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Iraq Local Governance Program (LGP)

2007 Annual Report

October 1, 2006 – December 31, 2007

January 15, 2008



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Annual Report

Contract 267-C-00-05-00505-00

Prepared for
USAID/Baghdad
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Table of Contents

Introduction.....	1
Local government looks ahead	3
Local government invests in the public welfare	5
Local government delivers essential services	7
Local government plans for public needs	9
Local government involves its constituents	11
Local government advocates for its citizens	13
Local government supports economic growth	15
Local government strengthens the role of all members of society	17
Local government connects citizens to other levels of government	19
LGP in 2008.....	21
Appendix A: Financial Summary	23
Appendix B: Summary of Capacity-Building Training within Provincial Government	24

Acronyms and Abbreviations

CMMR	Conflict Management, Mitigation, and Reconstruction
COMSEC	Secretariat of the Council of Ministers
COR	Council of Representatives
CSO	Civil Society Organization
CTO	Cognizant Technical Officer
DG	Director General
EDAP	Economic Development Assessment and Action Plan
ePRT	Embedded Provincial Reconstruction Team
GIS	geographic information system
ITAO	Iraqi Transition Assistance Office
KRG	Kurdistan Regional Government
LGA	Local Government Association; the common name for the Governorate Council Coordinating Commission
LGP	Local Governance Program
PDS	Provincial Development Strategy
PRT	Provincial Reconstruction Team
RTI	Research Triangle Institute
U.S.	United States
USAID	United States Agency for International Development
WLP	Women’s Leadership Program

Introduction

The U.S. Agency for International Development's (USAID) Local Governance Program (LGP) has been and continues to be the U.S. Government's principal tool in the pivotal role of providing support for the Republic of Iraq's phased transition to self-reliance. Under USAID's leadership, LGP works to strengthen government in Iraq at the provincial, municipal, district, and subdistrict levels. The program has helped put into place the critical building blocks for a functioning society. In RTI International's work through LGP and in support of USAID's leadership and policy direction, we have successfully promoted policy reform that has led to the resurgence of local government, helped to structurally regularize and operationalize the various levels of government, facilitated local governments' functioning to greatly increase the efficiency of local service delivery, and perhaps most critically, generated into action one of USAID's long-held and cherished contributory development programs, helping develop mechanisms for increased citizen participation in government decision making. In LGP's working to accomplish these goals, it is clear that both the Iraqi and American people are being very well served.

Operationally, a large portion of LGP's work is delivered through the interagency Provincial Reconstruction Teams (PRTs) and embedded Provincial Reconstruction Teams (ePRTs) established under the leadership of the U.S. Ambassador to Iraq. Under USAID's leadership, LGP supplies the PRTs and ePRTs with expert advisors in local governance, municipal and urban planning, management, public finance, and other related fields. Notably, the PRT concept has become the cutting edge approach of the U. S. Government for deploying its human and physical resources in nontraditional conflict environments, and we are proud that USAID and LGP's support of this institution has exponentially deepened their efficacy to bring peace, security, and development to Iraq.

Local government is working in Iraq

During 2007,² it became clear that the efforts of the current program, building upon the success of USAID's first LGP (LGP1) from 2003 to 2005, are bearing fruit: Local government is working in Iraq. Despite the challenges that the country continues to face at the national and international levels, local government is delivering essential services, listening to citizens, and finding ways for people to work together despite political, religious, and tribal barriers. The major reason for this success is the decision by many Iraqis that they want a functioning government that is accessible, capable, transparent, and responsive. Many generations of USAID officials' and their partners' quiet work since 2003 have kindled the spark that helped Iraqis find their voices.

"Provincial councils are more effective today than in the past....Local reconciliation across tribal, sectarian, and provincial boundaries is increasing the pressure at the national level to do likewise, as Iraq's leaders acknowledged to me." —U.S. Secretary of Defense Robert Gates, December 8, 2007.

Because local government is by definition the government that is closest to the people, it is not surprising that the citizens' desires for a more efficient and more accountable government would first be manifested and achieved at the local level. The LGP's work to strengthen local

² This 2007 Annual Report covers the period of October 1, 2006, through December 31, 2007, as described in the revised LGP Life of Project Work Plan and approved by the USAID Cognizant Technical Officer.

government is, therefore, a well-structured vehicle for helping Iraqi citizens and leaders achieve this goal for their country.

LGP's activities during the course of the year have been documented in detail in reports to USAID. This report for 2007 is therefore not intended to replicate or summarize that material, but to help highlight some of the progress that is being achieved and to illustrate the emergence of local government in Iraq as a functioning and vital element in the country's progress and its future. It is also intended to provide a record that celebrates the insights, efforts, and dedicated leadership of each USAID/Baghdad Administration since 2003, and our joint quest to improve the human condition.

Philip-Michael Gary

Senior Program Director

Conflict Management, Mitigation, and Reconstruction (CMMR)

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Local government looks ahead

Iraqis take a strategic step as they write their future with the PDS process

Iraqi society is currently moving into a period that needs to include opportunities for every community, every institution, and every person to participate in writing the future of the country. The Provincial Development Strategy (PDS) is a vehicle to facilitate such participation opportunities.

In December 2005, the first provincial elections took place across Iraq. For the first time, provincial councils were composed of elected rather than appointed members. Soon thereafter, LGP launched the establishment of the

Basrah PDS as a vehicle to help the Basrah Provincial Council carry out its development planning responsibilities in a transparent manner. The success of this initiative led to its dissemination to the other southern provinces of Dhi Qar, Muthanna, Maysan, and Najaf.



Sheikhs at the opening of the Anbar PDS conference in November.

With the support of the Iraqi ministries of Finance and Planning, as well as the U.S. government's National Coordination Team, LGP initiated regional conferences to guide participants from provinces across Iraq in the process of PDS formulation for each province. As of December 31, 2007, 17 of Iraq's 18 provinces have completed the formulation process. A summary of the PDS documents for these provinces will be published in the first quarter of 2008.

The PDS process relies on a structured approach to planning that offers a variety of benefits. These include:

- **A framework for integrated community-driven development planning.** A major goal of the PDS process is to assist every provincial government to formulate a PDS in an inclusive and participatory manner, and through this community-driven and integrated process, to address the social, economic, and environmental dimensions of the challenges that the province is facing. Such a participatory development planning effort strengthens the democratic provincial governments and increases their effectiveness in facing these challenges. Although the PDS is a crucial tool for each province, the participatory process that produces it is almost as valuable as the tool itself.

“We thought we had forgotten how, but the PDS process has let us dream again for the first time in a long time.”

*—Knayr Abdallah,
Head of the Women's Affairs
Committee of Sulaymaniyah
Provincial Council and PDS
Committee member.*

- **Effective use of limited resources.** The PDS process creates the opportunity to generate projects and programs that will make provincial annual budget preparation, allocation, and execution a much simpler exercise. The systematic planning involved in strategy formulation and the development of associated programs and projects gives participants a better understanding of and commitment to the developmental steps required for budget preparation and execution. This new expertise provides a foundation for successful budget execution and the more effective use of provincial resources.

- **Substantial impact on conflict reduction.**

Undoubtedly, one of the most important outcomes of a strategy that brings about change is the engagement of Iraqi citizens in every aspect of the decision-making process. Citizen involvement adds clarity and a sense of direction and legitimacy to all development activities. Continued progress in this area will lead to a better

“Only two things have succeeded in unifying Iraqis from all backgrounds—the Iraqi football team’s 2007 Asia Cup victory and the PDS!”—Ibrahim Khalil, Kirkuk Provincial Council member and Head of the PDS Committee.

understanding of the potential of all Iraqis to contribute to the development process within their provinces. Greater citizen involvement will transform the process of reconstruction and capacity building from a purely government-controlled activity to one that relies more heavily on citizens’ relationship with their government and their understanding what their government is trying to accomplish. This shared effort is a major step forward in promoting reconciliation and reducing conflict within the country.

Because of the poor condition of most of Iraq’s basic infrastructure and service-delivery systems, provincial stakeholders involved in creating the PDS understandably place much emphasis in projects that will bring improvements in these areas. Ideally, this focus will shift as such projects are completed, and provincial stakeholders turn more attention toward integrating their PDS with the National Development Strategy for all of Iraq, creating regional development strategies, or developing long-range economic development plans for their provinces.

Local government invests in the public welfare

Provinces have quickly developed impressive budget execution skills

Despite their relative inexperience in handling public capital investment funds, provincial governments in Iraq have quickly become remarkably proactive and capable in that task, thanks to assistance from LGP.

The 2005 Iraqi *Constitution* mandated that federal revenues be distributed fairly among provinces. In 2006 and 2007, US\$2 billion were authorized per year for transfer to the provinces. The distribution to each province is decided on a *per capita* basis, with some adjustment to increase allocations in provinces that suffered unjustly under Ba’athist rule or during military operations since 2003. LGP’s National Policy Team and public finance advisors were active throughout 2007 in helping provincial leaders sharpen their skills at managing funds for the public benefit. The results have been impressive.

Provinces Proficient in Handling Budgets

The Iraqi procurement policy is very complex, yet some provinces have already demonstrated skill in handling the funds they received from the federal government. This skill seems unrelated to the amount of money transferred or to security conditions within the provinces. For example, Basrah and Salah ad Din, two provinces with internal security problems, have proven proficient at handling their budgets.

In 2006, 65 percent of the Iraqi budget was dedicated to improving basic services in the provinces: sanitation, safe drinking water, electricity generation and distribution, and roads improvements. Education and health care also received a boost by the provincial governments. Twenty-eight percent of expenditures were dedicated to these two activities.

In 2007, tight regulations for procurement and excessive Ministry of Planning scrutiny hampered budget execution. In the same year, 71 percent of capital investment projects contracted by the provinces focused on sanitation, safe drinking water, and roads improvements. This focus resulted in reduced commitments to electricity generation and distribution, health care, and education.

A Reduction in Insurgency

Although the bulk of capital investment budget funds rests with the central government ministries—70 percent in 2006 and 75 percent of the capital investment budget in 2007—provincial governments have demonstrated a remarkable commitment to working on behalf of their constituents. For 2007, the central ministries have committed US\$2 billion to public projects. However, the central ministries have yet to invest any money in public capital projects, largely because of the difficulty of purchasing equipment overseas and to problems assimilating complex procurement rules.

Provincial funding for security measures seems to be getting results. Karbala and Salah ad Din have used some of their 2006 funds to support security, with a subsequent reduction in insurgency activity in both provinces.

During 2007, LGP advisors helped provincial administrations implement an unprecedented consultation process to ensure broad public participation in determining development goals

and financial needs. This process—exemplified by the PDS—has brought legitimacy to managing public sector resources. This type of transparent management has been missing in Iraq for the past 30 years.

Local government delivers essential services

Councils tackle essential water, sewer, waste, electricity, and urban planning tasks

In 2007, LGP provided technical assistance, training, and equipment across Iraq in pursuit of a rapid “jump start” of essential services for water, sewerage, and electricity and for infrastructure improvements. LGP’s team of city managers, urban planners, and municipal engineers have worked with the PRTs to address the challenges of striking a proper balance between federal and provincial governments in providing these essential services.



Construction at Al-Widha Water Treatment Plant, Baghdad

LGP’s ongoing assistance touches virtually every citizen in Iraq and plays a critical role in assuring improved basic health through potable water and establishing an enabling environment for economic growth in the country.

At this time, Baghdad’s eight water laboratories are unable to analyze drinking water purity according to international standards because of insufficient and incomplete equipment and lack of chemicals, qualified personnel, and training. LGP, in coordination with the Iraqi Transition Assistance Office (ITAO), has worked in 2007 to address these problems through training, equipment, and testing supplies. When this work is completed, a performance evaluation will ensure that water analysis is conducted to international standards, that the equipment is maintained, and that new personnel are adequately trained.

The current Baghdad utility mapping program takes advantage of personnel trained under USAID’s first LGP (LGP1), which operated from 2003 to 2005. This existing capacity has allowed the *Amanat* (the urban core of Baghdad province and the mayoralty of the capital city of the country) to focus its 2007 efforts on effectively using mapping to support local government functions and decision making. Plans call for using the mapping program to support the operations of the *Amanat* by “decentralizing” utilities (water, sewerage) to the district offices. LGP supplies the complementary equipment (coordinated with the U.S. Embassy’s ITAO) and mentors the training unit.

In 2007, LGP began providing technical and administrative information and training to more than 700 municipal employees a month. These activities build skills and increase knowledge that will help employees carry out their work more effectively and to further build on the foundations LGP had laid in 2003 to 2005. The *Amanat* training facility focuses on building capacity in administration, technical, finance, and general computer skills. Training includes modules on basic computer use (MS Word and Excel, Visio, AutoCAD, ORACLE, and Primavera); the English language; administration; technology (mechanical, electrical, operations, and maintenance); accounting (documentary credits and accounting systems); management (negotiation skills, drafting commercial contracts, communications); and water quality testing.

In 2007, LGP completed initial work for the design and construction of the Baghdad/Rusafa Landfill. This project also includes a workshop, scale house, and fuel station. Work on the project involves civil, environmental, plumbing, electrical, and architectural elements to provide a complete and functioning landfill that is expected to be operational in 2008. LGP advisors have worked with the provincial council, the Ministry of Municipalities and Public Works, and the Ministry of Physical Planning to consider essential services and solid waste issues. A major focus has been developing a strategy to minimize duplication of effort and to operate more efficiently among the Baghdad districts. Transfer stations located in Al A'dhamiya, Khadhumiya, Al Sadr, Rusafa, New Baghdad, Al Kharkh, Al Karrada, Al Mansour, and East Rashid and West Rashid have been planned with assistance from LGP advisors.

Kurdistan Regional Government (KRG) Master Plan for the Electricity Sector

In 2007, LGP conducted an electricity usage tariff study for the KRG, originally intended to determine local interest in and ability to pay electricity fees, with the promise that such revenue would be used to increase the hours when electrical service would be available. That study had an additional outcome: a master plan for electricity production in the Kurdistan region.

The master plan comprises investment in electricity generation, distribution, and transmission; maintenance and spare-part management; fuel management; capacity building; ensuring security; and cost recovery through effective tariffs, billing, and collection. It is dependent on funding, energy resources, human resources, and security. The goals of the plan are to:

- Develop and expand the existing electricity generation, transmission, and distribution capacities to meet both current capacity and future needs;
- Stop further deterioration and degradation of the system through effective maintenance programs for existing power plants and transmission/distribution networks;
- Improve performance, efficiency, and reliability of the system through improved sustainability/availability of supply; and
- Merge with the electrical grids of neighboring countries, allowing the international sale of excess electrical capacity.

Local government plans for public needs

Local governments see the future through planning

Long before Arabic map makers, most notably the 12th century cartographer, Al Sharif Al-Idrisi, sought to perpetuate the teachings of the 2nd century scholar, mathematician, and geographer, Ptolemy, and before the Chinese produced the first printed map, mankind sought to capture a usable form of a representation of the surface of the earth—or a section of it.

Nowadays, maps are a vital tool in urban planning and service delivery for cities worldwide. However, the ravages of time and war have taken a toll not only on Iraqi cities, but on the maps of those cities—maps needed for maintenance and reconstruction efforts.

In January 2006, LGP municipal engineers launched a geographic information system (GIS) city base-mapping pilot project to support public utilities delivery in the city of Basrah. Fifteen months and more than US\$1 million in U.S. funding later, the city of Basrah has emerged as the Iraqi leader in up-to-date urban planning tools and methodologies—the model for a project being expanded nationwide.

Basrah will use its base map to reduce the time and cost incurred by on-the-ground surveys. GIS provides a versatile data set that can be used by a variety of municipal departments to improve service delivery and plan for expansion. The computerized base map provides the following critical urban planning foundation:

- All city departments will possess the capacity to implement their planning with digital and electronic tools, thus no longer needing to use paper (or cloth) maps;
- All electronic maps, when merged, will form one city base map that contains information about existing property ownership; communications networks; and sewage, water, and electricity lines that is required for maintenance and growth of these systems; and
- As a result of these base maps, urban planners will optimize the use of existing systems before any commitment of funds for expansion of basic services is made—thereby assuring an efficient and cost effective use of coveted reconstruction funds.



LGP's GIS base-mapping project, now launched in all 18 provinces, will produce valuable tools for use in urban planning in cities across Iraq.

"[T]he Basrah base map, which is more than vital in the reconstruction phase...to form a full image of the Basrah city, including the services networks...is necessary in preparing the strategic plans for all sectors [and] reduces overlap and confusion."

—Naseef J. El Ebad, Basrah Provincial Council Deputy

Since April 2007, the GIS base-mapping program has been launched in all Iraqi provinces. In November 2007, 50 engineers received training from LGP to work in GIS base-mapping centers in each province; these engineers are expected to train more than 500 additional municipal employees in the effective use of this powerful tool. More than US\$7 million in equipment for the new centers was distributed in November and December 2007. Following the model established in Basrah, the new centers should begin operations in 2008.

Local government involves its constituents

Transparency, citizen participation are keys to good governance

Because of its proximity to citizens, local government is usually viewed as having a special responsibility to involve citizens in decision making and to be responsive to their needs. In 2007, LGP has helped a number of public citizen organizations and initiatives begin to flourish and to gain strength and confidence in addressing a broad spectrum of public policy issues.

- In the North Region, the Women's Leadership Program (WLP) has been active, with four meetings held by the Women's Coordination Committee of the WLP. With the help of LGP, the committee finalized the bylaws for the Women's Center for Research and Leadership Development in Erbil.
- In Kirkuk, LGP advisors assisted in publishing a series of newspaper articles promoting the concepts of democracy and decentralization, encouraging transparency and human rights principles in government, and highlighting the role of the media. These articles were then compiled into a booklet that was shared with the provincial government, civil society organizations (CSOs), media outlets, and universities to support greater public outreach.
- In Salah ad Din, 43 provincial council members, CSO representatives, and citizens met to discuss collaboration and information sharing with each other. Participants agreed to form a CSO association in Salah ad Din that would coordinate with local legislative and executive authorities as well as coordinate the activities of the province's CSOs.
- In Baghdad, female leaders from the national and subnational levels of government gathered regularly at women's leadership forums to learn about legislative drafting, national budgeting, and development planning. The Baghdad Provincial Council's Civil Society Committee hosted an intercouncil society meeting to establish an ongoing relationship between nongovernmental organizations (NGOs) and various levels of the Baghdad provincial government.
- In the South Region, provincial councils became more aware of the importance of engaging citizen groups in decision making. One conference in Najaf and two in Wasit brought together provincial councils, CSOs, tribal leaders, and other stakeholders to discuss, strengthen, and systemize public participation in local government decision making.



Tribal leaders in Wasit participate in a conference on involving the public in making decisions.

- The Babil Provincial Council Media and Public Relations Committee received LGP assistance to improve its performance and take more control in covering provincial council activities and meetings. As a result, the committee will coordinate more with media interested in covering provincial council activities.
- In Basrah, the Provincial Council Legal Committee worked with a wide range of citizens to prepare for training sessions on public participation and human rights.

Overall, local government willingness to involve its constituents in Iraq has resulted in an environment of increased government transparency and collaboration with its citizens. This collaboration is allowing citizens to participate directly in government decision making and to work with local government representatives to confront a multitude of public policy challenges.

Local government advocates for its citizens

Effective lobbying helps preserve, enhance authority of local councils

The Governorate Council Coordinating Commission, informally known as the Iraqi Local Government Association (LGA), is a nongovernmental organization consisting of provincial council members from all 18 Iraqi provinces, and represents a strong force for unity in the country. As the voice for decentralized government, it is heir to the groundswell of desire for self-government expressed in 2003 and confirmed during constitutional drafting in 2004. The LGA has increasingly become the representative of common positions before the national government, and the importance of its role was implicitly confirmed in the 2007 Supreme Court advisory opinion that specifically differentiates national and local authorities. The LGA is expanding its membership to district councils and could open itself to executive branch personnel, such as budget officers. LGP provides financial support and technical advice to the association.

LGA has been an innovative element in Iraqi government. The association drafted and submitted a bill, the *Law on Governorates Not Incorporated in a Region*, to the national Council of Representatives (COR) in August 2006. The enactment of the bill was to be the foundation of decentralized authority. After the COR rewrote the law to eliminate decentralized authority, LGA members lobbied the Legal and the Governorate and Regional Affairs committees in April 2007 to amend the law to its original intent. A public hearing in April led to the redraft of the law and assurances of more open discussion of its content. Another round of lobbying occurred in July to rebut a proposed second draft of the bill that still stripped provincial councils of their authorities.

The LGA used a public relations campaign to emphasize the necessary authority for local government and again persuaded the COR to return the bill to committee. The lobbying convinced the COR to include the LGA in the process of making constitutionally based amendments on the bill. A further lobbying effort for enactment includes public forums sponsored by the LGA to identify and help the public understand the difference between national functions and provincial functions.

After the 2005 election, budgeting in Iraq mainly involved the federal government telling the provinces what revenue sharing they could expect to receive. That process changed in 2007. Provincial leaders now openly discuss the budget process and amounts to be allocated with the federal government. LGP advisors helped the LGA develop a workshop on negotiating skills to prepare them to negotiate the 2008 budget at a public roundtable with the head of the Budget Directorate of the Ministry of Finance and other national financial advisors in October 2007.



LGA and Ministry of Finance representatives sign a request for increasing budget allocations to the provinces.

The LGA promotes national unity by achieving the common goals of its nationwide membership that transcends Arab and Kurd, Shia and Sunni differences. Provincial and district governments have begun to interact with each other, reaching toward an accommodation with national officials, the natural advocates of centralized authority, to open policy discussion to wider participation. A parallel lobbying effort will be required to reduce the resistance of the Secretariat of the Council of Ministers (COMSEC) and the bureaucracies of the ministries of Finance and Planning toward provincial initiatives.

Local government supports economic growth

Public-private partnerships create investment, employment opportunities

In 2007, at the request of KRG Prime Minister, Nechirvan Barzani, LGP began providing assistance to the KRG to produce an Economic Development Assessment and Action Plan (EDAP). The final plan should recommend specific options that the KRG can take to create a thriving environment for the private sector. These options are expected to include providing economic incentives for investment, enacting needed regulatory and legal reforms, promoting the development of business associations, enhancing public physical infrastructure, and other measures.



Representatives of USAID and the KRG Ministry of Planning discuss the EDAP with the news media.

With the EDAP in hand, the KRG should be well positioned to establish and maintain the legal, regulatory, fiscal, institutional, and infrastructural framework conducive to a sustainable, thriving private sector that offers the greatest potential public benefit in terms of improved capacity and productivity of the resources and people in the region.

The EDAP project aims to help the KRG leadership recognize specifically how government can play a key role in establishing an environment in which a market economy can thrive. The EDAP will reflect long-term thinking and should produce a regional policy framework that embraces both local human resource development and sustainable diversification of the local economic base. One major expected outcome of the project will be identifying the best way to stimulate domestic and foreign investment in Kurdistan.

The KRG Minister of Planning will champion the Kurdistan EDAP project, scheduled to conclude in March 2008. LGP has formed a project team of economic planning consultants and sector specialists who, in consultation with the KRG Ministry of Planning, will analyze and evaluate the competitiveness of six sectors of the economy and will recommend how the KRG can advance these sectors through supportive legislation.

An important aspect of economic opportunity in Iraq is agriculture. In 2007, in cooperation with the Muthanna PRT Team Leader, LGP accessed Quick Response Funds to support the following:

A key measure of good governance for the Kurdistan Regional Government will be economic growth... We must participate and learn to better compete in the global economy. We must develop the institutions and policies, programs and projects that will allow us to exploit the competitive advantages of our talented people, our cultural heritage, and our bountiful land.

—Prime Minister Nechirvan Barzani, Kurdistan Regional Government, Erbil, July 2004.

- A beekeeping program that is directly benefiting more than 60 farmers in Muthanna Province through improved skills and increased revenues. Indirectly, the project will impact 200–250 farmers through improved pollination of their crops;
- A sewing training project, where more than 50 rural women receive direct benefits through increased skills and income generation. These women are able to indirectly support 150–200 additional families; and
- A greenhouse farming training program that directly benefits more than 150 farmers of Muthanna Province through increased skills, self-employment, and the introduction of cash and high-value crops (e.g., vegetables, papayas, citrus fruits, and more). The increase in productivity will indirectly affect more than 300 additional farmers.

In collaboration with the Agricultural Advisor from the United States Department of Agriculture and a military Civil Affairs Team, LGP established the first successful agricultural task force in Salah ad Din Province. Working with the Director General (DG) of Agriculture and Irrigation, the University of Tikrit, and the Council of Sheiks, the task force undertook the responsibility for the strategic planning and subsequent project review and implementation of agricultural projects within their province.

To meet the regional needs for improved extension services, LGP is supporting the three provincial agriculture committees of Babil, Najaf, and Wasit provinces in leading the development of experimental farms. These farms, to be operational in March 2008, will showcase innovative agronomic practices and efficient irrigation systems and will demonstrate the benefits of improved genetics, such as new seeds and new breeding stock and practices.

For agribusinesses competing in the global market today, agricultural imports are essential, but certain imports, such as new genetic stock for chickens, hybrid seeds for vegetable growers, hormones for fish farmers, and queen bees for beekeepers, may first require approval from the central government. LGP in Babil Province assisted a group of private beekeepers in their request for the approval to import 400 queen bees to be used in establishing a queen bee breeding center. This effort will provide improved genetic strains of bees for beekeepers throughout Iraq in the years to come—something that these beekeepers previously thought to be beyond their capacity as private businessmen. The beekeepers made effective

“A central problem in many of the countries is the clarity and predictability of the laws and regulations affecting enterprise investment, operation, and employment. In numerous climate assessments, uncertainty introduced by the legal and regulatory conditions plays a prominent role. —Andrew H.W. Stone, World Bank (2007, November)³

use of their local government representatives by first sending their request to the Agricultural Committee of the Babil Provincial Council; their request was then forwarded to the DG of Agriculture and thereafter to the Ministry of Agriculture in Baghdad. This precedent-setting process is expected to “prime the pump” for other essential imports.

³ Stone, A.H.W. (2007, November), Why Governance Matters for Growth and Investment in MENA. *The World Bank: Middle East and North Africa Governance News & Notes, 1*(1). Retrieved from <http://go.worldbank.org/5I9GD55OE0>.

Local government strengthens the role of all members of society

Activities highlight women’s rights and roles, build leadership skills

Women in Iraq—62 percent of the population—have the right to vote and hold office; provincial and regional legislatures have committees and ministers that focus on women’s issues. However, there are challenges to women’s participation in government. These include a low literacy rate among women, high levels of violence against women, and divergent views on the status and rights of women. Since 2003, personal freedom and mobility of women have declined in the wake of terrorist violence, some directed specifically against women. Subsequently, women’s advocates lobbied Iraqi lawmakers to safeguard and codify women’s rights, and legislation that includes a new personal status code is under consideration.

To support this effort, LGP advisors are assisting Iraqi women’s groups in North and South Central regions to hold regular regional meetings that focus on discussing women’s issues and raising national awareness about these issues.

These meetings are well attended and positively received and have attracted media attention, indicating a significant public interest in the rights and roles of women.

Participants include women from all walks of life and men with an interest in safeguarding women’s rights through law. LGP advisors assisting with these meetings believe they are creating an environment that will soon support not just dialogue, but effective advocacy.



Breakout discussion at the Sulaymaniyah conference opposing the “honor killing” of women.

In the five provinces of the North Region, LGP supported a February leadership conference that assisted women in outlining their vision and encouraged them to speak with one voice. The leaders also honed their skills at a series of workshops on legal and legislation topics. In May, the North Regional Coordination Committee hosted an event, “Empowering Women Leaders in the Public Sector” that featured prominent activists, members of the KRG and provincial councils, lawyers, and academicians. Common themes at these regional meetings included access to public office by women from all levels of society, women’s education, economic opportunities for women, and political party backing for female officials.

In June, the North Regional Coordination Committee established a Women’s Institute/Center in Erbil to promote and build women’s capacity and skills through research, training, and knowledge management. Committee members determined institute activities, registration procedures, and how the institute will relate to government entities.

On September 10–11, the Sulaymaniyah Provincial Council’s Women’s Committee and the LGP North Region team sponsored a conference on The Roles of the Community and the State to Prevent Honor Killing. The conference brought together 150 representatives from government institutes, CSOs, NGOs, religious entities, academic institutions, and media outlets to discuss honor killing; to raise awareness about it; and to find ways to stop violence, abuse, and discrimination against women in the region. The conference was followed by a seminar on “Women in Islam,” held in Erbil in October 2007.

In the South Central Region, the Babil Provincial Council sponsored a conference in Hillah on July 3, 2007, on Women’s Rights under the Iraqi Constitution. Female leaders from five South Central provinces attended the conference to review and discuss women’s rights as cited in the Iraqi *Constitution* and the prospects of strengthening women’s participation in public and political life. One of the most important recommendations of the conference was to ask the COR to reconsider Article 41 of the Constitution to include the positive provisions related to women’s rights as cited in *Personal Status Law No. 188 of 1959*.

A workshop on “Using the Media as an Outreach Tool for Female Leaders” was held in Hillah in June and July 2007. On average, 20 female leaders representing provincial councils and CSOs attended. The workshop acquainted the participants with principles and practices of mass media and helped build their capacity to effectively handle the media. Workshops on “Female Leadership” were held in each of the five South Central provinces in November 2007, followed by a regional conference in Hillah on Female Leadership, held in December 2007.

In the South Region, the nascent WLP began with a public forum entitled “Woman Is a Fundamental Partner in Social Development,” held in Basrah in October 2007.

Activities of the WLP and activities in other areas related to women’s rights are expected to increase in 2008. A new advisor joined the LGP staff in late December specifically to support this work.

Local government connects citizens to other levels of government

Understanding roles, responsibilities makes councils better advocates

Provincial councils solidified their governmental role in 2007, placing executive authorities with the governor and reserving authority for budget approval and general oversight. In many provinces, the provincial councils have made concerted efforts to include district councils as part of the 2007 and 2008 capital budget process and in the content and approval of the PDS. Provincial councils increased their contact with the national government by lobbying the COR and through budget and program collaboration with ministry DGs. To support these activities, USAID requested that LGP increase its direct assistance to governors and district administrators in the second half of 2007.

PRTs serve as the U.S. Government's principal means of dialogue with Iraqi provincial government. The ePRTs conduct dialogue with the district governments in Anbar, Baghdad, and contiguous areas.⁴ LGP's training locations provide a venue where government civilians and military can negotiate directly with district officials, particularly in Anbar, Baghdad, Ninewa, and Basrah. Resolution of intergovernmental tensions often occurred at meetings where opposing points of view could be discussed as technical rather than political issues. Such meetings gradually helped to build trust between governmental rivals. These meetings have proven effective, increasing the ability of local government in Iraq to overcome political, religious, and tribal barriers.

Resolving Issues

In 2007, LGP advisors coordinated with PRTs and ePRTs to resolve issues related to roles and responsibilities of different levels of government. In some cases, council members themselves requested assistance from LGP in working through thorny problems. Elsewhere, LGP advisors or USAID representatives at PRTs and ePRTs facilitated conferences or seminars that smoothed difficult situations and promoted better understanding and more harmonious relationships.

Although Iraqi district councils have a traditional authority, they have only a tenuous legal basis for decision-making authority and cannot directly spend public funds. At the headquarters of brigade combat teams in Baghdad and Anbar, ePRTs increased the profile



Council members discuss roles and responsibilities at a conference in Ninewa.

⁴ A Provincial Reconstruction Team (PRT) consists of 10 to 15 representatives of multiple civilian U.S. Government agencies, led by a senior State Department officer and stationed at the Forward Operating Base closest to the provincial capital. In 2007, up to 60 percent of the PRT staff were military officers and senior noncommissioned officers. LGP had three to 11 advisors per PRT in 2007. Embedded Provincial Reconstruction Teams (ePRTs) consist of three to six representatives of civilian U.S. Government agencies, led by a colonel and stationed at a Forward Operating Base near the districts within the area of responsibility of a brigade combat team. In 2007, LGP had a single advisor in each of the ePRTs in Anbar Province. No advisors were stationed in the ePRTs in other provinces, which were serviced by the LGP staff from the closest PRT.

of districts as viable government units. For example, in Anbar, northern Babil Province, and areas of Baghdad Province, officials from the districts joined with provincial council members and the governor's staff to discuss economic and agricultural development, strategic planning, urban planning, infrastructure services, budget execution, and the Iraqi legal system.

Implementation Tools

The pace of program implementation increased in late 2007, as LGP governance activities reached into previously non-permissive provinces (Anbar, Salah ad Din, Diyala) and districts (Baghdad capital, rural Baghdad districts, north Babil). Competition among PRTs and ePRTs emerged for LGP personnel resources.

LGP prepared a *District Government Field Manual, Volume I* in English and Arabic, describing the organization, agencies, and operations of local government in Iraq. The manual was distributed in September with 1,500 copies in English, 5,000 copies of a pocket-sized edition in English (mostly to U.S. military units), and 4,000 copies in Arabic. English and Arabic texts are publicly available on the LGP Web site, <http://www.lgp-iraq.org>. The *District Government Field Manual, Volume II: Resources*, a companion publication to the *District Government Field Manual, Volume I*, was also published, and distribution began at the end of December. Another manual, *Writing the Future: Provincial Development Strategies in Iraq*, will appear in January 2008.



Republic of Iraq District Government Field Manual, Volume 1.

In Iraq, rules of parliamentary procedure, called bylaws, determine the rules of debate, help in accurately recording proceedings, assist with decision making, and protect minority views by allowing all to speak. LGP advisors helped establish such bylaws in Baghdad, Ninewa, and Kirkuk provinces.

LGP also coordinated its training activities for 2008 plans and budget within the PDS framework. Training for provincial and district councils addressed concepts in government, procedural competency, and the roles and responsibilities of various levels of government.

LGP in 2008

Promoting continuity in government: a look ahead

Iraqi reconstruction benefits from the stability and increasing sophistication that flows from having provincial councils and governors in office since February 2005. The true test of the durability of provincial government institutions and LGP's years of assistance to them will occur at the provincial elections in late 2008. In addition, provinces may take advantage of an expiring moratorium in April 2008 to form regional governments similar to that of the Kurdish region. Both political events will strongly affect the work of LGP.

The Iraqi provincial authorities, assisted by LGP, will take advantage of the initial successes of 2007 and implement a more robust policy dialogue in favor of legal and procedural reforms. It is essential that the provinces convince the national COR to enact a provincial powers act that implements the constitutional intent for a greater sharing of authorities between the national and the provincial governments. The lobbying effort for enactment will include public forums sponsored by the LGA to help the public understand the difference between national and provincial functions. A parallel lobbying effort will be required to reduce the resistance toward provincial initiatives from the Secretariat COMSEC and the bureaucracies of the ministries of Finance and Planning.

To implement decentralized authority more effectively, LGP will also work with the LGA to include provincial and district revenue collection into the authorities sought from the COR. Such revenues could include fees for delivery of water, sewer services, or trash removal, as well as fees to cover the cost of issuing or recording public documents. LGP may also assist in updating of the 1960s-era laws for municipal or provincial taxes. Working with the LGA, each province must achieve Ministry of Planning recognition of its PDS as well as recognition of the need for a provincial civil service, funded by the provinces and separate from nationally employed staff. Currently all civil servants in Iraq are paid and ultimately controlled by national ministries.

The LGA itself will continue to be a major focus for LGP in 2008. LGP will assist the association in preparing a plan for post-election training and coordination. To serve its clientele, the association must have a longer planning horizon and clearer direction for lobbying efforts, using past provincial council members as well as currently serving officials. LGP also expects to help the association register itself legally, establish a fee structure and financial plan, and be explicit about the services that it provides to members.

LGP will continue to assist both the legislative and executive branches of provincial and district governments. This assistance will entail maintaining a broadly representative base for government, continuing strategic planning for public services and economic development, enhancing budget planning, and increasing the use of urban planning for sustainable and improved service delivery.

LGP will help the provincial and district councils demonstrate that they are an efficient means of governing, serving as a check against personality-based government and executive caprice, and ensuring that female leaders are active and respected in the council. Through its 25 advisors in governance (including public affairs), LGP will work with councils, governors and their staffs, and district administrators to promote open and effective decisions.

Through a refinement of public infrastructure and economic strategic planning within the LGP flagship effort, the PDS, LGP will coordinate with the U.S. Government's PRTs to help provinces and districts implement their plans. The PDS must evolve to produce a capital investment budget for each province. Through its 20 public finance advisors on staff at the PRTs, LGP will continue to work with the councils and the offices of governors and district administrators on budget execution for 2008 and planning for 2009, to leverage and sustain prior investments.

In 2008, urban planning, founded on the production of city base maps, will begin to direct the improvement of service delivery infrastructure, drawing on the work of LGP's 26 urban planners and engineers on staff at the PRTs. LGP will also help guide the emerging Iraqi policy imperative for economic development planning, using its 14 regional and PRT-based economic and agricultural advisors to help create an enabling environment that appeals to the private sector energies.

Appendix A: Financial Summary

Oct. 1, 2006, to Dec. 31, 2007

Appendix B: Summary of Capacity-Building Training within Provincial Government

Oct. 1, 2006, to Dec. 31, 2007

1. Number of provincial government officials strengthened through training and technical assistance

During this reporting period, LGP trained and mentored 19,871 people to strengthen their local government skills and capacities (15,735 men and 4,136 women). The numbers reported represent individuals that attended LGP training and/or technical assistance activities. Any individual that attended more than one LGP training and/or technical assistance activity is calculated only once.

Figure B-1 below shows the percentage of provincial council members strengthened through training and technical assistance. This percentage figure represents the total number of provincial council members trained and mentored, divided by the total number of provincial council members actually functioning in that province during this reporting period.

Figure B-1. Percentage of Provincial Council Members that Received Training and Technical Assistance (by Province)



Table B-1 shows the total number of provincial government officials strengthened through training and technical assistance in each province.

Region	Province	Provincial Council		Local Council		Local Department		Totals		
		Male	Female	Male	Female	Male	Female	Male	Female	Total
North	Dahuk	10	5	0	0	1252	668	1262	673	1935
	Erbil	23	9	8	0	1690	538	1721	547	2268
	Ninewa	24	10	451	14	277	26	752	50	802
	Sulaymaniyah	21	11	8	0	998	554	1027	565	1592
	Kirkuk (Tamim)	17	13	296	15	1047	494	1360	522	1882
North Central	Anbar	33	1	1	0	7	1	41	2	43
	Diyala	18	8	0	0	2	0	20	8	28
	Salah ad Din	28	10	421	2	165	6	614	18	632
Central	Baghdad	187	44	557	80	458	102	1202	226	1428
South Central	Babil	30	13	707	16	721	190	1458	219	1677
	Karbala	18	9	316	23	658	295	992	327	1319
	Najaf	28	11	271	33	848	292	1147	336	1483
	Qadissiyah	25	11	100	0	201	86	326	97	423
	Wasit	30	13	442	7	623	179	1095	199	1294
South	Basrah	101	31	543	9	892	188	1536	228	1764
	Maysan	97	6	93	4	257	32	447	42	489
	Muthanna	43	5	132	4	124	21	299	30	329
	Dhi Qar	63	5	162	3	211	39	436	47	483
Iraq Nationwide		796	215	4508	210	10431	3711	15735	4136	19871

Table B-2 shows the percentage of provincial council members strengthened through training and technical assistance in each province.

Region	Province	Trained			Functional			Percentage		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
North	Dahuk	10	5	15	29	12	41	34%	42%	37%
	Erbil	23	9	32	30	11	41	77%	82%	78%
	Ninewa	24	10	34	27	12	39	89%	83%	87%
	Sulaymaniyah	21	11	32	26	14	40	81%	79%	80%
	Kirkuk (Tamim)	17	13	30	29	13	42	59%	100%	71%
North Central	Anbar	33	1	34	44	5	49	75%	20%	69%
	Diyala	18	8	26	37	13	50	49%	62%	52%
	Salah ad Din	28	10	38	32	11	43	88%	91%	88%
Central	Baghdad	32	12	44	36	12	48	89%	100%	92%
South Central	Babil	27	11	38	28	11	39	96%	100%	97%
	Karbala	18	9	27	30	9	39	60%	100%	69%
	Najaf	28	11	39	28	12	40	100%	92%	98%
	Qadissiyah	25	11	36	30	11	41	83%	100%	88%
	Wasit	26	10	36	27	10	37	96%	100%	97%
South	Basrah	22	10	32	31	10	41	71%	100%	78%
	Maysan	22	6	28	33	8	41	67%	75%	68%
	Muthanna	17	5	22	26	10	36	65%	50%	61%
	Dhi Qar	19	5	24	29	11	40	66%	45%	60%
Iraq Nationwide		410	157	567	552	195	747	74%	81%	76%

Activity Definitions

In the past 15 months, LGP carried out its activities through the following mechanisms:

- **Core Training Modules**—competency-based training modules for provincial, district, and subdistrict councils that are divided into basic (e.g., First Steps to Transparency) and intermediate (e.g., Next Steps to Accountability and Responsiveness) levels, emphasizing gradual skill and competency building (see **Table B-3**).
- **Supplemental Training Modules**—optional on-demand training modules (e.g., Transparency, Responsibility, and Corruption) to address varying needs of council members and local government officials across regions to extend their skills and competence beyond core areas and prepare them where individual initiative and merit are rewarded (see **Table B-4**).
- **Conferences and Workshops**—forums consisting of groups of people in the same type of profession or with a common interest or background, for sharing and updating information and knowledge or looking at problems within a specified subject area and endeavoring to arrive at solutions by the end of the conference (see **Table B-5**).
- **Technical Assistance**—technical consultations that are provided in a phased timetable that builds on existing training modules and assists in developing systems and processes in the targeted organizations.

2. Number of Iraq Nationwide Activities Conducted to Strengthen Local Government

During this reporting period, LGP implemented a comprehensive program of Iraqi-driven assistance that included activities in all 18 provinces of Iraq. **Figure B-2** below shows the total number of nationwide activities conducted.

Figure B-2. Number of Iraq Nationwide Activities conducted
Iraq Nationwide =5274

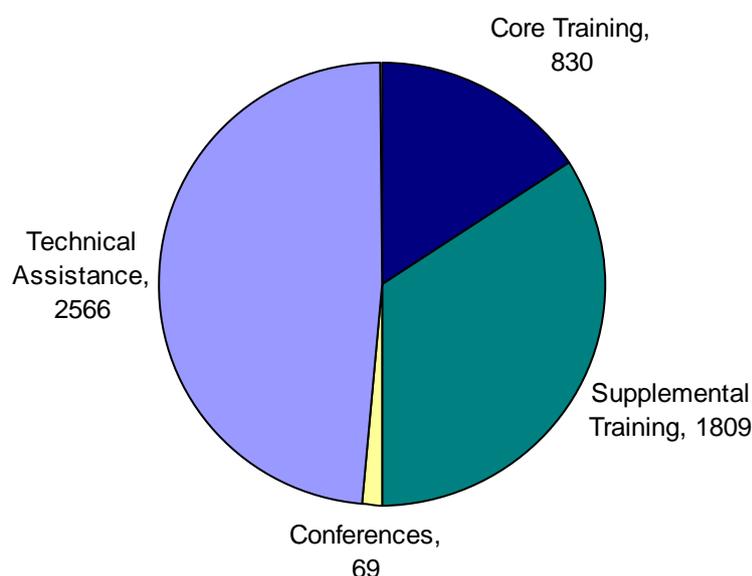
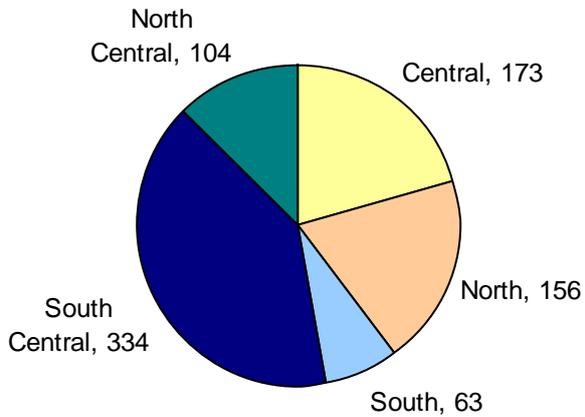


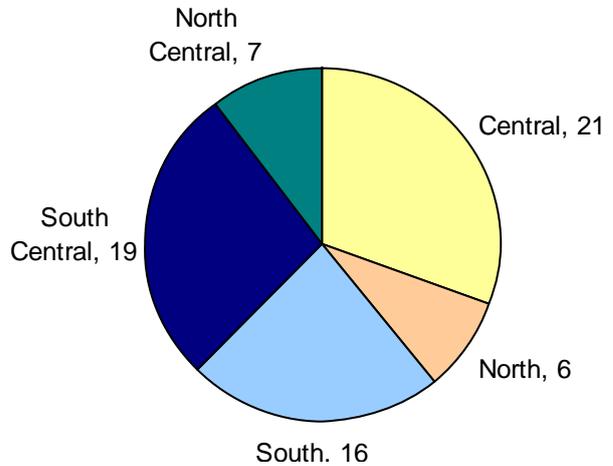
Figure B-3 shows the number of LGP activities conducted in each region.

Figure B-3. Number of Iraqi Nationwide Activities Conducted in each Region

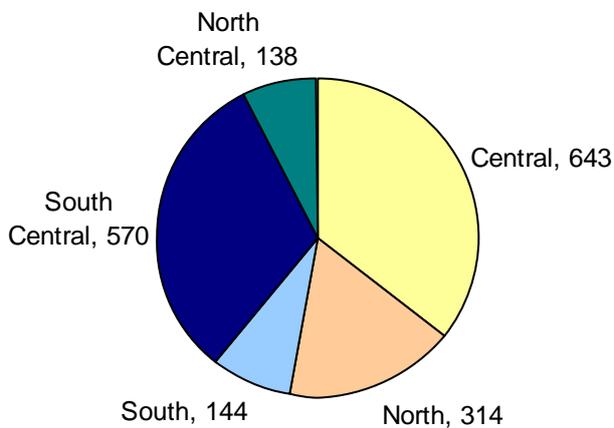
Core Training



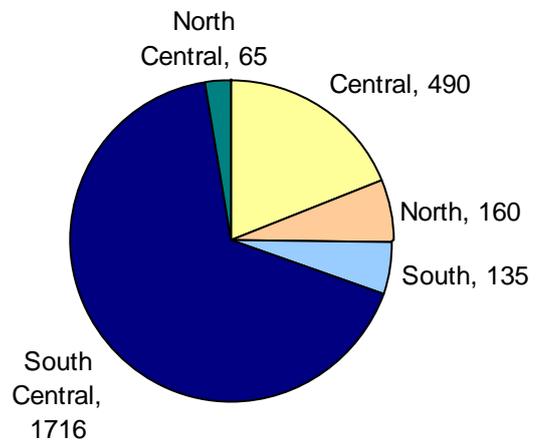
Conferences



Supplemental Training



Technical Assistance



List of Training Modules

Table B-3. LGP 2 Core Modules

Code Number	Module Level and Title	Language	
		Arabic	English
	Core Basic-Level Training Module		
CBL-TM1	Introduction to Council Services	x	x
CBL-TM2	Code of Conduct	x	x
CBL-TM3	Council Executive Function and Relations	x	x
CBL-TM4	Council Meeting and Organizational Procedures	x	x
CBL-TM5	Working Together	x	x
CBL-TM6	Citizen Participation	x	
CBL-TM7	Project Oversight (Extensive): Sessions from 7.1 to 7.6	x	
CBL-TM8	Public Budgeting and Auditing		x
CBL-TM9	PDS - Strategic Planning 1. Introduction 2. Situation Analysis 3. Values, Mission and Vision 4. Priority setting 5. Budgeting and implementation	x	x
CBL-TM10	Guidelines for ARDP funds (2006)	x	x

Code Number	Module Level and Title	Language	
		Arabic	English
	Core Intermediate-Level Training Module		
CIL-TM1	Economic Development	x	Under Translation
CIL-TM2	Institutional Development	x	Under Translation
CIL-TM3	Intergovernmental Relationship	x	Under Translation
CIL-TM4	Government-Media Relationship	x	Under Translation
CIL-TM5	Citizen Participation Mechanisms	x	Under Translation

Table B-4. LGP 2 Supplemental Modules

Code Number	Module Level and Title	Language	
		Arabic	English
	Supplemental Modules		
101 (S-TM1)	Building Council Ground Rules	x	x
103 (S-TM3)	Process of Support for Decision Making	x	
104 (S-TM4)	Council By-Laws	x	
105 (S-TM5)	Council Public Relations	x	
106 (S-TM6)	Negotiation and Problem Solving	x	
107 (S-TM7)	Transparency and Accountability	x	

Code Number	Module Level and Title Supplemental Modules	Language	
		Arabic	English
108 (S-TM8)	Anti Corruption	x	
109 (S-TM9)	Strengthening Legislative Capacity	x	
110 (S-TM10)	Managing for Results	x	
111 (S-TM11)	Motivation and Goal Setting	x	x
113 (S-TM13)	Management Theory	x	x
114 (S-TM14)	Alternative Organization for Governorate Administration	x	x
115 (S-TM15)	Building Leadership	x	x
116 (S-TM16)	Budgeting for Local Government	x	
117 (S-TM17)	Revenue Raising Powers	x	x
118 (S-TM18)	Role of Public Relations Committee	x	
119 (S-TM19)	AutoCAD Training	x	
120 (S-TM20)	MS Excel Training	x	
121 (S-TM21)	Internet and Email Training	x	
122 (S-TM22)	MS PowerPoint Training	x	
123 (S-TM23)	MS Windows Training	x	
124 (S-TM24)	MS Word Training	x	
125 (S-TM25)	MS Project Training	x	
126 (S-TM26)	Media Training Introductory	x	x
127 (S-TM27)	MS Access Database Training		x
128 (S-TM28)	Decentralization	x	
129 (S-TM29)	Yahoo Messenger Training	x	
130 (S-TM30)	MSN Messenger Training	x	
131 (S-TM31)	Hotmail Email Training	x	
132 (S-TM32)	Yahoo Email Training	x	
133 (S-TM33)	FrontPage Web Design Training	x	
134 (S-TM34)	Bill of Quantities – Civil Construction	x	
135 (S-TM35)	Accounting Internal Controls	x	x
136 (S-TM36)	Accounting Internal Audit	x	x
137 (S-TM37)	Management (Basic)	x	x
139 (S-TM39)	Constitutional Democracy	x	x
140 (S-TM40)	Project Management Comprehensive	X	
141 (S-TM41)	Time Management for Public Officials	x	
142 (S-TM42)	Human Rights and Prisoners' Rights	x	x
143 (S-TM43)	Drip Irrigation	x	
144 (S-TM44)	Sprinkler Irrigation	x	
145 (S-TM45)	Planning and Budgeting	x	
146 (S-TM46)	Capital Investment	X	X

Code Number	Module Level and Title	Language	
		Arabic	English
	Supplemental Modules		
147 (S-TM47)	Result Base Management (under design)		X
148 (S-TM48)	Module Development Skills	X	
149 (S-TM49)	Local Council Organization and Goals		X
150 (S-TM50)	Local Council Defining of Code of Conduct	X	
151 (S-TM51)	Local Council Application of Code of Conduct	X	X
152 (S-TM52)	Local Council Code of Conduct	X	
153 (S-TM53)	Local Council Conduct of Meetings	X	X
154 (S-TM54)	Local Council Facilitating Discussion	X	X
155 (S-TM55)	Local Council Committees	X	X
156 (S-TM56)	Mayor's Participation in Budget Execution	X	X
157 (S-TM57)	Local Council Role for Council Chair		X
158 (S-TM58)	Strategic Thinking for Managers	X	X
159 (S-TM59)	Strategic Management	X	X
160 (S-TM60)	Strategic Monitoring	X	X
161 (S-TM61)	Introduction to GIS	X	X
162 (S-TM62)	Effective Leadership	X	
163 (S-TM63)	Introduction to Advocacy	X	
164 (S-TM64)	Design Open Channels	X	X
165 (S-TM65)	Quality Control for Concrete	X	X
166 (S-TM66)	Women Political Participation	X	
167 (S-TM67)	Transparency and Working Together	X	

Table B-5. Categories Discussed in LGP 2 Conferences and Workshops

Seq.	Topics
1	Local Government Association (LGA) Roles and Responsibilities
2	Agriculture and Agri-business
3	Budget Execution
4	Citizen Participation
5	Women Leadership
6	Local Government Law
7	Geographic Information System (GIS)
8	Provincial Development Strategy (PDS)
9	Electricity Strategy
10	Oil and Gas