. The endorsed NDP includes as Annex the complete 130-page final report on NUS/GUS.

The breakthrough bottom-up process of NDP development has prominently included the **First Conference for Preparation of NDP 2018-2022** (29 April–1 May 2017, Erbil) organised jointly by MoP and LADP. This gathered all respective and relevant actors participating in planning processes in Iraq and engaged them in a first round of discussions on Iraq's new NDP. **Over 300 stakeholder representatives** from the Council of Ministers, Ministries, Governorates, private sector, trade unions, civil society and academia attended the conference, in addition to the diplomatic corps and international organisations.

- Participants discussed a draft framework for the NDP, challenges, planning and results based management, distribution of roles amongst involved actors, as well as other themes such as migration reforms, displacement, reconstruction of liberated areas, gender, and strategies for poverty alleviation.



- The CBSP methodology employed under LADP II was also presented (by champions from among the beneficiary Governorates) to a wider range of stakeholders, which triggered high interest toward CBSP.
  - In the follow up, MoP requested further training on CBSP for COMSEC and for various government representatives selected by the MoP Training Centre.
- Sectoral committees presented draft situation reports – on women empowerment, population and work force, communication and transportation, and health sectors; and draft sectoral plans – including general overview on each sectors' background, mission, vision and challenges.
- Discussions on the presented sectoral plans and reports were conducted, with focus on the information presented and the expectations to be achieved during the lifetime of the NDP, taking into account the challenges encountered in previous plans. The discussions allowed sectoral committees to capture comments on the sectoral plans from the participants, to validate the information presented, and to improve the draft plans. The groups agreed to meet additionally to discuss every point raised in detail, and to draft proposed recommendations to reflect all comments and questions raised in the course of the discussions.

The event received very high media attention and coverage.

#### *Significance*

The Conference has made direct contribution to developing the NDP, to coordination and alignment in local and national planning process, and to promoting the CBSP methodology.

#### *Final output*

- National Conference for Start of the Preparation of NDP 2018-2022 organised (29 Apr–01 May 2017, Erbil)
  - See Annex X – NDP 2018-2022 Conference.

#### **Activity 1.1.4 Support outcome-based, multi-sectoral, integrated Provincial Annual Development Plans linked to achieving National and SDG Priorities**

*Activity summary:* Governorate Planning and Development Councils are supported to establish a process in which Governorate Authorities and all local sector Directorates develop a single annual development plan inclusive of all projects to be implemented – whether funded through sectoral allocations or through the Governorate's own investment budget. This integrated planning approach seeks to instil among Iraqi planners a process of outcome-based planning (e.g. increased women's literacy) rather than output-based planning (e.g. the building of a girls' school) linked to the achievement of NDP, National Urban Strategy, social priorities and the SDGs.

*Under LADP II, in response to the changed environment, all 12 beneficiary Governorates engaged in developing comprehensive multi-annual plans and strategies using CBSP approach. The following factors prevailed in changing the scope of the Activity:*

1. *Realising effective shift from output-based planning (shopping lists) to outcome-based planning requires to engage stakeholders in a task force and to undergo a systematic strategic planning exercise. Therefore, it was assessed that multi-sectoral programming documents could not be strategic if done only for one year;*
2. *Since NDP 2013-2017 was coming to an end, it was logical to align the new strategic documents with the next NDP as required by the Action Document; therefore it was important to plan for a 5-year term;*
3. *It was assessed that such strategic planning would also complement the decentralisation reform and future decision-making process on prioritisation of projects based on the approved multi-annual strategy or plan;*
4. *The national budget allocations were suspended in 2016 – making the use of annual plans not relevant to the other outcomes related to increased absorption capacities. The developed plans would also need to provide an instrument for raising donor funding. In this respect, strategic objectives and actions would have to be placed in the context of the mid-term plan for their achievement.*

#### **Sub-activity 1.1.4.1 Provincial Development Strategies**



*Launch of Suleimaniah PDS 2016-2018 (19 Nov 2015). Under LADP II, all 12 beneficiary Governorates have engaged in “bottom-up” inclusive and participatory process to elaborate multi-annual multi-sector development strategies – driving unprecedented local-level ownership of these Plans among both LAs and communities..*

Given the need to address complex multi-dimensional development problems, and in the context of decentralisation, economic crisis and fiscal constraints, LADP II has supported governorates to progress towards effective integrated multi-sectoral evidence-based outcome-based planning to reinforce the impact of local development efforts on long-term goals as per NDP and SDGs – specifically through the **development of Provincial Development Strategies in the KRI and Southern cluster of Iraqi governorates.**

##### *Methodology and process – KRI Governorates*

In accordance with the signed Charter of Principles, the development of **PDS in Dohuk, Erbil and Suleimaniah** Governorates started with establishment of PSCs and TCs and it adopted participatory learning-by-doing methodology. The work was initiated through a two-day workshop in Feb 2015, which discussed six key aspects of the PDS, namely: economic and financial planning, spatial planning, human resources, administrative planning, investment planning, and service delivery improvement. Weaknesses and needs were identified, as well as the relevant interventions to respond to and address the identified needs.

Based on the workshop results, the elaboration was initiated of the first draft PDSs. The process **encompassed on-the-job-training** and the delivery of a number of **public consultation workshops** with stakeholders, steering committee meetings, planning committee meetings, thematic areas’ analyses, the development of possible interventions/projects in response to the identified strategic objectives, as well as the development of a future process for monitoring and evaluation of results.

**Draft PDSs** for the period 2016–2018 were finalised in Aug–Oct 2015. The **final PDSs** were adopted and **launched** with major public events – in Nov 2015 in Suleimaniah, in May 2016 in Dohuk, and in Apr 2016 in Erbil – **with activities translating the priorities into practice.**

### Events to mark the launch of PSDs in KRI



*The events for Launch of PDS 2016-2018 have reflected PDS priorities: (left to right) Suleimaniah – “Plant the Plan by Planting a Tree” (Nov 2015); Dohuk – “Made in Dohuk” exhibition & competition (May 2016); Erbil – “Capital of Tolerance and Diversity” (Apr 2016)*

#### Launch of PDS in Suleimaniah

Suleimaniah marked the launch of its PDS 2016-2018 (19 Nov 2015) under the slogan **“Plant the plan by planting a tree”** – addressing with immediate action one of the cross-cutting priorities of the Plan (sustainable environment, specifically deforestation). The Governor of Suleimaniah and Administration staff together with local community, youth and civil society engaged in planting 500 pine trees in Goizha Mountain; the Governor planted the first one. Over the next month, this was followed by cascade-planting of more trees – to a total of 50 000 over 200 000 m<sup>2</sup> by end-2016. Participants included H.E. the Governor of Suleimaniah, Director Generals of Directorates, PDS planning and steering Committees, and representatives of UN agencies, NGOs, CSOs, private sector, women and youth organisations, universities, institutes and secondary schools. The number of participants reached **over 800 people**.

#### Launch of PDS in Dohuk

Dohuk Governorate marked the launch of its PDS 2016-2018 (28 May 2016) in a ceremony as part of 3-day event organised in collaboration with a LADP/EU and NOREL NGO, under the slogan **“Made in Dohuk.”** This showcased the local wealth in tradition and innovation potential, while channelling several **PDS priorities**: multi-sector economy, geographical location, investment environment and human resources. As he presented the PDS, the Governor of Dohuk underlined: *“The citizens of Dohuk deserve the highest **social and economic welfare** levels and a **governance system that invests resources efficiently**. We are strongly committed to achieve this through the PDS that was tailored to address the needs and aspirations of Dohuk and its people.”*

The event started (May 27) with **Carnival of Dohuk** organised by the LA. The **launch of PDS** (May 28) took place on Day 1 of the 2-day **exhibition** “Made in Dohuk”, which included: (1) traditional clothes/carpets; (2) culture and crafts items from the Museum of Dohuk; (3) photos of old Dohuk; (4) paintings by youth representing Dohuk today; (5) antique musical instruments and live performance; (6) agriculture and tourism potential exhibit; (7) innovation and architecture projects by students – including **37 innovation projects**; (7) handmade items made by refugees, IDPs, and host communities, (8) and “Exile Voices: Camp Reporters” exhibit of photos taken by refugee children (detailed in A.2.2.3). **Innovation Competition** was held among the presented innovation projects (the top awarded projects were advanced hearing aid device and smart science learning device).

#### Launch of PDS in Erbil

Erbil marked the launch of its PDS 2016-2018 (20 April 2016) under the slogan **“Erbil – Capital of Tolerance and Diversity,”** with a breath-taking **audio-visual performance** at the Erbil Citadel, illustrating Erbil's history and in light and sound. The ceremony was presided over by H.E. Prime Minister of KRG, and attended by members of the Council of Ministers, Governorate and diplomatic corps. **H.E. Mr Barzani** presented the Strategy: *“The announcement of this strategic plan during such a difficult time demonstrates that the will and determination of our people for **building a better future** and for **promoting tolerance and coexistence** is much stronger than the will of those who try to stop our path to prosperity and growth.”* The UNDP Resident Representative, UN Resident and Humanitarian Coordinator for Iraq and the Head of the EU Liaison Office in Erbil gave speeches of support to the institutions for **addressing current challenges** and for **working with CSOs and citizens** at all levels. The event was open to the public and **thousands of people gathered** in front of the Citadel to watch the show. It received huge media coverage, including live TV, whereby it reached many more.

### *Methodology and process – Southern cluster*

The PDS concept and CBSP methodology were introduced in **Basra, Missan, Muthanna and Diwaniah** using participatory and **learning-by-doing** approaches. The team of experts worked with designated PSC and TC to provide assistance, training and coaching at all stages in the process of PDS development – including **five rounds of workshops** between Aug 2016 and May 2017 (including an additional one for Basra in Apr 2017).

In line with the CBSP methodology, the PCs and TCs went through all steps of the process in formulating the key priority areas and vision for each Governorate. Based on the priority areas, specific sectors were selected, and small working groups (WGs) were set up – composed of Governorate representatives and external stakeholders (mainly NGOs and academia) – who developed the needs assessments and SWOT analysis of the sectors and main priorities. The Baseline Studies were finalised in early 2017; at this point Action Groups started work on Action Plans to address critical strategic issues.

**Three PDSs were finalised** in the course of the Programme – for Muthanna and Basra in end-2017, and for Missan – in Apr 2018. The PDS for Diwaniah was not finalised due to problems beyond the control of LADP.

- The Governorate was initially committed; they even received additional mentoring and workshops. However, in mid-2017, when the WGs were supposed to present their sectoral strategies, the process was delayed by more than 3 months; the work stopped and required data/information collection and strategic discussions were not held. The official explanation of the Chair of the Technical Committee was that he was not supported by the relevant Directorates and Governor's Assistants to complete the required work. Our understanding was that there was internal conflict and power struggle that prevented the Governorate to act as one team and produce what was required. In result, the work was stalled.
- Nevertheless, Governorate staff were provided with capacity building sufficient to finalise their PDS on their own after issues in the governorate were resolved. Notably, the Head of Planning Department of Diwaniah and his team were among of the champions who presented their work in CBSP at the NDP Conference. *Indeed, as per information from the Governorate, at the time of writing this Report, the Governorate staff have completed the PDS for Diwaniah.*

The PDSs were prepared based on information collected from different sources in Iraq – primarily information provided by the Governorates' different Departments. Where there was lack of data from Iraqi/governorate sources, authoritative data sources (WB, UNDP, etc.) were consulted and assumptions were made in order to formulate the problems and to allow addressing these with tailored solutions.

Additionally, on request by Governorates, in 2017 the TAT completed **review and analysis of the legal obstacles and opportunities for generation of revenues at local level** – with focus on attracting foreign investments and introduction of local taxes and fees. The study has provided recommendations to the Governorates and national authorities for improving the revenue generation environment at local level and diversifying of financial instruments.

### *Significance*

Each PDS includes a list of identified **strategic objectives**; and a list of identified **priority areas for development** (programmes). For each programme, a number of **projects** have been identified through workshops and consultations by the working groups with the support from the experts. For some of the projects, the governorates have already developed action plans which need to be developed further.

Thus, the PDS sets a **framework for actions** to be taken by the governorate with support from NAs, international donors and investors. It provides LAs with an instrument to help them: better monitor planning and prioritisation of development actions; coordinate the efforts of international donors; and better recognise what additional technical support they need. Conversely, the PDS is a very useful document for any international organisation or potential investor to get basic knowledge of the governorate and what are their immediate plans for projects.

Overall, the focus of the PDSs is on economic development – i.e. more and better jobs and enabling environment for private investments and entrepreneurship. However, one of the main achievements in the PDSs is that they include **soft projects** addressing improvements of the economic and social environment; they are not only about investments, buildings and roads. There is an attempt to **balance between infrastructure, socio-economic impact and institution building** of the governorate administration. This allows the implementation to start immediately and adequately.

The **PDS launch events** in KRI – while they involved the Governors, administration staff, local community, youth and civil society in **addressing together in practical terms main priorities of the PDSs** (Suleimaniah and Dohuk) and very high visibility (and in the case of Erbil, highly symbolic) activities – demonstrated that with immediate action and joint action, the PDSs would not remain only on paper, but lead to tangible and visible results. Thus, the PDS launches served to inform the public of LA priorities, to build local **ownership** of the Plans among both Governorate and local community, and to **mobilise support** for realisation of the Plans. The actions created huge **awareness** on their respective topics – inspiring other stakeholders and citizens to consider actions in support of the local priorities.

#### *Challenges in the course of implementation*

- Inability of the Governorate to act as one team prevented the completion of PDS for Diwaniah.
- The process of collecting baseline information and analysing it took much longer than expected since it was never done before by most of the people.
- Prioritisation and comprehensive result-driven analysis was difficult – e.g. in assessing the need for schools and alternative solutions, national indicators were followed for maximum pupils in class, and need for schools was concluded: even a deficit of teachers would render the investment is viable.
- Difficulty on part of the Governorate administrations in grasping the main principles of the CBSP methodology and process – addressed by the LADP team by additional assistance and support to the working groups.

#### *Final output*

- 3 Provincial Development Strategies (2016-2018) developed – for Erbil, Dohuk, Suleimaniah.
- 3 Provincial Development Strategies (2018-2022) developed – for Basra, Missan and Muthanna.
- Capacity building in CBSP for Governorate staff in Basra, Missan, Muthanna and Diwaniah.
  - For activity final outputs – see Annex X – Provincial Development Strategies;
  - For launch of PDS events, see Annex X – Enhancing participation of communities and vulnerable groups in local planning.

#### *Steps after LADP II and sustainability*

- Establish Steering and Monitoring Committees for implementation of the PDS;
- Promote the PDS among international donors and bi-lateral cooperation partners;
- Address the zero-cost measures (institutional development, internal regulations);
- Create Citizen Advisory Council to support the implementation of the PDS;
- Establish CBSP training programme and exchange of practices platforms (see A.1.1.2.1).

### Sub-activity 1.1.4.2 Provincial Response Plans



*The conflict with ISIS brought local economies to a standstill in the course of escalating sectarian violence and destruction. Post-ISIS, many IDPs are postponing their return, pressured by fear, insecurity, lack of infrastructure and services, and lack of access to livelihoods.<sup>35</sup> The socio-economic impacts of conflict are exacerbated in the context of economic crisis and limited financial resources of Governorates.*

In the context of ISIS, Iraq has experienced triple crisis – humanitarian disaster, fiscal collapse and widespread, paralysing insecurity. The provinces worst affected by the 2013–2014 ISIS invasion and resultant heavy combat have suffered severe political, economic and social upheaval, dramatic internal displacement and infrastructural damage.

The defeat of ISIS in end-2017 leaves the challenging task of rebuilding the infrastructure and providing services and job opportunities to the population. The humanitarian and stabilisation assistance provided has been significant in terms of finances and international personnel involved, but scarce vis-à-vis the needs of the affected cities and areas – while Governorates have faced extremely limited financial resources.

To ensure sustainability of donor support, to equip Governorates with a new approach to public finance management and diversification of funding, as well as to enable Governorates to manage effectively the revitalisation of areas with the participation and involvement of local communities, LADP II has engaged the Provincial Governments in the most affected governorates in a process to formulate vision and strategic goals, to rebuild institutions and the trust of local communities, and to enable a new social pact – so that priority needs may be addressed. Namely, under LADP II, **Provincial Response Plans (PRP) for the period 2018–2022 have been developed for Nineveh, Anbar, Salah al-Din, Kirkuk and Diyala governorates.**

#### *Methodology and process*

The methodology for the PRPs has followed the CBSP process, tailored to the needs of this cluster of provinces.

- Due to the specific environment (i.e. post-war conditions of damaged infrastructure, insecurity and large number of IDPs), rather than identifying these based on detailed research, the **priority areas were determined at the start of the planning process** – based on results from scoping mission and consultations with the PSCs and TGs established for PRP preparation in Sept 2016. For all five governorates, the priority areas were:
  - *Public services delivery* – restoration of damaged infrastructure, enforcement of decentralisation and cooperation with the central government in finding new models for sustainable delivery of public services;

<sup>35</sup> As of 15 Oct 2018, almost 2 million people in Iraq (1 879 938) remain in displacement: <http://iraqdtm.iom.int>.

- *Economic development and jobs creation* – immediate job creation actions through stimulating small and micro business with micro grants and/or similar financial instruments; Vocational Education and Training in the areas of agriculture, services and traditional crafts; enabling environment for attracting investments;
- *Community development* – support to vulnerable groups (orphans, women, IDPs, people with disabilities, etc.), peace-building and reconciliation actions, awareness raising and other actions aimed at rebuilding the trust of local communities.
- Thereafter, in Oct–Nov 2016, three **Working Groups** (WGs) were created in each province – on community development, economic development and public services (one per priority area) including CSO representation.
  - The WGs completed **vulnerability assessments** (VAs – detailed in A.2.2.2). For each priority area, a number of indicators were researched in order to provide a full picture of the situation in each governorate **prior to and post ISIS**. The WGs were supported by VA Experts and the EU-LADP Coordinators in the 5 governorates. Missions were conducted in Nov–Dec 2016 by the VA Experts to provide required assistance and advice. The VAs were completed in early-2017; they premise the strategic part of each PRP and they have been fully integrated in the PRPs.
  - In the course of a series of workshops and consultations, the WGs with support from the LADP experts, completed the work on **planning** – they completed SWOT analyses, identified strategic issues and critical strategic issues, and contributed to the elaboration of strategic programmes of intervention.
- **All PRPs were finalised** between end-2017 (Nineveh, Anbar) and March 2018 (Diyala, Kirkuk, Salah Al-Din).

Implementing the CBSP methodology for the development of the PRPs has embedded **on-the-job-training** and **learning-by-doing**. These two concepts have been streamlined throughout the process of PRP preparation – from the first meetings with the PSC until the completion of the PRP. Governorate staff and other stakeholders have benefited from trainings and support from the LADP experts.

### *Significance*

The developed PRPs set the framework for immediate and mid-term actions to be taken by Governorates aimed at generating self-sustained, nationally- and locally-owned, **resilient recovery processes encompassing all priority sectors** (including social dimensions and the reintegration of returnees).

- The PRPs have immediate objective to restore the normal life in the Governorates and to facilitate the peaceful co-existence of communities; at the same time, they aim to direct the efforts of LAs from immediate post-conflict recovery toward longer-term development.
- While prior planning interventions have addressed separately reconstruction, return of refugees and other sectors, the PRPs are comprehensive documents addressing all of the most pressing problems in the governorates affected by ISIS.

As such, the PRPs help **ensure that the efforts of central authorities and international agencies are synchronised** and leveraged as part of a holistic and sustainable response. At the same time, as a **fundraising tool**, they **empower the LAs to become the leading partner in the local development process** and to proactively pursue their objectives – including through implementation of PPPs and cooperation with donors, investors and the local community.

In summary, the PRPs provide LAs with an instrument to help them:

- Better monitor the progress of the reconstruction, planning and prioritisation of development actions;
- Attract funds from donors and investors (local and international);
- Coordinate the efforts of international donors;
- Better recognise what additional technical support they need.

The PRPs are conceived as living documents, to be periodically updated – in order to reflect changed priorities and needs and to effectively support LA–donor coordination. Regular **monitoring and evaluation** of PRP implementation is essential. The PRPs include guidance on monitoring and evaluation/updating in line with the developed “Guidelines for Strategic Planning for Local Authorities in Iraq” (detailed in A.1.2.2).

### *Challenges in the course of implementation*

- Work under this activity was rather slow (in comparison to the PDSs) due to objective reasons linked to the **conflict**: distressed and scattered Government administrations, numerous changes of Governors and key employees, lack of accessibility to the regions and obstructed mobility, security restrictions.
- Lack of verified **data** was a major problem and factor for delay. The actual work on data collection and planning process happened de-facto throughout 2017. Data collection was very slow due to the above-mentioned factors, but also to poor coordination among the departments, the fact that the Governorates do not collect data that is not required by COSIT, and data was not collected for a long period of time due to the military conflict. Administrative staff were unable to access many of the towns and villages due to security situation. The PRPs were prepared on the basis of limited, scattered, but ultimately, sufficient data to premise the identification of objectives and envisaged actions.
- The CBSP approach required more time than anticipated; WGs were provided extra support.

### *Final output*

- Four Provincial Response Plans (2018-2022) developed for Nineveh, Anbar, Salah al-Din, Diyala and Kirkuk
  - Capacity building in CBSP for Governorate staff in Nineveh, Anbar, Salah al-Din, Diyala and Kirkuk.
- See Annex X – Provincial Response Plans.

### *Steps after LADP II and sustainability*

- Support the governorates to establish mechanisms to monitor the implementation of the PRPs;
- Raise awareness of the PRPs;
- Initiate donor coordination at the local level to support the implementation of the PRPs;
- Establish CBSP training programme and exchange of practices platforms (see A.1.1.2.1).

## **Activity 1.1.5 Improve Local Development Knowledge Management**

*Activity summary:* The Programme supports existing development-related knowledge and data to be better shared and better analysed so as to better inform local planning processes. Stronger data analysis and stronger inputs of existing data into planning processes will alert of the need for new data, the collection of which should be institutionalised. Thus, local-level needs will be better incorporated into central-level data collection processes.

*To improve local development Knowledge Management, the Programme has piloted Online Damage Assessment System for Nineveh and Human Resources Management System for Dohuk governorates – detailed next.*

*A knowledge management tool presupposes underlying knowledge to be managed. In this sense, additional LADP II outputs to improve and sustain local development Knowledge Management include the Online Information Platform for vertical and horizontal information sharing involving MoP, Planning Departments and Governorates (A.1.1.3.1); the Guidelines for Strategic Planning for LAs in Iraq (A.1.1.2.1); and the MSc programme in Urban Planning to be launched at Kufa University (A.1.1.2.3). These are described under other Activities in order to understand better their application and usage in the context of the related Activities. Namely, the Online Platform is detailed under Activity 1.1.3 as a key tool to support alignment in national- and local-level planning; while the Guidelines and MSc course are detailed under Activity 1.1.2 as key tools to build and sustain NA/LA capacity for planning, which adequately supports the increased responsibilities of LAs.*



### Sub-activity 1.1.5.1 Online Damage Assessment System



*Nineveh is among the provinces worst affected by the ISIS invasion and resultant heavy combat. The fall of Mosul in June 2014 led to the biggest humanitarian crisis in Iraq's history; destruction of infrastructure, housing and cultural heritage have been massive. By UNDP estimates of July 2017, the restoration of basic services in Mosul alone will cost more than USD 1 billion; according to Mosul's Governor, USD 50 billion will be needed to rebuild the city over the course of five years.*

In the context of massive destruction, severely reduced own economic base, national economic crisis and drastically reduced central budget allocations, LAs in governorates affected by ISIS struggle to ensure adequate public service delivery. Rebuilding and reconstruction requirements are dramatic, while funding is limited and dependent on international donors. The effective channelling of available funding and further fundraising efforts both require improved data on reconstruction needs and improved capacity to prioritise needs. In this context, on Programme initiative, LADP II has developed **online damage assessment platform** for Nineveh Governorate.

#### *Methodology and process*

The Online Damage Assessment System for the Reconstruction of Nineveh Governorate is a web-based interactive platform for data collection and reporting. This was developed by external contractor (InCube). The system is to provide accurate data and information as well as damage assessment of all essential infrastructure (vital structure, services, industrial/tourism/administrative sectors).

- Information gathering is to be done by Governorate engineer teams (i.e. monitoring experts) going on site visits. When at site, the teams register (automatically) the site coordinates – allowing later display on Google Maps. Then they fill in predefined survey forms based on the expertise of the staff of Governorate (agreed with the relevant Departments) using data in various formats (picture, video, text, numeric data, etc.). Data are assigned infrastructure tags. The input is reported back using online reporting system (tablet/mini-server/cloud-data base).
- From then on, the process of damage assessment, compiling the input in a database, classification and publishing via the website is entirely automated – allowing to save time and take timely informed decisions.
- In result, the Governorate will be able to present maps of prioritised needs to donors (in English and Arabic). Dynamic Charts and Reports functionality allow real-time visualisation of data to support analyses, decision-making and prioritisation of work/investment. The interface of the system (website) is planned to be accessible to all.<sup>36</sup>

UNDP has provided the requisite software, as well as equipment and required training. Operationalisation of the online system and start of damage assessment require that the Governorate provide internet access and secure the necessary structures and processes are launched.

#### *Significance*

The Damage Assessment Online System for Nineveh will provide current and interactive evidence-base to support decision-making at LA level, the effective channelling of available funding and further fundraising efforts for post-

<sup>36</sup> See presentation on the System at <http://ladp-iraq.eu/page16.html>.

conflict reconstruction. It will particularly improve the coordination and prioritisation of donor support. Through the System interface (website) citizens, government agencies, NGOs and international agencies/donors will be able to track damages to infrastructure in Nineveh and to identify ways to contribute to the reconstruction.

#### Final output

- Online damage assessment system developed for Nineveh Governorate.  
→ See Annex X – Online damage assessment system – Nineveh.

#### Steps after LADP II and sustainability

- The Governorate to provide internet access and secure the necessary structures and processes in order to operationalise the system.

#### Sub-activity 1.1.5.2 Human Resources Management System



*Dohuk PDS (2016–2018) has recognised HR development is a pillar of public services and the development of multi-sector economy. Improving the capacity of public institutions to develop their own human resources is a key step in this regard..*

Local administrations in Iraq face tremendous deficits of capacities to deal with their new challenges and responsibilities linked to institutional and financial decentralisation (i.e. increased role in public service delivery, management of own assets and fiscal health, creating conditions conducive to economic development, etc.). Public institutions in Iraq characteristically have low capacity to develop their own human resources; this is linked to lack of HR database system, job descriptions, employee records, performance evaluation system, etc. In effect, the HR function in Administrations at Governorate level (training of personnel, career development, mobility, etc.) has been weak, fragmented and dependent on the pro-activeness of different units/Directorates and the need for specific skills and knowledge.

Recognising the need for a stronger HR management in the local administrations, Dohuk Governorate has requested LADP II to provide technical assistance in establishing Governorate **HR management system** – including comprehensive HR database and revised HR Department organisational structure and job descriptions.

#### Methodology and process

- The Team conducted **assessment** to identify existing gaps and needs in line with the Organisational Structure and the employees' job descriptions at the Governorate.
- Based on the assessment results, a draft **HR database** was developed focusing on the employee database structure, platform, access rights and migration. At all steps, the process was conducted through **focus group discussions** with all the relevant stakeholders, including the Governor's Office, Customs Department, Statistics Office, Human Resources and IT Departments and with the active participation of most of the stakeholders involved.

- The new HR Database was installed (incl. 800 records in total) and it has been operational. The structure of the database is compatible with a wide range of database systems for future development and/or migration. 13 staff were **trained** in using the HR database.
- Manuals were drafted and distributed to HR staff to be able to apply changes and new knowledge in their work. HR **functions** were developed for the 17 organizational units in the Governorate. A total of **84 job descriptions** were developed using the Ministry of Interior Form, based on department functions, job titles and best practice.
- Based on a blueprint proposed by the LA and approved by higher authorities, the Dohuk Governorate **HR Department** was proposed, established, trained and has been operational. Specifically, 25 senior staff (line managers and the Deputy Governor) participated in workshop on the role of the HR Department (Jan 2017).

### *Significance*

The intervention has improved the capacity of the Governorate to manage and develop its (750+) staff. Beyond this, however, a comprehensive and effective HR function – such that provides professional HR support services to all Governorate departments and managers (including staffing assessments, job requirements, performance evaluations, policy/procedure implementation, management of employee relations, training and development programmes, etc.) and which is supported by robust HR information system – brings significant **added value**. Above all, the articulated simple and **practical HR system** managed by a HR team serves to bring all the Departments within the Governorate together – ultimately leading to **improved communication, accountability, transparency, focus on the real work and achievement** by all parties. Such an HR function is an investment, not a cost.

The HR system has potential to be multiplied and included in an overall HR strategic plan for KRG Governorates.

### *Challenges in the course of implementation*

- xxx

### *Final output*

- Human Resources Management System implemented in Dohuk Governorate – incl. HR Database system and HR Department.

→ See Annex X – HRM System Dohuk.

### *Steps after LADP II and sustainability*

- On the one hand, the tremendous deficits of the capacities of the administration to deal with the new challenges (including the decentralisation process) require that HR management – recruitment, appointment, performance appraisal, training plans and programmes, and promotion schemes – be formalised and observed. On the other hand, administrative functions and process need to be aligned with the HR function and the competences needed for those processes. This is a huge need which needs to be addressed in a strategic manner. The new HR Management System of Dohuk is a good basis for required reforms in this regard. This can be piloted in a few Governorates initially – to be gradually integrated as a new modern system of HR management at the local level.

### 5.1.2. Sub-component 1.2: Implementation

#### **Activity 1.2.1** *Improve budget execution processes in sector line directorates and Governor's offices*

**Activity summary:** LADP supports Governorates in reviewing the local budget execution processes in view of the current financial and/or conflict-related situation. The review is jointly undertaken, including mapping of existing systems, roles, responsibilities and capacities. On the basis of the identified key bottlenecks in the implementation of priority local infrastructure and service delivery, customised technical assistance is provided over 1 or 2 annual planning and budgeting cycles – to enhance systems and processes and to develop local capacities to address key issues and challenges. It is also expected that some improvements affect projects included in Governorate development plans and sectoral service delivery improvement plans.

##### **Sub-activity 1.2.1.1** *Gender sensitive budgeting*



*The Workshop on Gender Sensitive Budgeting (24–26 Aug 2015, Erbil) supported NAs and LAs to adopt more structural and strategic approach to gender equality.*

In Iraq, the loss of development due to inequality is particularly pronounced for women, and especially for young women. Women experience structural deprivation with regard to education access, employment opportunities, etc., and they face multidimensional problems and vulnerabilities. Awareness of women's rights is overall low and the incidence of gender-based violence is high. In the context of ISIS, women have been additionally marginalised while the share of women heads of household has increased, Women are central to family and community life, and therefore their role in rebuilding of communities post-ISIS, especially, is central.

In this context, LADP II has organised an introductory high-level **workshop on gender-sensitive budgeting**.

#### *Methodology and process*

The Gender Sensitive Budgeting Workshop (25–26 August 2015, Erbil) was organised by LADP II/UNDP in cooperation with **UN Women**. It aimed to enhance the capacity and to provide technical assistance to LAs in Iraq to adopt a **gender-sensitive budgeting and planning process** and the application of **gender mainstreaming in the budgetary process**: i.e. gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process, and restructuring revenues and expenditures so as to promote gender equality.

The Workshop had 103 participants (56% female) representing all 18 Governorates of Iraq – including representatives of Governorate Administrations, different Technical Directorates, MoP-Gol and MoP-KRG.

During the workshop, the approach to gender-sensitive budgeting was presented and discussed with the beneficiaries. The **approach** encompasses three stages: (1) Analysing the budget from a gender perspective; (2) Restructuring the budget based on gender analysis: where analysis reveals that budget resources have not been distributed in a gender-equitable way, a response from the budget is required to redress the inequity; and (3) Mainstreaming gender as a category of analysis in the budgetary processes: gender budgeting is not just about the content of budgets, but it is also about the processes involved in budget-making.

The workshop included interactive presentations and open discussions. A group of specialised experts contributed in the presentation of various **international experiences**. Other topics included women empowerment and structural challenges, gender sensitive budget and human rights, criteria and strategic framework for gender equality. The workshop received very wide media coverage.

#### *Significance*

Developing capacities in **gender-sensitive budgeting** has been a pivotal way to mainstream gender equality past Programme completion. Application of **gender-sensitive indicators and gender-classified data** are to contribute to increased women's participation in executive decision-making at the local level, improved access of women to public services, and integrated gender perspective in the local planning process.

At the workshop, nearly 70 experts and representatives of multiple sectors from different governorates across Iraq endorsed a **Plan of Action**, including recommendations and an assessment mechanism, to help improve the gender equality environment and employment into local development and service delivery.

The activity directly supports the Women's Affairs Offices established with LA structures under LADP II (A.2.2.3).

#### *Challenges in the course of implementation*

- **xxx**

#### *Final output*

- Gender Sensitive Budgeting Workshop Report – including agreed Plan of Action.
  - Capacity building in gender-segregated analysis and gender-based budgeting for 103 national- and local-level representatives of all 18 Governorates of Iraq (56% female).
- See Annex X – Gender Sensitive Budgeting.

#### *Steps after LADP II and sustainability*

- Similar workshop are needed in the future; MoP could include this topic in the training programme of its Training Centre to provide trainings on gender sensitive budgeting to all LAs in more systematic manner.

#### **Sub-activity 1.2.1.2 Enhanced Municipal finance and budget execution in four pilot governorates**



*WG session on Municipal Finance during the LADP National Workshop on Implementing the New Urban Agenda (4–6 Apr 2017, Erbil)*

*In the absence of budget allocated and lack of any perspective that there would be such during the programme implementation, instead – specifically to complement the efforts in decentralisation – LADP II has delivered technical assistance to improve municipal finance and budget execution in four pilot governorates.*

Economic growth in Iraq is expected to continue to be hampered by fiscal constraints and projected low oil prices. This calls for fast improvement of the administration and planning capacities to trigger diversified and sustainable economic development – especially as a future rise and more equitable redistribution of oil revenues will not be sufficient to create sustainable development. To achieve a rate of growth of over the estimated 6% needed for economic recovery, Iraq must restore the functional efficiency of its key cities.

Cities remain main entry points for change and development – yet they are not realistically equipped to become ‘agents of change.’ Even though the decentralisation of political authority to the Governorates in Iraq is outlined by Law No. 21/2008, the devolution of powers has not been adequately coupled with the necessary administrative and financial decentralisation measures to the sub-national level. Most of the investment budget is allocated to sectors through line ministries and their branches in the Governorates, while only a small share goes to regional development through LAs. At the same time, local revenues are negligible compared to citizen needs for services. The resources of governorates come from investment attraction, state budget, and collection of fees and taxes at the municipal level. In the context of crisis, the operational resource that can be managed is municipal taxes. Many of the taxes are collected at the central level – but this is changing as decentralisation progresses. Municipal finance, revenue collection and budgeting processes at the city/town level reflect the legacies of a centralist tradition of governance, revealed in the management approaches to policy, planning, budgeting and execution; they also reflect a range of systemic inefficiencies and unsustainable subsidies.

Therefore, it is crucial that governorates will benefit from know-how in widening their municipal tax base and that the central government enhance fiscal management at the local level. In response, LADP II has piloted the critical initiative **Enhanced Municipal Finance and Budget Execution in Four Governorates** in the four southern municipalities of Ali Al Gharbi (Missan), Al Shamiya (Diwaniyah), Al Rumaitha (Muthanna) and Al Basra (Basra).

#### *Methodology and process*

The initiative has aimed to assess their capacity to raise municipal revenues/widen the municipal tax base, manage and execute expenditures for the improvement of key services in specific urban related sectors,<sup>37</sup> with overall aim to strengthen the capacities of LAs in this regard.

Work commenced in the second half of 2016 and included a 12-month effort in data analysis and consultations aimed at obtaining a better understanding of the specific budget challenges faced by local authorities as they struggle to take responsibility of budgets in the context of economic crisis, the constraints of a rigid legal framework, and administrative obstacles.

- The LADP/UN-Habitat Team, led by **senior economist** Samir Aita,<sup>38</sup> identified and engaged focal points in each Governorate, and guided counterparts through the **gathering and analysis of data**.
- Based on the data painstakingly collated in each municipality, the Team prepared **comparative diagrams** illustrating the revenues and expenditures. The diagrams and concerted consultations with municipal officials allowed the Team to identify discrepancies in revenue collection between governorates, lacks in systematic data, missed opportunities to leverage municipal property values, and a range of legal bottlenecks and policies that hindered the capacity of LAs to locally finance improved service delivery.
- Thereafter, the Team developed a series of **Municipal Finance Analytical Briefs**:
  - **Brief #1** provides an overview on current municipal finances, municipal revenues and spending. The identified **recommendations on the general framework of municipal finances** include: linking development projects at the local and regional level; review of specific policies that guide the legal functions of municipalities; laws, procedures, accounting management and auditing setup that allow municipalities to perform better; leveraging more efficiently municipal property values; developing clearer taxation categories; reducing the share of wages and salaries in public spending; improving the

<sup>37</sup> Municipal services include: waste collection/disposal, management of landfills, road repairs, organisation of markets/commercial spaces owned by the municipality, landscaping/maintenance of open spaces/parks, slaughterhouse oversight, subdivision/release/sale of land for urban expansions.

<sup>38</sup> Samir Aita, Senior Economist and Chair of the Arab Economists Circle, studied at the Ecole Nationale des Ponts et Chaussées in Paris and obtained his DEA postgraduate qualifications from the Ecole des Hautes Etudes en Sciences Sociales (EHESS). From 2005 to 2013, he was Editor-in-Chief and Managing Director of *Le Monde Diplomatique* Arabic Editions. He has worked extensively as a consultant for WB, IMF, ESCWA and UN-Habitat.

collection of fees through the registration of residents and businesses; introduction of more efficient technologies; and cautious introduction of property taxes;

- **Brief #2** offers an insight into the income/expenses statements for 2016 of the four pilot municipalities, organised according to the standard classifications of the Iraqi public accounting system. The **key findings** include: innovative comparative analysis of expenditures per inhabitant per year; significant share of salaries and wages; percentage of the real surplus of municipalities; low income from taxes; and reliance of municipalities on rental of real estate and sales of land – a non-renewable and non-sustainable resource;
- **Brief #3** (Oct 2017)<sup>39</sup> presents an analysis of the legal framework conducted by the Municipalities and their recommendations for improvement. It also makes a strong case for the selection of **key per capita indicators** on revenues and expenditures that would allow the monitoring of the performance of selected governorates.<sup>40</sup>
- The work culminated in an intensive and highly **participatory training workshop** aimed to strengthen NA and LA capacities in budget management and execution. The workshop – “*Implementing the New Urban Agenda in Iraq through effective revenue generation and improved budget execution*” (21–22 Nov 2017, Amarah) – involved 25 officials from the pilot Municipalities and representatives of MoP and MoCHMPW.

The **Final Illustrated Report** “Municipal Finance and Improved Budget Execution in Urban-related Sectors” was submitted in Arabic during the final LADP/UN-Habitat closing event held in mid-2018 at MoP (Baghdad).

### *Significance*

- The analytical work conducted by LADP on municipal finance of the four pilot Municipalities – using innovative comparative analysis of expenditures per inhabitant per year – offers insight into their **income/expenses statements for 2016, organised according to the standard classifications of the Iraqi public accounting system**. The analysis indicates: low total expenditures per inhabitant per year; large share of expenses for wages and salaries; real surplus in 3 of the Municipalities; low income from taxes; and finally, reliance of Municipalities on rental of real estate and sales of land – a non-renewable and non-sustainable resource.
- The final Report provides recommendations regarding the **general framework** of municipal finance systems; proposals with regard to relevant **laws** to be considered to advance the Municipalities’ tasks in the context of administrative decentralisation; and it finally recommends follow-up **indicators of municipal financial performance** which should help GoI to assess the performance of pilot Governorate in 2019. The **budget data** is summarised in tables. **Training materials** are annexed to support replication.
- The work has attracted the attention of EU officials, who have expressed intention to fund further work on Municipal Revenue in 2018-2021.

### *Challenges in the course of implementation*

- **Inconsistencies of revenues and expenditures data**. The collation of budget data and its verification required several field visits in remote areas and intensive in-person and remote consultations. The most useful interactions between the committees and the municipal finance expert were held during the two-day Training workshop in Amarah when people came together and revealed many of the obstacles they face on a day-to-day basis.
- **Iraqi Municipalities do not use a unified accounting or billing system**. The team had to sift through hundreds of excel files and paper forms which delayed considerably the assessment work and analysis.

### *Final output*

- Municipal Finance and Improved Budget Execution in Urban-related Sectors Report
  - Capacity building for (25) LA and NA officials in budget management and execution using per capita indicators for monitoring of revenues and expenditures.
- See Annex X – Enhanced Municipal Finance and Budget Execution in Four Pilot Governorates.

<sup>39</sup> Available at: [http://www.economistes-arabes.org/fr/wp-content/uploads/2017/11/LADP-Municipal-Finance-Brief\\_Oct2017.pdf](http://www.economistes-arabes.org/fr/wp-content/uploads/2017/11/LADP-Municipal-Finance-Brief_Oct2017.pdf).

<sup>40</sup> As requested by Dr Maher, Deputy Minister of Planning, in Feb 2018.

### Steps after LADP II and sustainability

- **Replicability.** The comparative municipal budget and expenditure analysis undertaken (including the training module in Amara) is an exercise that can and should be replicated in other governorates to introduce the concept of ‘performance indicators’ throughout the country.
- **Scaling up.** The recommended approaches will need to be piloted so that lessons learned can contribute to the scaling up of revenue diversification and efficiency standards.
- **A modern budgeting system should be adopted throughout the country.** This would allow not only consistency of data but also the possibility to query the data and assess performance.

#### Activity 1.2.2 Support Monitoring and Evaluation (M&E)

*Activity summary:* M&E frameworks for projects and overall plans are laid out in the planning stage. Plans prescribe a collection of a range of data and indicators, which indicate effective implementation of project outputs and of the outcomes of a range of interventions. Governorates are supported with on-the-job M&E training for selected projects and learn how to analyse collected data to evaluate projects and determine areas for improvement so as to become learning institutions through iterative cycles.

Effective development interventions require not only multi-sector result-oriented evidence-based planning, but also strong systematic and coordinated monitoring processes that ensure corrective action and continuous improvement. While **M&E** is key for the implementation of any strategic planning document, this activity has been implemented as cross cutting in regard to monitoring the implementation of all planning documents produced under LADP II.

Under LADP, **principles of M&E have been embedded in all developed strategic documents.** The **PDSs, PRPs and SEAPs** all include chapters on the establishment of monitoring committees to assess the progress of projects, to provide support and advice, and to ensure timely updating of the strategic planning documents (SPDs). Capacities in planning and M&E have been built through **learning-by-doing** in the preparation of strategic documents, as well as tailored workshops to explain the CBSP approach to national level officials (see A.1.1.2.1).

Above all, the *Guidelines for Strategic Planning for Local Authorities in Iraq* provide **extensive and practical “Guidance on Monitoring and Updating the Strategic Plan”** (in Chapter 4) including reference to applicable tools (in Annex 1) and suggested agenda and guidelines for Monitoring Group meetings (in Annex 3). Per the Guidelines:

- **Responsibility** for SPD monitoring and updating rest with the Provincial Government, part or all of the PSC, or another designated entity (e.g. local economic development agency). The term “Monitoring Group” encompasses any of the possible configurations. Ideally, the monitoring group (MG) should include representatives from the local government, the business community, the non-governmental sector, other actors relevant to the SPD implementation, and certainly, leadership from local economic development entities. MG may act as a whole or establish subcommittee(s) to deal with specific issues.
- Monitoring and updating are guided by (1) the strategic planning document, (2) information/data compiled during SPD preparation, and (3) information/data compiled specifically for the monitoring process.
- **Monitoring occurs over time and it has to respond to an ever-changing situation.** The start of implementation is also the start of an **ongoing cycle monitoring and updating** that keeps the SPD relevant and maintains the strategic approach to local socio-economic development. Monitoring and updating assess:
  - (Level 1 monitoring) Does the implementation proceed as recommended in the SPD? (comparison against the Summary Action Plan);
  - (Level 2 monitoring) Does the implementation move the community toward achieving the SPD vision (comparison against **performance indicators** in the LogFrame); and
  - (Level 3 updating) Does the SPD need revision to make it more realistic or to keep it current? (based on assessment of level 1 and level 2 findings, updated economic scan, and organisational review of the implementing entities).
- The most successful monitoring **process** will be **positive** (the MG work as a unit and stay focused on problem solving); **transparent** (the MG share information in a timely manner with LA officials and PCS; the MG and LA inform the public regarding progress in implementing the SPD and achieving its vision); **participatory** (the MG involve those asked to implement the SPD and provide opportunity for input from the community); and **strategic** (in problem solving, the MG base their decisions on reliable information and focus on achieving the SPD vision).



### *Significance*

Monitoring and evaluation processes are key for the **implementation** of the planning documents. So far, the experience shows that it is not yet in the culture of the Iraqi administration that the developed plans/strategies be implemented and, moreover, that implementation be reported and monitored in the view of the achievement of the strategic objectives.

A **coherent monitoring and performance framework** of the local planning should be supported by a framework of **performance indicators** which are linked to the National statistical system and which link the implementation and achievement of local and national development strategies.

The elaborated PDSs, PRPs and Guidelines include basic monitoring framework which needs to be further developed and put in practice. This would require (1) effective coordination with all Governorate Departments and (2) the possibility that **Monitoring Committees issue recommendations** which the different Departments to implement within the existing administrative system. (Currently, the Governor's Office cannot ensure that the recommendations provided to centralised departments will be implemented; the Governor does not have the power to order them directly but only through the central Ministry responsible.) The latter requires administrative reform which will take time and effort.

### *Challenges in the course of implementation*

- During the planning workshops and the missions for on-the-job training and mentoring, the importance of the monitoring of the implementation of SPDs was discussed and the general approach was agreed with the LAs. However, further support will be needed in order to establish effective monitoring mechanisms in the course of SPD implementation.

### *Output*

- This activity has been implemented as cross cutting to all work under LADP II related to strategic planning.  
→ Relevant are Annex X – CBSP; Annex X – PDSs; Annex X – PRPs.

### *Steps after LADP II and sustainability*

- Provide further support to LAs in Iraq through twinning with EU LAs in order to streamline the M&E process and to transfer best practices – rather than spend time on general M&E trainings without concrete results. The Plans should be used as a base. Twinning activities will allow best practices to be transferred to the local level in the area of M&E.
- Analyse with MoP the possibilities to establish a formalised system for M&E of the local plans and to integrate this in the complex administrative system at the local and national level.

## 5.1.3. Sub-component 1.3: Service delivery

### **Activity 1.3.1**      *Development of priority service delivery improvement plans*

*Activity summary:* Service delivery providers from each governorate are supported to identify impediments to effective service delivery. It is emphasised that service delivery improvements require not only attention to public interfaces and points of contact, but also, in some cases, improvements in internal or intra-departmental processes. Therefore, capacity building is provided for customer-oriented service and for internal process improvements.

### **Sub-activity 1.3.1.1 Tikrit Assessment Report**



*The Tikrit mission of June 2015 included multiple interviews to identify first-hand the most important needs of returnees – including those most vulnerable.*

Tikrit was held by ISIS forces between June 2014 and April 2015 and it was the arena of intense fighting, driving more than 200 000 people in displacement. Following liberation of the city, in June 2015 there were increasing reports of IDPs returning to Tikrit and surrounding villages. This prompted the Prime Minister and the Governor of Salah al-Din to approach UNDP for humanitarian and stabilisation support.

UNDP communicated the need for humanitarian action to responsible parties and Rapid Response was kick-started by OCHA. With regard to stabilisation, within the Funding Facility for Immediate Stabilisation (FFIS), Tikrit ‘Window One: Public Works and Light Infrastructure Rehabilitation’ offered possibility to finance light repairs of key public infrastructure (incl. clinics, water facilities, etc.), as well as to provide short-term employment through public work.

In advance of programmatic engagement, in partnership with the Governor’s Office, and to ensure the most effective use of scarce funding, LADP supported the completion of **vulnerability and needs assessment for Tikrit**.

#### *Methodology and process*

The UNDP/UN-Habitat team undertook **field mission** to verify key information provided by LAs and UN sister agencies. In line with the principles of engagement of FFIS, it was important to assess not only the damage to infrastructure and resultant rehabilitation needs, but also to assess first-hand the general situation in terms of volume and nature of returns and the likelihood of an acceleration in the near future.

Then, the Team carried out **assessment of the priority needs for basic services in Tikrit** in view to accommodate returnees, including women and vulnerable groups. LAs and civil society were closely engaged during the process – including the Team engaged LAs and civil society in developing the methodology and questionnaire for the assessment. **Vulnerability assessment** was conducted in the areas most affected by the conflict, as well as a basic **needs assessment**, in the framework of the preparation of the Early Recovery Plan for Tikrit (July-Aug 2015). This was followed by the development of the **vision and objectives** for the early recovery and stabilisation exercise, including a **prioritisation** matrix and 12 location maps.

The Report was **finalised** (June 2015) jointly by LADP II and the UNDP Stabilisation Team, and endorsed during a final workshop held with all relevant national stakeholders.

#### *Significance*

Through this activity, vulnerable groups have been directly able to identify demand for services and thereby inform targeted actions by LAs/donors to improve service delivery.

### Output

- *Tikrit Assessment Report (June 2015).*  
→ See Annex X – Tikrit Assessment Report.

#### **Sub-activity 1.3.1.2 Service Delivery Improvement Plans for KRG governorates**



*Garbage pile-up on the shores of the Lesser Zab, KRI. In KRI, as elsewhere in Iraq, the ISIS context has exacerbated pre-existing challenges with regard to ensuring inclusive and quality basic community services – with impact on the environment and human health.*

In KRI (as elsewhere in Iraq), water supply, sanitation and waste management systems face challenges in ensuring access to and quality of service to populations. In the context of weak legislation and institutions responsible for environmental management and monitoring, dependence on central government transfers, weak revenue base and lack of investments for upgrading of infrastructures, – informal disposal of solid waste (which pollutes soils, water and air), outdated water supply systems, lack of wastewater treatment works, poor wastewater disposal methods all present immediate and grave threat to the environment and human health. Clean water supply is made increasingly difficult due to droughts, pollution of water sources and excessive consumption (linked *inter alia* to lack of metering). To make matters worse, the influx of Syrian refugees and Iraqi IDPs has driven increased demand for services and additional pressure on the environment and public health.

In this context, in view to improve basic community services, LADP II has provided technical support to the KRI Ministry of Municipalities and Tourism in development of **Service Delivery Improvement Plans** for the **water, wastewater and waste management sectors** and the development of related investment projects.

#### *Methodology and process*

Work started in the second half of 2016 with inception mission to identify the needs in the three sectors. The work was completed in three phases – data gathering, outline design and final plan.

- The technical assistance reviewed the prevailing water, waste and wastewater practices in a process that involved site visits by sector experts, desk research and **participatory consultations** with MoMT-KRG and Technical Departments.
- Each Governorate designated a team to work with the experts, who visited each Governorate and made assessment of the selected facilities. The approach adopted was **mentoring** and **‘learning-by-doing’** using a real example as a basis for the work. Between missions, the Governorate’s teams were assigned with further tasks to complete for optimal results.
- By end-2016, the projects to be supported in the design phase were selected. Activities for capacity building in the process of design of works in all three sectors were provided to MoMT-KRG for review and approval.

Three **Improvement Recommendations documents** for the three sectors were **finalised** in Aug–Oct 2017. Each document includes (1) background information, (2) sector analysis and mapping of issues, (3) SWOT analysis, (4) recommendations regarding attracting IFI support for sector infrastructure projects and improving service delivery, and (5) recommendations for improvement of service delivery – including Indicative **Service Delivery Improvement Plan** (SDIP).

#### *Significance*

Through the participatory and learning-by-doing approach, the **capacity** of MoMT-KRG has been increased with regard to strategic planning for effective management of the three sectors in KRI – including securing required investment, project preparation and implementation.

The elaborated Improvement Recommendations documents for the three sectors in KRI propose **actions to be undertaken by MoMT-KRG at regional and local level** in the process of improving service provision (drinking water supply, sewerage services and treatment, and waste management) – including, they identify **institutional development and capacity building measures**, as well as **possible sources of international finance** to support future projects. As such, they lay the groundwork for short-, mid- and long-term investments.

The immediate proposals aim to achieve *inter alia* improvements in operation and maintenance costs, reduction in waste and recovery of fees. The benefit of implementing these recommendations is to demonstrate to potential future IFI partners that the Ministry recognises the issues, accepts the challenges and is working towards implementing changes required of a modern and efficient services

The Recommendations documents provide a contextually relevant **template** for developing similar Governorate-level plans.

#### *Challenges in the course of implementation*

- There was a difference in understanding between what MoMT-KRG requested and what the experts understood SDIP to entail. The Ministry required specific assistance in the preparation of specific projects, while the experts analysed the problems of service delivery in the 3 sectors and provided recommendations for improvement.
- The recommendations of the three sector Improvement Documents are simple and straightforward; nevertheless, there are serious doubts that MoMT-KRG and the KRI Governorates will sustain the outputs from this sub-activity.

#### *Output*

- 3 Improvement Recommendations documents elaborated for the water, wastewater and waste management sectors in KRI (including SDIP).  
→ See Annex X – Service Delivery Improvement Plans for KRG governorates.

#### *Steps after LADP II and sustainability*

- The measures envisaged in the 3 SDIPs could serve UN agencies in the preparation of project pipeline in the area of service delivery improvement in KRG.
- MoP-KRG may use the recommendations and envisaged measures when addressing the service delivery improvement in the water, wastewater and waste management sectors in the next years.

### **Activity 1.3.2 Implementation of urgent and innovative service delivery**

*Activity summary:* The Programme supports service delivery (through contracting service providers) to assist Governorates in improving service delivery through innovative and out-of-the-box approaches.

*Since there were no sufficient funds for investment in public service delivery during the implementation period, it was decided that the Programme focus on innovative approaches.*

### Sub-activity 1.3.2.1 Innovation in community services



LADP II has piloted mechanisms to increase LA capacity for public service delivery through public engagement. In the photos: (left) “Clean Kurdistan in One Day” Campaign and (right) Innovation Expo of Dohuk Universities.

In the current context, LAs face outstanding demand on service delivery, while they have outstretched financial and technical capacities. LADP has piloted two **innovative approaches to public service provision** that may be beyond the mandate, priority, or current capacity of individual technical Directorates. The campaigns “Clean in One Day” demonstrate an **alternative way of service provision** to citizens. The Innovation Expo of Dohuk Universities demonstrates an **instrument to promote innovation in service provision**. Both are based on engagement of local communities.

#### “Clean in One Day” campaigns

Community mobilisation campaigns “Clean in One Day” organised in the 3 KRI governorates and Missan encouraged citizens to participate voluntarily together with government representatives in collecting illegally disposed waste. To realise the campaigns, voluntary groups for follow up activities were established through CSOs (COEF NGO network in KRI, and Ana Missan foundation in Missan). The campaign messages were: community services are responsibility not only of authorities, but also of citizens; waste pollutes the environment, but it is also a threat to human health; nature and cities belong to all and **environment protection is a joint responsibility**.

- The campaign “**Clean Kurdistan in One Day**” (15 June 2016) mobilised more than 16 000 volunteers, 102 NGOs and ca. 25 media channels in pro bono support of the implementation and coverage of the campaign live. The campaign was organised in collaboration with KRG, MoMT-KRG, the KRI Governorate administrations, *Clean Organisation Environment Friends*: (COEF –coalition of NGOs) and media; it was managed by COEF. Cleaning activities were conducted in 22 touristic locations in Erbil, Suleimaniah, Dohuk and Halabja.
- The campaign “**Clean Missan in One Day**” (22 Dec 2016) mobilised more than 10 000 volunteers from universities, high schools, NGOs, community leaders and Missan local Government under the slogan “Let’s make Missan beautiful in one day”. The campaign was organised by *Ana Missan for Human Rights organisation* (CSO) in collaboration with Missan Governorate. This campaign additionally included a tree plantation component,<sup>41</sup> as well as 9 awareness-raising lectures held over a week at schools, mosques, community and youth sport centres. Artists and painters who volunteered painted the outside walls of 7 schools and a health clinic, and more than 2000 m of sidewalks of main streets. The campaign attracted different Missan community members such as government employees, students, NGOs and community leaders, and it provided motivation for stakeholders to engage in further relevant activities (e.g. students to keep their schools clean). Notably, 102 student participants in the campaign registered as volunteers with an environmental NGO in Missan to engage in future activities needed in Missan Governorate.
- **Youth** were prominently involved: across the two campaigns, **over 10 000 university and high school students** took active role in raising awareness and improve their cities (cleaning, greening, etc.).
- **The government representatives worked side by side with the volunteers** during the campaigns, which emphasised the importance of uniting efforts for one goal – clean environment.
- As a result of the campaigns, collectively, **more than 3000 t of garbage were collected** and 4000 m of rainwater sewers were completely cleaned.

<sup>41</sup> Community engagement work on tree plantation is detailed in A.2.2.3.

### **Innovation Expo of Dohuk Universities**

LADP organised the Innovation Expo of Dohuk Universities (6-7 May 2017) with the objective to promote and encourage innovation and creativity among youth and to share innovation projects with the economic sector and the public. The Expo took place under the auspices of the Dohuk Governor, Mr Farhad Amin Atroshi. Students from the University of Dohuk, University of Sakho, Dohuk Polytechnic University, Nowruz University, and Chan University of Dohuk showcased **75 projects for innovation in the areas of education, science, e-governance, renewable energy and recycling**, with focus on science and technology. The Expo attracted **over 200 visitors**. It provided opportunity to develop students' scientific knowledge; to facilitate student links with peers, businesses and Authorities; and to generate ideas to improve the technological level of society.

#### *Significance*

Both actions increase the **capacity of LAs** to combine existing resources in new ways – or call upon new resources – **to ensure services**. The high community response testifies to the importance of innovation in service delivery and illustrates how this can build **ties between LAs and communities**. Thus, both piloted approaches are particularly relevant for liberated areas, where restoring secure socio-economic life and trust within local communities is unthinkable without their engagement.

Additionally, through the voluntary work of all involved, the campaigns “Clean in One Day” have led people to appreciate the amount of work needed to collect waste that could have *not* been dumped. Thus, they have contributed to significant **behaviour change** – they have inspired people to contribute to pollution prevention and preserve environment free from trash. At the same time, they have also **mobilised communities in support of LA and development priorities** – while **empowering local communities and NGOs** to work alongside LAs in protecting and conserving the environment.

Both actions have facilitated **youth empowerment and inclusion**. The Innovation Expo has served to empower youth, while raising LAs' capacity in planning to improve and modernise service provision.

Lessons learnt from the pilot projects can be used to inform the wider local development and service delivery planning process. The two pilots offer mechanisms for LAs to:

- Engage CSOs and communities (youth/universities specifically) to improve service delivery;
- Increase public awareness of key issues and LA priorities (e.g. environmental protection and innovation) and thereby strengthen community trust in LAs and build engagement for realisation of LA objectives;
- Increase public awareness of the constraints faced by LAs and the ways communities can support the local development process.

#### *Challenges in the course of implementation*

- As these initiatives were organised for the first time, there were major logistical and organisational difficulties.

#### *Output*

- 2 campaigns “Clean in One Day” realised – in 4 Governorates (KRI Governorates and Missan)
- Innovation Expo of Dohuk Universities realised.  
→ See Annex X – Innovation in Community Services.

#### *Steps after LADP II and sustainability*

- The replication potential is great with regard to CSO-Authorities coordination – while the tangible results are undeniable (waste collected far beyond the capacity of LAs). “Clean in One Day” could become a national-level initiative, supported also by the private sector and key institutions in Iraq.

### Sub-activity 1.3.2.2 Innovation for Development Initiative



*Inno4Dev has engaged hundreds of youth nationwide to develop, share and realise their capacity for innovation and entrepreneurship*

Young people comprise the overwhelming majority of Iraq's population. Therefore, promoting the socio-economic inclusion of youth is key to the economic development of Iraq. While entrepreneurship is increasingly common for young people, Iraq lacks well-developed and coherent entrepreneurship ecosystem, enabling environment for young entrepreneurs to start and sustain business, or specialised institutions (public or private) in the field of entrepreneurship. **Iraq has a wealth of creative and talented young people who have limited opportunities to learn, experiment and implement their ideas.** In response to this challenge, LADP II has implemented the **Innovation for Development Initiative – #Inno4Dev**. The initiative has involved young people in the field of innovation and entrepreneurship, and it has provided opportunities for youth to transform their ideas into businesses and social projects in support of SDGs.

#### *Methodology and process*

The Innovation for Development Initiative was designed to contribute to development goals, mainly: enhancing the entrepreneurship ecosystem locally and nationally, improving the enabling environment for small businesses and entrepreneurs (including the legal framework) in cooperation with the local and central government, and promoting the healthy engagement and contribution of the private sector. The activities were also designed to promote social cohesion among young people from different educational, ethnic and religious backgrounds, regardless of gender and city of origin.

Youth (ages 16–30) from across Iraq were targeted, engaged and supported to develop their ideas into SMART projects – explicitly linked to SDGs – through capacity building, training on Design Thinking and the Business Model Canvas, and providing linkages to explore financial, logistical, and technical support opportunities.

The initiative has been implemented in cooperation with local governments, private sector, CSOs and youth volunteers. **Youth-to-youth approach** was applied: youth volunteers were involved to support youth networking, and they were **also involved as mentors**. LADP trained young volunteers (over 40% female) to share knowledge and skills with their peers and to support participants in Inno4Dev to develop their ideas into SMART projects.

Work started in 2015 with identifying, training and organising the **Innovation Team** of volunteers. 28 youth participated in Training of Trainers. Three **training workshops** were organised in Baghdad, Erbil and Basra (100 participants nationwide).

In Nov 2015, **Inno4Dev Forum I** was organised in Baghdad in collaboration with Zain Iraq. Government officials, businessmen, subject-matter experts and others interested in development, entrepreneurship, innovation, youth and civil society were amongst **more than 250 participants** in the activities of the forum. **17 teams** presented

their projects on applications, services, and agricultural, medical and educational topics. The teams were pre-trained on basic presentation skills and tools to showcase their concepts better. A committee of 7 judges evaluated projects based on criteria including innovation, sustainability, clarity and cost effectiveness. The winner idea was a platform to create a social network and a guide for Iraqi activists to join NGOs, events, initiatives and campaigns – developed by a 16-year-old initiator. **11 partnerships** were established.

In Sept-Oct 2016, six **innovation gatherings** were organised in Baghdad, Erbil, Kirkuk, Basra and Diwaniyah involving 500 youth from all over Iraq as participants. Additional 35 youth were trained as trainers. By end-2016, the initiative attracted 800 young people to join the innovation team. One **innovation workshop** was organised for 200 youth selected to participate in the final stage of coached development of projects.

Identifying, contacting and coordinating with potential **investors** was an ongoing activity during 2016 and 2017.

In Feb 2017, **Inno4Dev Forum II** was organised in Suleimaniah. This involved ca. **350 participants** including representatives of government institutions, NGOs, companies, banks, international organisations, universities and media. The event provided a platform to highlight the main activities and outcomes of the project in 2015 and 2016; to present the success stories of young Iraqi entrepreneurs; and to increase awareness of tools and local mechanisms that young entrepreneurs can utilise to start up their projects. A number of speakers presented and shared their experience and supporting mechanisms with regard to entrepreneurship/project start-up– including from the Chamber of Commerce, the Iraqi Bank Association, the Ministry of Industry, etc. Most centrally, the event identified **potential partnerships between entrepreneurs and investors** to support **24 teams** of young entrepreneurs to start up and realise their projects.

In preparation for the second forum:

- An online application was launched to enable interested youth to apply and participate in this activity. **866 applications were received** and reviewed to select participants for the Forum. 182 projects/ideas were selected based on a set of criteria: realistic and relevant project; creative and innovative idea; cost-effective project; sustainable project; capacity and willingness of the team/person to implement the project (required resources available). **24 projects were shortlisted** in a range of areas – from Teaching Project for Children, to Green Roofs Company, Architecture and Engineering Centre, Pharmacist Continuing Education Program, Car Maintenance Service, etc. A 2-day **preparatory workshop** (23–24 Feb 2017) was held for the project team members (50 youth) to build their presentation skills and to ensure that the presentations of the projects meet specific criteria in terms of content and presentation delivery.
- A long **list of potential investors** was prepared – including representatives of local companies, banks, associations and individuals, selected based on their field of work, interest in supporting young entrepreneurs, and capacity. Once the shortlisting process was complete, a summary of shortlisted projects was shared with the investors to provide them with general project idea and background. The investors were asked to share what support they were willing to provide (financial and technical, partnership, workspace, etc.).
- Two panels of 11 **judges** (one panel per 12 projects) were identified to evaluate the project presentations. The judges were carefully selected to present diverse backgrounds and provide different point of views. It was ensured that each panel include judges with technical background in business, banking, academia and organisation. Also, arrangements were made to enable **participants** in the Forum to provide feedback and to vote for projects at the event. .

Immediately following the Forum:

- Meetings were organised between young entrepreneurs and investors, resulting in signing of **contracts or initial agreements**. E.g.:
  - Young Talents Organisation signed a contract with Qi-Card for producing an advertisement for the company. It is also working with a local NGO to implement activities at several schools;
  - Job Opportunities Application (Wazifati) agreed with Ashur Bank to start a mobile application in end-2017;
  - 5 projects were offered financial partnership with Trade Bank of Iraq, which plans to support more projects;
  - A project for development of children’s talents was offered technical training from UNICEF that may lead to a strong partnership;
  - Some teams also developed initial ideas to merge or support each other to start their businesses.
- Four universities expressed an interest in establishing partnerships with the initiative to introduce the concept of entrepreneurship and innovation to their students and to bridge the skills-to-market gap.



Throughout implementation, Inno4Dev activities were promoted online and offline – **reaching out to more than 200 000 people nationwide.**

#### *Significance*

The initiative has empowered participating youth and it has developed a mechanism to increase the skills and networks needed to promote **youth entrepreneurship – including among young women.**

In terms of **realisation of projects**, there have been many inspiring **success stories**. E.g., as of later 2018, the Young Talents Organisation has been established and they are preparing for a youth contest; Fresh Point is a brand in Baghdad with 4 operational branches; while – having received zero-interest support from TBI (USD 240 000 in total) – the projects Raising the Production of Palm Tree (female-led), Electronic Platform for Designing and Printing, and Treatment Device for Children with Jaundice are now in implementation phase.

In addition, by using online and offline tools and bringing activities and projects to the attention of potential partners (including Governorates) and funding institutions, Inno4Dev has raised the awareness of thousands of people regarding local **community participation** (of youth, as well as academia, NGOs and the private sector) **in local development planning** – with relevance for both service provision and jobs creation.

#### *Output*

- Innovation for Development Initiative implemented.  
→ See Annex X – Innovation for Development Initiative.

#### *Steps after LADP II and sustainability*

- Follow up and document the outcomes and success stories (realised innovative entrepreneurial projects).
- Organise similar forums in different cities and regions to engage local investors and stakeholders.
- Reinforce connections with and between interested universities, companies and banks – to sustain and increase support for innovation and entrepreneurship, and to help bridge the skills-to-market gap.

## 5.2. Component 2 – Improve communication and coordination between central and Governorate levels, and enable the participation of communities in local development

### 5.2.1. Sub-component 2.1: Centre-Governorate coordination

#### **Activity 2.1.1** *Establish a platform for dialogue and information sharing between national/regional and local government*

**Activity summary:** A platform is initiated for national and local authorities across Federal, Regional, Governorate and inter-Ministerial levels to coalesce and discuss issues relevant to local development and service delivery. In addition, the Programme supports the strengthening of cooperation between Governors and Provincial Councils.



*The LADP Workshop of 17-18 Nov 2015, Baghdad, involved 86 participants, presentations, open discussions and WGs – with aim to identify Governorate development priorities and improve cross-level coordination. De-facto, this was the first NAC meeting under LADP II.*

The initiated platform for dialogue and information-sharing between central/regional and local government consists of the following elements: **National Advisory Committee (NAC)**, **Provincial Steering Committees (PCSS)** on local level established by Governorates, **Technical Task Groups (TCs/TGs)** established on local level, and **Online Information Platform**. All these elements support inclusiveness, open dialogue, exchange of views and information, and coordination in planning processes at the local, national and regional levels.

#### **National Advisory Committee**

The programme is overseen by NAC co-chaired by the GoI Minister of Planning, KRI Minister of Planning, Head of the EU Delegation and UNDP Country Director, or their delegates. NAC has served to ensure consistency of the national priorities with the needs on the local level, and to encourage discussion between the local and national level (facilitated by LADP II) in regard to tailoring of the Programme activities to most effectively address the needs at the local level.

- In practice, the **first NAC meeting** took place as part of the **LADP Workshop of 17-18 Nov 2015 (Baghdad)**. This convened the members of the Steering Committees established in each governorate, the Governors, and representatives of GoI Ministry of Planning (from central and local level). The workshop was aimed to identify developmental priorities for the Iraqi Governorates and to improve the coordination between the central, regional and local levels. Participants focused on identifying most persisting challenges for Governorates and proposed interventions, they looked into challenges related to coordination and

proposed mechanisms in line with LADP. At this Workshop, an initial identification of priority areas was elaborated, based on the differences between the Governorates in terms of their needs for urgent recovery measures, demographics, profile, security and accessibility. This premised e.g. the development of PRPs (instead of PSDs) in the governorates with force-majeure conditions.

- The **NAC meeting of 14 April 2016 (Amman, Jordan)** was the only NAC meeting formally identified as such. This was chaired by the EU Ambassador to Iraq, the Gol Deputy Minister of Planning, and the KRG Deputy Minister of Planning. The meeting served as forum for NAC Chairs, Governors and representatives of the 12 Governorates to share the main objectives, discuss challenges, Programme achievements and next steps for joint planning, and the implementation of already-endorsed strategies with all stakeholders involved.
- In April 2017, the members of NAC participated in the **launching Conference for NDP 2018–2022 (29 Apr–01 May 2017, Erbil)** – the first Iraqi NDP to use bottom-up approach. Here the results of the LADP progress were presented and the Conference was accepted as a NAC meeting.

### Provincial Steering Committees

At regional level, the management of the Programme has been based on the efficient and effective coordination between the different stakeholders through Steering Committees established at Governorate level.

According to the **Guidelines for Establishment of PSCs** developed in line with LADP principles:

- The **purpose** of the PSC is to guide the strategic planning process of the province by achieving clear vision and priorities for local development, while ensuring that all key stakeholders are involved in the decision-making process and that the views of all the different categories/areas of citizens are fairly represented in the process. The PSC is also tasked to prepare the strategy for implementation and follow up.
- To represent the provincial interest, PSC **members** must include main stakeholders – including *at minimum* (and as prescribed by the local conditions):
  - Governor – as Chair;
  - Deputy Governor/Governor’s Advisor for Technical Affairs;
  - Representative of the Provincial Council – specifically the Chair of the Council Planning Committee;
  - Representative of the private sector – e.g. from the Investment Authority, Chamber of Commerce;
  - Representative of women’s affairs – e.g. from the Supreme Council for Women;
  - Representative of CSOs;
  - Senior economic adviser – e.g. economic adviser in the Prime Minister’s Office, Parliament, etc.
- PSC **meetings** are held – as often as deemed appropriate and required by the process of provincial planning – in the presence of: (1) the Chairman of the Governorate Permanent Planning Committee and (2) Planning Committee member or other Governorate staff appointed as PSC Secretary.

Under LADP II, Steering Committees were **established in all 12 Governorates** – where each has been **chaired** by the Governor; **composed** of representatives of the Provincial Council (2), academia (1), the private sector (1), gender (1),<sup>42</sup> civil society (1), and vulnerable groups (1); and **tasked** to:

- Guide the planning process to produce PDSs and Annual Plans and provide oversight over the implementation;
- Support the Working Groups and the Governorate Planning Committee and provide the necessary resources to formulate and implement the planned activities;
- Review proposals forwarded by the Governorate Planning Committee and by the Working Groups and give guidance on the work being presented during the different phases of the planning process;
- Ensure inclusiveness and active participation of stakeholders and the public in the planning process;
- Ensure alignment of the produced plans to the vision, strategy and priorities;
- Monitor the implementation of the plans produced; and
- Perform the functions outlined during the various phases of the planning process.

### Technical Task Groups (Technical Committees/Groups)

All planning activities under LADP II were implemented within technical task groups at local level: Technical Committees in Iraq established by MoP and Technical Groups in KRI established by Governorates. These involved and coordinated the work of all relevant stakeholders (key Departments, private sector, community representatives, etc.).

<sup>42</sup> Under LADP II, women’s voice on PSCs in south/central Governorates was ensured through the established Women’s Affairs Office (A.2.2.3).

**Through TCs/TGs**, the Programme **target groups were engaged in building capacities for strategic planning** and, together with the LADP team, **they elaborated the sectoral and multi-sectoral plans**. As needed, thematic working groups (WGs) were established (as extended sub-groups of TCs/TGs) to support the work of the technical tasks groups. Typically, PSC members were involved at the operation stage as participants in either TC/TGs or WGs.

Thus, the composition and process in technical task groups has served to: (1) ensure alignment between national and local priorities; (2) channel guidance from the national to the local level; (3) strengthen the partnership between NAs and LAs represented in Technical Committees/Groups; (4) ensure multi-sector engagement and coordination between relevant local-level Departments in the course of planning; (5) complement the established PCSs (as link between the Governorate and the main external and internal stakeholders in the planning process); and (6) formally establish coordination between the Governorates and MoP.

### Online Information Platform

An Online Information Platform was developed and operationalised, linking the national and Governorate levels was developed (A.1.1.3.1). This dialogue tool consists of a file-based platform and data sharing and conversation-based blog. It enables all relevant parties to share information, raise questions, and discuss mutual issues of interest. Each of the 18 Governorates has a separate area to upload and edit materials which can be viewed but not edited by others, in addition to a shared storage system. The rationale for the Platform, coordination approach and key identified thematic sectors were outlined in a discussion paper shared with all stakeholders, including the Steering Committee, Coordination Team, and Governorate Planning Team.

#### Significance

- The system of NAC–PSC–TC has ensured that the work on local level planning is coordinated with the national priorities. It serves to safeguard the vertical alignment of the local development and urban and spatial policies with the local actions. At the same time, it ensures multi-sector engagement and horizontal coordination between relevant national-level Ministries and local-level Departments in the course of planning.
  - Through PSCs and TCs, national-level authorities have been involved in the local planning process and they have strengthened their engagement and communication with the engaged local authorities.
  - As a knowledge management tool, the Online Information Platform enables decision-makers and planning professionals to exchanging ideas, experiences and knowledge in regard to the development, urban and spatial planning; to reach decisions in alignment and (vertical and horizontal) coordination, based on informed and comparative analysis, so that local-level planning advances national goals, as well as national-level decisions and plans advance effectively the local development process.
- The interaction of NAC, PCSs and TCs/TGs during the implementation of LADP II is illustrated in Chapter 3, Figure 1. The Online Platform is detailed under A.1.1.3.1.
- Relevant Annexes: Annex X – LADP Charter, NAC, PSCs; Annex X – LADP Online Information Platform.

## 5.2.2. Sub-component 2.2: Community participation in local development

### Activity 2.2.1 *Establish frameworks for community participation in local-level planning and development processes*

*Activity summary:* Support is provided to local authorities to create systematic frameworks for gathering and responding to the input of multiple community groups, particularly the most vulnerable, marginalised and underserved. Local governments are sensitised to encourage and welcome citizen participation in local development, and principles and guidelines for participation are developed. Community groups and civil society are encouraged to partner in addressing the most pressing needs of the respective local community. CSOs might be encouraged to serve as both mediators between local communities/target groups and the Governorates and service providers in the areas of their expertise in response to growing demand.

Under LADP II, public participation and involvement of the citizens and other stakeholders in the process of planning has been essential. This has been regarded **not only from the perspective of accountability and transparency**, but rather as **key part in the process of result-oriented evidence-based planning**. Thus, community participation has been embedded in the process of local development planning.

In line with the CBSP methodology, the framework for community participation established under LADP II is comprised of (1) **Steering Committees** (PSCs) established at local level including representation from the private sector, academia, CSO, gender and vulnerable groups to ensure advocacy and participation of local communities in planning processes (see A.2.2.1 above); (2) **Technical task groups** (TCs/TGs) and **thematic Working Groups** (WGs) where NGOs, academia, etc. are invited to engage actively in discussion (detailed in Chapter 3); and (3) **public awareness events** related to the preparation of the plans (public consultations, strategy launches).

The structures of civil society were actively involved in the actual work on PRPs/PDSs – in the course of elaborating baseline inventories/vulnerability assessments, well as in the actual planning process as participants in the Working Groups (WGs). In ISIS-affected governorates, they were key source of information regarding community issues and needs (see A.2.2 next). The examples are many:

- In Muthanna, **academia** were largely included in the PDS process; there was a partnership agreement for their involvement, and their role in providing quality control and **methodological support** was formalised;
- In Kirkuk, the **CSO Amara in Iraq** (which has national network of CSOs and works in capacitating CSOs and local communities to support vulnerable groups) was very active in contributing to the community development priority area
- In Diyala, the Head of the WG on community development was the Chairman of the local **NGO network**; representatives of NGOs were included in all WGs on community development in the central cluster.
- In Nineveh, the WG on economic development included representatives of **academia, local business and international investors**. The local **business unions** were represented in the WGs on economic development in all central cluster of provinces.
- The work of WGs on public services was also supported by the community through the participation of the Provincial Councils and discussions with **NGOs**.

In all 12 Governorates, support to PSCs, TCs and WGs through workshops and on-the-job training initiatives on the CBSP approach and development of the local strategic documents (PDSs, PRPs and SEAPs) has *inter alia* included training and support for officials to work with CSOs and other stakeholders in the course of planning. Trainings have stressed the importance of **involving CSOs & other community stakeholders** in both planning and implementation processes.

The PDS launches in KRI (A.1.1.4.1) have provided excellent examples on how the launch even can be utilised by LAs not only to announce the Plan, but also to mobilise support for its implementation and to actually start implementing it. As complementary action toward the development of SEAPs (A.1.1.1.2), the Programme has piloted Student Innovation Competition on Sustainable Energy — which offers best practice in LA-CSO cooperation and youth engagement.

### *Significance*

Through the CBSP methodology and implemented participatory approaches, LADP II has ensured the inclusion of communities in local area planning processes. The representation of CSOs, business, academia and vulnerable groups in PSCs and TCs/WGs has served to ensure the **participation** of local communities and vulnerable populations throughout the entire planning process, to support the articulation of **targeted interventions** to meet their needs, and to **increase the capacity of communities and vulnerable groups to create demand for better services**.

Community participation in PSCs, TCs and WGs at local level has been a major step in creating systematic frameworks for collecting and responding to input from multiple community groups in the course of local-level planning and development processes.

### **Activity 2.2.2**      **Vulnerability mapping and assessment**

*Activity summary:* Assessment is conducted to identify vulnerable groups in the Governorates with a specific focus on their access to services in the priority target sectors. Populations and areas with poor access to services or receiving poor quality services are identified using participatory approaches. Through this targeted approach, local authorities are supported to target precise populations and/or geographic areas for planning and service delivery improvements with community input as one guide. Spatial planning tools are used to support planning and service delivery improvements where relevant.



*Yazidis fleeing ISIS, Aug 2014. In the context of ISIS and displacement, families have faced huge difficulties with regard to living conditions and livelihoods. Restoring normal life in affected governorates will require appealing to the most excluded and vulnerable groups.*

During scoping mission with the 5 Governorates affected by ISIS in 2016, the Governorates identified as major challenges: (1) the lack of community trust in the ability of LAs to cope with the crisis situation; (2) the lack of Governorate skills and capacities to assess and address the challenges of the most vulnerable groups in a sustainable way (while most of the population living in the 5 central governorates could be considered as vulnerable group); and (3) the need for innovative approaches toward securing the basic needs of the most vulnerable groups (to counter LAs' sole reliance on humanitarian assistance).

To address these challenges, under LADP II, as part of the development of the Provincial Responses Plans (A.1.1.4.2), systematic **vulnerability assessments** were completed in the identified **priority areas** – community development, economic development and public services.

#### *Methodology and process*

The vulnerability assessment (VA) differs from baseline inventory in that: (1) it looks at two interlinked sets of baseline data – i.e. it reviews the situation **prior to and post ISIS** in each priority area; (2) it **specifically targets the most vulnerable groups** – including among host, IDPs and returnee populations; and (3) it pays special attention to needs regarding **reconciliation and peace-building**.

The VA methodology has included steps to ensure **community involvement**.

- In Oct–Nov 2016, three **Working Groups (WGs)** were established in each governorate (one per priority area), comprised of Governorate staff and **representatives of NGOs** and business. These were tasked to compile data and complete the VAs as basis for completing SWOT analysis and identification of critical strategic issues;
- The WGs were assisted in the data-collection process and coached by the LADP experts (in the frame of VA missions and CBSP training) – including through training in data collection methods and approaches to assess the needs of vulnerable groups (e.g. data desegregation by gender/qadha);
- To understand the situation of vulnerable groups – specifically given the severe lack of information (destroyed records, scattered administrations, lack of access to localities) – the VA process prominently included **consultations with community CSOs**. VA workshop meetings were conducted with NGO/CSO representatives, who shared their work, information, problems and priorities with regard to (supporting the rights, inclusion, needs of) specific community groups. Through WG members and CSO representatives, multiple community bodies were approached (e.g. neighbourhoods, community groups, individual interlocutors such as women's leaders, youth leaders, religious leaders, etc.) who provided information input. This helped particularly with the collection of qualitative data, which provides more contextual and adequate information for decision making.

- The **VAs were completed** in early-2017, with support from the LADP VA Experts and Area Coordinators. Thereafter, as participants in WGs, NGOs continued to participate in the actual **planning process** – particularly with regard to community development (detailed in A.2.2.1 above).

The completed vulnerability assessments provide the evidence base for the strategic part of each PRP. They have been fully integrated in the PRPs (see A.1.1.4.2).

### *Significance*

The VA process has resulted in increased capacity for LA response and in PRPs that offer strategic response to the most pressing needs of vulnerable groups.

- The VAs – and the resultant PRPs – pay **specific attention** to the situation of women head of households, girls/young women, youth, children and orphans, people with disabilities, those who live in extreme poverty, IDPs (especially in those in camps) and returnees;
- The PRPs identify specific **targeted measures to support** the socio-economic inclusion of these groups (particularly women and youth) in local communities, the protection of their rights, and their access to basic services, health, education and livelihoods – such that are within the authority and capacity of LAs. This includes proposed projects to increase LA capacity to assess the number/needs of vulnerable groups (improved criteria for assessment, improved databases), and to implement integrated support programmes for vulnerable groups.
- The PRPs also identify engaging youth and women as key to counteracting the erosion of family and community structures in the context of ISIS and further radicalisation post-ISIS. Correspondingly, the envision **targeted measures to engage** the role of youth and women in efforts to address peace-building, to restore the social fabric and to overcome social challenges;
- The VA process has identified: (1) a number of (donor-funded) initiatives in the North and Central clusters, which support vulnerable groups with programmes such as cash-for-work, basic VET, etc. (done in cooperation with Governorates); and (2) NGOs that are particularly active locally in regard to addressing vulnerable groups – especially children and women/VGBV. This allows for the identification of future **complementary actions**.
- Finally, the VA process has elucidated some **specific locations that require priority action** to improve service delivery (camps, urban areas with dense IDP/returnee populations, etc.).

In the course of the VA process, **community members** were made aware of the participation frameworks developed under the Programme, of the constraints faced by LAs and of how more active communities can lead to more accurate information, and therefore improved planning, local development and service delivery. Conversely, the understanding of **Governorates** was raised in regard to methods and approaches to assess the needs of vulnerable groups and to designing actions/projects to support them – both of which involve working together with community representatives.

The process has contributed to increasing trust in LAs among local communities.

*Additionally, relevant with regard to assessing the needs of vulnerable groups is the completed Tikrit Assessment (A.1.3.1.1) – detailed under Activity 1.3.1 as it has primary relevance for priority service delivery improvements; and the “Exile Voices: Camp Reporters” exhibition – detailed under Activity 2.2.3 (next) as an innovative mechanism for inclusion of vulnerable groups in planning processes.*

### **Activity 2.2.3**      **Enhancing participation of communities and vulnerable groups in local planning**

**Activity summary:** Following the creation or identification of effective frameworks in community participation at the Governorate and local level, the Programme works to convey to local communities how they can participate (to provide detailed information on these forums) and why participation is worthwhile (either via government pledges for change, discussing the value of partnership, success stories from other participatory forums, etc.), and to support the establishment of mutual, accountable processes between communities and government.



*Actions for direct engagement of communities and vulnerable groups under LADP II – such as the “Exile Voices” exhibition (left) and Kreka’an Bazar (right) – have served to empower vulnerable groups and to support accountability between LAs and communities.*

LADP II has sought to enhance the participation of communities and vulnerable groups in local planning in innovative ways, while optimising visibility and public engagement. The activity has included key visibility events and other activities, which entail **direct public engagement**, and which **complement the more formal and structured frameworks** for community participation in local-level planning and development processes established under A.2.2.1 (PSCs/TCs) and A.2.2.2 (vulnerability mapping).

### Women’s Affairs Offices

A key activity under the LADP was the establishment of **Women’s Affairs Offices in 9 Governorates** in Iraq (south and central cluster). In the context of ISIS, the multi-dimensional problems of women increased. Many women became heads of large families and need to earn the living – while taking care of their kids, while lacking basic skills, while enduring the stigmas of the conservative society in Iraq; access to healthcare, education and social services and protection declined. At the same time, the focus of women’s NGOs was narrowed mainly on self-help in early maternity, literacy courses and sewing.

Therefore, *instead of looking to engage women CSOs directly*, the **Women Affairs Offices** were conceived as **interlocutors** between women CSOs and other interest groups (with regard to women’s access to education, health, employment, etc.), including **to represent women’s interest in PSCs** and local-level decision-making processes.

- This activity was completed at early stage of the project and it contributed to the major planning activities – the Offices were included in the planning process of PRPs and PDSs as well as other spatial planning documents. The Offices also supported the mobilisation of women for other LADP initiatives in those governorates (e.g. Kreka’an Bazar, Clean Kurdistan in One Day, etc.) The Women’s Affairs Offices were very well accepted by LAs and their participation in planning activities was proactively sought by LAs. On average, women’s participation in PSCs, TCs and WGs was ca. 20%.
- The approach has proven successful. The establishment of Women’s Affairs Offices has served to
  - Reduce the time and resources in attracting NGOs/women groups to each local planning process;
  - Effectively **ensure that the problems faced by Iraqi women are addressed by the developed local SPDs**: all PDSs/PRPs include targeted measures that address the inclusion of women in Iraqi society;
  - **Institutionalise women’s representation**: the Offices continue to function after the end of LADP II.

### Women Leaders Forums

The Women Leader Forums was another important albeit rather pilot activity which contributed to the active participation of women in the work of Governorates. The launch of Women Leaders Forums in Basra, Missan and Karbala included the participation of 112 women and girls in Missan, 87 women in Basra, and 69 women in Kerbala.

- This was another way to promote **empowering women** and raising awareness on how to contribute to the development of **gender-based approaches in local governance**.



### Kreka'an Bazar

On request by Noon Foundation for Culture and Art, LADP II supported 40 people with talent to participate in a 3-day Kreka'an Bazar<sup>43</sup> in Basra (19–21 June 2016) and to exhibit their product, crafts, goods, clothes, food, etc. The participants supported by the Programme were various ages and religion, but they all came from very low-income category – mostly **widows and youth** from rural areas, and over 80% **women** – who could not afford transport and stand at the exhibition; some were **people with disabilities**.

The event had participation of companies, NGOs, organisations and media outlets. Visitors numbered **over 7500 families** over the three days. Visitors and participants enjoyed cultural and artistic activities, plays, poetry, paintings, fashion show, competitions and traditional music and dance. The bazar promoted participants' work to thousands of people living in and outside Basra who visited this successful event. At the last day of the bazar, the supported participants had sold 90% of their products..

- The activity provided market access to people who had neither experience in marketing their products/talents, nor financial means to do so. Their participation in the Bazar gave those **disadvantaged women, youth and PwDs** a chance to increase their **income** by marketing their crafts and products, to increase their **income opportunities** by making contacts with potential clients and investors, and to increase their **visibility and inclusion** in Basra society.<sup>44</sup>

### “Exile Voices: Camp Reporters” exhibitions

Since Dec 2013, National Geographic contributing photographer Mr Reza Deghati has trained over 60 refugee and IDP young people living in camps in Iraqi Kurdistan to be camp reporters. The “Exile Voices” project documents the daily life at the camp through the eyes of the young refugee photographers. The exhibition has displayed life in Kawergosk Syrian Refugee Camp seen through the eyes of children. It has revealed youthful yet strikingly mature perspective of forced displacement – as evidence of the needs and hopes of this extremely vulnerable group.

- This evidence was brought to the attention of the local and regional authorities in Iraq. E.g. the young photographers from Reza Visual Academy and the exhibition were **part of the official launch of Dohuk PDS** (28-29 May 2016) and the **EU Day celebrations** (09 May 2017 – see Chapter 5.3). In total 40 large photos were on display (many from a prior 370-m long gigantic photo exhibition held along the Seine in Paris).
- The exhibit also received warm welcome at the European Commission in Brussels (25 Nov 2016), where it was opened by HRVP Federica Mogherini and Reza Deghati. LADP II also supported the organisation of the “**Exile Voices**” exhibition in Brussels (25 Nov 2016) at the European Commission Berlaymont Building– **to raise awareness about the ongoing humanitarian and development challenges in Iraq**.
- Thus, the exhibitions have provided an **innovative approach to assessing the needs of vulnerable groups** and **to raising the voice** of vulnerable groups (e.g. children in camps) to be considered in planning process.

### Official launches of PDS in KRI

The **final PDSs** in KRI were **launched** with major public events – in Nov 2015 in Suleimaniah, in May 2016 in Dohuk, and in Apr 2016 in Erbil – **with activities translating the priorities into practice**: environmental sustainability (Suleimaniah), multi-sector economy, geographical location, investment environment and human resources (Dohuk), and tolerance, diversity and resilience (Erbil). (The events are detailed under A.1.1.4.1.).

- While they involved the Governors, administration staff, **local community, youth and civil society** in **addressing together in practical terms main priorities of the PDSs** (Suleimaniah and Dohuk) and very high visibility (and in the case of Erbil, highly symbolic) activities – the PDS launch events in KRI demonstrated that with immediate action and **joint action**, the PDSs would not remain only on paper, but lead to tangible and visible results. All events had particular focus on **youth involvement** in the local development process – e.g. the student innovation competition in Dohuk.
- Thus, the PDS launches served to inform the public of LA priorities, to build local **ownership** of the Plans among both Governorate and local community, and to **mobilise support** for realisation of the plans.
- The actions created huge **awareness** on their respective topics – inspiring other stakeholders and citizens to consider actions in support of the local priorities.

<sup>43</sup> This is a traditional event that normally takes place in the middle of Ramadan, especially in Basra and gulf countries, where children after fast breaking move from house to house to collect sweets and sing songs blessing the households.

<sup>44</sup> Rami al-Tamimi – a talented painter, **disabled** at birth, who introduced to the Basra community a collection of 20 paintings, commented: “My participation in the bazar provided me with a **great opportunity to be known** in the Basra society, amongst fine artists and in the media. I was **invited to participate** in several local and regional art exhibitions; and **for the first time, I received a job offer** – from one of the Iraqi satellite television channels to host a show for teaching people to paint.”

### “Water is Sustainability and Peace” conference

LADP II organised the conference “Water is Sustainability and Peace” (20 Jan 2016, Suleimaniah) on the occasion of piloting of sector strategy based on the approved PDS of Suleimaniah. It was attended by over 100 participants, including over 10 media channels.

- The Conference has served to build **awareness** among all stakeholders on water challenges in the region and on how to conserve water. It has also provided **guidance to LAs** on how to prioritise this topic and set up proper policies and plans for better water management.

### Tree planting campaigns

Iraq faced continued deforestation in the last decades due to internal and external factors, including *inter alia* the economic recession (trees are used as alternative to other fuel sources and by economic growth). Forests have been destroyed to make the land available for other uses, especially real estate. Continued and acute deforestation in turn drives land erosion, soil fertility loss, disrupted water cycle (watersheds) and climate change due to CO<sub>2</sub> and greenhouse gases emissions – as well as biodiversity loss, as forests are complex ecosystems that affect almost every species.

To address this, the Programme helped organise greening activities in Suleimaniah, Dohuk and Missan. The launch of the PDS in **Suleimaniah** was marked by planting of 1000 pine trees in Goizha Mountain – under the slogan “Plant the Plan by Planting a Tree.” This was followed by cascade-planting of 20 000 trees over 270 000 m<sup>2</sup> in 2015, to a total of 50 000 trees in 2016. Planting in **Dohuk** under the slogan “Clean Environment and Fruitful Planting “ started with the launch of PDS. In the course of 2016, cascading planting continued in 2 phases: 1000 pine trees in phase 1 (“Greening Roadsides of Swaratwka Mountain”) and 1000 olive trees in phase 2 (“Olive Farm in Shexan District”). Planting of trees in **Missan** took place as part of the “Clean Missan in One Day” campaign.

- In all three cases, **CSOs were heavily involved** as organisers/mobilisers of **wide community involvement**, with particular accent on **youth involvement**. Awareness was raised through participation of students volunteers and personalised adoption of trees that was widely shared in social media by the participants.
- The actions have shown to the public the LAs’ commitment in addressing the problem of deforestation and they have raised awareness of environmental sustainability as priority in local development.
- The actions offer **an instrument for LAs to engage communities in realisation of development objectives**.

*Additionally relevant is the following work implemented under other Component 1:*

- Under Activity 1.3.2.1, the **Innovation Expo of Dohuk Universities** has demonstrated the potential role of **youth/universities** in promoting innovation in public service delivery. The **Clean in One Day** campaigns have involved hundreds of **young people** in cleaning activities alongside LA representatives, awareness raising and networking; in total, the campaigns have engaged over a 100 NGOs and a total of 26 000 volunteers.
- Under Activity 1.3.2.2, the initiative **Innovation for Development** included **youth** in the field of innovation and entrepreneurship, and provided opportunities for youth to transform their ideas into businesses and social projects in support of the **SDGs**. Through use of online and offline tools, youth activities and projects were brought to the attention of businesses, Governorates, and funding institutions. Thus, the awareness of thousands of people was raised regarding community participation – especially youth participation – in local development planning, with specific relevance for service provision and jobs creation. Notably, **young women** comprised 30% of all participating youth in Inno4Dev, 36% of youth engaged in training, and 40% of youth engaged as youth-to-youth mentors.
- Under Activity 1.1.1.2, **students** were involved as **active, valid and valuable contributors of original ideas** to support energy and resource efficiency and to increase climate change resilience at the local level. Selected student-generated projects were included in the **SEAPs** to be implemented. Also, **children** were directly involved as **‘agents of change’** – through the piloted **educational Sustainable Energy Playgrounds** – so that their knowledge and voice may influence consumption patterns and policy-making in the future.
- Under Activity 1.2.1.2, training was delivered in application of **gender-sensitive indicators** and **gender-classified data** in planning processes. This will contribute to increased women’s representation in executive decision-making, improved access of women to public services, and **integrated gender perspective** in the local planning process. Developing capacities **in gender-sensitive budgeting** has been a pivotal way to mainstream gender equality past Programme completion.

### Significance

**All piloted actions** to enhance the direct participation in local development processes of communities and vulnerable groups (women/widows, youth/young women, PwDs, children, orphans, IDPs/IDPs in camps, economically destitute people) – including awareness raising, innovative mechanisms for participation and feedback, and emblematic community mobilisation actions (e.g. the Tree Planting campaigns) – **can be replicated by target groups and future donor initiatives**. All these actions encourage LAs and people to work together to achieve important outcomes for the communities – while they particularly empower women and youth, drive high citizen participation awareness, and they support the establishment of **mutual and accountable processes between LAs and communities**.

Through these actions, multiple community bodies and interlocutors (such as women’s leaders, youth leaders, etc.) were made aware of the participation frameworks and accountability and transparency mechanisms being developed under the Programme. Communities were also made more aware of the constraints faced by Government and of how more **active communities** could lead to more accurate information, and therefore **improved planning**, local development and service delivery.

Women-focused direct engagement initiatives – establishment of Women’s Affairs Office, Women Leaders Fora, women’s participation in workshops and Inno4Dev activities – have contributed in a very strong way to reviewing the role of women in the development agenda based on the SDGs (*i.e. how authorities will engage women to further the local development process*), as well as to increased awareness among women – especially young women – on their own role and capacities in the local development process (*i.e. how women’s own actions will empower them and influence the development agenda of LAs*).

### Final output

- 3 Women Leader Forums established in Basra, Missan and Karbala
  - 9 Women’s Affairs Offices established within LA structures in the 9 south- and central-cluster governorates
  - Kreka’an Bazar supported
  - Travelling exhibition “Exile Voices: Camp Reporters”
  - 3 Official PDS Launch events in KRI governorates
  - Conference “Water is Sustainability and Peace”
  - Tree Planting Campaigns – in Suleimaniah and Dohuk.
- See Annex X – Enhancing participation of communities and vulnerable groups in local planning.  
 → Also relevant: Annex X – Innovation in Community Services; Annex X – Innovation for Development; and Annex X – Gender Sensitive Budgeting.

### Steps after LADP II and sustainability

- Women’s Affairs Offices need to be established in all Governorates; they need to be networked to share best practices and experience in their work and initiatives. The Offices should be strengthened further through on-the-job training (1) to provide services that match the needs of the women (in education, healthcare and employment) with service providers, businesses and support groups; and (2) to coordinate CSOs and to raise funds – e.g. through preparation of projects to be fund by international donors.
- These innovative community participation initiatives should be replicated and some of them could become traditional for Iraq. However, support is still needed to the Iraqi institutions and CSOs in order to start implementing them on their own (instead of under the umbrella of donor-funded action). Given that UNDP is able to raise funds for such initiatives and gradually increase the involvement of LAs in their organisation and required fundraising, in the next 3–4 years there is a window of opportunity for Iraqi institutions to become more favourable to initiating such initiatives.

### Activity 2.2.4 Strengthening the role of CSOs in advocacy and citizen participation

Activity summary: In each Governorate, the ability of local government to partner with CSOs is assessed. CSOs are mapped jointly with government and other relevant local stakeholders. ‘Champion CSOs’ are identified that can be focal points among local populations. These champion CSOs are requested to take on a more active advocacy and information-sharing role – serving as a type of “demand-side interlocutors” on numerous sectoral and service-related issues – while they also sharing information among each other and disseminating relevant information from government via existing web and/or media platforms and forums.



*The Governor of Erbil, the Manager of COEF CSO and the KRG Minister of Municipality and Tourism launched together the campaign “Clean Kurdistan in One Day” in Erbil. Across KRI, ca. 16 000 volunteers, 102 NGOs and 25 media channels participated. The campaign was designed, organised and implemented by COEF as interlocutor with local communities and LA partner in service delivery.*

The effective implementation of decentralised activities by LAs depends on the commitment and capacity of officials to engage and serve local citizens – particularly so in the post-ISIS context of destruction, weakened communal links, lack of trust in LA’s, and lack of resources. While CSOs can help promote the values of tolerance and inclusion, and while they are uniquely positioned to communicate both local community concerns to LAs and LA priorities and constraints to communities, CSOs have limited capacity. There are CSOs in the region who work to promote dialogue, provide feedback, increase citizen inclusion and follow up on commitments – but overall, the number of CSOs is limited (especially in the south) and their focus is limited (especially in the centre/north) – mainly to humanitarian support, skills trainings and vulnerable groups.

In this regard, it is important to increase the capacity for mutual and productive engagement of both LAs and CSOs – to ensure implementation of transparency and accountability principles, to help mobilise public support for LA efforts, to increase the exposure of LAs to actual needs of citizens, as well as to address jointly important challenges. CSOs stand to have particularly positive impact as actors purposely engaged by LAs – as stakeholders in local service delivery as well as planning, as interlocutors, and indeed, as LA partners – to advance development.

LADP II has worked to strengthen the role of CSOs through implementation and practical experience. Across sub-components, LADP II has involved CSOs in a range of activities as part of the implementation of the LADP Charter (Chapter 3), particularly in view to build **collaborative relationships** between CSOs and key actors.

- To strengthen the role of CSOs as **advocates** and **formal citizen representatives**, CSOs were been embedded in the process of local planning through PSCs, TCs and WGs (see A.2.2.1, A.2.2.2). At least 2 NGOs were members of the PSCs and TCs per governorate – typically coalitions or interest representation groups (business, industry, etc.). The engagement of CSOs in PSCs is crucial to building and maintaining partnerships with the Governorates. Therefore, during training in CBSP for LAs, special focus was placed on community participation and public consultations in strategy development (A.1.1.2.1). Notably, the elaborated strategic plans envision participation of CSOs as **stakeholders** and **implementing agents** of specific activities (with regard to education, health, youth inclusion, etc.) (A.1.1.4).
- The establishment of Women’s Affairs Offices (detailed in A.2.2.3 above) has served to strengthen the role of **women CSOs** as both **advocates and partners** in the development process. The Offices facilitate the communication between women CSOs and other interest groups, including they represent women’s interest in PSCs. Under LADP II, the Offices have acted as **demand-side interlocutors**, but given further capacity building, they are positioned to facilitate links to support service provision, or to become **service providers** themselves.
- NGOs were involved in the organisation of most of the awareness events as **sub-contractor**. E.g. UNDP signed responsible party agreement with **COEF** to implement the PDS launch activities in Suleimaniah, with regard to logistical and communications work involved to raise public awareness and participation (A.1.1.4.1). The PDS Launch in Dohuk involved the event “Made in Dohuk” – including cultural exhibition

and innovation competition – was implemented by the CSO **NOREL Organisation for Development**. NOREL organised the exhibition and managed the event through different tasks starting from renting the venue, approaching the females to bring their projects, advertising for the innovation competition to receive the projects, approached the cultural directorate and other stakeholders to identify and bring items to show at the exhibition. NOREL was selected based on its level of activity in the community (it partner with UNOCHA and UNHCR) and experience in arranging similar events.

- LADP II also engaged CSOs in **joint interventions** to foster synergies and **mutual benefits**. One such example is the cooperation with **Rwanga Foundation**, which has a focus on developing platforms for youth to discover talents and fulfil their potentials and introducing the latest technology. LADP II involved Rwanga in realising the Student Innovation for Competition on Sustainable Energy (A.1.1.2.1). The Programme also worked closely with youth-led and youth-focused organisations to realise Inno4Dev (A.1.3.2.2). Finally, in the frame of LADP II, **COEF – Clean Organisation Environment Friends** (coalition of NGOs) – conceptualised, organised and implemented the conference “Water is Sustainability and Peace” in Suleimaniah (A.2.2.3).
- Finally, LADP II has piloted pivotal initiatives to identify and engage **selected CSOs as leaders of community mobilisation** and **LA partners in implementation** – including these CSOs have led the planning, organisation and implementation of interventions. Specifically, CSO participation has been integral to the implementation of **community service innovation pilots** (A.1.3.2.1).
  - The campaign “**Clean Kurdistan in One Day**” was organised by **COEF** in collaboration with MoMT-KRG, the KRI Governorate administrations and LADP. In the frame of LADP II, call for proposals was launched for preparation of the campaign (including mapping – with citizen input – of the critical garbage locations), preparation of campaign materials, campaign execution and final report; the CFP included inter alia general and specific requirements for the Implementing Agency, evaluation criteria, etc. Along with their Proposal, Candidates were required to submit completed Capacity Assessment Template. The proposal of COEF was selected – also given its established communication and engagement links to ca. 100 NGOs. Thereafter, COEF reached out to and coordinated the work of NGOs, community groups and citizens who joined on voluntary basis; interfaced with media; and organised the rather complex logistics (cleaning activities were conducted in 22 locations in and around Erbil, Suleimaniah, Dohuk and Halabja). In result, **more than 16 000 volunteers, 102 NGOs** and ca. 25 media channels mobilised in pro bono support of the implementation and coverage of the campaign live; and **more than 2500 t of illegally disposed waste were collected** and transported
  - Similarly, the campaign “**Clean Missan in One Day**” was organised by **Ana Missan for Human Rights organisation** in collaboration with Missan Governorate. The campaign mobilised more than 10 000 volunteers from universities, high schools, NGOs, community leaders and Missan local Government, and resulted in **500 t of waste collected, 4000 m of rainwater sewers cleaned**. Through Ana Missan, NGOs were also conducted activities related to capacity building, advocacy and awareness-raising: the CSO was responsible for a series of **lectures** delivered relevant to public health at schools, mosques, community and youth sport centres.

### *Significance*

- The piloted mechanisms to strengthen the role of CSOs in advocacy and citizen participation – particularly activities involving CSOs as organisers – have provided opportunities to engage in dialogue, to raise questions and share experiences and creative ideas on how to enhance the involvement of citizens in local development. All initiatives can be replicated by target groups and future donor initiatives.
  - The supported active engagement of CSOs with local authorities – including *inter alia* the process of identification and engagement of CSO – has increased the capacity of both CSO and Authorities for engaging with each other toward effective and collaborative implementation.
  - CSO engagement in “Clean in One Day” campaigns has served to effectively communicate to citizens LA constraints and to mobilise citizens in action to mitigate these constraints. Specifically, the coordination between the NGOs and the governmental directorates in the implementation of these campaigns – whereby local communities were empowered to contribute directly to a pressing problem for all Governorates in Iraq, given the irregular waste collection and proliferation of illegal dump sites – is a good lesson that can and should be duplicated in future across Governorates for a number of pressing problems.
- See relevant information on the involvement of NOREL, COEF and Ana Missan in Annex X – Innovation in community services, and Annex X – Enhancing participation of communities and vulnerable groups in local planning. Also relevant Annex X – LADP Charter, NAC, PSCs.

### 5.3. Communication and Visibility activities

The scope of visibility and communication work under LADP II has been very wide. Overall, communication and visibility activities implemented by the Programme have served two goals:

- (1) **To support the delivery of technical activities and the achievement of the Results** – i.e. a number of relevant activities have been integrated in various ways in the course of implementation of technical activities. *We provide a summary of these in Table 1 below;* and
- (2) **To specifically increase EU visibility.** *We detail these activities in the body of this Chapter.*

In all instances, communication and visibility activities under LADP II have also served to increase the **visibility of the Programme and the EU as a donor.**

With regard to the **NA/LA** target audience, visibility and communication work under LADP II has aimed **to secure engagement and wide participation** in Programme Activities, to support the delivery of technical activities (e.g. with appropriate materials for consultation workshops), and to support sustainable capacity building under the Programme. While the **sustainability** of the Programme depends on understanding and enforcement of the LADP Principles by the Governorates, continuous awareness-raising activities have been carried out to **promote the cross-cutting issues and principles of the Programme** embedded in the LADP Charter (see Chapters 2.4 and 3.2), to ensure that representatives of Governorates understand and embrace them and the ways to enforce them, and to ensure, thereby, an adequate level of commitment to the principles by Governorates.

With regard to **CSOs, community leaders** (from business, academia, social groups, etc.) and **citizens** (particularly youth, women and vulnerable groups) as target audience, visibility and communication work under LADP II has served above all as a tool to **engage and mobilise** communities and to raise local **community participation** in local development planning. Through awareness-raising and visibility work, LADP II also raised the **awareness of citizens** of many challenges and solutions at the local level, and built awareness of and support for LA priorities – thereby increasing the support and resource-base for the implementation of the plans/strategies developed – while also ensuring the delivery of technical activities (e.g. building community participation to realise Inno4Dev, to complete Vulnerability Assessments, or to identify priority projects for SEAPs). The Programme has targeted successfully a number of civil society and community groups, with a major focus on **youth**.

The war-damaged aging landline telephone infrastructure and the internet penetration means people of Iraq are increasingly more dependent on mobile phones in daily life and business. Therefore, all C&V activities under the Programme have made extensive use of social media. By use of social media, the Programme has worked to maximise its potential.

**Through active engagement and social media outreach, the programme has increased the visibility and expanded the audience even further.**

#### Visibility activities implemented to support the delivery of technical activities

The Programme has considered **external communications and information dissemination**, specifically those related to the realisation of technical activities, as an **ongoing process**. Therefore, this important aspect of the Programme was enhanced with providing updates on a regular and consistent basis presented in the form of news stories, press releases, Facebook posts, tweets and video streaming. Every activity was supported with photos, videos and visibility materials.

Below (Table 1) we summarise the main communication and visibility activities implemented to support the delivery of technical activities and the achievement of the Results – while also raising the visibility of the Programme and the EU as a donor.

Table 1 Main visibility activities implemented to support the delivery of technical activities and the achievement of the Results

LADP II Activity	Channel	Details
<b>Visibility approach</b> – including to increase LADP II visibility <i>All Activities (ongoing)</i>	Print/TV/radio, Social media, Videos, Events	<p><b>Logo and branding:</b></p> <ul style="list-style-type: none"> <li>The identification of the <b>LADP logo</b> already supported the <b>awareness of the Programme and its goals among the critical youth audience</b>. The logo was developed through competition launched (Sept 2015) among young designers, who submitted their ideas by email. All submissions were reviewed based on selection criteria including creativity, clarity, harmony of colours and meaningfulness. The shortlist was shared with the media specialist and LADP Manager among others to review, evaluate and select the winner. The winner was informed shortly after the selection was made.</li> <li>All event materials and presentations – including for all workshops held – were branded with joint EU-UN visibility and the relevant partners’ requirements. The Online Platform, Blog and tutorial videos were branded as well.</li> </ul> <p><b>Events:</b> All Activities – including all workshops, community mobilisation initiatives, conferences, etc. – were supported with photos, videos, visibility materials, and press releases developed and posted on the UNDP website. Visibility materials included rollup &amp; horizontal banners, project briefs, reports, leaflets, brochures, posters, folders, shirts, hats, vests, tree tags, illustrated panels for consultation workshops and billboards.</p> <p><b>Print media, radio, TV:</b> Press releases for key activities were developed and made available to media representatives through the UNDP website.<sup>45</sup> Media coverage of activities and events was achieved through building ties with the local media organisations. The number of participating media organisations per activity was on average between 15 and 20 which amplified public awareness regarding work under LADP II through positive media coverage.</p> <p><b>Social media:</b> Utilising social media channels to expand the reach, messages, results and activities of LADP II allowed the Programme to tap into a wide audience by using existing marketing tools (offered by such social media services) and increase the Programme outreach at relatively minimal expense.</p> <ul style="list-style-type: none"> <li>The Team posted over <b>20 LADP-specific articles on Facebook and Twitter</b> in English and Arabic – attracting respectively over <b>20 000</b> and ca. <b>10 000 views</b>.</li> <li>The Programme and specific activities were promoted through social media – above all, the dedicated UNDP Iraq and LADP social media pages – not just by <b>posting updates</b> but also by <b>live streaming</b>. Wider engagement was also stimulated by e.g. posting educational EU videos, interactive posts inviting the audience to take part in daily quizzes and photo challenges encouraging them to comment and participate in activities, etc. Dedicated Facebook pages were created for Clean Kurdistan in One Day, SEAPs and Inno4Dev (detailed below).</li> <li>In order to additionally promote the activities through visual media, a separate LADP <b>Flickr</b> page<sup>46</sup> was created in July 2017 that allows LADP to share photographs from events like workshops, meetings, gatherings and exhibitions. Every event such as a workshop, celebration and conference was promoted and covered on the <b>UNDP and UN-Habitat Iraq Facebook, Twitter and Instagram</b> pages.<sup>47</sup></li> </ul> <p><b>Videos:</b> The EU-LADP 11-minute promotional documentary on the UNDP/EU Partnership for Local Area Development in Iraq<sup>48</sup> was published on the UNDP Iraq YouTube channel and regularly shared in social media and with partners. Videos on Competition Award ceremonies, Educational Playgrounds, etc. were produced and uploaded on the UNDP Iraq YouTube channel.</p>
<b>Conservation &amp; Development Plan for the Historic Quarters of Basra</b> <i>A.1.1.1.1</i>	Video, Social media	<ul style="list-style-type: none"> <li>15-minute <b>documentary on the Old City of Basra</b> “Voices from Old Basra: Between nostalgia, reality and hope” developed by the LADP/UN-Habitat team includes footage from the historical quarters and interviews with residents and public officials (incl. a member of the Basra Provincial Council).</li> <li>The video has supported evidence-based advocacy for integrated multi-sector planning in consultations.</li> <li>The video has been disseminated through the UNDP and UN-Habitat YouTube channels.</li> </ul>

<sup>45</sup> E.g. for training on Gender Sensitive Budgeting – [link](#); the 2015 LADP Workshop where all the main LAs and NAs gathered to discuss developmental priorities (de-facto first NAC meeting) – [link](#); etc.

<sup>46</sup> LADP Flickr page: <https://www.flickr.com/photos/undpiraq/albums/72157686082182676>

<sup>47</sup> Sample LADP **workshop** coverage posts on: UNDP-Iraq Facebook – [Link](#) (PRP workshop – [Link](#)); UNDP-Iraq Twitter – [Link](#); UN-Habitat Iraq Facebook page – [Link](#); UN-Habitat Iraq Twitter page – [Link](#); UN-Habitat Iraq Instagram – [Link](#).

<sup>48</sup> <https://www.youtube.com/watch?v=SX2-MgCaz7Y>.

<b>SEAPs</b> A.1.1.1.2	Events, Social media	<ul style="list-style-type: none"> <li>The <b>SEAP campaign</b> Facebook page<sup>49</sup> currently has over <b>7230 followers</b>. The page was used to promote activities related to the programme activities that seek to raise awareness regarding environmental protection and conservation. The SEAP Facebook page was also regularly updated with educational EU videos on energy efficiency and environmental protection.</li> <li>From start to the end, the <b>Student Innovation Competition</b> on Sustainable Energy was published on the SEAP Facebook page through post, photo uploads from events and live streaming. The competition was also promoted via the UNDP Iraq Facebook page. The high increase in the engagement rates and number of followers of the SEAP campaign Facebook page was due to the conclusion of the Competition. Before the award ceremony, the nominees created videos describing their innovative projects which LADP posted on the SEAP Facebook page. The audience were invited to vote for their favourite videos by clicking the “Like” button for each video. This initiative resulted in an <b>increase of 2000</b> followers in only two days.</li> <li>Around <b>250 people attended</b> the Innovation Competition on sustainable energy Award Ceremony (20 Sept 2017, Erbil) including representatives from the government, diplomatic missions, NGOs, academic institutions, private companies and international organisations. At the event, renewable energy was promoted with a solar charger to encourage use of sunlight as a source of energy; this was given as an LADP gift to the ceremony guests.</li> <li>The competition Award Ceremony showed <b>very high social media audience engagement</b> as it was streamed live on the UNDP Iraq Facebook page. From 20 Sept to 10 Oct 2017, social media coverage of the ceremony on the UNDP Iraq Facebook page included: 3 Facebook posts with <b>11 868 people reached</b>, 101 likes, comments and shares, and 825 post clicks; and 6 live posts (streaming) with – <b>12 498 people reached</b>, 2755 video views and 473 likes, comments and shares.<sup>50</sup> The live posts were a great success, showing very high live involvement and, afterwards, active follow up on the event.</li> <li>Outreach activities for the <b>wider public</b> were organised with university staff and students (e.g. outreach visits to the universities) to further promote the competition. These were live-streamed on the SEAP Facebook page and photos from these events were uploaded. Over <b>490</b> online viewers were attracted. The outreach visits proved to be very successful since in just 2 weeks the number of <b>online viewers increased 25 times</b>.</li> </ul>
<b>National Conference for 1st round of discussions on NDP 2018-2022</b> (29 Apr–01 May 2017, Erbil) A.1.1.3.5	Event, Print media, TV/video, Social media	<ul style="list-style-type: none"> <li><b>Over 300 attendees:</b> from the Council of Ministers, Ministries, Governorates, the private sector, trade unions, civil society and academia – as well as from the diplomatic corps and international organisations.</li> <li>LADP produced the following <b>visibility materials:</b> 1 big banner (main conference hall); 4 small roll-up banners (3 for daily session rooms; 1 for media corner); special PPT presentation template; specially-designed invitation letters and agendas, including the logos of UNDP, EU, MoP and the Iraqi flag.</li> <li><b>Coverage of the event was high.</b> The event was <b>broadcast live</b> and daily updates were posted from the Conference sessions on the UNDP Iraq Facebook page.<sup>51</sup> Overall, <b>9 event posts reached 17 375 people</b>, including 8638 through live broadcast on Facebook and 10 447 impressions on 26 tweets<sup>52</sup> - the highest being on the press releases in English and Arabic on Twitter (1631 and 1401 respectively). The posts were shared by UN figures/accounts, and some EU accounts including the Ambassador. <b>Live TV coverage</b> of the event was done by Al Iraqiya official news channel (in Arabic) and Waar TV (in Bahdni Kurdish); and a number of channels reported on the event: Al Sharqiya, Al Sumaria, Al Fallujah, Rudaw, NRT, Kurdsat, etc.<sup>53</sup></li> </ul>
<b>Launch of PDS</b> A.1.1.4.1	Event, TV/video, Print, Radio, Social media	<p>The PDS launches were organised to build local ownership of the PDS among both Governorate and local communities.</p> <p><b>Suleimaniah</b></p> <ul style="list-style-type: none"> <li>The PDS launch event (19 Nov 2015) under the slogan “<b>Plant the plan by planting a tree</b>” involved <b>over 800 participants</b> (60+% female). This served to address with immediate action one of the cross-cutting <b>priorities of the Plan</b> (sustainable environment &amp; deforestation). Participants included H.E. the Governor of Suleimaniah, DG of several Directorates, PDS PSC and TGs, and representatives of UN agencies, NGOs, CSOs, private sector, women &amp; youth organisations, universities, institutes and secondary schools. H.E. Dr Fariadon and the UNDP Manager delivered opening speeches. Tree planting activities continued intensively over a month – to 50 000 trees by end-2016 – drawing additional participation and visibility.</li> </ul>

<sup>49</sup> SEAP campaign Facebook page: <https://www.facebook.com/SustainableEnergyactionPlan>; SEAP Facebook page videos: [https://www.facebook.com/pg/SustainableEnergyactionPlan/videos/?ref=page\\_internal](https://www.facebook.com/pg/SustainableEnergyactionPlan/videos/?ref=page_internal).

<sup>50</sup> Student Innovation on Sustainable Energy 2017 Award Ceremony – Facebook **posts:** [Link 1](#), [Link 2](#), [Link 3](#); Facebook **live stream** posts: [Link 1](#), [Link 2](#), [Link 3](#), [Link 4](#), [Link 5](#), [Link 6](#).

<sup>51</sup> NDP Conference – Facebook **live streams:** [Link 1](#), [Link 2](#), [Link 3](#), [Link 4](#); Facebook **posts:** [Link 1](#), [Link 2](#), [Link 3](#), [Link 4](#), [Link 5](#).

<sup>52</sup> NDP Conference Twitter posts: [Link 1](#), [Link 2](#), [Link 3](#), [Link 4](#), [Link 5](#), [Link 6](#), [Link 7](#), [Link 8](#), [Link 9](#), [Link 10](#), [Link 11](#), [Link 12](#), [Link 13](#), [Link 14](#), [Link 15](#), [Link 16](#), [Link 17](#), [Link 18](#), [Link 19](#), [Link 20](#), [Link 21](#), [Link 22](#), [Link 23](#), [Link 24](#), [Link 25](#), [Link 26](#).

<sup>53</sup> NDP Conference coverage in media – **Kurdish:** [Link 1](#), [Link 2](#), [Link 3](#), [Link 4](#), [Link 5](#), [Link 6](#), [Link 7](#), [Link 8](#), [Link 9](#); **Arabic:** [Link 1](#), [Link 2](#), [Link 3](#), [Link 4](#), [Link 5](#), [Link 6](#), [Link 7](#), [Link 8](#), [Link 9](#), [Link 10](#), [Link 11](#).



		<ul style="list-style-type: none"> <li>• Visibility materials included inter alia nametag/badge for the trees (as participants gave their names to the trees they planted), vests, hats, umbrellas.</li> <li>• The event had <b>extensive media coverage</b> – including 10 satellite TV channels, 5 local TV channels, 10 radio channels, 15 websites.</li> </ul> <p><b>Dohuk</b></p> <ul style="list-style-type: none"> <li>• Dohuk Governorate marked the launch of its PDS 2016-2018 in a ceremony as part of a 3-day event (27–29 May 2016) organised in collaboration with LADP and NOREL NGO, under the slogan “<b>Made in Dohuk</b>” – channelling several <b>PDS priorities</b>: multi-sector economy, geographical location, investment environment and human resources. The event also included <b>Carnival of Dohuk, exhibition “Made in Dohuk”, student innovation competition</b> (37 projects), and the start of <b>greening event</b> under the motto “Clean Environment and Fruitful Planting.”</li> <li>• The Governor, Head of EU Liaison Office in Erbil and UNDP Programme Manager delivered keynote speeches). Diplomats and representatives of international organisations and guests also participated and visited the exhibits.</li> <li>• The launch also included short video of LADP in Dohuk (including tree planting near Swaratuka) and “EU from War to Peace” video on the EU being awarded the Nobel Peace Prize.</li> </ul> <p><b>Erbil</b></p> <ul style="list-style-type: none"> <li>• Erbil marked the launch of its PDS 2016-2018 (in Apr 2016) with a <b>breath-taking audio-visual performance</b> at the historic Citadel, under the slogan “<b>Erbil – Capital of Tolerance and Diversity.</b>” The ceremony was presided over by H.E. Prime Minister of the Kurdistan Regional Government, Mr Barzani, and attended by members of the Council of Ministers, diplomatic corps and the Erbil Governorate.</li> <li>• The light and sound event was open for public and <b>thousands of people gathered</b> in front of the Citadel to watch the show. The visibility of the event was increased through production of branded back screen and roll-up banners, flyers and press releases published on UNDP Iraq website. The event received <b>huge media coverage</b> – all media attended and reported, and RUDAW TV broadcast it live – reaching out to a numerous audience in KRI.</li> </ul>
<p><b>Clean Kurdistan in One Day</b> A.1.3.2.1</p>	<p>TV/video, social media, Print &amp; promo materials</p>	<ul style="list-style-type: none"> <li>• The campaign was organised in collaboration with KRG, MoMT-KRG, the KRI Governorate administrations, over 100 NGOs and media, and managed by COEF. The cleaning activities were conducted in 22 locations throughout the 3 governorates (in Erbil, Suleimaniah, Dohuk and Halabja).</li> <li>• This campaign was fully promoted on its dedicated FB page – from campaign announcement and invitation to citizens to participate, to evidencing the results of the campaign, its activities and community participation (over 50 photographs and 3 videos uploaded). Promoting the event was also done through TV interviews and discussions with government officials and environmental NGOs, cultural events in public parks and distribution of leaflets in public areas and shopping malls. Additionally, a TV spot with a call for action was produced and broadcast, together with 2 more videos on the topic, by most of Kurdistan TV channels. To increase campaign visibility, posters were placed on busy highroads, malls and some Governorate buildings.</li> <li>• The campaign mobilised more than <b>16 000 volunteers, 100 NGOs</b> and <b>ca. 25 media channels</b> in pro-bono support of the implementation and coverage of the campaign live. Every participant wore a T-shirt and a hat with the campaign, EU and UNDP logos.</li> <li>• The campaign announcement and achievements received <b>huge media coverage</b> in KRI – many TV channels broadcast it live.</li> </ul>
<p><b>Clean Missan in One Day</b> A.1.3.2.1</p>	<p>Event, TV/video, Social media, Print media/press agencies, Radio</p>	<ul style="list-style-type: none"> <li>• “Clean Missan in One Day” campaign mobilised <b>more than 10 000 volunteers from universities, high schools, NGOs, community leaders and Missan local Government.</b> Every participant wore a T-shirt with the campaign, EU and UNDP logos.</li> <li>• Promotion covered billboards in Missan, 1000 publications, 1000 invitations distributed. The campaign was promoted through a radio spot on Al-Ammal Radio channel and a TV spot on Missan Local TV.</li> <li>• The logo of the campaign was designed by the stakeholders involved and reflected the slogan “Let’s make Missan beautiful in one day.”</li> <li>• The opening day of the campaign was attended by different media channels including Iraqia Al-Talea, Samara’a, Beladi, Aisa, AlDiar, Al-Game’aia Satellite TV, Missan Local TV, Missan local radio channel and Al-Amal channel. Moreover, different media agencies participated like Al-Mada Press, Ishtar Press, Neqtat Dhaw’a Press, Nena Press, Al-Fanar Press, Al-Sahafa Al-Mustaqila press, Iraq news, Al-Mizan Press, Shafaq news press, Sada Al-Huria Press. In addition, the press release was published on UNDP Iraq website for the campaign.</li> </ul>

<b>Innovation Expo of Dohuk Universities</b> (6–7 May 2017) A.1.3.2.1	Event, Social media	<ul style="list-style-type: none"> <li>• The Expo attracted over <b>200 visitors</b> from across the Governorate and beyond.</li> <li>• LADP developed banners, nametags, folders and project posters and visibility materials for the event.</li> <li>• The event was promoted on the UNDP Iraq Facebook page.<sup>54</sup></li> </ul>
<b>Innovation for Development</b> A.1.3.2.2	Events, Video, Social media	<ul style="list-style-type: none"> <li>• Throughout implementation, Inno4Dev activities were promoted online and offline – <b>reaching out to more than 200 000 people nationwide</b>.</li> <li>• The launch of <b>online application</b> for participation in Inno4Dev Gatherings was outstanding outreach success. This was shared on social media accompanied by a promotion campaign online and offline, resulting in over 1400 applications.</li> <li>• In 2016 alone, the Team developed and published 13 press releases on the UNDP Iraq website.</li> <li>• Inno4Dev was promoted via the IraqiYouthCafe Facebook page<sup>55</sup>; by end-2017, publications on Inno4Dev on social media had <b>over 35 300 followers</b> – an increase of ca. 7000 in 2016. These are mainly young people who use the page as an open space to exchange opportunities, ideas and experiences.</li> <li>• Inno4Dev promotional video was produced and published on the UNDP Iraq YouTube channel in 2016<sup>56</sup>; this was used and shared regularly with the audiences to further promote youth activities and empowerment.</li> </ul>
<b>Exile Voices: Camp Reporters</b> A.2.2.3	Events, Video, Social media	<p>The exhibition “Exile Voices” of Reza Visual Academy has served as innovative way to assess the needs of vulnerable groups and to raise the voice of the extremely vulnerable group of children in camps to be considered in planning process.</p> <ul style="list-style-type: none"> <li>• The young photographers from Reza Visual Academy and the “Exile Voices” exhibition were special guests of the <b>Dohuk PDS launch</b> and <b>EU Day</b> events.</li> <li>• Under the patronage of HRVP Ms Federica Mogherini, and supported by LADP in Iraq, the exhibition “<b>Exile Voices</b>” was also organised on 25 Nov 2016 in the European Commission’s Berlaymont Building in <b>Brussels – to raise awareness about the ongoing humanitarian and development challenges in Iraq</b>. At this event, LADP II was presented with a video on the programme activities. The event was filmed and a video<sup>57</sup> was produced to multiply the impact; this was published on the official UNDP Iraq YouTube channel. Social media campaign promoting the exhibition and the EU-UN partnership in Iraq was channelled via the UNDP–Brussels Twitter page.</li> </ul>
<b>“Water is Sustainability and Peace” conference</b> A.2.2.3	Event, TV	<ul style="list-style-type: none"> <li>• LADP II organised this conference (20 Jan 2016, Suleimaniah) with COEF CSO on the occasion of piloting of sector strategy based on PDS – to build awareness regarding (1) the importance of water as priority issue for KRI and the region, and (2) the policies and procedures for better water management.</li> <li>• The Conference had <b>over 100 participants</b>, including over 10 media channels. It was well covered by most of satellite channels and local TV/media.</li> </ul>
<b>LADP/UN-Habitat final handover event</b> <i>Activities led by UN-Habitat</i>	Event	<p>LADP II/UN-Habitat Team organised a final event (31 July 2018, Baghdad) to handover plans and deliverables to federal and provincial counterparts. This was in hosted by MoP and attended by <b>over 50 central and local government officials</b>, including H.E. Deputy Minister Dr Maher Johan. The Team delivered a presentation summarising the scope and the key “planning messages” of each urban/spatial planning initiative under LADP II. The Team handed out 155 <b>Certificates of Appreciation</b> and over 200 (EU-branded) selected <b>copies of deliverables</b>. MoP staff were very active in sharing the event on social media; and MoP issued an article on the event in their internal Magazine (MoP, <i>Planning Today</i>, Issue 328, Aug 2018).</p>

<sup>54</sup> Innovation Expo of Dohuk Universities Facebook post: <https://www.facebook.com/undpiniraq/posts/688349798031973>.

<sup>55</sup> IraqiYouthCafe Facebook page: <https://www.facebook.com/IraqiYouthCafe>.

<sup>56</sup> Innovation for Development promo video: <https://www.youtube.com/watch?v=buWlpsxGhHI>.

<sup>57</sup> The video from the Brussels “Exile Voices” event is available at <https://www.youtube.com/watch?v=eeYpo8lQnug>. Significantly, this video was uploaded on EUD to Iraq website on Europe Day 2017 (09 May 2017) [Link](#).

### Specific activities to promote EU visibility



*Intrinsic to LADP II are the EU goals of peace, diversity, tolerance and inclusion. The LADP II celebration of ‘Europe Day’ event (09 May 2017, Erbil) prominently involved children from host and refugee groups in recognition of these shared goal.*

### Event on the occasion of the 60-year Anniversary of the Treaty of Rome (Europe Day)

The event Europe Day (09 May 2017, Erbil) was hosted by the EU Delegation to Iraq, in cooperation with LADP, in Sami Abdul Rahman Park in Erbil. It was attended by **over 450 guests and visitors**, including representatives of diplomatic missions, government institutions and international organisations. The event was aimed to recognise that the EU – which turned 60 in 2017 – has experienced the longest period of peace and stability in Europe's written history; to inspire and recognise the importance of diversity, inclusion and collaboration; and to celebrate the collaboration and cooperation between the EU and Iraq.

The official ceremony started with speeches from the Head of EU Liaison Office in Erbil, the KRG Spokesperson and a representative from Reza Visual Academy. After the speeches, two cakes with EU and KRG flags were cut, and 1000 dark blue and yellow balloons were ceremonially released in the air. The event was closed with all guests lighting candles, accompanied by the EU anthem (Beethoven's “Ode to Joy”) and fireworks.

Event highlights included: (1) the exhibition “Exile Voices: Camp Reporters” showing the work of young refugee photographers from Reza Visual Academy (detailed in A.2.2.3), who were also special guests; (2) Dancing and singing performances by the Fig Club and Cambridge International School; and (3) Children drawing on the topic “What is Europe” – how they saw Europe, what they associated with the EU and Europe and what Europe meant to them – with assistance of their teachers and LADP staff.

- The entire event was colour-themed to promote EU visibility – down to the yellow seating area of the Amphitheatre covered with dark blue seat cushions. Ca. 500 brief information cards were designed, produced and placed on each seat – with information on the Treaty of Rome on one side and event programme on the other.
- The event was announced on 8 May 2017 on the UNDP Iraq Facebook and Twitter pages; on 10 May, a post was published on both including 13 photos from the event. The Team also developed and published a video on the event on the UNDP Iraq YouTube channel.<sup>58</sup>
- News reports were widely featured on TV: Al Iraqiya, Rudaw, Kurdistan TV, Kurdsat TV and Kurdistan 24.<sup>59</sup>

### Information Conference on EU-Iraq Cooperation

LADP II organised the Information Conference on EU-Iraq Cooperation (20 June 2016, Baghdad) to introduce the EU-funded projects implemented by different UN agencies, NGOs and private companies. The conference was attended by representatives of the EU Delegation, MoP, UN agencies, NGOs and private companies who presented their EU-funded projects. The EU Ambassador in Iraq and the Minister of Planning delivered opening speeches. The EU Ambassador in Iraq Mr Simonnet said: “We are committed to help build some prospects for the people of Iraq to believe in the future and regain hope in their institutions, country, and economic and political progress. [...] One proven way to address the challenges is through cooperation. This can be seen through [these successful projects] and how it translates from concept to concrete, from idea to action.”

<sup>58</sup> EU Day **Facebook** posts: [Link 1](#), [Link 2](#); EU Day **Twitter** posts: [Link 1](#), [Link 2](#); EU Day **YouTube** video: [Link](#).

<sup>59</sup> EU Day **media** coverage: Rudaw [Link](#), Kurdistan 24 [Link](#), Kurdsat TV [Link](#).

- The Team developed and presented a 4-minute video<sup>60</sup> to promote the LADP II objectives, activities and work.
- The conference was broadcast by many news agencies on TV, Iraqiya, Al-Rasheed, Dijlah, Al-Sumaria and several local TV stations.

*Final output*

- Event on the occasion of the 60-year Anniversary of the Treaty of Rome
- Information Conference on EU-Iraq Cooperation
  - See Annex X – EU Visibility.

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<sup>60</sup> EU-LADP short presentation video: <https://drive.google.com/open?id=0BzwE7ew6Dd5oRkzFNXd0eUJMcmc>.

## 5.4. Summary of work completed to mainstream cross-cutting issues

Below, we summarise the activities completed in order to promote and mainstream the cross-cutting issues in focus in the course of LADP II implementation.

Table 2 Summary of activities completed to promote and mainstream cross-cutting issues

Cross-cutting issue	Work completed to mainstream the cross-cutting issue	Cf. Activity
<b>Participation and inclusiveness</b>	<p>LADP has implemented participatory and inclusive process in local development in all its activities. <b>Staff participation and capacity-building were prioritised</b> through the Programme. The beneficiaries – central or local authorities – have been engaged in a <b>participatory and learning-by-doing process</b> coached by the LADP II team and consultants.</p> <p>E.g. Since late 2015, the UN-Habitat team delivered 35 consultations and “hands-on” planning workshops in the respective governorates, engaging over 890 participants overall – including more than 100 staff from MoP and Planning Directorates (1/3 female), along with key officials from MoMCHPW, target Governorates, Directorates, and Municipalities. All spatial/urban plans submitted integrate the inputs and feedback of counterparts provided during face-to-face and remote consultations.</p>	All Activities
	<p>The <b>CBSP methodology</b> implemented under LADP II considers the voice of the local communities and stakeholders through PCSs and public consultations. The concepts of <i>participation</i> and <i>inclusivity</i> are fully incorporated into the CBSP methodology.</p>	A.1.1.2.1
	<p>For the preparation of <b>PRPs/PSDs, Provincial Steering Committees</b> (PSCs) have been established to ensure inclusion of all stakeholders and communities in the local development dynamics, with a special focus on vulnerable and marginalised groups. Additionally, Steering Committees have been extended in the three KRI Governorates to ensure involvement of all stakeholders and local community groups in the preparation of <b>SEAPs</b>.</p>	A.1.1.4, A.1.1.1.2
	<p>Urban/spatial planning initiatives too have worked closely with Technical Committees/Consultation Groups to ensure relevant <b>bottom-up stakeholder input</b> and effective capacity building.</p>	e.g. A.1.1.1.1, A.1.1.1.4
	<p>The Programme has piloted mechanisms to strengthen <b>the role of CSOs</b> in advocacy and citizen participation, as well as emblematic <b>community participation actions</b>, with globally proven efficiency – such as Inno4Dev, Tree Planting campaigns, Clean in One Day Campaigns, Kreka’an Bazar, etc. All these actions encourage local authorities and people to work together to achieve important outcomes for the communities – while they particularly empower women and youth and drive high citizen participation awareness.</p>	e.g. A.2.2.4, A.1.3.2.2, A.2.2.3
<b>Local acceleration of national social priorities and sustainable development</b>	<p>The <b>PDSs/PRPs</b> developed on the basis of the CBSP methodology respond to the SDGs and NDP/Agenda 2030 – as do all <b>urban-related initiatives</b> and plans under UN-Habitat components (<i>i.e. the local accelerates the national</i>). They have a major focus on economic development (more and better jobs, enabling environment for private investments and entrepreneurship, diversified growth), post-conflict recovery, and long-term sustainable and inclusive development. What is more, (<i>the national accelerates the local</i>) <b>the new NDP 2018-2022 directly incorporates locally-identified priorities as new national priorities in line with the SDGs</b>. Also, the <i>Ramadi Recovery and Development Plan</i> has been included as one of the 8 Programmes and Projects expected to be implemented during the first two years of the National Plan 2018 – 2022, while GUS have been included as Annex to the new NDP. <b>The two-way influence in defining local and national priorities is a major success of the Programme.</b></p>	A.1.1.4, A.1.1.3.5, A.1.1.2.1, A.1.1.2.2, A.1.1.1.4
	<p>The implementation of the developed <b>SEAPs</b> (for Erbil, Dohuk and Suleimaniah) will have a direct effect on meeting Iraq’s commitments in this area (<b>INDCs as per COP 21</b>). Additionally, LAs regard the SEAPs as tools to move away from oil-dependent economy and introduce new culture of sustainable resource use and environmental protection – which is also reflected in the new NDP.</p>	A.1.1.1.2
	<p>The articulation of <b>Strategic Urban Development Framework for Governorates in Iraq</b> (NUS/GUS – A.1.1.2.2) has aimed to ensure balanced and resilient urban systems in line with Iraq’s NDP 2010-2014, Iraq’s Spatial Development Vision and NUS 2012-2017, and the <b>UN-Habitat III New Urban Agenda</b> (NUA) for sustainable urbanisation. NUA contributes to the implementation and localisation of the <b>2030 Agenda for Sustainable Development</b> and to the achievement of the <b>SDGs</b> and targets.</p>	A.1.1.2.2

	While all developed strategic planning documents and urban planning pilots include <b>systematic incorporation of cross-cutting issues into local development planning</b> (poverty reduction, gender equality, environment and employment), they also support the attainment of national social priorities and sustainable development goals.	<i>e.g. A.1.1.1, A.1.1.2.2, A.1.1.4</i>
	<b>Inno4Dev</b> and the <b>student competition on sustainable energy</b> /resource-use solutions in KRI (as part of the SEAPs development) have uniquely generated local youth-led projects that directly support the attainment of <b>SDGs</b> .	<i>A.1.3.2.2, A.1.1.1.2</i>
<b>Transparency and accountability</b>	<b>Accountability to citizens</b> was specifically addressed under the LADP <b>Municipal Finance initiative</b> , which has emphasised (in workshops) the importance of establishing per-capita indicators that can help decision-makers compare efficiency of revenue generation (from e.g. sales of land, commercial taxes, services) and expenditures (salaries, amortisations, services) across cities	<i>A.1.2.1.2</i>
	Improved <b>data</b> availability to support transparency and accountability was addressed through the Online Information Platform.	<i>A.1.1.3.1</i>
	Accountability to citizens was also addressed by improving <b>the role of communities in monitoring</b> . The developed Guidelines for strategic planning envision the establishment of Monitoring Committees for the implementation of plans, which include representation from the business community, the NGO sector, and other non-state actors relevant to the implementation and keeping the plans relevant.	<i>A.1.2.2</i>
	Accountability to citizens was increased by promoting the <b>role of communities in the implementation</b> of service delivery (e.g. Clean in One Day initiatives).	<i>A.1.3.2.1</i>
<b>Gender equality</b>	<b>Participation of women</b> was encouraged throughout the implementation of all Programme activities. E.g., 500 youth participated in Inno4Dev (30% female), 200 in the Inno4Dev training workshop (36% female), and Innovation Team (40% female) supported the implementation of Inno4Dev activities. Women participation at LADP II workshops, events and activities was ca. 25% on average. The majority of people directly supported to partake in Kreka'an Bazar (to increase their economic opportunities) were women.	<i>All Activities</i>
	The programme has focused on empowering local women by promoting a <b>resilience-based approach</b> that contributes to review and change of the role of women in the development agenda – above all through including women in <b>PSCs, TCs and WGs</b> , and the establishment of <b>Women's Affairs Offices in 9 Governorates</b> to represent women's interests in the governorate's decision-making process. As part of the local government structure, these Offices were included in the planning process of PRPs/PDSs and other spatial plans to ensuring gender mainstreaming in local development planning. <b>Women's participation in Steering and Technical committees was 20%</b> . The percentage of female public officials attending LADP/UN-Habitat consultative and training workshops was 22.8%. This has effectively ensured that the challenges and problems faced by Iraqi women – especially in the current post-conflict environment – have been addressed in the developed strategies/plans.	<i>A.2.2.1, A.2.2.3</i>
	Proper <b>identification of gender gaps</b> and addressing of identified <b>needs</b> related to gender has been ensured through the PDSs/PRPs process (including vulnerability mapping). <b>All developed PRPs/PDSs include specific programmes and measures addressing the inclusion of women</b> in Iraqi society – including measures to facilitate the socio-economic integration of women (increased access to livelihoods, jobs and education) and to raise awareness of women's rights (e.g. to combat gender-based violence). <b>LADP II has made a "breakthrough" on the level of the governorate putting gender equality and women's access to education, healthcare and employment much higher in the priorities of the governorates.</b>	<i>A.1.1.4, A.2.2.2</i>
	<b>Women Leaders Forums</b> were established with participation of 112 women/girls in Missan, 87 women in Basra, and 69 women in Kerbala.	<i>A.2.2.3</i>
	During the <b>Workshop on gender-sensitive budgeting</b> training was delivered in application of <b>gender-sensitive indicators</b> and <b>gender-classified data</b> in planning processes. Governorates were supported to design, plan and implement <b>gender-sensitive approaches</b> in local governance to unlock barriers to women empowerment – including 72 women were trained in awareness and advocacy. This will contribute to increased women's representation in executive decision-making, improved access of women to public services, and <b>integrated gender perspective</b> in the local planning process. Developing capacities in <b>gender-sensitive budgeting</b> has been a pivotal way to mainstream gender equality past Programme completion. The action has served to support the established Women's Leaders Forums and Women's Affairs Offices.	<i>A.1.2.1.1</i>

<b>Protecting the most vulnerable</b>	<p>Under LADP II, a first step to address the needs of the most vulnerable has been to provide <b>relevant current data</b>. In this regard:</p> <ul style="list-style-type: none"> <li>• The current special needs of vulnerable groups were identified in the course of the PSD/PRP development process – particularly in the course of <b>vulnerability assessment</b> in Governorates affected by ISIS, whereby Governorate counterparts were also trained in different methods to assess the needs of vulnerable groups.</li> <li>• As part of its analytical work for the drafting of the GUS, LADP II has mapped COSIT 2016 indicators and indexes at the district level. The resultant Indicators maps provide a finer grain of understanding into the local disparities of services, showing the spatial distribution of quality of life and deprivation, as well as the spaces for growth. The <b>Deprivation Index map</b> offers government counterparts current <b>evidence base to inform targeted measures to address those living in highest deprivation</b>.<sup>61</sup></li> <li>• The exhibitions “Exile Voices: Camp Reporters” have provided both higher <b>visibility</b> of the needs of those most vulnerable as well as an innovative means of <b>assessing the needs</b> of those most vulnerable – through the eyes of Syrian refugee children.</li> </ul>	A.1.1.4, A.2.2.2, A.1.1.2.2, A.2.2.3
	<p>The <b>participation of vulnerable groups in planning</b> for local development has been integrated in the strategic planning process. <b>PSCs</b> include gender and CSOs representatives as members to ensure that communities and vulnerable populations are included throughout the planning process, and that targeted measures are tailored to enhance the capacity of vulnerable groups to create demand for better services.</p>	A.1.1.2.1, A.2.2.2
	<p>The special needs of vulnerable groups have been reflected in the developed strategic documents:</p> <ul style="list-style-type: none"> <li>• <b>PRPs/PDSs</b> include targeted measures to address <b>the needs of vulnerable groups</b> (women heads of household, youth, children, PwDs) – including targeted measures with respect to education, health, employability, access to basic services and sustainable development. They place a major emphasis on expanding livelihoods opportunities to economic vulnerability. PRPs have additional focus on the most important needs and priorities of IDP and returnee populations. <i>Education</i> takes a central place in efforts to overcome poverty and vulnerability; to strengthen family and community structures; to promote the right and role of women; to restore and ensure resilience of populations; to counter radicalisations; and to manage youth perceptions (on e.g. sectarianism, early marriage, entrepreneurship, etc.) so as to support a sustainable development process.</li> <li>• All <b>PRPs, PDSs and SEAPs</b> pay specific attention to measures that facilitate the <b>socio-economic integration of youth</b>.</li> <li>• The ultimate goal of the <b>NUS/GUS</b> developed is higher <b>socio-economic inclusion and spatial justice</b>.</li> </ul>	A.1.1.4, A.1.1.1.2, A.1.1.2.2
	<p>LADP II has piloted a number of innovative mechanisms to enhance the inclusion of vulnerable groups in the local development process, while optimising <b>visibility and public engagement</b> – in ways that <b>complement</b> the more structured community participation in local-level planning and development processes. E.g. “<b>Kreka’an bazar</b>” has provided higher visibility to the economic exclusion suffered by rural women and youth, as well as PwDs, as well as a mechanism to improve their livelihoods opportunities. E.g. the direct involvement of secondary-school students in “Clean in One Day” or tree plantation campaigns has drawn attention to long-term environmental sustainability as need that directly affects this generation.</p>	A.2.2.3
<b>Persons with disabilities</b>	<p>The <b>needs of PwDs</b> have been identified within the provincial strategic planning process of all Governorates – through inclusion of their voice in PSCs/ TCs; by targeting PwDs in the course of baseline/vulnerability assessments (in terms of data to inform targeted measures); and through innovative advocacy for the needs of PwDs – as through the realised Kreka’an Bazar (detailed below).</p>	A.1.1.2.1, A.2.2.2, A.2.2.3
	<p>All elaborated <b>PRPs/PDSs</b> have ensured that planning at the local government level <b>include consideration for the disabled</b>, including recommendations to increase specialised facilities and services for PwDs – e.g. improved access to departments of social protection, improved amenities provided for PwDs (in terms of chairs, parking, public transport, etc.), improved data collection and follow up, e-services, etc.</p>	A.1.1.4, A.2.2.2

<sup>61</sup> E.g. with regard to revenue distribution per Law 21: Art. 44 (1) defining Transfers: “first: part of federal budget allocations to provinces enough to undertake their responsibilities based on population and deprivation and ensure balanced development throughout the country.”

	While it focused on youth/widows, LADP II support for talented participants in <b>Kreka'an Bazar</b> (Basra) included some PwDs. It served to raise the visibility of PwDs among Basra society, to raise the recognition of just how excluded they normally are in terms of work opportunities; to <b>expand professional opportunities</b> for them, and to contribute to <b>mind-set change</b> : PwDs were seen as valuable contributors to the bazar, which drew 7500+ families.	A.2.2.3
	The developed <b>NUS framework/GUS</b> purposely address the provision of <b>accessible environments</b> to facilitate the socio-economic participation of PwDs.	A.1.1.2.2
<b>Youth</b>	LADP II has regarded youth as key community mobilisers and a driving force of change, if presented with the opportunity for involvement and ownership of the process. Thus: (1) the needs of youth have been <b>addressed in planning documents</b> and (2) the Programme has pro-actively provided <b>multiple opportunities for local youth to engage as active citizens in supporting their local communities</b> . Young people have been purposely involved in all Programme activities. Targeted activities have resulted in <b>tangible outputs</b> as well as <b>increased awareness of the role of youth</b> in the local development process.	<i>All Activities</i>
	All strategic documents developed under LADP II recognise that <b>enabling youth to shape their own future is key to progress on development, stability and improving local well-being</b> . All developed PDSs/PRPs and SEAPs recognise that addressing the problems of youth is the key to the socio-economic development of Iraq, and that the future of Iraq depends on how the country will retain those who have higher education and support those with limited access to education. All <b>PRPs and PDSs include targeted measures to facilitate the socio-economic integration of youth</b> . In this regard, the primary focus is on improving education quality and access for youth, but also on the development of a dynamic private sector to absorb the demographic bulge, better alignment of HR supply and demand (e.g. through vocational training programmes), job placement programmes based on competency, and support for entrepreneurship (which has been specifically addressed by the Inno4Dev initiative – A.1.3.2.2).	A.1.1.4, A.1.1.1.2
	Youth were engaged as <b>awareness/mobilisation campaign participants</b> in e.g. Clean in One Day campaigns, greening campaigns and launch of PSDs.	A.2.2.3
	Youth were engaged as <b>trainers/mentors</b> – under Inno4Dev. Through the <b>Youth-to-Youth approach</b> , young people facilitated knowledge sharing and trainings on entrepreneurship and voluntarism for their peers. Youth were also engaged as <b>training participants</b> – e.g. to build their skills to develop and present their ideas to investors. The initiative attracted 800 young people to join the innovation volunteers' team, 500 young people were selected to participate in the 5 innovation gatherings and 200 young people from all over the country were selected to participate in the final stage of coached development of projects.	A.1.3.2.2
	Youth were engaged as participants in innovation competitions and powerful <b>contributors of original ideas with impact on local development</b> , incl.: <ul style="list-style-type: none"> <li>• Ideas for <b>sustainable energy/resource conservation solutions</b> – incl. to inform the development of planning documents (SEAPs development);</li> <li>• Ideas to support <b>innovation in the areas of education, science, e-governance, renewable energy and recycling, with focus on science and technology</b> – under the Innovation Expo of Dohuk Universities. The Expo served to share student innovations with business, authorities, and the public. Students from four universities showcased <b>75 student projects for innovation</b> in the areas of education, science, e-governance, renewable energy and recycling. The Expo attracted over 200 visitors, including local and regional authorities;</li> <li>• Ideas for <b>innovation in services and architecture</b> – 37 student innovation projects competed as part of the event “Made in Dohuk” for launch of Dohuk PDS;</li> <li>• Ideas for <b>business/jobs creation/service delivery/attainment of SDGs</b> – under Inno4Dev. Young entrepreneurs presented their projects in front of a panel of judges and a wide audience including representatives of government institutions, NGOs, companies, banks, international organisations, universities and media. The Forums were used to forge potential partnerships between entrepreneurs and investors, and to reveal tools and local mechanisms that young entrepreneurs can utilise to start up their projects.</li> </ul> <p>Student innovation competitions and Inno4Dev have been key initiatives to <b>promote innovation among youth</b>, to <b>empower youth to realise their ideas</b>, and to <b>communicate to LAs practical ways in which they can engage youth to advance the development process</b>.</p>	A.1.1.1.2, A.1.3.2.1, A.1.3.2.1



<b>Environmental sustainability</b>	Environmental protection entails (1) examination of how the use of the environment affects it, (2) efforts to minimise the negative effects, and (3) facilitating behaviour change to impact positively the environment. In this sense, environmental impact footprint can be found under all Activities.	<i>All Activities</i>
	LADP II supported the development of <b>Sustainable Energy Action Plans</b> (SEAPs) which advance sustainable resource use and environmental protection. Each SEAP includes lists of sustainable energy/energy efficiency actions and 5 priority project fiches in 4 areas to be addressed until 2030 (urban transport, residential buildings, public and industrial sector buildings, and public lighting). In Feb 2018, the pilot Governorates (Erbil, Dohuk, Suleimaniah) became members of the EU <b>Covenant of Mayors for Climate and Energy</b> . The preparation of the SEAPs was supported by a number of <b>public awareness and engagement</b> activities with focus on the environment – with major focus on youth and children (as agents of change).	<i>A.1.1.1.2</i>
	Environmental sustainability considerations have been incorporated in all <b>PRPs/PDSs</b> with regard to reducing pollution (industrial and household), improving waste management, improving water treatment and sewerage networks, etc. The launch of PDS in Dohuk and Suleimaniah included high visibility events with focus on the environment, building <b>public awareness of the environment as local development priority</b> .	<i>A.1.1.4</i>
	Building on the locally-articulated SPD priorities, the <b>Conference for launch of NDP 2018-2022</b> included plenary session on Sustainable Environmental Sector, while discussions on oil, electricity, industry, health and education sectors had a focus on resource efficiency, environmental quality and sustainability.	<i>A.1.1.3.5</i>
	<b>Urban/spatial initiatives</b> under LADP II have channelled the <b>UN-Habitat III New Urban Agenda (NUA) for sustainable urbanisation</b> . E.g. the LADP II urban extension planning initiative (Qalat Saleh) and the Ramadi Recovery and Development Plan has both addressed <b>unsustainable urban growth</b> patterns and improving environmental sustainability/combating <b>climate change</b> ; the developed NUS framework underscores the importance of <b>safeguarding national resources</b> (esp. the protection of water sources & agricultural land); issues related to subsidised <b>fossil fuel</b> have been central to work with local counterparts on Transportation Plans and Industrial Spatial Development Visions; etc.	<i>e.g. A.1.1.1.3–4, A.1.1.2.2, A.1.2.3.2–3</i>
	The proposed curriculum for <b>MSc in Planning for Sustainable Cities</b> (University of Kufa) includes “ <b>Environment, Climate Change and Urban Resilience</b> ” module and Urban Lab to acquaint students with the use of innovative technologies and <b>renewable resources</b> in the urban sector.	<i>A.1.1.2.3</i>
	<b>Community mobilisation initiatives</b> such as Clean in One Day, greening campaigns, SEAPs competitions, have brought tangible outputs. Along with <b>awareness initiatives</b> such as Educational Children Playgrounds, they have raised <b>public awareness</b> on key priorities such as waste management and efficient use of resources; contributed to <b>behaviour change</b> to minimise environmental impact; and demonstrated to the public the <b>commitment of Authorities</b> to environmental sustainability (e.g. greening activities in KRI showed commitment in addressing the problem of de-forestation in the country).	<i>e.g. A.1.1.1.2, A.1.3.2.1</i>
<b>Capacity development</b>	The successful “ <b>learning-by-doing</b> ” and “ <b>mentoring</b> ” approach adopted under LADP II has included <b>Area Coordinators</b> embedded in each Governorate who provided <b>assistance and coaching</b> on a daily basis; the <b>LADP Team</b> who worked with all counterparts by <b>sharing knowledge and experience</b> and providing <b>on-going mentoring</b> ; and <b>consultants</b> who provided substantiated <b>on-the-job training</b> . The whole range of <b>participatory</b> capacity-building instruments have been used in the course of activities implemented under Component 1 of the Programme (Chapter 5.1), and improved capacity and confidence have been observed, especially at the local level. In this sense, <b>partnerships for capacity building</b> have been established under all activities – to enable public local institutions to learn from best practices and to adapt these to local needs and conditions.	<i>All Activities</i>
	With regard to <i>strategic planning</i> , all 12 Beneficiary Governorates were capacitated in the course of activities implemented under Component 1 of the Programme. In addition, on MoP request, capacity building was provided on CBSP to representatives of MoP and the 6 remaining Governorates.  The elaborated <b>Guidelines for Strategic Planning LAs in Iraq</b> using CBSP methodology are intended to unify the efforts of the governorates in planning for local socio-economic development, and to streamline the processes of identification of problems and planning of strategic projects – based on integrated approach, public participation and effective cooperation with key stakeholders. The Guidelines can easily be converted into by-law. They should be seen as a framework to which MoP together with the Governorates may add additional tools and elements based on their experience and technical assistance they receive in the years to come. As such, <b>the Guidelines are the key project output to sustain and support the continued strategic planning process as well as cooperation between the Central and the Governorate levels</b> .	<i>e.g. A.1.1.2.1</i>

	<p>Participatory methods have been implemented across activities – to develop a better understanding of how local development can be steered and supported by effective <i>sectoral, spatial and land policies, frameworks and implementation tools</i>. E.g. the <b>urban planning models</b> piloted by UN-Habitat under the Programme have aimed not only to improve planning capacity at the local level, but also to provide analytical insights and strategic policy guidance that are applicable to other towns and governorates across Iraq. Cf. e.g. the plans for old quarters revitalisation (Old Basra), planned expansion (Qalat Saleh) and improved mobility of people and goods (Kerbala, Babil and Missan). Overall, LADP/UN-Habitat-led capacity-building events have been attended by 892 participants (22.8% women), with <b>several staff exposed to multiple sectoral and spatial planning sessions and planning exercises</b>.</p>	<p>e.g. A.1.1.1.1, A.1.1.1.3, A.1.1.2.2, A.1.1.3.2</p>
	<p>The analysis of the results of the post-workshop <b>Evaluation Forms</b> shows a high degree of appreciation of the content depth, delivery modality and applicability by participants.</p>	<p><b>Annex X</b></p>
	<p>Finally, the Programme has worked to build capacities in <i>sectoral planning</i> by linking counterparts with world-class <b>global knowledge network and initiatives</b> such as “CES-MED” and “Covenant of Mayors.”</p>	<p>A.1.1.1.2</p>



## 5.6. Summary of main outputs by theme of intervention and target group

All Programme outputs have been produced keeping in consideration their future replicability and/or implementation. To provide capacity for continuation and to support sustainability past programme completion, the main programme outputs (final plans and strategies, activity and workshop reports, LTA reports, training plans and materials, relevant visibility materials, etc.) will be available by link on the LADP II website<sup>62</sup> – as relevant for their future use by target groups and donor initiatives (as per Figure 2 and Table 3 above). As such, **the LADP II website is an instrument for replicability**.

Post-LADP II, **National/Regional and Local Authorities** can benefit from a number of coordination and planning instruments and capacity building delivered under the Programme – in terms of CBSP, sustainable development planning, urban and special planning and budgeting. Especially important are the Knowledge Management tools developed – i.e. the tools relevant for the various types of planning aimed to ensure that CBSP and coordinated outcomes-based evidence-based participatory planning processes endure past Programme completion. Above all, the developed Guidelines for Strategic Planning for LAs in Iraq are the key project output to sustain the strategic planning process and support the continued cooperation between the Central and the Governorate levels.

With importance for **CSOs, community leaders, the private sector, academia, vulnerable groups and communities** – with emphasis on *youth engagement, women empowerment and citizen participation awareness* – the Programme has piloted a number of practical mechanisms to implement participation, inclusivity, accountability and transparency in practice. All of them encourage LAs, CSOs and citizens to work together to achieve important outcomes for communities. In this sense, the Programme has generated a number of instruments to support the continued engagement, and thereby continued empowerment of citizens, communities and vulnerable groups. E.g. beyond formal representation on PSCs and TCs, the Women’s Affairs Offices established in 9 Governorates offer a mechanism for advancing women’s needs on the development agenda, which has proven more effective than ah-hoc representation through women NGOs; “Clean in One Day” has been immense success in strengthening the role of CSOs in advocacy and citizen participation; “Exile Voices” or Kreka’an Bazar offer simple and highly effective mechanisms to foster mind-set change to support tolerance and inclusion within communities, while empowering vulnerable groups; etc.

All final outputs are instruments can be adopted and/or replicated by target groups and future donor initiatives to ensure sustainability and continuation of outcomes under the Programme.

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<sup>62</sup> <http://ladp-iraq.eu/index.html> -- to be updated by end-2018.

## 6. Lessons learnt

### Community Based Strategic Planning

Traditionally in Iraq the planning process has been highly centralised. In recent years, all governorates included under LADP II have participated in at least one planning exercise – again top down and outsourced to consultants – resulting in a plan or strategy developed *on behalf of the local authority – and not by them*. In contrast, LADP II has prioritised a bottom-up **participatory approach** to formulate prioritised objectives and strategies to address the key security, governance, economic and social challenges faced by the target governorates. In this way several goals are achieved: help strengthen inclusion, democracy and accountability; reduce corruption; limit differences among various political and ethnic groups; and empower citizens by promoting greater interaction between stakeholders within communities. Participatory planning created a fair process to prioritise development and implementation of projects. Above all, it entailed proactive attitude to the development process and **ownership**.

A **community-development approach** under LADP II promoted a transparent process in local development efforts, it helped mobilise the resources of the community towards achieving the economic goals, and it drives support and credibility to the planning and implementation of development actions. It is indispensable in the current context of strained citizen-State relations and a prerequisite to sustainability of development efforts, particularly so in areas that require stabilisation.

**Mentoring and coaching** the local administration continue to be the most effective tools for capacity building. The LADP approaches tested on the ground (**on-the-job trainings, learning-by-doing**) have proven very effective, and they have proven to be major catalysts for motivation and change – while very effective in counteracting institutional resistance to change and consultative processes. Given these methodological approaches, the planning process for local area development has resulted in high engagement of the administrations, sustainable increase in the capacity of administrations for planning, greater and positive interaction between stakeholders within communities, a very high level of ownership of outputs at the local level, and readiness to mobilise resources for implementation of strategic plans.

The LADP CBSP approach needs to be sustained beyond the life span of the Programme.

Currently, in result of LADP II, a **momentum has been generated** in the area of bottom-up planning for local area development (CBSP). *To preserve the momentum, and to ensure sustainability, there is need to provide immediate support to the governorates to start the implementation and monitoring of the developed strategic plans.* The lack of financial resources is not a crucial impediment, while support is most immediately needed with regard to (1) assessment, analysis and changes of local government system/legal framework, and (2) establishment of project-based processes in governorate administrations by implementing soft measures with grants and major interventions with loans. The latter will further contribute to the effective application of decentralisation in Iraq.

During the process of identification of critical strategic issues and defining the core problems, it became clear that the administration (middle management and experts) do not have a clear picture of the problems; they rely on centralised data gathering; and they have little interaction with the main stakeholders in each specific sector. These issues need to be addressed urgently given the forthcoming implementation of strategic planning documents. There is a need for coordination between departments and improved communications with the main stakeholders in a sector – not in general, but with regard to the development and implementation of specific projects.

In the PDP preparation process it has become evident that the **understanding among local authorities on how the private sector works is still low**. There is a need to enhance understanding that **investors choose to invest** given the conditions they are offered from the perspective of a **competitive global economy**. Creating and announcing an investment opportunity does not automatically attract investors. I.e. investments need to be stimulated through the establishment of good business climate and adequate investment environment (including reduced administrative burden, availability of credit, availability of relevant human capital, etc.) and the creation of globally competitive opportunities. In this sense, a focus on stimulating small entrepreneurship at the local level is more important than seeking large external investments. Equally, investment in human capital and technology adoption is more conducive to securing investments in the long run, than announcing large investment projects. Such efforts will drive up the competitiveness, productivity, scaling up and diversification of enterprises at the

local level, and help align labour market supply and demand – thereby contributing to attracting large investors in the long run.

**Prioritisation and responsiveness** remain a problem. It is evident in the developed strategic documents that in **selection of projects**, Governorates still find it difficult to distinguish between what they think is important for local development (e.g. to have an airport) and what it is within their power and authority to do to advance local development. In the process of PDP development under LADP II much work has been done with local authorities to enhance their understanding of this distinction and their effective prioritisation of projects. The Programmes (of proposed projects) articulated as part of the PDSs/PRPs mainly focus on identified strategic objectives with attention to interventions in areas where each Governorate has the capacity and authority to implement specific activities against certain needs.

Further work is needed to build capacities for prioritisation of projects with regard to planning responsiveness to needs and alignment with actual capacities and authority

The sustainability of capacity building requires continued active involvement and motivation from the Beneficiaries.

The lack of ownership by LAs was considered one of the main reasons for the lack of implementation of prior strategies. The participatory approach – starting with the Governorates signing the LADP Charter, and including establishment of PSCs and TCs/TGs/WGs, as well as learning-by-doing and mentoring capacity-building methodology – have all addressed the issue of ownership.

LADP III should focus on the implementation of initiatives and activities planned under LADP II so as to foster continuity and implementation capacity. Activities should be undertaken both in very weak governorates and those that have most potential.

With regard to the implementation of developed plans/strategies (sp. PDSs), lessons learnt are that: Fiscal decentralization should go hand in hand with organisational development and restructuring of the governorate; There is need to strengthen on Governorate level (1) the understanding of the problems and (2) the capacities for problem analysis and prioritisation; Implementation should start immediately after planning is over by supporting establishment of monitoring mechanism and project development pipeline to be in place; The focus needs to be on low cost initiatives that could bring added value to the enabling of environment for economic development.

**Establish national mechanism for development, implementation, monitoring and evaluation of the PDSs.** Link the PDS s with the Donors coordination mechanisms. Promote PDSs as a communication tool on the needs for projects in each governorate in Iraq; **Empower local authorities through training and capacity building** to look for complex solutions to address various problems. Analytical and problem identification skills needs to be build and widely promoted in all functions in the governorate, thus supporting the shift to project management. (identify a problem – develop a project proposal – raise funds – implement the project – evaluate the results – prepare for another project); **Support bottom-up decentralisation** along with the Nationally led process on the decentralisation. On national level it is agreed on the steps to be taken for a central level institution to shift its responsibilities to the local level. However, those changes require changes in Human resources management, organisational development, training provision, etc, in most of the PDS such processes are envisaged under the chapters related to Good governance; **Encourage the development of PDS in the other governorates** which were not included under LADP. Under the LADP guidelines for the development of PDS are elaborated. Training for MoP representatives where the methodology was explained was delivered in November. MoP should be able based on the delivered workshop and the developed guidelines to support the rest governorates to prepare own PDSs; **Support the implementation of the PDS** – support small projects to be realised as part of the implementation of the PDS. In this way most of other recommendations will be tested – like management of stakeholders, appointment of Steering committee, monitoring of project implementation, etc. it is important that the next project benefits from the positive results achieved here.

LADP II piloted various planning activities – from overall development planning to very specific sectoral planning exercises (like land inventory or transportation plans). All these initiatives need to be replicated in other governorates and imbedded in a common local planning framework following the best practices of the developed countries. It is equally important to make the transition from Planning to Implementation and Monitoring.

Some Directors of central government institutions, i.e. the MoP and MoCH are still reticent to relinquish their decision-making role to provincial-level departments and requested the team to coordinate any meetings, invitations to workshops and information-sharing through them. This at times slowed down the consultative work

and capacity-building efforts. Conscious effort to keep MoP in the loop by arranging regular meetings to share projects update has required additional work by the team, but it has also ensured smooth work on the ground.

The best approach for a similar intervention in the future would be to ensure that central government counterparts fully understand the local-level scope of the project and agree to delegate coordination responsibilities to identified focal points in the governorates. Trust needs to start from the top.

### Sustainable development planning

The LADP II experience shows that, increasingly, there is realisation that **sustainable resource management and environmental protection** are an inextricable part of ensuring a better quality of life and sustainable livelihood opportunities for people. Environmental quality – especially clean air and good water quality – is a growing priority for regular people. This has been reflected not least in the demonstrated very high interest by CSOs to work on community-based environmental projects through small grants.

In 2017, a number of events were organised in the KRI to support the preparation and the future successful implementation of SEAPs – by raising public awareness regarding resource preservation and climate change impact, by promoting a culture of sustainable energy consumption, and by promoting the preparation of the SEAPs. The Student Innovation Competition on Sustainable Energy organised and the energy-generating playgrounds for children and parents were a huge success. The very high interest in all events accompanying the development of SEAPs testifies to the growing priority of the environment for people. As a result of the SEAPs, in Feb 2018, the 3 KRI Governorates became the first Iraqi members of the EU Covenant of Mayors.

Additionally, all PDSs/PRPs developed under LADP II have a pronounced focus on sustainable resource management as a basis for inclusive long-term socio-economic development.

- In the South cluster (PDSs), this is particularly pronounced with regard to the Mesopotamian marshes as a basis for local development, tourism, and as part of ensuring food security and poverty reduction.
- In conflict-affected governorates (PRPs), the focus is high on rational use of water resources, improving the quality of water for people, and reducing losses (in the water supply system, as well as the electricity system) – to effectively support balanced territorial development, improve health levels in cities, and to ensure the viability of the large agriculture sector.
- Pollution from industry is a specific concern, exacerbated in the context of the conflict. Post-IS, there is concern regarding environmental and health hazards related to burning of oil fields, bombed refineries, and the destruction of sensitive industrial locations. E.g. destruction of Beiji Oil Refinery in Salah al-Din drove fumes of toxins and water resource pollution in Kirkuk province. Post-IS, in many liberated areas, residents return to extremely polluted air, poisoned soil, and waterways clogged with crude oil. Additionally, most PDPs recognise that chemical pollution of the environment is one of the two primary causes for the large and growing group of people with disability – along with conflict.
- The KRI PDSs explicitly address national resource management and climate change.
- All PDSs/PRPs recognise that water and soil degradation, desertification, salinisation, waterlogging, loss of arable land all have to do with poor resource management – including weak planning capacity, outdated infrastructure and methods, poor control of pollution from industry and agriculture, insufficient wastewater treatment, etc. Particularly, all PDPs recognise that the sustainability of water resources is at risk (in terms of quantity, quality or both), with severe impact on the environment, economy and human health.
- All PDSs/PRPs envision measures to promote innovative technologies to preserve non-renewable sources, rationalise consumption, and to promote the use of renewable sources (e.g. renewable energy systems and introduction of electricity-saving technologies in homes and businesses).

To replicate the SEAP methodology in other governorates in Iraq, GoI and the KRG should be supported to establish viable financial mechanisms with support from IFIs to fund these projects (most of them are bankable, while the rate of return comes from resource savings). Also, due to the centralised management of resources, there is a need for change of the national regulation framework.

## Urban and spatial planning

The LADP program has contributed to a **better understanding of how local development and urbanisation can be guided and supported by effective sectoral, spatial and land policies, frameworks and implementation tools**. It has for example addressed the unsustainability of current land policies that have led to low-density and patchy urban sprawl, the rise of informal settlements and service provision inefficiencies, by advocating the adoption of more compact housing densities, mixed land use and more realistic minimum plot standards that can help to reduce urbanisation costs as well as car dependency.

## Budgeting

The EU-LADP municipal finance initiative has been assessing opportunities to widen the current municipal tax base by adopting more efficient methods and leveraging new resources in four pilot municipalities. Lessons learnt show that the **enhancement of local finance will depend on the ability of local authorities to widen their scope** and to develop this thematic area as a solid component of local management and planning capacity, introducing and promoting innovative multi-pronged actions to raise revenues tailored to local contexts. Changes to any of these regulations are well beyond the reach of officials at governorate level and require deliberate and energetic action from central government. **Policy dialogue** to go forward with such reforms should be maintained, if Iraq is to address the root problems of its unsustainable and unequal urbanisation patterns and service delivery – including in the reconstruction of post-conflict areas where resources are even scarcer.

There is need for assistance in diversifying funding sources to support and finance projects that address NDP challenges and priorities and the SDGs (as per the developed Plans).

## Knowledge Management Tools

Iraqi institutions at both central and governorate level will need to continue to build their capacity to address **multi-dimensional problems**, collect and analyse complex multi-sector data and develop **coordination** mechanisms to deal with institutional overlaps and overcome their natural tendency to work in sectoral ‘silos.’

Improved inter-institutional cooperation, cross-fertilisation of experiences and horizontal and vertical data-sharing mechanisms promoted by EU-LADP to assist central institutions toward integrated planning will need to be consolidated further in the course of PDS implementation.

The Programme has resulted in improved alignment of planning processes. However, a challenge will be to align the **monitoring** of the implementation of the plans /strategies developed under LADP. In order to assure implementation of those plans, MoP and the governorates should develop one common framework for monitoring and evaluation. Such framework can be developed based on the outputs from the project and namely the Guidelines for Strategic Planning for LAs in Iraq, where the monitoring of the PDS/PRP is explained. The role of MoP in the establishment of a monitoring system is crucial in order for the plans/strategies developed to become living documents, which are implemented based on regular review and updating.

**M&E** – including data availability for M&E – needs to be systematically addressed also beyond the programme.

The availability of **reliable and up-to-date data** remains one of the key challenges of Iraq<sup>63</sup> – particularly in Governorates that have been occupied by ISIS and/or have been affected by large population displacement. The recovery context is very dynamic and Governorates and the Central Statistical Office have not yet been able to recover their baseline data collection capacity. Because of the lack of recent socio-economic assessments, many demographic and social datasets are actually *projections* of older data which do not capture the rapid changes that are occurring – including rural to urban migration.

Stronger data collection, sharing and analysis should be mainstreamed throughout institutions so that local-level needs can be better incorporated into central-level data collection processes. Improved inter-institutional cooperation, cross-fertilisation of experiences and the horizontal and vertical data mechanisms currently promoted by EU-LADP to assist central institutions pursuing integrated planning, will need to be consolidated further.

<sup>63</sup> Iraq’s last census was held in 1997. Holding a new census has been repeatedly postponed because of the political sensitivity of demographic issues such as ethnicity and sectarianism, particularly in the Disputed Territories.



## Youth and women

As evident in the PDSs/PRPs, the ISIS conflict has enhanced awareness of the need to promote the socio-economic inclusion of youth and women in particular. Particularly in the context of heightened environmental and sustainability awareness (among LAs and populations), there is an opportunity to capitalise on this momentum by stimulating **'green' projects**, especially such that entwine with community involvement and relevant skills development and jobs creation for youth and women.

### *Youth*

(Inno4Dev Forum II) – Compared to 2015, now entrepreneurship is more common and more attractive for young people in Iraq and to other stakeholders, especially from the private sector. Promoting entrepreneurship and innovation, and institutionalising the entrepreneurship ecosystem are long-term investments that require support from several key actors. There is need to provide learning and working environment conducive to the active participation of youth in the development process of the country (rel: entrepreneurship).

Lack of coordination and linkages among available programs, projects and initiatives to support entrepreneurship in Iraq. Most of the supporting mechanisms, especially those provided by the public sector are either inactive or unknown to the youth.// Many young people lack basic presentation skills to present and/or sell their ideas to investors and potential partners. Also, their weakness is the lack of research and not presenting evidence-based ideas and conclusions. // There is need to invest more in networking not only among the youth but with companies, banks, universities and other stakeholders.

### *Women*

The devastating military conflicts made the situation of women much harder since there are many women who are heads of households, where the women needs to take care of the kids (on average 3-5 kids per family) and earn living, which is de-facto impossible. However, those factors are contributing to the better understanding of the need to empower women and to support them by including them into activities related to education and employment.

LADP II made a “breakthrough” on the level of the governorate putting gender equality and women’s access to education, healthcare and employment much higher in the priorities of the governorates. This resulted naturally in specific programmes and measures envisaged in the strategic development planning documents.

The Women’s Affairs Directorates should be further strengthened through on the job training to provide services in matching the needs of the women in education, health and employment with service providers, businesses as well as support groups. The women affairs departments needs to be replicated in other governorates but also to build capacities to coordinate CSOs, raise funds through preparation of projects to be fund by International donors.

## Citizen participation awareness

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**7. Recommendations**



