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Iraq Strengthening Local and Provincial Governance Program

Annual Report

October 1, 2005 – September 30, 2006



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Acronyms and Abbreviations

ARDP	Accelerated Reconstruction and Development Project
CAD	computer-assisted drawing
CCN	cooperating country nationals
CERP	Commander's Emergency Response Program
CPA	Coalition Provisional Authority
CPC	Conference Preparation Committee (Baghdad)
DFID	Department for International Development (U.K.)
DG	director general
DOD	U.S. Department of Defense
DOJ	U.S. Department of Justice
DOS	U.S. Department of State
FOB	forward operating base
GIS	geographic information systems
GRD	Gulf Region Division
KIPA	Kurdish Institute of Public Administration
KRG	Kurdistan Regional Government
IRMO	Iraq Reconstruction Management Office
IRRF	Iraq Relief and Reconstruction Fund
ISLPG	Iraq Strengthening Local and Provincial Governance Program
LC	local council
LES	locally employed staff
LGA	local government association
LGC	local government code
LGP	Local Governance Program
LOE	level of effort
MDS	Municipal Development Strategy
MNC-I	Multinational Corps-Iraq
MNF-I	Multinational Forces-Iraq
MOF	Ministry of Finance
MOPDC	Ministry of Planning and Development Cooperation
NCT	National Coordination Team
NDS	national development strategy
NGO	nongovernmental organization
PC	provincial council
PDS	provincial development strategy
PRT	Provincial Reconstruction Team
REO	Regional Embassy Office
TAL	Transitional Administrative Law
TOT	training of trainers
SWOT	strengths, weaknesses, opportunities, and threats
UNDP	United Nations Development Programme
USACE	U.S. Army Corps of Engineers
USAID	U.S. Agency for International Development

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Executive Summary

Project Objectives

The U.S. Agency for International Development (USAID) Local Governance Program (LGP),¹ implemented by RTI International, plays a pivotal role in enabling the phased transition to Iraqi self-reliance. By building the capacity of local governments to govern and respond to citizens' needs, LGP contributes to the U.S. goal of a stable, prosperous Iraq.

The objective of LGP is to work with Iraqis to establish and strengthen the conditions, institutions, capacity, and legal and policy framework for a coordinated democratic local governance system in Iraq. LGP's 61 expatriate employees, 86 expatriate subcontractors, and 524 Iraqi program staff do so by

1. Promoting policy reform in support of local governance
2. Supporting clarification of the roles and responsibilities of different levels of government
3. Promoting increased efficiency of local service delivery
4. Assisting in the development of regularized mechanisms of citizen participation in governmental decision-making processes
5. Capturing learning through systematic study and reflection.

In the past year, LGP operated primarily as part of broader, interagency Provincial Reconstruction Teams (PRTs), established under the leadership of the U.S. Ambassador to Iraq. LGP contributed to the PRT mission to assist Iraq's provincial governments in developing a transparent and sustained capability to govern, promoting increased security and rule of law, promoting political and economic development, and providing the provincial administration necessary to meet the basic needs of the population.

Base-Year Activities

LGP's base year spanned from October 1, 2005, to September 30, 2006.² During that time, LGP

- Conducted activities in all 18 provinces of Iraq
- Held 32 regional and national conferences and workshops for provincial officials
- Sponsored and supported 1,010 training events
- Provided 633 counts of technical assistance
- Developed 4 new core training modules and 4 enhanced core training modules
- Developed 37 new supplementary training modules
- Produced 8 papers in the area of legal policy and 4 in the area of fiscal policy
- Trained provincial officials in all 18 provinces in strategic planning and municipal budgeting
- Helped "stand up" PRTs in 9 provinces.

¹ The Iraq Strengthening Local and Provincial Governance Program (ISLPG), commonly known as "LGP2" or just "LGP," is referred to throughout this report as LGP. LGP is the follow-on project to the Iraq Local Institutional Support and Development Program, commonly known as "LGP1" or the original "LGP."

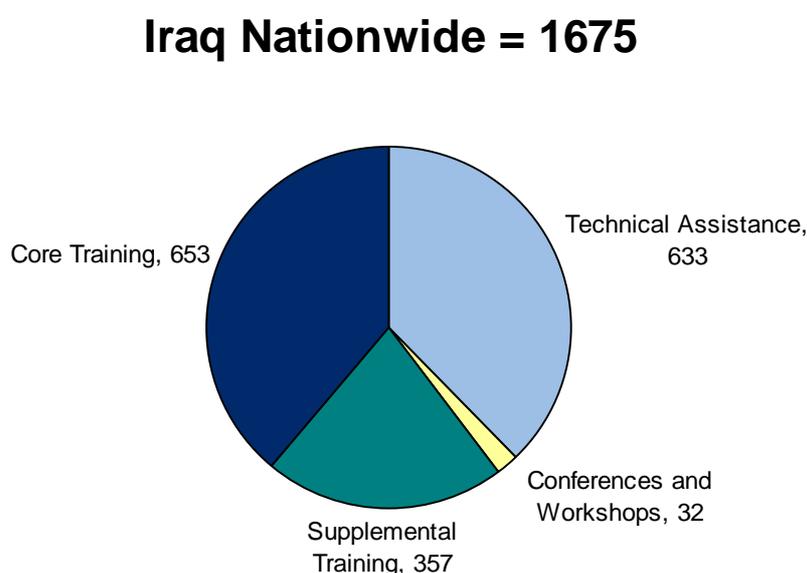
² LGP1 ended in May 2005, and LGP2 began in June 2005. LGP2's operations were then adapted to the PRT program, and LGP began its "accelerated base year" in October 2005. This report primarily covers the LGP2 accelerated base-year activities and accomplishments. It also discusses a few activities that took place during the June to September 2005 LGP2 startup period.

Highlighted Accomplishments

LGP Conducted 1,675 Training and Support Activities for Provincial and Local Officials

During its base year, LGP implemented a comprehensive program of Iraqi-driven assistance that included activities in all 18 provinces of Iraq. LGP produced and delivered core³ and supplemental⁴ training modules, sponsored conferences and workshops, and provided technical assistance to support provincial council (PC), local council (LC), and other government officials to increase their capacity to govern. Figure 1 shows the total number of activities conducted for each type of assistance provided.

Figure 1. Number of Activities Conducted, by Assistance Type



LGP tailored its assistance according to the needs in each province, the training requests of individual PCs and LCs, security considerations, and other factors, such as the PRT work plan in each province. Table 1 and Figure 2 show the number of LGP base-year activities conducted in each region by type of assistance.

Table 1. Number of Activities Conducted by Region⁵ and by Activity

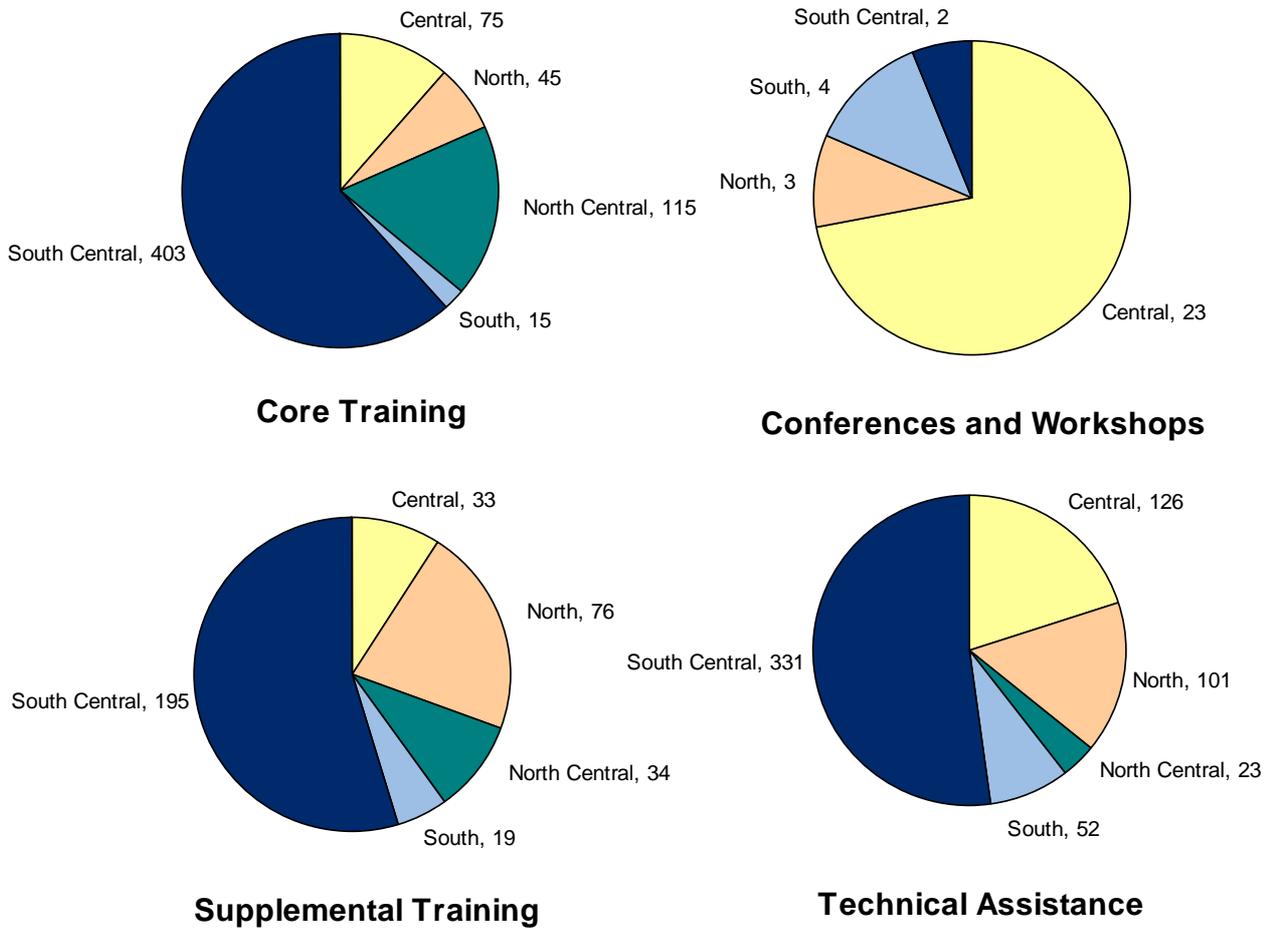
Activities	North Region	North Central Region	Central Region	South Central Region	South Region	Totals
Core Training Modules Delivered	46	115	75	402	15	653
Supplemental Training Modules Delivered	76	34	33	195	19	357
Conferences and Workshops Held	3	0	23	2	4	32
Technical Assistance Events Provided	101	23	126	331	52	633

³ Competency-based modules divided into levels to emphasize gradual building of skill and competency

⁴ Optional on-demand modules that address the varying needs of council members and local government officials, to extend skills beyond core areas

⁵ LGP regions include the following provinces: North—Ninawa, Erbil, Sulaymaniyah, Dahuk, Kirkuk; North Central—Anbar, Salah Ad Din, Diyala; Central—Baghdad; South Central—Babil, Qadisiyah, Najaf, Karbala, Wasit; South—Basrah, Maysan, Dhi Qar, Muthanna.

Figure 2. Number of Activities Conducted in Each Region by Assistance Type



LGP’s designed its core and supplemental training to improve PC and LC members’ understanding of their roles and responsibilities, provide PC and LC members with the necessary skills to handle the budgeting and planning functions of their office, assist them in accessing funds and improving service delivery, and build their capacity to operate as effective locally elected officials. Tables 2 and 3 below shows the core and supplemental modules most frequently delivered during the base year.

Table 2. Core Modules Most Frequently Delivered during the Base Year

Official Title	No. of Times Conducted
Council Source of Authority	48
Council Code of Conduct	72
Council Executive Functions and Relations	101
Council Procedures	130
Working Together	99
Citizen Participation	79
Introduction to Service on Council—Council Roles, and Legal Authorities and Responsibilities	59
Introduction to Strategic Planning	52
2006 Guidelines for Accelerated Reconstruction and Development Project (ARDP) Funds	13

Table 3. Supplemental Modules Most Frequently Delivered during the Base Year

Official Title	No. of Times Delivered
Council Ground Rules	6
Empowering Local Councils	14
Process of Support for Decision Making	25
Bylaws	14
Communication with the Public and Public Relations	22
Negotiation and Problem Solving	15
Transparency, Responsibility, and Corruption	26
Accountability and Corruption in Local Government	18
Strengthening Legislative Capacity	25
Managing for Results	14
Motivational and Goal-Setting Theories	7
Planning	15
The Evolution of Management Theory	5
Alternative Organizations for Government Administration	20
Developing a Plan for Building Leadership	15
Budgeting for Local Government	34
Revenue Raising Powers-Arabic.ppt	7
Public Relations Committee Role	6
AutoCAD Training Manual	13
MS Project Training	7
Access Database Computer Training	4
Decentralization	18
Engineering Quantity Estimates	19

LGP Assisted PCs in Taking Advantage of Current Events

In the past year, a number of events transpired that had important implications for local government. First, the Iraqi Constitution, adopted in October 2005, lacked specificity on the authority of local government. This provided an opportunity for PCs to draft enabling legislation that would help them advance common goals. Second, in February 2006, the Ministry of Finance (MOF) made available Accelerated Reconstruction and Development Project (ARDP) funds for the provinces to program according to local priorities. This put PCs in a position to exercise the decision-making authority of their office. Third, the Ministry of Planning encouraged all provinces to develop a Provincial Development Strategy (PDS) that can be used to secure international donor funding and serve as a tool for PCs to determine short- and long-term priorities for spending in their province.

LGP tailored its assistance to help PCs take advantage of these events. It focused the weight of its activities on

1. Facilitating the year-long process of drafting a local government code (LGC) and forming a local government association (LGA)
2. Providing targeted training to help provincial governments access ARDP funds
3. Facilitating the preparation of PDSs.

PC Members Assumed a More Active Role in Determining the Role of Local Government in Iraq

In March through June 2005, LGP strengthened PCs in 17 of 18 provinces by providing training to the majority of PC members elected in the January 2005 elections, on councilors' basic roles and responsibilities and the functioning of local legislative councils in democratic societies. To build on that training, LGP began to lay the groundwork for these newly elected council members to help shape the basic governance structure of Iraq: from late July to early October 2005, as various partial versions of the draft Constitution began to trickle out to the Iraqi and international media, LGP hosted regional conferences on the likely status of local government in the Constitution, alerting the PCs that there would be many gaps to fill. At the workshops, LGP presented information on enabling legislation that would be necessary to provide details on the structure, authority, powers, and financing of local government. LGP took a comparative approach, describing how numerous other countries have approached this issue, either by means of a single "local government code" enacted at once or by several statutes that may or may not be enacted at once. PC members were invited to discuss the possible models for how government would be organized below the national level.

The conferences had a powerful impact on PC members' view of their ability to shape the responsibilities of local government. Whereas many PCs had been quiescent, waiting to see how the constitution and subsequent events would mould the role of local government, PC members emerged from the conferences with a changed mindset. They sought to influence policy and initiate recommended legislation. PC members also seemed to develop a greater political consciousness, realizing that they should be (and might even already be) a political force in Iraq on behalf of their provinces.

PC Members Developed Their Political Voice and Demonstrated the Ability To Transcend Sectarian and Ethno/Regional Divides To Advance Common Goals

Following the regional conferences on the likely status of local government in the Constitution, LGP facilitated a national conference in Baghdad in February 2006 to lay the groundwork for (1) the formation of a formal local government association (LGA), and (2) the creation of a local government code (LGC) to follow on the Constitution. PC members took the lead in advancing these efforts. LGP provided ongoing support and later facilitated a second national conference in August 2006, which proved historically significant for multiple reasons:

1. The second (August 2006) conference was co-hosted by the Governor of Sulaymaniyah and Baghdad PC in a remarkable display of cooperation between provincial governments in two different regions of Iraq. One hundred ten participants attended, including Iraqi PC chairmen, deputy chairmen, and legal committee members from all 18 PCs.
2. The three Kurdistan PCs attended, joining their colleagues from the rest of Iraq to work together for the first time on a national governance endeavor.
3. The State Minister for Provincial Affairs and five members of the Legal Committee of the National Council of Representatives attended as observers and placed on record their respective commitment to the principle of decentralization and the establishment of a legal framework for the authority of PCs.

After several days of intense debates and transparent negotiation, conference participants unanimously

- Adopted an LGC, "Law for Provincial Councils not in a Region," which has been introduced as a bill for an act in the National Council of Representatives. Once passed, the LGC will

replace Coalition Provisional Authority (CPA) order no. 71 with an Iraqi-constructed and Iraqi-mandated framework for the future of local government. The code will provide, for the first time in history, a democratically adopted legal framework and legal protection to local government in Iraq and will mandate the authority of PCs throughout the country.

- Established an Iraqi LGA, the “Coordination Commission of Provincial Councils and Regions of Iraq” to provide a unified voice for local government and PCs in Iraq. The new association has become the advocating committee for the adoption of the LGC into law by building a caucus of support among National Council of Representatives members. In addition, it will serve as a coordinating body to address common issues, exchange information and experiences, and advocate for local government concerns at the federal level by mobilizing public opinion.

To achieve these outcomes, PC members from across Iraq put aside ethnic tensions, religious differences, and regional differences to concentrate on advancing their common goals.

PC Members Increased Their Legitimacy

Although the electoral process and Constitution provide PCs with some degree of legitimacy, PC members must establish their ultimate legitimacy in the eyes of the population. They must be perceived as a governmental body that can improve the basic conditions in which Iraqis live. To do this, they require skills in planning, budgeting, and other domains.

LGP has focused its training and assistance on issues and opportunities critical to local governments. LGP trained PCs on fulfilling their roles and responsibilities, setting priorities, selecting projects, and overseeing service delivery improvement. In addition, LGP provided training and support to PCs on

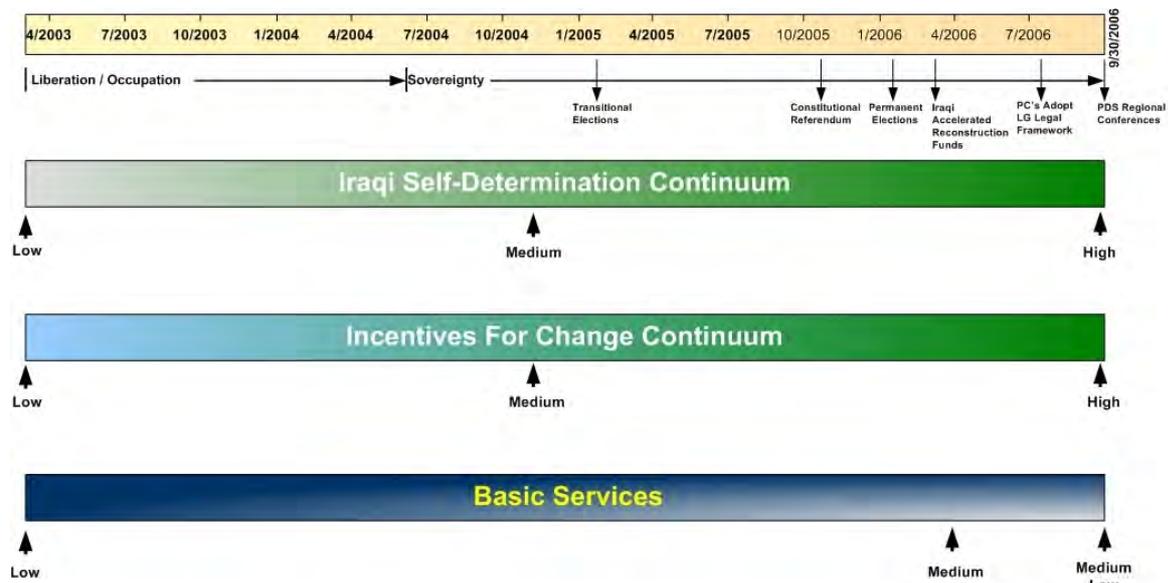
- Accessing ARDP funds allocated by the central government
- Preparing Provincial Development Strategies

LGP training has assisted the PCs in taking critical steps toward identifying and prioritizing needs in the community, obtaining funds from the national government to improve services, and demonstrating their ability to operate in the interest of the population. These activities also increase positive linkages between the provinces and central government, particularly linking the PCs with the MOF and Ministry of Planning.

Continuum of Change

Viewed on a continuum, various events reflect change in PCs’ self-determination, motivation for change, and basic services accountability as reflected in Figure 3. Milestones such as Iraqi provincial government officials’ drafting an LGC ; putting into practice organization, staffing, and procedural mechanisms for planning and budgeting \$2 billion in ARDP funds; and planning and conducting their own regional and national conferences are more than activities for an annual report. They represent tangible progress against a general perception of an Iraq sliding further and further into an abyss. When viewed in the context of the USAID LGP at its inception in April 2003, PCs are increasingly active and articulate in determining the role of local government in Iraq. They are responding to increased incentives for change, such as ARDP monies, and are preparing development strategies. Although very modest, accountability of PCs and LCs for basic services is also taking hold.

Figure 3. Local Governance: Progressing Past Start-up



Report Organization

This report covers LGP's activities and accomplishments during its base year, October 1, 2005, to September 30, 2006.

Section 1, Introduction, provides background information on the project, including its

- Purpose
- Activities
- Partners and beneficiaries
- Mechanisms of assistance
- Approach to assistance
- Geographic presence

Section 2, The Year in Perspective, discusses LGP efforts that spanned the better part of the year and touched multiple LGP activity areas. These efforts reflected LGP priorities for the year:

- Participation on PRTs
- Assistance to PCs in Drafting an LGC and Forming an LGA
- Training on ARDP funds
- Support for the Preparation of PDSs

Section 3, Accomplishments by Activity, discusses LGP efforts and impacts in each of the program's five activity areas.

Section 4, Discussion, summarizes LGP's base-year performance and presents next steps and challenges.

Appendix A includes LGP's financial report for the year.

Appendix B provides a summary of LGP training events conducted during the base year.

Section 1. Introduction

The Local Governance Program (LGP) operates in all 18 provinces of Iraq to promote development of effective and legitimate democratic institutions at the national and local levels of government. LGP seeks to foster conditions that will enable Iraq to transition from a centralized autocracy to a decentralized, more democratic and stable society.

After 30 years of Ba'ath Party rule and centralized decision making, provincial and local government officials lack models and skills for democratic governance. LGP is directed at creating and sustaining the institution of local government in Iraq. LGP activities focus on assisting provincial and local governments in developing a transparent and sustained capability to govern, promoting increased security and rule of law, promoting political and economic development, and meeting the basic needs of the population.

Provincial, district, and subdistrict councils are situated in a critical juncture between government and citizens and therefore play a crucial role in democratic governance. To central government, they act as representatives of citizens and are expected to advocate for their citizens' rights and needs, as well as for transparent and accountable governance. To citizens, councils represent the primary mechanism for Iraqi citizens to engage with and participate in governmental decision making. Currently, PCs and LCs remain fragile with little authority and few resources, and civil society organizations (CSOs) and nongovernmental organizations (NGOs) often are not sure how to interact with them to get local priorities addressed.

LGP helps provincial and local (district and subdistrict) governments establish their political legitimacy by clarifying their authority, building their capacity, and enabling them to fulfill their duties. This is especially important for provincial governments, which bear the brunt of the transition from centralized autocracy to participative institutions that more accurately represent the population. It is mainly at the provincial level that citizens can observe directly whether or not elected political leaders are doing their jobs. It is the provincial governments that inherit the wounds of sectarian violence and historical grievance. For the populace, provincial institutions are the most visible and accessible government and carry the expectation that necessary public services will be provided. By delivering basic services, responding to citizens' needs, and reducing crime and corruption, provincial governments can capture the support of citizens, gain legitimacy, and contribute to stability and security.

Project Activities

LGP's overall objective is to work with Iraqis to establish and strengthen the conditions, institutions, capacity, and legal and policy framework for a coordinated democratic local governance system in Iraq. In support of this objective, LGP conducts activities in the following areas:

1. Promoting policy reform in support of local governance
2. Supporting clarification of the roles and responsibilities of different levels of government
3. Promoting increased efficiency of local service delivery
4. Assisting in the development of regularized mechanisms of citizen participation in governmental decision-making processes
5. Capturing learning through systematic study and reflection.

Iraqi Partners and Beneficiaries

LGP staff work with a range of Iraqi partners, including the National Council of Representatives; key central ministries (such as the Ministry of Municipalities and Public Works, Ministry of State and Provincial Affairs, MOF, and directors general of ministries responsible for services); all levels of regional and local governments; CSOs; academic, research, policy, and training institutions; private sector groups and associations; and other donors.

Mechanisms of Assistance

In the past year, 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. Advanced modules will be developed in year 2.
- **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.
- **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 (e.g., South Regional Agribusiness Conference).
- **Technical Assistance**—technical consultations that are provided in a phased time table that builds on existing training modules and assists in developing systems and processes in the targeted organizations.

Beneficiaries of LGP assistance included members of PCs, LCs, and city and municipal councils⁶; staff of municipal departments and directorates; governors; national government ministry staff; and other officials.

Project Approach to Assistance

Because LGP operates in a dynamic political environment, the program's effectiveness depends on its ability to tailor its activities, training, and assistance in response to and in preparation for changes in the Iraqi political, social, and economic environment, as well as to changes in the U.S. reconstruction and development strategy.

⁶ In the Iraqi Constitution, only three subnational levels of local government are recognized—province, district, and subdistrict. However, a variety of other councils have been created in Iraq by mainly American or British assistance, and various other terms have been used, in English, to refer to these as municipal or city or neighborhood councils. In this report, we follow that convention, although once elections for councils at the local level are held, all of these councils will disappear to be replaced by provincial, district (*qada'*), and subdistrict (*nahiya*) councils.

In the past year, LGP adapted its assistance to

- **Respond to Timely Events.** LGP adapted its support to address the evolving needs of local government officials before and after the release of the Constitution, while helping PCs draft an LGC and form an LGA, during the preparation of PDSs, and after the announcement of ARDP funds.
- **Support Provincial Reconstruction Team (PRT) Efforts.** LGP carried out its activities as part of a coordinated interagency effort initiated by the U.S. Ambassador to Iraq. The Ambassador established PRTs to focus and coordinate the provincial development efforts of the U.S. Department of State (DOS), U.S. Department of Defense (DOD), USAID, U.S. Department of Justice (DOJ), and U.S. Army Corps of Engineers (USACE) Gulf Region Division (GRD). Under the direction of USAID, LGP provided support and technical advisors to the PRTs in the nine locations where the PRTs have been operating to date. LGP also participated with USAID in providing support to the National Coordination Team (NCT), the U.S. Embassy body within the Iraq Reconstruction Management Office (IRMO) that leads the PRT program.
- **Apply a Comprehensive Program of Competency-Based Training, or “Learning by Doing.”** LGP training for PC members is designed to be comprehensive and integrated. The training program builds capacity by providing (1) training, both formal and on the job; (2) technical support, mentoring, and coaching; and (3) support for institutional development. The approach of providing training and follow-up support is referred to as “learning by doing.” Competency standards were selected as the appropriate international benchmarking system to assess application of training in the work place. Competency standards describe the knowledge, skills, and abilities required to perform a task in the work place to the requisite standard. Training is competency based using international standards to establish the process for assessing council competence in performing work associated with local governance. LGP’s training approach is adult centered, practical, workplace focused, and experiential. Guides are being developed that identify and enable LGP trainers and technical advisors to collect and verify workplace evidence that PC members are able to perform their tasks to an internationally verifiable standard.
- **Account for Changes in the Security Environment.** Iraq continues to be a dangerous place to operate. In the past year, LGP took special care to ensure the safety of its staff and constituents as it undertook its program of services and assistance. At times, this entailed changing the scope, venue, timing, delivery method, and visibility of program activities. For example, members of the Anbar PC are unable to meet in Ramadi and prefer to engage with LGP in the LGP headquarters in the Baghdad International Zone. This alternate meeting is supported by the PRT Team Leader and Deputy Team Leader from Anbar province. At times, U.S. Marine Corps PRT members also meet with the PC in the LGP headquarters.
- **Ensure Responsiveness to LGP Constituents.** LGP’s role is to provide assistance and support behind the scenes. The project’s assistance is Iraqi driven. At the request of national and local government officials, LGP provided training, technical assistance, and other support in the areas they desired, including
 - Organization structure and procedural mechanisms
 - Local funding mechanisms, local budgets, taxation authority, accounting and financial management systems
 - Devolved authority for local decision making and service delivery
 - Enhanced capacity of local governments in carrying out legislative and oversight duties related to services delivery and other government activities.

- **Put into Practice the Concept of “By Iraqis, For Iraqis.”** In addition to building the capacity of local government officials, LGP seeks to build the capacity of its own Iraqi staff and to engage Iraqis whenever possible to run program operations and deliver program activities. Beginning with the First National Conference on the Local Government Code, held in Baghdad in February 2006, PCs and governors have sponsored and led all LGP-supported national and regional conferences and workshops. LGP trained and mentored provincial officials in planning, organizing, and conducting major conferences and meetings. As a result, the concept of “By Iraqis, For Iraqis” is firmly established in LGP practices.
- **Ensure Flexibility and Sustainability.** LGP developed and phased its activities over the year in order to ensure sustainability and self-reliance so that decentralized local governments have the capacity, motivation and enabling environment necessary to meet the needs of their citizens and provide for a stable, democratic Iraqi society well into the future.

Geographic Presence

LGP began the year with 18 international staff and 405 Iraqi staff in four regional offices in Erbil, Baghdad, Basrah, and Hillah and a headquarters office in the International Zone in Baghdad. These staff carried out activities involving 17 of Iraq’s 18 provinces.

Over the course of the year, LGP mobilized additional international technical staff to serve as local governance, finance and budgeting, and civil engineering/municipal planning advisors to the PRTs and to address specific needs in each province. In addition, LGP mobilized technical experts in agriculture, local economic development, master planning, and geographic information systems (GIS), who generally operated out of LGP regional hubs to serve several PRTs in the same region. By the end of the base year, LGP’s staff included 61 expatriate employees, 86 expatriate subcontractors, and 524 Iraqi program staff who carried out activities in all 18 provinces and 9 PRTs in Iraq (see Figure 4 for a map of LGP regions and hubs). Activities in many provinces were intensive and extensive, while in a few provinces that did not show an interest in support, LGP carried out minimal activities. Dahuk showed the least engagement with LGP and other U.S. assistance efforts.

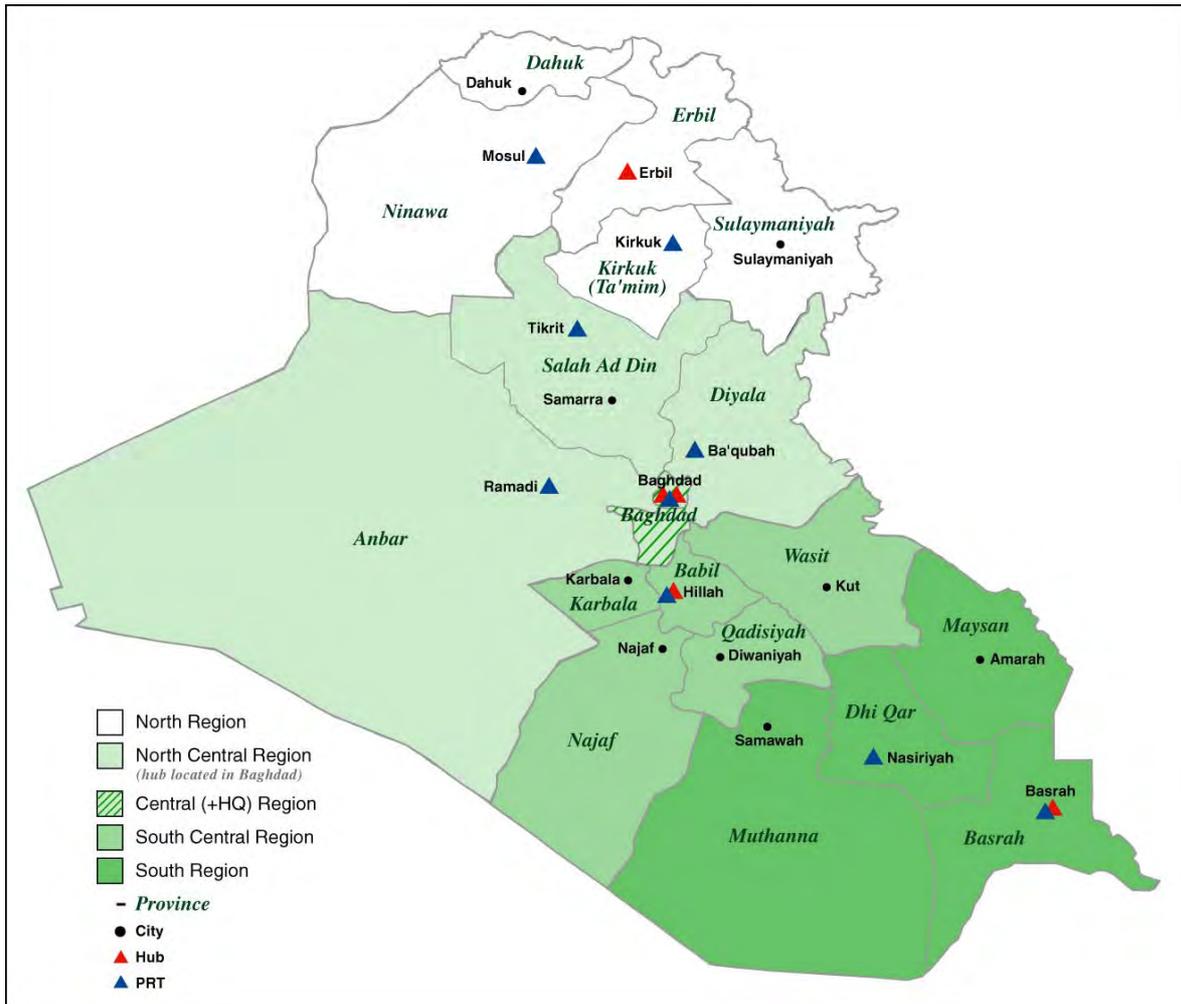
For the nine provinces currently hosting PRTs, LGP’s regional hubs provide the communication and operations link for the international advisors living and working in those PRTs, either on a forward operating base (FOB) or Regional Embassy Office (REO) through which LGP delivers services. The structure of the PRTs and LGP’s role on the PRTs are discussed in Section 2.

In provinces that do not host a PRT, LGP activity is accomplished through satellite teams of national Iraqi staff that operate as a semi-independent units managed by a LGP regional team leader operating out of one of five regional hubs located in the south, south central, central, north central, and north regions. Through capacity building and delegation of responsibility from LGP regional hubs, these teams are helping advance LGP development work in Iraq.

The typical structure of a LGP team in non-PRT provinces includes

- **Iraqi Provincial Team Leader:** Under the supervision of the regional team leader in the hub, the Iraqi provincial team leader is responsible for developing and implementing program activities, policies, and procedures; planning and programming projects; managing the program and program staff; coordinating activities with the PC and LCs, governmental departments, NGOs, and CSOs; reporting and presenting program activities; managing the work plan; and providing information for monitoring and evaluation.

Figure 4. Location of PRTs and LGP Regional Hubs in Iraq



- **Iraqi Senior Trainers:** These senior trainers work in close relation with the Iraqi provincial team leader to plan and deliver training to LCs; enrich and refine training materials to fit the locality; help other trainers with session delivery to LCs; coordinate all training needs with the provincial LGP project manager or regional training director as needed; work with LGP's National Policy Team; and report on training activities to the project manager and the regional hub.
- **Iraqi PC Advisor:** Iraqi PC advisors facilitate council meetings, serve as liaison with the community, citizens, and news media; facilitate informal discussions; supply the PC and LCs with legal documents and provide any service or support requested by the council; provide technical assistance to PC and LC committees; and report on council activities.
- **Operations Assistant:** The operations assistant is responsible for providing office support to help staff carry out their tasks and for maintaining the petty cash for the office.
- **Iraqi Advisors for Public Finance, Urban Planning, and Governance:** These advisors are responsible for implementing public finance, service delivery, and governance program activities in the LGP work plan, as well as providing follow-up and technical assistance to departments, PCs, governors' staff, and LCs.

In the north region, for example, three such teams (Erbil, Dahuk, and Sulaymaniyah) currently operate. The teams are linked to the regional hub through weekly reports to the regional team leader, the monthly provincial team leader's meeting, and the general staff meeting to exchange ideas and experiences with other teams in the region and to validate and review work plans. Moreover, the satellite teams receive instruction and advice from the hub and refer to the hub for consultation to improve performance. This helps the hubs monitor and assess the performance of satellite teams and ensures the overall program implementation, as well as build the capacities of provincial teams and reinforce staff skills and knowledge.

Through ongoing training, team-building activities, and delegation of responsibility from the hub, the satellite teams operate effectively without being totally dependent on the hub. Each team is accommodated in a secure Iraqi government building, has its own transportation and office supplies, and has appropriate communication and Internet facilities. The team attends regular meetings at the regional hub for follow-up on program implementation and team performance. The team participates in the preparation of work plans and presents its plan to the regional team leader to ensure integration in the regional work plan and compatibility with the LGP national work plan. The training staff in the teams receive at least two training-of-trainers sessions (TOTs) to ensure that they provide top-notch training to PCs. The team is able to handle its financial matters through a petty cash fund reconciled monthly with the accounting and finance department.

Teamwork is, in general, an important part of the LGP culture, but the satellite teams working in non-PRT provinces have proven to be an especially effective tool for accomplishing ambitious goals and working toward sustainable results. Teams working from the Hillah hub have been able to work around security blocks in Iraq, have developed excellent communication skills, and possess a full understanding of the LGP project to the degree that Iraqi staff would be capable of handling project work even if it were necessary to temporarily relocate LGP international advisors to safe havens.

Section 2. The Year in Perspective

This report covers LGP's base year, which spanned from October 1, 2005, to September 30, 2006. During that time, several major events transpired, providing LGP timely opportunities to tailor its assistance for maximum impact:

- The U.S. Ambassador to Iraq launched the PRT program.
- Gaps in the Iraqi Constitution provided an opportunity for local governments to advance common goals.
- The MOF made available ARDP funds.
- The Ministry of Planning advised that in 2007 all provinces should have developed a PDS.

These events played an important part in shaping the nature, timing, and focus of LGP activities over the year. To take maximum advantage, LGP focused the weight of its activities on

1. Participating on the PRTs
2. Facilitating the year-long process of drafting an LGC and forming an LGA
3. Providing targeted training to help provincial governments access central ARDP funds
4. Facilitating the preparation of PDSs.

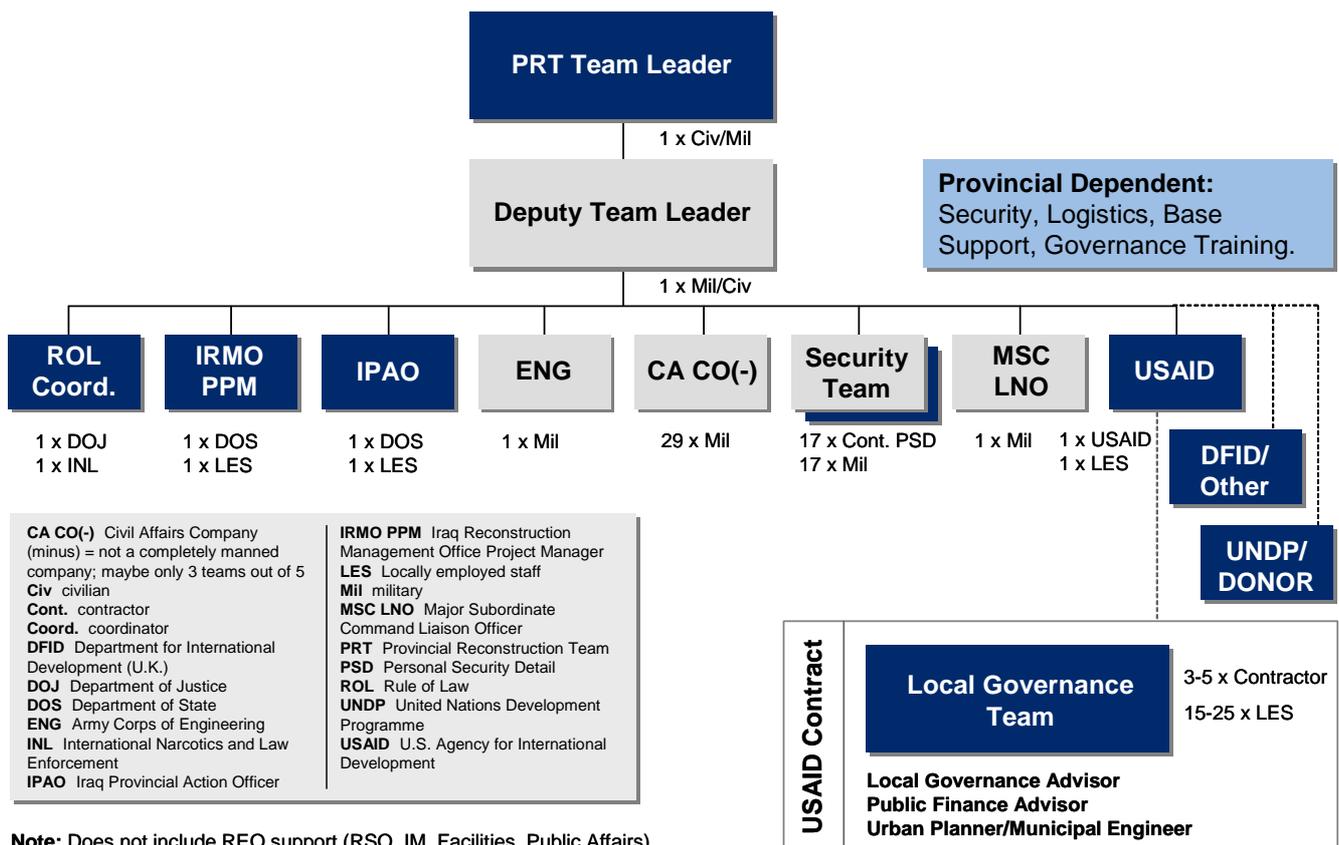
Each of these activities is discussed in detail below.

LGP Focal Activity: Participation on the Provincial Reconstruction Teams

The PRT Program Is Launched

In late 2005, the U.S. Government sought a more effective method of projecting civilian programs into the provinces. To this end, Provincial Reconstruction Teams (PRTs) were established under the leadership of the U.S. Ambassador to Iraq. The PRTs were designed to focus and coordinate the provincial development efforts of the DOS, DOD, USAID, DOJ, and USACE GRD (see Figure 5, PRT organizational chart). These agencies would undertake their provincial reconstruction activities under military logistics, life support, and protection. As the PRTs met their stated objectives and the security environment improved, they would eventually dissolve, leaving in place LGP staff and a stable local government capable of providing services and meeting the needs of the population.

Figure 5. Organizational Structure of a Typical PRT



Note: Does not include REO support (RSO, IM, Facilities, Public Affairs).

Implications for LGP's Approach

LGP was tapped to play the following roles in the PRTs:

1. Participate with USAID on the National Coordination Team (NCT), the U.S. Embassy body within the Iraq Reconstruction Management Office (IRMO) that governs the PRTs
2. Assist in preparing the PRT work plans
3. Assist in “standing up” the PRTs by mobilizing staff and assisting in planning
4. Provide technical experts in local governance, finance and budgeting, and civil engineering/municipal planning to serve on each of the PRTs
5. Provide expert training and mentoring in functional areas specific to each province, such as health, economics, education, tourism, agriculture, public transportation, public communications, energy, and public works
6. Continue to provide support to local Iraqi officials after the dissolution of the PRTs.

Because the PRTs' stated objectives corresponded directly with LGP's objectives (see textbox), the formation of the PRTs meant that LGP would continue to provide the same types of assistance but that it would provide this assistance on a larger scale than LGP operating alone.

PRT Stated Objectives

- Enhance the capabilities of provincial governments, with emphasis on capacity building and sustainability
- Promote government reform at the provincial level and develop self-sufficiency
- Assist provincial governments and local ministry representatives with developing a comprehensive strategy that results in a capable and accountable local government
- Develop the ability of provincial governments to identify and prioritize the needs of their citizens and to address those needs via Iraqi government, Coalition, donor, NGO, and private resources
- Develop the ability of provincial governments to devise short- and long-term strategies for economic programs, and provide training and mentoring that will assist with their implementation
- Assess and report political and economic developments at the local level, and advocate Coalition goals and objectives
- Develop a phased plan for transition from full PRT presence to LGP-centric presence, to traditional USAID development activities, and to self-reliance
- Coordinate with Coalition Forces to synchronize governance efforts with stability operations
- Train, coach, and mentor provincial governments entities, in order to develop their capacity to
 - Develop core competencies
 - Establish effective provincial linkages with ministries and central government
 - Plan and prioritize provincial government direction and activities
 - Prepare budgets, identify funding needs, and develop fiscal responsibility
 - Determine government staffing requirements and address these via government code
 - Plan and coordinate civil construction and development activities, and coordinate support by Iraqi national and local government resources, donors, NGOs and private capital investment
 - Communicate with constituents via effective public affairs initiatives
 - Provide and enhance the delivery of provincial and municipal services
 - Develop bylaws and effective committee structures
 - Conduct local elections using uniformly applied model elections ordinance.

Snapshot of LGP on the PRTs

Typically, for each PRT, three resident LGP advisors work with a military civil affairs team and representatives of civilian U.S. Government agencies within the context of the larger U.S.-financed reconstruction effort. In many provinces, the civil affairs teams of the military coalition’s combat maneuver brigade establish a civil affairs presence in each district. These teams provide security for LGP expatriates when they visit the districts.

LGP expatriate staff work from the offices of the PRT, usually on a military FOB, and rely on military assets for life support on the base and secure transportation off the base. Military civil affairs personnel generally work directly with the provincial governor and the directors general of the national ministries. LGP staff work with the council, the governor, the provincial departments, and the directors general of the national ministries.

LGP Iraqi staff do not enter the military base but are supervised by expatriate staff located within the PRT. Iraqi staff provide their own transportation and circulate within the province to the extent that security allows. Most LGP Iraqi staff are under the same security threats as provincial leaders, i.e., threat of assassination, assault, and kidnapping of self or family members.

The PRTs have access to expert LGP staff based at the cognizant LGP service hub. The LGP segment of the annual PRT work plan is responsible for the evolution of the provincial and district councils as they work with other U.S. Government agency programs. Under the contract with USAID, the LGP work plan in a PRT must be consistent with the USAID-approved national LGP work plan.

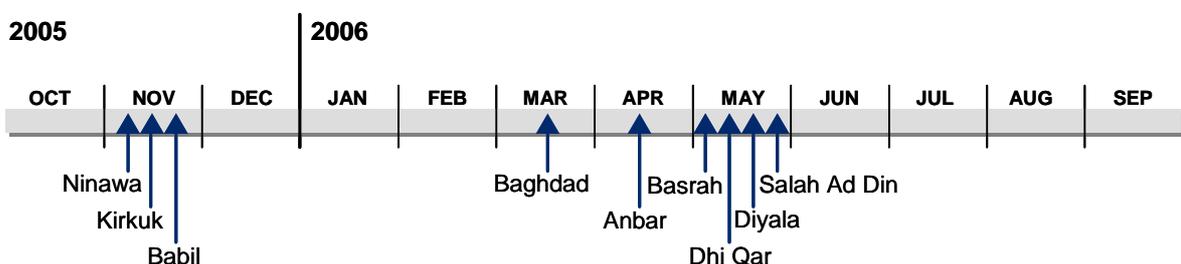
LGP expatriate staff, in addition to their technical advisory role, assist the PRT Leader in promoting a balance between short-term results tied to external policy requirements (e.g., Iraq Relief and Reconstruction Fund (IRRF) project selection, ARDP transfer rules) and the longer-term result of sustainable participative government (e.g., separated powers, protected minority positions). Expatriate staff work to maintain a cordial, productive working relationship between civilian U.S. Government representatives and the military civil affairs teams, seeking to maximize the competitive advantage of both. More delicately, both Iraqi and expatriate LGP staff manage the skittishness of their Iraqi counterparts about working with civilian and military foreigners and the danger that it entails. Iraqis will continue to be shy of visible cooperation with U.S. assistance because of the personal danger it creates for them.

LGP PRT-Related Activities and Accomplishments

In the past year, LGP

- Helped shape the focus of PRT efforts by providing a governance perspective at the initial PRT planning meetings in Mosul in November 2005 and later during ongoing PRT activities
- Helped establish the 9 PRTs that have been launched to date (see Figure 6)

Figure 6. Timeline Indicating Actual “Stand-Up” Dates for Each PRT



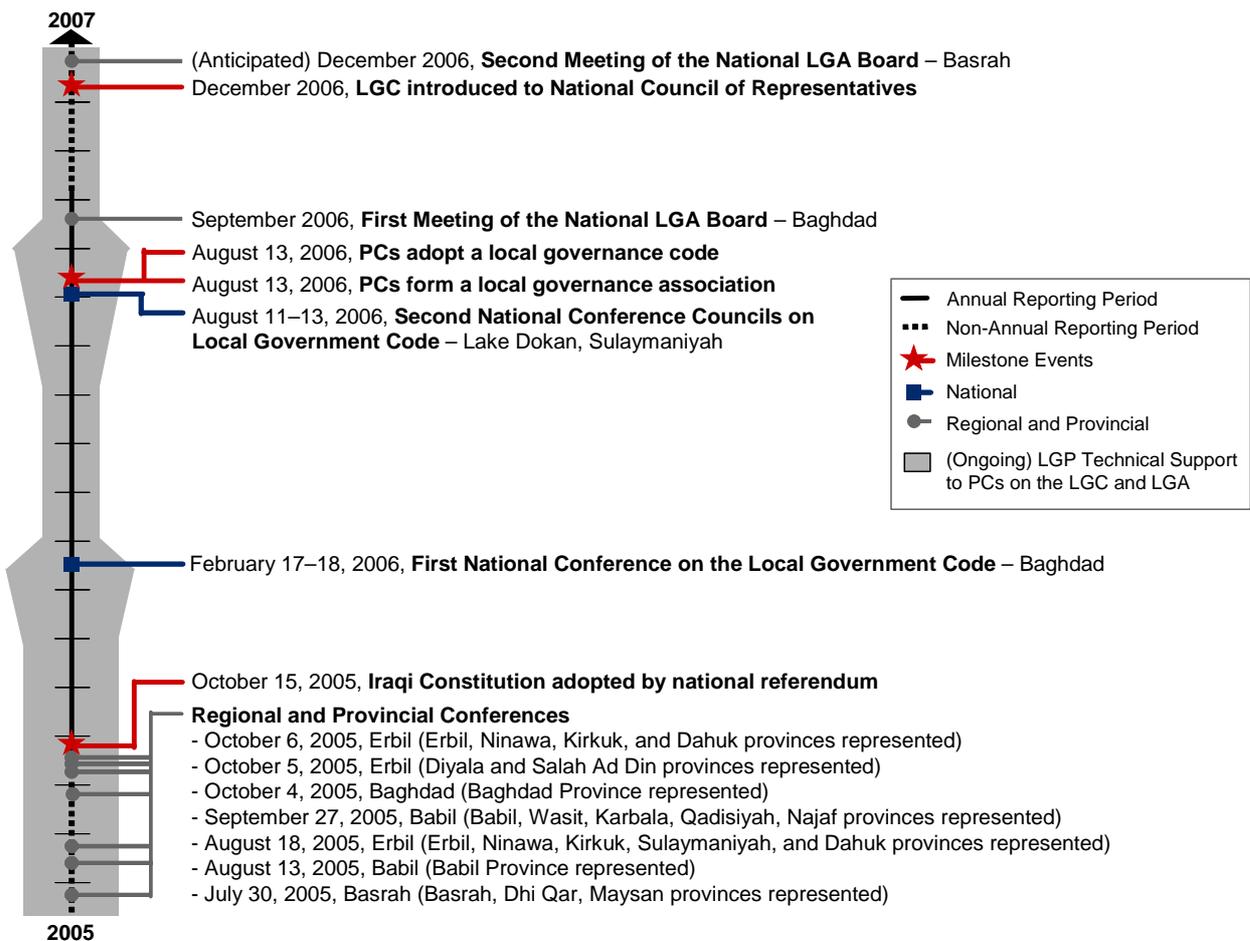
- Assisted the NCT in developing a model provincial work plan, to be used as the basic tool for each PRT to develop a provincial work plan of its own
- Assigned expatriate civilian advisors and host country staff to each PRT. LGP provided each PRT with three advisors—one each in the areas of local governance, finance and budgeting, and civil engineering/municipal planning. LGP also provided “parachutists”—advisors on special topics sent out on short assignments upon request—and “circuit riders”—sector specialists in the areas of economic development, master planning/GIS, and agriculture, who rotate as needed among regions
- Provided expert advice to the interagency staff within the PRTs as they prepared their outreach and assistance programs
- Conducted orientation sessions at LGP headquarters in Baghdad to brief new USAID staffers on LGP and the PRTs
- Obtained approval of LGP’s national work plan. The LGP section of each PRT province-level work plan corresponds to the LGP national work plan
- Trained U.S. Marines assigned to the Anbar PRT. As new PRT Team Leaders and Deputy Team Leaders arrived in Iraq, briefed them on the PRT program, local government in Iraq, and the LGP work plan
- Upon request, provided governance expertise to predeployment exercises for U.S. military units in the United States prior to deployment to Iraq, including the First and Second Marine Expeditionary Forces of the U.S. Marine Corps and the First Cavalry Division of the U.S. Army.

LGP Focal Activity: Assistance To Draft an LGC and Create an LGA

Anticipating that the new Iraqi Constitution would leave much undefined about the basic authority of local governments in Iraq, LGP launched a year-long effort to assist PCs in shaping policy. Before the Constitution was even approved, LGP began to work with PCs to prepare them to play an active role in drafting enabling legislation. PC members, accustomed to a legacy of Ba'ath Party rule, had expected to have their authorities determined centrally. Thus, LGP's challenge in assisting the PCs included effecting a change in mindset, in addition to helping PCs overcome regional and ethnic differences to achieve their goals.

LGP provided an array of assistance over the year to help PCs prepare an LGC for submission to the National Council of Representatives and form an LGA to advocate for their common interests (see Figure 7). This assistance and its contributions to several historic outcomes are described below.

Figure 7. Timeline of LGP Support to PCs To Draft a Local Government Code and Form a Local Government Association



Regional Conferences on Local Government and the Constitution

From late July to early September 2005, as various partial versions of the draft Constitution began to trickle out to the Iraqi and international media, LGP started to host regional conferences for members of PCs and provincial governors from three to five provinces and typically one or more members of the National Council of Representatives. These officials were invited to discuss the possible models for how government would be organized below the national level. The theme of all of the conferences was similar:

The Constitution very likely would be quite general in nature on local government. Enabling legislation would be necessary to provide details on the structure, authority, powers, and financing of local government. PCs might remain quiescent, waiting to see what the National Council of Representatives would do to develop and pass legislation, or PCs might be proactive and initiate recommended legislation.

The first such regional conference was held on July 30, 2005, in Basrah, with representatives from the PCs of Dhi Qar, Maysan, Muthanna, and Basrah participating. In addition, a member of one of the National Council of Representatives constitutional drafting teams participated. The Basrah conference served as a model for subsequent regional conferences held through October 2005. At these regional conferences, the governor gave the welcoming address and typically stressed the importance of strong local government (not necessarily taking positions on the viability and value of having multi-province regions) as part of the overall Iraqi system. A representative from the National Council of Representatives also spoke on the importance of a multi-tiered system of governance in which power would be shared between central and subnational governments.

After the Basrah conference, LGP held the following regional and provincial conferences to discuss local government and the Constitution:

- August 13, 2005, conference for Babil Province
- August 18, 2005, regional conference in Erbil for Erbil, Ninawa, Kirkuk, Sulaymaniyah, and Dahuk provinces
- September 27, 2005, regional conference in Babil for Babil, Wasit, Karbala, Qadisiyah, and Najaf provinces
- October 4, 2005, conference for Baghdad
- October 5, 2005, regional conference in Erbil for Diyala and Salah Ad Din provinces
- October 6, 2005, regional conference for Erbil, Ninawa, Kirkuk, and Dahuk provinces.

LGP's Role

LGP's role in each of these conferences was to focus attention on the critical issues; present alternative experience from other countries; and ensure that all proposals for formal consideration and, where the Iraqis chose, for voting, were authored and presented by Iraqis serving on the elected PCs.

At each conference, LGP expatriate staff (typically from the LGP National Policy Team and other members of the LGP program staff with experience in the organization of multi-tier systems around the world) made two "technical" presentations. One of the presentations focused on experience in other countries with various forms of national/subnational governance, including

- Federal versus unitary systems
- Assignment of responsibility for services provision and access to financial resources
- Constitutional versus legislative basis of authority for subnational governance
- Advantages and disadvantages of the different choices.

The other LGP technical presentation focused on the two basic alternatives that most countries that are developing new multi-tiered political systems use to develop the basic structure: (1) a single LGC and (2) multiple, specific-topic pieces of legislation. From the initial conference in Basrah, it was clear that representatives of the PCs had a strong preference for a single LGC that would address most of the unresolved issues in the Constitution and serve as the basis for local government going forward.

Between conferences, LGP staff worked with the legal committees and other members of individual PCs to provide additional detail on experience from other countries, comment on draft proposals or draft provisions for legislation (upon request), and conduct other facilitative actions. The process itself has been one of Iraqi initiation and Iraqi choice.

Outcomes

The regional conferences energized the elected PCs to become politically active at the national level and to not take for granted that the Constitution would address all issues of concern to government officials and citizens in the provinces. This was a first step in a growing “political consciousness” and sense that PCs could work together to actively influence policy related to local government.

The conferences also encouraged PCs to begin working together to identify common causes and issues that affect every province. The conferences provided an opportunity for PC members to realize that they had more commonalities than differences and could work together to find solutions.

First National Conference on the LGC

After regional meetings in Basrah, Babil, Baghdad, and Erbil, LGP facilitated a first national conference of representatives from all the provinces, held in Baghdad in February 2006. This conference was initiated by the Chairman of the Baghdad PC, and his invitation was accepted by 14 of the 18 provinces. (Dahuk, Erbil, and Sulaymaniyah apparently did not participate because they were unsure of their legal status in the emerging three-province Kurdish region. The Anbar PC was not functioning at the time because the Chair, the Deputy Chair, and at least nine other members of the council had been killed since the January 2005 election.)

The very first national gathering of this kind, the conference constituted a significant milestone in the development of the self-identity and self-confidence of PCs; it demonstrated, as well, the initiative and drive of the PCs to legitimize their status and standing in governance. The delegates reviewed the original draft LGC and emerged with a series of recommendations to revise it. The delegates also agreed to establish a PC Coordinating Committee, consisting of 33 members drawn from all PCs to carry the draft forward to the next stage, to provide the leadership and direction for its revision, and to reframe it as a national law rather than as a law purely applicable to Baghdad Province.

This first national meeting resulted in an agreement among the 14 provinces in attendance that a second national meeting would be held several months later to consider two items:

1. The formal establishment of an LGA or association of PCs
2. The presentation of draft legislative provisions for recommendation to the National Council of Representatives.

In order to encourage the participation of the three Kurdish provinces, and also to ensure against the possible perception that the initiatives relating to an LGA and LGC were Baghdad centric, some of the PCs at the first conference decided to hold the second conference in Sulaymaniyah.

LGP's Role

With LGP support, the Baghdad PC played a leading role in this effort. It formed a Conference Preparation Committee (CPC), which consisted of PC members, PC staff, and LGP national staff, to take an effective leadership role and ensure success of each conference.

LGP spent on average 6 to 8 weeks on the preparation and rehearsal for this and the second national conference. During that time, LGP worked closely with the Baghdad PC and met with its designated committee typically three times a week.

LGP provided the Baghdad PC and its designated committee, CPC, training in event planning, material and agenda development, participatory decision making, outreach and invitations, leadership, media and public opinion, transparency, staffing needs, content delivery, and the “learning by doing” process.

LGP played a facilitative and staffing role at the conference and was assigned by the Iraqi organizing committee to give one technical presentation on experience with associations of local government in other countries and with local government-enabling statutes. LGP also provided logistical and organizational support for the conference, and the LGP Senior Legal Policy Advisor served as its principal technical advisor.

Second National Conference on the LGC

In August 2006, LGP sponsored a second national conference on the LGC. The conference was co-hosted by the Governor of Sulaymaniyah and Baghdad PC in a remarkable display of cooperation between the two regions. One hundred ten participants attended, including Iraqi PC chairmen and legal committee members from all 18 PCs. Participation by the three Kurdish provinces was significant, for this was the first occasion that their members joined together with their colleagues from the rest of Iraq to work together on a national governance endeavor. The conference was also attended by the State Minister for Provincial Affairs and five members of the Legal Committee of the Council of Representatives, who placed on record their respective commitment to the principle of decentralization and the establishment of a legal framework for the authority of PCs.

All the presentations during the conferences were delivered by Iraqi experts in the areas of finance and legislation and by PC officials and legal and finance committee members. LGP advisors served to provide logistical and technical support to the event and backed the conference as needed, but the content of the conference was clearly done “by Iraqis for Iraqis.”

In a fraternal and highly cordial conference environment, PC members from all 18 provinces discussed and reviewed the LGC item by item, and whenever disagreement occurred, participants used a hands-raised voting system to decide issues in a democratic and transparent way. A notable feature of the conference was the degree to which participants were able to work together without ethnic friction. One vivid example: in the first session to elect a chairperson and deputy chair of the



LGP North Region Team Leader, Abdalla Mohammed (left), welcomes the Governor of Sulaymaniyah to the Second National Conference on the LGC.



The Deputy Minister of Finance speaks to conferees at the Second National Conference.

LGA, PC members of Kurdistan were interested in selecting a Kurdish PC member to hold the chair, with its presidency to be stationed in Erbil. After hours of debate, Arab and Kurd PC members showed more tolerance and came up with an agreement to select one of the Baghdad PC members to take the position of chairman of the board, with its presidency to be based in Baghdad for the first 6 months. This reflected a positive attitude and a willingness of Kurds and Arabs to put aside ethnic tensions and concentrate on working together for the common benefit.

The conference generated positive responses from all segments of the government that participated. This was apparent when 10 group breakout sessions comprising PC members of 18 provinces representing different sectarian, religious, and ideological factions worked together for almost 3 days to review and modify the various items and articles of the draft LGC. These conferences brought together varied ethnic groups that had never felt affiliated to the former Iraqi regime due to long periods of oppression, and it cemented the linkages between the national government and local government counterparts.

Highly trained and experienced LGP Iraqi project staff acted as honest brokers and facilitators as the disparate Iraqi personalities came together. These first-time encounters required project staff to introduce the participants to common ground that often they did not realize that they shared. Iraqi project staff successfully defused a number of personal political agendas, allowing the provincial representatives to produce agreements that respected the individual requirements of several provinces while emphasizing common themes among all the provinces.

Iraqi national and local media attended, and most of the sessions were televised or taped for later broadcast. Iraqi national television subsequently broadcast segments and gave news commentaries on the meetings.

Outcomes

After several days of intense debates and transparent negotiation, conference participants

- **Unanimously adopted an LGC**, “Law for Provincial Councils not in a Region,” which has been introduced as a bill for an act in the National Council of Representatives. Once passed, the code will replace CPA order no. 71 with an Iraqi-constructed and Iraqi-mandated framework for the future of local government. The code will provide, for the first time in history, a democratically adopted legal framework and legal protection to local government in Iraq and will mandate the authority of PCs throughout the country. The draft code (the formal translation from Arabic) addresses the following issues, in broad outline form:
 1. Legal status of the PC
 2. Status of the district and subdistrict councils
 3. Council size (minimum plus additional based on population size)
 4. Qualifications for candidates for council membership
 5. Detailed authorities with respect to council ordinances, revenue-raising authority, and coordination with central ministries in the implementation of projects and delivery of services
 6. Budget authority
 7. Appointment and removal authority over the chief of police
 8. Ratification of the appointment, and removal for cause of executive directors and subdirectors general
 9. Detailed provisions for the role and authorities of district and subdistrict councils



The Baghdad PC Chair leads a session at the Second National Conference on the LGC.

10. Detailed provisions on the role and authorities of the governor and deputy governor and of district and subdistrict administrators
11. A separate chapter on the distinct status of the Baghdad Governorate, which shall not be combined with any other province to form a region



Representatives of all 18 PCs hold hands after signing a draft LGC at the Second National Conference at Dokan Lake, Sulaymaniyah, August 13, 2006.

- **Unanimously established an Iraqi LGA**, the “Coordination Commission of Provincial Councils and Regions of Iraq,” to provide a unified voice for local government and PCs in Iraq. The new association will advocate for the adoption of the LGC into law by building a caucus of support among National Council of Representatives members. In addition, it will serve as a coordinating body to address common issues, exchange information and experiences, and advocate for local government concerns at the federal level by mobilizing public opinion.
- **Fully developed their political voice and demonstrated the ability to transcend sectarian and ethno/regional divides** to achieve unanimous consensus and advance their common goals.

At the end of the conference, PC members presented the LGC to members of the Legal Committee of the National Council of Representatives who attended the final day of the conference. These members vowed to put the code before the National Council of Representatives for enactment.

Ongoing Support to the LGA

In the next year, the new LGA will serve as the primary means of advocating for the passage of the LGC in the National Council of Representatives. LGP supported the nascent LGA’s first meeting and will continue to provide logistical and technical support in the next year.

LGP Focal Activity: Training on ARDP Funds

In an important step for decentralization, in early 2006, the MOF decided to include all PCs in determining public capital investment initiatives. The MOF made available Accelerated Reconstruction and Development Project (ARDP) funds—two funds that were established in accord with requirements in the Constitution that oil revenues in part be shared with the provinces. The MOF authorized up to \$2 billion of the federal budget to be decided by the PCs during the fiscal year 2006, in a relatively autonomous fashion. The MOF acted on the basis that the constitution requires the partial distribution of oil revenues to the provinces.

Unfortunately, the timing of the decision meant that PCs were informed during the first and second quarters of the year once the federal budget was already at implementation stage. The lateness of this decision seriously reduced the preparatory stages that would normally take place in public budget preparation in any other country in the year prior to actual execution. Furthermore, the funds transfer ignited debate among Iraqis on procurement procedures, project implementation and oversight, and *ex-post* audits.

USAID and the NCT requested that LGP assist the U.S. Embassy Treasury advisory team in developing and rolling out to all provinces training materials to enable the provinces to take advantage of the ARDP. The MOF February 2006 notice to the provinces indicated that two funds would be available—one based strictly on population size of each province and one based on population size and a fairly undefined factor for “relative deprivation.”⁷

All 18 provinces received allocations from the population-based funds, and 15 provinces, excluding the three Kurdish provinces (because the Kurdish Parliament receives a separate allocation for the three provinces), received allocations from the fund that includes relative deprivation as a factor (see Table 4, funds allocated per province in 2006).

Table 4. Allocation of ARDP Funds by Province for 2006

Province	Regional Development Allocation (US\$)	Rapid Reconstruction Allocation (US\$)
Kirkuk	39,927,934	45,531,854
Diyala	48,333,814	56,039,205
Anbar	47,633,324	54,638,225
Baghdad	245,171,522	282,997,985
Babil	54,638,225	62,343,616
Karbala	30,121,073	35,024,503
Wasit	36,425,483	41,328,914
Salah Ad Din	40,628,424	46,932,834
Najaf	38,526,953	44,130,874
Qadisiyah	36,425,483	41,328,914
Muthanna	22,415,682	25,918,132
Dhi Qar	58,140,675	67,247,046
Maysan	32,222,543	37,125,973
Basrah	84,058,808	96,667,629
Kurdistan Region		
Dahuk	31,522,053	0
Erbil	50,435,285	0
Sulaymaniyah	55,338,715	0
TOTAL	1,050,735,094	1,050,735,094

Source: Ministry of Finance, converted from Iraqi dinars at a rate of 1427.572 dinars per dollar

⁷ “Relative deprivation” has been used to refer to provinces that historically have not benefited from the national wealth of the oil industry, such as southern provinces that may have been rich in oil but did not reap the benefits in terms of wealth distribution. Relative deprivation also has characterized provinces that were heavily damaged either during the initial conflict in 2003 or in subsequent major concentrated battles, such as those in Fallujah.

National Conference on Public Finances at the Provincial Level in Iraq

LGP worked with the civilian and civil affairs personnel in the Embassy MOF advisory team to develop training materials—a 96-page manual, *2006 Guidelines for PCs Managing Fund Transfers for Accelerated Reconstruction and Development Projects*—and an accompanying training module that became part of LGP’s core training program for PCs. LGP next sponsored a national conference, Public Finances at the Provincial Level in Iraq, to introduce the material and brief PCs before the rollout of this critical training module.



Governors and PC representatives from all provinces attended the National Finance Conference in June 2006.

The Baghdad PC and the Sulaymaniyah PC and governor co-hosted the conference, held at Sulaymaniyah, June 16–17, 2006. Participants included members of all PCs and governors from across the country. The deputy ministers from the MOF and Ministry of Energy also participated and directly addressed to the provincial authorities.

This marked the first time provincial authorities and federal authorities in finance and energy had met at this level to exchange information and clarify issues. This conference also indicated the increasing importance of the PCs and governors who not long before had been ignored and not considered relevant actors in the formulation and implementation of public policies.

In addition, the conference marked the first time all chairmen and governors met in a collective gathering and managed to compare and discuss in an open and frank manner developments in each province on subjects related to the relations between the provincial representative (legislative) and executive bodies.

This conference included a fully representative sample of democratically elected provincial participants from multiple backgrounds, jointly participating to formulate local financial guidance to help rebuild Iraq.

The willingness and new flexibility of PC members and other attendees to address difficult funding issues and decisions is an example of the maturing of the Baghdad PC, PCs nationwide, and other local stakeholders.



The National Finance Conference included democratically elected participants from various backgrounds.



A participant raises concerns at the National Finance Conference.

Training on ARDP Funds

To capitalize the success of the conference, the LGP training network began nationwide training sessions for all PC members. The training network has developed a cadre of Iraqi specialized trainers who are able to transfer complex materials by using advanced pedagogic techniques. The training is provided by Iraqis in Arabic, creating a less stressful environment. LGP training provides in this way a more effective mechanism to transmit the fundamental elements to the recipients.

Improving the capacity of PCs to interact with the federal authorities in discussing the annual budget and designing sound plans for provincial and local development requires strengthening of the PCs' administrative capacities. This aspect was also addressed in LGP training, which presented a realistic assessment of current situations facing PCs and the alternatives they have for meeting the needs of their citizens and communities. PCs need to learn not to overestimate the capacity of the federal government to address all the needs expressed in each PC's annual budget request, and they need to think in a more autonomous way about finding funds to meet locally identified needs that the federal budget cannot address.

This capacity-building process is a long-term endeavor. LGP prepared training materials for management of ARDP funds so that the materials would offer versatility. While ARDP funds were available during the first year of LGP, the Iraqi Constitution also allows for other type of transfers from the federal budget to the provinces. Because the fiscal framework for the country is expected to change significantly, LGP training focuses on developing the basics of sound public finance management at provincial level.

Outcomes

This training effort supported the desire of most PCs to demonstrate their usefulness in serving their constituencies. Although the elections of 2005 bestowed *electoral legitimacy* on the institution of the PC, and the Constitution adopted in October 2005 then bestowed *constitutional legitimacy* on the councils themselves, in order to be truly legitimate in the eyes of the population, PCs must show that they can function effectively as a governmental body to improve the basic conditions in which Iraqis live. PC members' active participation in the ARDP process is helping them achieve this *functional legitimacy* for themselves. By adapting LGP's recommendations or by generating their own original institutional recommendations, the PCs have demonstrated their relevant role in participating in the decision and management of public funds.

LGP Focal Activity: Support for the Preparation of Provincial Development Strategies

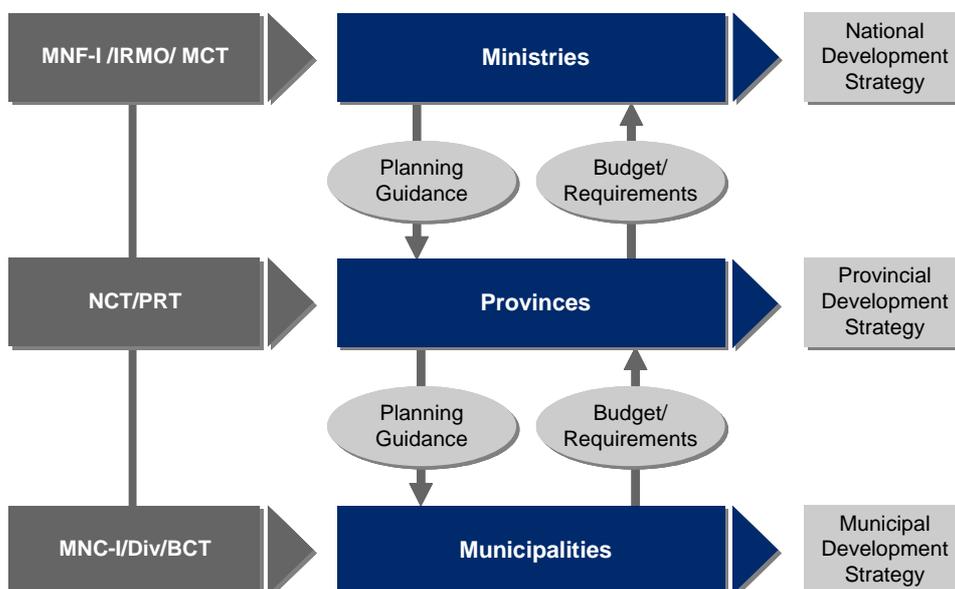
On June 30, 2005, the Ministry of Planning and Development Cooperation (MoPDC) published the National Development Strategy (NDS). The aim of the NDS was to weave together macroeconomic and sectoral analyses and proposals into a consistent policy fabric that would bring substantial benefits to all regions in Iraqi society. The NDS is intended to serve as the overarching framework for government reconstruction and development policy, as a reference by which civil society can hold government accountable, and as a basis for donor coordination and harmonization.

MoPDC is planning to integrate national and provincial development goals and coordinate the communications between provincial governments and the coalition support agencies. MoPDC began soliciting input from provincial governments in furtherance of the NDS. It requested a Provincial Development Strategy (PDS) from each province. The PDS would need to follow as closely as possible the NDS format and

- Address national development priorities and objectives relevant to the province
- Emphasize provincial sectoral priorities and interface with national priorities and objectives
- Provide current data and information on social and economic conditions in the province
- Include an action plan and implementation schedule of all actionable items to be undertaken
- Have a forecasting, monitoring, and evaluation plan to track accomplishments and progress
- Include vision for the community in the future and mission statement for provincial government entity
- Have a complete list of community strengths, weaknesses, opportunities, and threats (SWOT)
- Identified goals for the time frame, measurable objectives for each goal, and strategies to be used to address each objective
- Include an implementation plan and describe the relationship to the provincial government budget and available human resources.

The relationship of NDS, PDS, and Municipal Development Strategy (MDS) is shown below:

Figure 8. Relationship among Development Strategies at Different Levels of Government



MNF-1: Multinational Forces-Iraq, IRMO: Iraq Reconstruction Management Office Project Manager, MCT: Ministry Coordination Team, NCT: National Coordination Team, PRT: Provincial Reconstruction Team, MNC-1: Multinational Corps-Iraq, Div: division, BCT: Brigade Combat Team

LGP Accelerated Its Schedule for Providing Training for PCs on Strategic Planning

To improve the national planning and budget processes, the NCT asked LGP to train PCs in a systematic process leading to a PDS. This strategy, similar to those used in developed countries, is both a process and a product. It looks outward 3 to 5 years and then lays out details for the nearest 12 months. The process is intended to assess current practices, validate assumptions, facilitate networking within the community, and increase knowledge of and appreciation for local elected officials, professional staff, and citizen volunteers. The PDS planning teams must grapple with the absence of quick fixes, as well as deal with local unemployment, water and electricity supply, road conditions, social safety nets, and the commercial environment.

In February 2006, LGP launched a core training module known as Strategic Planning to provide the PCs a systematic process by which they can anticipate and plan for their future and develop PDSs. Although LGP's strategic planning training module was initially scheduled to be provided in year 2 of the program, it was brought forward to year 1 to help PCs integrate national and provincial development goals.

LGP began working with all the 18 PCs to develop their PDSs. The following steps are involved in preparing a PDS:

Phase I: Presentation and commitment. This phase consists of the following steps:

- Overview
- Council commitment
- Formation of a coordination and planning committee
- Committee meeting and determination of stakeholders and community engagement (Planning Group)
- Time table for the workshops
- Council announcement

This phase has been completed in all the provinces (see Table 5).

Table 5. Number of Phase I Training Sessions Conducted, by Region

LGP Region and Provinces	No. of Times "Introduction to Strategic Planning-Phase I" Given
North—Ninawa, Erbil, Sulaymaniyah, Dahuk, Kirkuk	6
North Central—Anbar, Salah Ad Din, Diyala	1
Central—Baghdad	1
South Central—Babil, Qadisiyah, Najaf, Karbala, Wasit	9
South—Basrah, Maysan, Dhi Qar, Muthanna	1
Nationwide Total	18

Phase II: Assess current situation, complete sectoral analyses, and determine strengths, weaknesses, opportunities, and threats (SWOT). This phase is recognized as the most critical phase and the most time-consuming phase of the process. It is the most voluminous in terms of the final PDS report. This phase consists of

- Environmental scanning and sectoral data collection and analyses
- SWOT analysis
- Determination of community needs.

LGP Holds Regional PDS Conferences To Support Phase II

Between September 11 and 23, 2006, LGP assisted the PCs in holding four regional conferences in Erbil, Baghdad, Hillah, and Basrah and one provincial conference in Tikrit. The main purposes of these conferences were to

- Review and discuss the NDS prepared by the Iraqi Ministry of Planning
- Help PCs and stakeholders plan for the PDS for their respective provinces through strategic planning trainings
- Encourage community participation and organize stakeholders in order to complete Phase II
- Provide PCs an opportunity to develop a better understanding, knowledge, and skills regarding their roles and responsibilities in the development process.

Participants at each conference met in breakout groups by province to discuss challenges in the areas of agriculture, economy, tourism, banking, electricity, transportation and communications, water and sewage, education, the legal system, budgeting, oil, health, and the private sector. They then incorporated recommended steps for addressing those challenges into a draft regional development strategy.

In keeping with LGP's principle of facilitating work "by Iraqis for Iraqis," PC members were responsible for conducting each conference, while LGP staff provided technical support and served as a resource for conference organizers. As Iraqi leaders worked on their strategic planning, LGP staff engaged in quality control of the data and analysis, provided advice on policy options, and helped mediate the negotiations between competing priorities.

Although the conferences were intended for PC members and other representatives of provincial government, they were open to others and attracted broad participation, including representatives of the business sector and CSOs, the news media, and college and university professors.

Interest was so great in Hillah that the crowds of attendees made it necessary to close the street where the conference was being held. The PC compensated merchants on the street for their loss of business.

Also, different provinces participating in the regional conferences in some cases entered into friendly rivalries with other provinces after hearing of progress being made there. A Ninawa PC member expressed to attendees at the North Region conference in Erbil his desire "to be number one in the region in completing strategic planning."

Next Steps in the PDS Process

LGP and the PRTs will continue to monitor and mentor Iraqi progress during coming phases of PDS development:

Phase II Continuation: Synchronize different agencies (directorates general), develop symbiotic relationships

Phase III: Develop future vision for the community and mission for the council

Phase IV: Establish strategic directions, goals, and objectives

Phase V: Develop strategies (action steps or tactics) for each objective

Phase VI: Iraqis submit PDS to MoPDC; incorporate PDS strategies into the annual budget and develop implementation plan (assigning groups or individuals to carry out each strategy by completion dates)

Phase VII: Budget execution for FY 2008; (January 2008); follow up and oversight

Outcomes

PCs are well on their way to producing PDSs that will yield numerous future benefits. The process of producing a PDS has already shown positive outcomes:

- Stakeholders who participated in the initial development of the PDS saw the expression of their will as a move toward local self-determination and were clearly delighted.
- Participants in the PDS conference for the south central region offered over 20 regional sector solutions. This predominantly Shi'a region was able to transcend self-interest for regional benefit. Cooperation of this nature speeds up development work while reducing costs. The question can be asked as to whether this is an indicator that regional governments (as proposed in the Constitution) can indeed work and prosper.
- The development of the initial PDS laid the foundation for what constitutes sound practices in local government. The fact that a strategic development system is now in place is an indicator of the institutionalization of an important process in local government. A further indicator that sound practices are being incorporated into institutional processes is the manner in which the initial PDS was developed. The principle of inclusion was noted in the different stakeholders who were involved in the development of this document. Also, stakeholder participation was observed in PDS decision making. Both of these practices are consistent with the practice of shared governance, a hallmark of any functioning democracy.

Once PCs complete their PDSs, they will

- Have a document that is not only a compendium of program directions, philosophies, and strategies, but also a symbol of unity. The plan will represent a collectively supported vision of a community's future and the most acceptable formula for allocating scarce resources
- Have a blueprint for action and decision making as the local government moves toward its desired future
- Be in a position to prioritize a capital budget and approach donors, who will look favorably upon a well-thought out and defined PDS
- Be in a position to use MOF funds effectively. The initial allocation of ARDP funds to the provinces in the first quarter of 2006 came without any advance preparation or warning to the PCs. As provinces complete their PDS, they will have a prioritized, long-term plan for the province and be in a better position to use future allocations of ARDP funds or other intergovernmental transfers. Since projects will already be prioritized, there will be less discussion and more proactive behavior on the part of local officials to implement projects.

Section 3. Accomplishments by Activity

LGP's activities are interrelated and success in one activity area often leads to improvements and progress in other activity areas. For instance, policy reform (Activity 1) helps clarify the roles and responsibilities of PCs, LCs, governors, and departments (Activity 2). Clarification of duties and responsibilities among central ministries, departments, and provincial governments leads to increased efficiency and effectiveness in systems for local service delivery (Activity 3) and the ability of citizens to access and hold accountable the appropriate officials (Activity 4). All interested parties can then learn about successes through documented experience (Activity 5).

In this base year, LGP focused the greater part of its efforts on the overarching undertakings described in the previous section:

1. Participation on the PRTs
2. Facilitation of the year-long process of drafting an LGC and forming an LGA
3. Provision of targeted training to help provincial governments access ARDP funds
4. Preparation of PDSs.

These efforts each touched multiple LGP activity areas. The following sections summarize these and other LGP efforts and discuss tasks and accomplishments by activity.

Activity 1: Promote Policy Reform in Support of Local Governance

This activity focuses on the enabling environment for local government. LGP policy experts assist in the background by providing timely legal and fiscal policy analysis and advice in response to Iraqi-driven issues and needs. LGP's role is to facilitate, to enable Iraqi officials to draw on the experience of other countries in different governmental systems and structures, and to provide legal and financial advice, when requested, in formulating policies and programs.

LGP's policy experts also assist by researching examples from other countries of model codes, laws and ordinances; responding to Iraqi requests to review draft provisions for the LGC and other laws or ordinances; responding to questions about provincial and local government codes and ordinances and legal processes; advising elected local government and ministry officials or National Council of Representatives members as appropriate; analyzing proposed policies and practices to devolve decision making and enhance service-delivery effectiveness; and conducting legal research of comparative approaches to local government codes, laws, and ordinances.

Summary of Activity 1

In the past year, LGP provided the following support in this area:

- **Hosted Four Regional Conferences on the LGC.** In the past year leading up to the adoption of the Constitution, LGP held regional Constitutional conferences in Basrah, Babil, Baghdad, and Erbil for PCs to address the role of local governments in the draft Constitution. In support of these conferences, LGP
 - Focused attention on the critical issues and presented alternative experience from other countries
 - Ensured that all proposals for formal consideration and, where the Iraqis chose, for voting, were authored and presented by Iraqis serving on the elected PCs
 - Assisted PC members in the practical application of the papers and briefs to the problems of founding decentralized governments
 - Between conferences, worked with PC legal committees and other PC members to provide additional detail on experience from other countries
 - Commented on draft proposals or draft provisions for legislation (upon request)
 - Sponsored the conferences, prepared materials, handled logistics, and conducted other facilitative actions.
- **Hosted Two National Conferences on the LGC.** These two LGP conferences marked the first time that PC members from across Iraq convened to discuss local government issues on a national level. The conferences, held February 17–18, 2006, in Baghdad, and August 11–13, 2006, at Dokan Lake in Sulaymaniyah, resulted in numerous historic outcomes (discussed in Section 2), as well as significant advances for the status of local government in Iraq. In support of these events, LGP
 - Spent on average 6 to 8 weeks (for each conference) assisting the Baghdad PC to prepare and rehearse; provided training to the Baghdad PC and its designated committee, CPC, in event planning, material and agenda development, participatory decision making, outreach and invitations, leadership, media and public opinion, transparency, staffing needs, content delivery, and the “learning by doing” process; met with the CPC typically three times a week
 - Provided logistical and organizational support for the conferences

- Provided the LGP Senior Legal Policy Advisor to serve as the principal technical advisor for the conference.
- **Supported the Formation of a National LGA.** Over the course of the year, LGP lent its assistance to help PCs overcome ethnic and regional differences and advance the idea of an LGA from concept to reality. During this process, LGP
 - Introduced the concept of provincial governments lobbying to influence the national legislature and executive branches of government
 - Gave a technical presentation at the First National Conference on the LGC on experience with associations of local government in other countries and with local government-enabling statutes
 - Furnished highly skilled and experienced Iraqi project staff to function as credible facilitators among the various Iraqi agendas for the LGA at the conference. Many Iraqis had to internalize the concept of working together as provincial governments and legislatures without seeking to diminish the role of the national government
 - Successfully defused a number of provincial political and religious agendas. For example, the Baghdad PC sought to secure a greater than equal role in the LGA. Karbala sought a stronger role for clerics in the LGA, seeking to impose its model on the entire country.
- **Supported LGAs at the Provincial and National Levels.** Three provincial-level LGAs currently exist: Karbala, Hillah, and Muthanna. Because of the local level and early start, the three existing LGAs at the provincial level are already quite active. As an example, the Muthanna LGA meets weekly, receives all plans from the province, and sees the governor at will. LGP provided support to each of the provincial LGAs through the LGP regional hubs. LGP also provided support, including training and event support, to the nascent national LGA through the LGP Baghdad regional hub.
- **Contributed to Training Materials on the ARDP.** LGP developed and rolled out training materials to enable the provinces to take advantage of the ARDP (discussed in Section 2 of this report). LGP also prepared technical material and slide show presentations on public finance and public administration to be delivered to the PCs by the LGP training network.
- **Hosted a National Conference on Public Finance and the ARDP.** This June 2006 conference and its preparatory work paved the way for an orderly transfer of US\$2 billion in national revenue sharing from the national government to the PCs, earmarked for infrastructure and social programming. Transfers of national oil revenue to the provinces have been a keystone of decentralization of power, as well as a tool for emphasizing the continuing role and validity of the national government. For this conference, LGP
 - Supported the Baghdad PC in organizing the National Public Finance Conference to allow provincial staff to prepare for the expected flow of funds
 - Coordinated with national government ministries in Baghdad and with other U.S. technical service providers to ensure that the national budget operations could be made accessible to the provincial representatives of the Central Bank, the MOF, and the Executive
 - Worked with PCs to inculcate the notion of appropriation of funds and the expectation of budget and program oversight. This separation of powers (between budget and program execution) is a departure from the former Ba'ath implementation, as well as traditional tribal mechanisms.

- **Conducted Comparative Analyses on Local Government Legal and Fiscal Policy Issues.**

Throughout the year, LGP researched and documented the ways local government was evolving in Iraq. The LGP National Policy Team

- Conducted surveys using the regional hub resources in the field
- Conducted interviews with officials and collected documentation, such as organizational charts, financial reports, and legal statutes
- Gleaned issues for analysis from PRT and regional hub information
- Applied these findings to fine-tune training materials and technical assistance in accordance with new developments, stimulate a healthy benchmarking environment among the provincial authorities, and illustrate to new entrants and other partners in Iraq the status of the decentralization process in a factual and updated manner.

Major subjects covered in this effort were

- Evolution of revenue and expenditure assignments between levels of government in Iraq, including the new constitutional arrangements
- Overall provincial administrative structures under the PC and the governor to improve service delivery
- Administrative structures and functions under the PCs and the governor to implement capital investment projects
- Development of legal elements to enhance transparency in the provincial administration's financial management
- Relations between the PC and the district and subdistrict councils
- Revenue-raising capabilities of subnational governments
- Extensive constitutional analysis on the legal basis and institutions for developing subnational administration and overall decentralization.

LGP presented findings through draft and final briefing papers, discussion papers, slide show presentations, manuals, and training materials, circulated with diverse levels of intensity and targeted to specific recipients.

- **Provided Legal and Fiscal Policy Consultations/Advice to Local Government Officials.**

Through LGP's PRT or regional staff, PCs regularly requested input from LGP policy experts on a wide variety of topics throughout the year. LGP's National Policy Team responded to requests that required an in-depth understanding of Iraq's laws and regulations or guidelines issued by central ministries. Topics included, for example,

- The PC's authority to dismiss and call elections for district and subdistrict councils
- Inclusion of new counselors in the PC
- PC and local counsels' revenue-raising powers
- Legal uncertainties coming out of the new Constitution and interpretations by federal authorities
- PC internal regulations to properly address fiscal responsibilities
- Transparency and accountability of the provincial administration
- Management of transfers from the federal budget.

Generally, LGP provided direct assistance and advice to PC members through meetings and conferences specifically set for this purpose, including the national and regional conferences on the LGC and individual or small group meetings with PC members. PC members from Baghdad, Anbar, and Salah Ad Din regularly visited LGP's regional office in the Karrada District in Baghdad or LGP's headquarters office in the International Zone in Baghdad. Discussions often took place in a relatively unstructured manner, which fostered openness among attendees. Through such meetings, LGP provided legal advice to the LGA and Baghdad PC in their efforts to advance a draft law on provincial government. LGP also

provided further clarification of LGP training materials on ARDP funds; specifically, LGP provided advice to the Baghdad PC on organizing a stable provincial administration under the governor and establishing overall budgeting routines.

- **Produced Five Policy Papers Related to Local Government Issues.** LGP facilitated the writing of a series of well-researched policy analyses in support of legal discussion and decision on the evolving decentralization of authorities. Iraqi provincial governments and councils sought a clear legal basis for decisions that they undertook; however, they had few resources available for searching Iraqi law and making comparisons with similar structures in other countries, and used the policy papers to fill that gap. A U.S. policy goal has been the creation of government institutions on a foundation respected by the Iraqi legal community, so that they cannot be capriciously overturned by a subsequent government or legislature. Basing discussions and decisions on legal analyses and policy comparisons from other countries strengthens the likelihood that currently evolving policies will remain in place.

LGP's National Policy Team produced five analytical and explanatory policy papers, in English, in support of local governance and policy development, complementing the 11 papers completed in 2004 and 2005. Papers published in 2006 and translated into Arabic include

1. Implications of the Fiscal Policy Framework for Decentralization in Iraq
2. Subnational Government in Post-Constitution Iraq: Constitutional and Legal Framework
3. Assisting PCs and the Kurdistan Regional Government: Identifying a Local Government Role in the Kurdistan System of Government
4. Iraqi Constitution as a Policy Document for Subnational Government Reform
5. General Budget Ordinance of the Governorate Council—A Model

Expatriate and Iraqi project staff disseminated the policy papers and other materials to opinion leaders in advance of the formal conferences to help break down the desire to return to “the old way” and to engender Iraqi ownership of the reforms being undertaken.

Related Iraqi Outcomes and Successes

- **PCs Gained Momentum and Ownership in the Policy Process.** The regional conferences on the LGC energized the elected PCs to become politically active at the national level and to not take for granted that the Constitution would address all issues of concern to government officials and citizens in the provinces. The regional conferences also encouraged PCs to begin working together to identify common causes in issues that affect every province.
- **Several PCs Drafted Legal Frameworks.** Several PCs took the initiative to draft legal frameworks that later became the basis for provisions in the LGC.
- **The 18 PCs Finalized the LGC and Submitted It to the National Council of Representatives for Enactment.** At the LGP-sponsored Second National Conference on the LGC, Iraq's 18 PCs submitted a draft law to decentralize decisions to the provincial governments, consistent with the October 2005 Constitution, to National Council of Representatives members for enactment. The LGC illustrates the nationwide consensus by provincial leaders, regardless of religious sect or ethnicity, on the implementation of Article 116 of the Constitution.

- **The 18 PCs Formed an LGA.** During the national conference in August 2006, conferees finalized and unanimously approved the bylaws for the creation of a nationwide LGA to provide a unified voice for local government and PCs.
- **PCs Resolved Contentious Issues Related to the LGA.** At the second National Conference on the LGC, PCs reached agreement on statutes and bylaws and on some of the most contentious issues facing councils, including
 - The issue of having regions serve as members alongside governorates (regions are included)
 - Location of the secretariat (Baghdad hosts the secretariat but meetings take place throughout the country)
 - Number of representatives for each province (two representatives per province)
 - A mechanism for selecting the chair (a 6-month rotation starting with Baghdad).
- **PCs Demonstrated a Willingness To Collaborate on a National Level.** At all national conferences, participants showed a positive attitude and a willingness to put aside ethnic tensions to work together for the common benefit. At the June 2006 finance conference, for example, a fully representative sample of democratically elected provincial participants from multiple backgrounds collaborated to formulate local financial guidance to help rebuild Iraq. Participation by high officials of the Iraqi national government—the Deputy Minister of Finance, Deputy Minister of Energy, and Director General of the Federal Treasurer—exposed the national authorities to the dynamics of the provincial authorities.
- **PC Members Demonstrated Their Increased Capacity in Conference Facilitation and National-Level Collaboration.** After receiving training and mentoring from LGP and leading the national conferences on the LGC, the Baghdad PC demonstrated its enhanced skills and built in the lessons learned from each conference. The PC was able to respond and provide effective solutions to issues related to logistics and organization of the conferences, including transportation, overflow of participants, changes and addition to the agenda, speeches and number of guests, setting conference dates and times, ensuring commitment of participants, communication and public relation, facilitation of the breakout sessions/around table discussion, presenters and delivery style, venue selection, media involvement and press coverage, closing statements and recommendations development, and security. The training sessions and technical assistance also helped the Baghdad PC demonstrate accountability and responsiveness; better understand how to outreach to other PCs and citizens; improve relations with the national government; and promote collaboration, professionalism, team work and communication.

Discussion

Tracking institutional developments in a rapidly changing environment like the one in Iraq has proved beneficial. LGP has closely followed subnational government entities as they have adapted their administrative functions and developed their capabilities. In addition to providing a steady base of conference support and technical assistance over the year to promote policy reform, LGP researched and documented the ways local government was evolving. These tasks helped strengthen the legal and fiscal policy support available to PCs members, who frequently drew on LGP's comparative analyses to support their diverse needs. These analyses formed the basis for a healthy benchmarking environment among the provincial authorities by allowing them to observe progress and innovative approaches in other provinces.

Activity 2: Support Clarification of Roles and Responsibilities at Different Levels of Government

The October 2005 Iraqi Constitution left much undefined about the basic structure of the democratic governance of Iraq, in particular, the degree of federalism and the decentralization of authority to the provinces. Iraqi provincial leadership has been working since January 2005 to determine which responsibilities and authorities can best be placed with the provincial governments and which must remain with the national government.

LGP is working with local government officials to help identify and clarify the roles and responsibilities of elected and appointed local government officials, the relations between national and local governments, and the role of citizens in democratic governance. In this area, LGP typically seeks to establish an open, inclusive, participatory process for dialogue on the roles and responsibilities of government and citizens in a democratic society and provides technical training to Iraqi council members on the roles and responsibilities of PCs, and how they work with the provincial government and the representatives of the national ministries.

Summary of Activity 2

In the past year, LGP provided the following support in this area:

- **Delivered Core Training Modules Related to Roles and Responsibilities.** LGP delivered training on a range of topics intended to help council members understand the basic functions of representative government and their roles as council members (see Table 6).

Table 6. LGP Base-Year Training Conducted on Roles and Responsibilities

Module Type	Title	No. of Times Conducted
Core	Council Source of Authority	48
Core	Council Code of Conduct	72
Core	Council Executive Functions and Relations	101
Core	Council Procedures	130
Core	Working Together	99
Core	Council Roles, Legal Authorities and Responsibilities	59
Core	Introduction to Strategic Planning	52
Core	2006 Guidelines for ARDP Funds	13
Supplemental	Council Ground Rules	6
Supplemental	Empowering Local Councils	14
Supplemental	Process of Support for Decision Making	25
Supplemental	Bylaws	14
Supplemental	Transparency, Responsibility, and Corruption	26
Supplemental	Accountability and Corruption in Local Government	18
Supplemental	Strengthening Legislative Capacity	25
Supplemental	Planning	15
Supplemental	Budgeting for Local Government	34
Supplemental	Public Relations Committee Role	6
Supplemental	Decentralization	18

Each of LGP's modules was designed for adult learners and covers a range of relevant information (see textbox below).

Examples of LGP Training Module Objectives and Content

Introduction to Serving on a Council: Council Roles, Legal Authorities and Responsibilities. This module explores the purpose of local government and various roles and challenges facing council members as part of local government. Topics highlighted in this module include

- Meeting public needs and representing citizens
- Current laws on local government authority, responsibility, and intra-governmental relationships
- Strengths, weaknesses, and voids in the Iraqi Constitution
- Passing a local government code
- Values and skills of proactive council members.

To complete this course, participants work to develop 5 to 8 innovative ideas to solve problems in their respective communities.

Council Work Methodology: Bylaws, Parliamentary Procedures, and Codes of Conduct. This module introduces participants to the procedural and ethics challenges they will face as council members, such as

- Incorporating parliamentary procedures in council work
- Ensuring fairness in the decision-making processes
- Organizing, participating, and chairing meetings and committees
- Following up on committees and meetings
- Making decisions and passing laws within the committee structure
- Incorporating Codes of Conduct in council bylaws.

Transparency and Working Together: Open Meetings and Public Records. This course opens discussion on communication and the importance of transparency and citizen participation through introduction and discussion of

- Processes for collaboration within the local authorities and partnerships with outside agencies and organizations
- Procedures for open and closed meetings
- Council recordkeeping mechanisms
- Mechanisms for transparency and public awareness of council meetings and actions.

- **In ARDP Training, Emphasized Division of Responsibilities.** During ARDP training, LGP addressed the need for a good system of check and balances at the provincial level. In 2005, most PCs undertook executive functions. In some cases, governors acted as if they were appointees of the Chief of State, as was the case during the Ba'athist regime, and disregarded the power and role of the PCs. In consequence, some governmental functions were performed poorly or without compliance with required standards, since PCs cannot play the roles of both policy designers and oversight bodies. Many of the instructions by the national authorities regarding the management of ARDP funds ignored the need to improve the checks and balances system at the provincial level. LGP carefully emphasized these points during ARDP training so that provincial authorities could understand the technical implications of a properly organized provincial administration with a proper system of checks and balances.
- **Worked with PC Members on Enabling Legislation That Clarified Local Government Roles and Responsibilities.** As discussed under Activity 1, LGP was heavily involved in helping PCs advance an LGC, which will help clarify the responsibilities of subnational government.

Related Iraqi Successes and Outcomes

- **Increasingly Separated Executive and Legislative Powers.** The governance situation in Iraq has improved because the decentralized government operations are functioning in a more efficient manner than they did when first launched in January 2005. As of January 2005, the PC elects the provincial governor. Prior to January 2005, the council chairman exercised a number of executive responsibilities and was often reluctant to pass these responsibilities to the governor as required in the separation of executive and legislative functions. Governors, whose only operational model was the former Ba'ath party, sought to regain the absolute authorities they had under the previous regime. In every province, competition colored the evolving roles of the governor and the PC leadership (even within the same political party) as patronage appointments and political pork-barreling became divided between the executive and legislative branches. LGP staff helped accomplish the successful separation of powers—buttressed by checks and balances—that was sought by Iraqi reformers who intended to prevent a return to centralized autocracy. Checks and balances are beginning to occur as executive and legislative roles are defined and as national and provincial responsibilities are clarified (see textbox on Ninawa PC). A critical mass of well-informed, increasingly sophisticated legislators is working with their governors and other executive branch officials to take responsibility for the leadership and stewardship of provincial electorates.

Ninawa Provincial Government Makes the Transition

The Ninawa PC has struggled with the issue of executive versus legislative authority since its inception in 2005, seeking the checks and balances function that is a hallmark of democracy. The issue came to a head in August 2006, when the Iraqi National Treasury delivered US\$80 million in revenue-sharing to Ninawa. Council members had previously received training from LGP in legislative authorities, funds management, and program planning. Members rejected the view of the council chair that implementation authority should remain in the council instead of being exercised by the provincial governor and his staff.

The council voted to delegate programming of US\$23.3 million of the national funds to the district and subdistrict councils, while retaining the remainder at the provincial level. Most of the districts, roughly analogous to U.S. counties, had also received LGP training in program planning. They now must make their own choices, under oversight from the provincial government, from the list of projects that they had previously prepared for submission to U.S. reconstruction agencies. The PC and governor's staff have a joint committee to monitor the advertising of public contracts and the opening of bids. Iraqis in Ninawa are now taking responsibility for their own reconstruction.

- **Gained Skills Leading to Capability and Credibility.** In all 18 provinces, aggressive training complemented by available technical advice has resulted in a critical mass of capable council members who are committed and able to implement a representative government in their province, district, and subdistrict. After receiving training on the basic legal and financial responsibilities of their offices and on resource allocation processes, provincial and district officials were well enough grounded in their role as representatives and their responsibility as public leaders to carry the authority of civil government (see textbox below). For example, although the PCs in Anbar and Ninawa lost 25 percent of their membership to assassination in 2006, new members continue to step forward to keep the councils at full strength.

The PC takes action in South Central Iraq

LGP has noted a steady increase in the awareness and clarity of the respective roles and responsibilities at each level of local government. As PC members have grown into their role, they have begun to assert their authority. In Babil, Najaf, and Wasit, the PCs have challenged the ambiguity of the laws governing their authority by pushing the limits of the vague boundaries.

The examples below from Babil Province illustrate the PC's maturing roles and responsibilities:

- In an unprecedented move, the PC voted to disconnect emergency power lines that supplied power to some government buildings so it could be routed to provide electricity to local services, such as hospitals.
- The PC continues to push for local council elections in Al Iskandariyah. They firmly believe it is within their right to do so and are willing to let a court issue the ruling that will eventually become a case study.
- The PC levied a fuel tax on trucks and passenger vans. A significant amount of revenue is projected and an expenditure budget has been developed. The council is still looking for additional alternative sources of revenue.
- The PC established a planning board to better effectuate provincial planning. The board's membership is varied; most are not PC members. Part of the board's mission is to vet and approve all projects in the province. Even provincial department projects will be subject to this procedure.
- The PC Fiscal Affairs Subcommittee of each province in the region began conducting a monthly regional meeting of its membership. The location of the meeting will rotate among provinces. At the inception meeting in Hillah, attendees remarked that networking and building professionals relationships are vital to job growth.

Discussion

The proposed legal framework for Iraq is becoming clearer, contributing to better separation of powers and increased understanding of roles and responsibilities. PCs have taken strides in clarifying and exercising their roles and responsibilities. In doing so, they have gained experience, bolstered their legitimacy, and laid the foundations for increased stability.

It may take 2 more years, until 2008, to identify fully and to clarify the roles and responsibilities of elected and appointed local government officials, the relations between national and local governments, and the role of citizens in democratic governance.

The next elections are expected to be held in late 2007 or early 2008, and a different set of council members may be elected to each province's legislative body. Technical assistance and continuous training of the current members reinforces their knowledge, and by providing new incoming legislators with core training, LGP can help solidify and sustain the provincial governments' legitimacy over the longer term.

Since it is normal to have a high turnover in the members of the representative bodies, LGP training materials will be revised annually to provide newly elected officials a solid basis for understanding the challenge of decentralization. Effort involved in training council members who may not be reelected is not lost. These officials may be able to take a position in another governmental capacity or even in the "loyal opposition," or they may simply be voices in support of citizen participation in the democratic process.

Activity 3: Promote Increased Efficiency of Local Service Delivery

While the roles and responsibilities for government at the local level have not yet been fully clarified, it is clear that local government officials and PC members will play critical roles in improving service delivery and being open and accountable to citizens. LGP is therefore focusing on improving the capacity of PCs and LCs, committees, and line departments to manage and deliver effective and efficient services through competency-based training, mentoring, and technical assistance.

LGP activities in the past year focused on equipping PC members and local government officials with the skills needed to manage public programs and deliver effective public services. LGP also mentored and assisted PC members, LC members, and officials from the provincial line departments on delivering effective services. Training included topics related to PDS preparation, ARDP funds, public tendering, bid evaluation and award, project oversight, auditing, and agribusiness development.

Summary of Activity 3

In the past year, LGP provided the following support in this area:

- **Delivered Training Modules Related to Local Service Delivery.** LGP provided a range of training modules for accountable democratic governance, which included methods for improving service delivery. Some examples are listed in Table 7.

Table 7. LGP Training Provided Related to Local Service Delivery, Oct. 1, 2005–Sept. 30, 2006

Module Type	Title	No. of Times Conducted
Core	Introduction to Strategic Planning	52
Core	Citizen Participation	79
Supplemental	Communication with the Public and Public Relations	22
Supplemental	Negotiation and Problem Solving	15
Supplemental	Accountability and Corruption in Local Government	18
Supplemental	Motivational and Goal-Setting Theories	7
Supplemental	Planning	15
Supplemental	The Evolution of Management Theory	5
Supplemental	Alternative Organizations for Gov't. Administration	20
Supplemental	Developing a Plan for Building Leadership	15
Supplemental	Budgeting for Local Government	34
Supplemental	Revenue Raising Powers-Arabic.ppt	7
Supplemental	AutoCAD Training Manual	13
Supplemental	Excel Training	2
Supplemental	Internet and E-mail Training	3
Supplemental	Word Training	1
Supplemental	MS Project Training	7
Supplemental	Access Database Computer Training	4
Supplemental	Decentralization	18
Supplemental	Engineering Quantity Estimates	19

By completing and being certified in the core training, PC members, LC members, and local government officials gained the baseline capacity and skills needed to manage and deliver effective services. LGP began implementing phased training in the past year, and this training will span for the next several years.

- **Supported PDS Planning.** To improve the national planning and budget processes, LGP trained PCs in a systematic process leading to a PDS (see Section 2 of this report).
- **Hosted Four PDS Conferences.** In September 2006, LGP assisted the PCs in holding four regional PDS conferences in Erbil, Baghdad, Hillah, and Basrah and one provincial conference in Tikrit. These conferences helped PCs and stakeholders prepare their PDSs, as well as coordinate the provincial plans with separate municipal development strategies of “strategic cities” being funded by a separate USAID program.
- **Hosted an Agribusiness Conference for the Southern Provinces.** LGP supported the Najaf PC in sponsoring an Agribusiness Conference on September 20–21, 2006, for the nine southern provinces of Karbala, Babil, Wasit, Najaf, Qadisiyah, Maysan, Dhi Qar, Muthanna, and Basrah to debate the means of increasing food production and processing. Democratic governance is about the management of public affairs in a way that provides for a beneficial future for the electorate. In Iraq, a substantial portion of such a future depends on private investment in food production and marketing.

The national ministries of agriculture and irrigation encouraged provincial cooperation with the national government in addressing water resource problems related to agriculture. (Reduced grain production because of soil salinity from poor irrigation practice has been a problem since Sumerian times.) Conferees made recommendations for agriculture to increase production, improve cost efficiency, enhance agricultural extension, enhance soil management, and encourage alternative farming techniques.

Other conference recommendations touched on international agreements with Turkey and Syria on water flow in the Euphrates, greater local authority over agricultural and water resources, restructured provincial agriculture departments, better worker safety, reformed financing of agriculture, clearer policies related to farming on government-owned land, and environmental protection.

LGP staff helped the Najaf PC organize the technical approach and background materials for the conference and shared the conference expenses with the Najaf council. Agribusiness staff from the Hillah and Basrah hub offices followed up on the conference results to ensure that important recommendations were transferred into the provincial strategic development plans.

The Najaf regional conference demonstrated that government can play a catalytic and supportive role to private investment. The conference was so well received that demand arose for a similar agribusiness conference in northern Iraq and a broader economic development conference in southern Iraq in early 2007. Agribusiness staff in the LGP Erbil hub office are assisting the Ninawa and Erbil provincial authorities in replicating the Najaf agribusiness conference to take place in Erbil in December 2006.

- **Delivered Technical Assistance Related to Local Service Delivery.** LGP staff in regional hub offices and PRTs provided technical assistance and mentoring to PCs, LCs, and line departments on delivering effective services (see textbox).

LGP Technical Assistance Paves the Way for Improved Service Delivery in Kirkuk

Solid Waste Management and Urban Transport Planning. As part of the Kirkuk PRT, LGP advisors assisted Kirkuk municipality in the design and implementation of the Kirkuk landfill project (designated city solid waste dumping site) by checking and analyzing drawings and soil and subsoil investigation reports for the landfill. In addition, LGP held meetings with the director and chief engineer of the municipality to discuss site selection and the design of the solid waste transfer station. LGP provided technical assistance to Kirkuk municipality on how to prepare detailed estimates relating to the landfill and evaluated contractors for the landfill and transfer station construction projects.

Urban Planning. LGP assisted Kirkuk municipality in preparing an organizational chart and defining staffing capacity, resources, training requirements, present office conditions, current project activities, and project planning. In addition, LGP advisors collected district and subdistrict town plans for future regional planning and prepared job descriptions and recruited an LGP local municipal engineer as an integral part of the urban planning process.

Sewerage Master Plan and Project

Meetings with the Kirkuk Sewerage Director and the Sewerage Chief Engineer led to LGP's assistance with sewerage master planning, including preparing sewerage master plan guidelines after discussion with departmental officials. LGP advisors assisted the directorate in preparing the initial project proposal for the Kirkuk Sewerage Master Plan, as well as in submitting the proposal for funding.

LGP advisors also assisted the Sewerage Directorate in preparing a demarcation area of Kirkuk City for a feasibility study. They then completed an assessment of the Kirkuk Sewerage Directorate that included information on staffing capacity, current resources, training requirements, present office conditions, current project activities, and project planning.

Training for Departmental Technical Staff

LGP organized, coordinated, and completed training for engineers and surveyors of the departments of Roads, Municipality, Municipalities, Housing, and the Physical Planning Office of Kirkuk. Also, LGP prepared plans for similar training for the department of Sewerage and Water Supply on operating the Total Station Digital Survey equipment.

Because PCs generally provide oversight and monitoring on projects, whereas local government departments manage and implement the projects, LGP provided targeted technical assistance and on-the-job mentoring to address the needs and functions of each group. In addition, LGP provided assistance in a phased time-table that built on existing training modules and progressed in degrees of complexity. Areas of available technical assistance services included

- Assisting provincial governments in developing short- and long-term economic development strategies
- Assisting local governments to plan and coordinate civil works development and construction activities
- Assisting provincial governments in developing long-term capital investment plans
- Establishing and introducing national service performance indicators for key public services, including water supply, sewerage, and municipal solid waste management
- Providing technical support and mentoring on preparation of standardized tendering documents; on development of fair and transparent evaluation criteria clearly tied to advertised tenders; on development of an open award process; and on institution of an appeals process in an open, transparent, and ethical manner

- Assisting local governments to increase their own-source revenues as a percentage of their total budget, thereby raising levels of control and flexibility in meeting citizen needs
 - Introducing to local governments the principles of basic asset management, including extent to which municipal assets contribute to revenues or require budget expenditures, the potential for privatizing assets or entering into public-private partnerships, and the role of local public enterprises in revenue generation.
- **Contributed to a Pilot Project.** Rebuilding Basrah, Iraq’s second largest city with 2.5 million citizens, is a daunting undertaking that requires an accurate and up-to-date foundation of data and maps as a starting point. In Basrah, and throughout Iraq, that foundation has been neglected for decades. Basrah municipal public services departments will soon benefit from a digital mapping project that is converting thousands of paper maps, many in poor condition, into a single electronic map of the entire city. When complete, the project will have produced an electronic base map of the city, showing all streets and land usage, as well as geographic details down to small riverbeds and streams. LGP is providing scanning, plotting, and surveying equipment, as well as computers and software for the project. Additionally, project staff are training service department staff in the use of the technology. When the Basrah electronic base map is complete, the equipment will be used to produce similar maps for cities in all four provinces in the southern region.



Old and damaged maps hamper the work of Basrah City Directorates.



Basrah City. Scans of old cloth and paper maps produce a printed image map (left) and an electronic base map (right).

In selecting pilot projects, LGP staff assisted Iraqi leaders in taking ownership for the future of their province. Most provincial leaders still seem to be struggling with the notion that party or personality should be subservient to the greater good of the constituent population. Therefore, local ownership of these pilot projects is particularly important in preventing corruption and ensuring sustainability. Local leaders who are used to centralized Ba’ath Party control would then not be able to tell their constituents that decisions made with U.S. assistance were centrally controlled. In the past, such claims allowed the local leaders to

disavow programs “imposed” from outside and, in some cases, justified corrupt practices by saying that “it was not local money” being diverted. Expatriate and Iraqi staff continue to contend with the still shallow roots of constituency-based government.

Related Iraqi Successes and Outcomes

- **Provincial Officials Gain Capacity and Legitimacy through the PDS Preparation Process.** Government capacity and legitimacy go hand in hand. LGP built provincial and local government legitimacy by deliberately placing Iraqis in charge, boosting local government capacity, and offering the tools they need to gain access to national, World Bank, and United Nations funds. The PDSs that provinces are preparing to submit to the national government illustrate how the provincial governments are taking responsibility for their future. For the Iraqis, local public-service delivery is the tangible, real-time manifestation of government, and government is immediately judged by service quality and response time. Thus, public-services delivery remains the proximate indicator of neighborhood and municipal stability.
- **Basrah Has Completed Its Provincial Strategy and Received the Ministry of Planning’s Approval.** All other provinces are still working on their strategies. As an incentive to complete the strategic planning process, the Ministry of Planning has sought to tie release of the ARDP revenue-sharing to the provinces’ progress on their strategy plans. Provinces may need to complete a strategic planning process to be eligible to receive their full allocations of ARDP funds. In the provinces, U.S. assistance planners now take into account the application of Iraqi ARDP money before approving military Commander’s Emergency Response Program (CERP) projects or civilian work under the provincial development and reconstruction committee.

Discussion

Local government officials and PC members play critical roles in improving public service delivery and being open and accountable to citizens. In the first year of seeking to improve public services, LGP focused primarily on the budget and oversight capacity of provincial and local councils and their committees, and to a lesser extent on the governor’s staff and provincial representatives of the national ministries.

Ideally, the PC chairman and some committee chairmen will meet regularly with chairmen of the district councils. There is variation among the provinces on the access of district, subdistrict councils, and community leaders to the appropriations and oversight processes. Nonetheless, many provinces accepted LGP staff recommendations, and appropriations from the Iraqi ARDP revenue sharing were spread on a geographical and sectoral basis to ethnic groups and community interests rather than concentrating funds on large infrastructure projects. This is a departure from the centrally managed ministry investment programs, funded from U.S. IRRF assistance, overseen by provincial reconstruction and development committees.

Activity 4: Assist in the Development of a Regularized Mechanism of Citizen Participation in Government Decision-Making Processes

Citizen involvement lies at the very root of democracy. To ensure a transparent and accountable government, provincial, district, and subdistrict councils must include citizens in their decision-making processes and advocate for citizens rights. For citizens, subnational councils often are the government and represent the primary mechanism for engaging with and participating in governmental decision making. Because of Iraq's past non-participatory government system, mechanisms and structures need to be established to ensure that citizens are included in the government process. The desired end-state being that government responds to citizens' needs and that citizens hold government accountable for its performance.

LGP's activities in this area focus on (1) building capacity of councils in transparency, accountability, responsiveness, and project oversight, and (2) mentoring and assisting local government departments, citizens, and NGOs to

- Support the development and capacity building of capital improvement committees within the PCs
- Introduce participatory planning and budgeting to involve citizens in local decision making, using tools such as hearings, calendars, radio and television announcements, and publication of results
- Introduce citizen advisory boards for environmental, planning, and service-related issues.

Summary of Activity 4

In the past year, LGP provided the following support in this area:

- **Promoted Open and Transparent Council Meetings.** LGP provided training to PC members on transparency and accountability. The project also inculcated incoming PC members with the position that the council is an open and accessible place for the people's representatives to discuss issues of importance to the province or the district. This is one of the more important positions put forward by project staff, and where it has been respected, there has been less opportunity for radical political factions to usurp the governor's chair and rule the province by fiat. In Ninawa, Kirkuk, and Babil (Hillah), as many as a dozen news outlets regularly report from the council chambers. The press is also regularly admitted to the council chamber. In some cases, members of the governor's staff and district council representatives also attend PC meetings.
- **Encouraged the Press To Attend Council Meetings.** Since the establishment of the PCs in January 2005, LGP expatriate and Iraqi project staff have insisted that council meetings be open to the press. In addition, the presence of Iraqi project staff at the council meetings permits them to act as facilitators in circumstances where a council faction attempts to sidestep bylaws that protect the rights of minority members.
- **Invited the Press to National Conferences.** In every case where national conferences took place in 2006, the press was invited to attend. Some members of the press stayed for the entire conference, while others participated only in the photo spray or arranged for one-on-one interviews with participants from their home province. Iraqi council members, governors, and representatives of national ministries had the opportunity to speak directly to their

constituencies in unscripted events. In many cases, the coverage was less dramatic than a sophisticated U.S. or European press campaign, yet the pressure of being in the public eye was certainly present. As sitting members looked to the PC elections planned in 2007, they sought out opportunities to keep themselves recognizable to the public as they worked through issues important to their electorate.

- **Included, within ARDP Training, a Focus on Citizen Participation.** The ARDP training that LGP conducted focused on implementing instructions from the MOF and on fundamental issues requiring the attention of the PCs. One of these issues is the participation of citizens in helping authorities set priorities for improving living conditions. While a neighborhood consultation process was supposedly in place since the time of the CPA, it was not used in all provinces. In some cases, once the CPA ceased to operate, PCs abandoned the neighborhood consultation process for determining public services and relied exclusively on recommendations from federal agencies in the province. Their ideas did not necessarily reflect the aims and desires of the local residents. Streamlining the consultation process via district and subdistrict councils was central to the training and recommendations provided to provincial authorities. In addition to issues of citizen participation, ARDP training emphasized the need for enhanced transparency and accountability.
- **Drafted a Model Budget Ordinance with a Provision for Citizens' Advisory Committees.** LGP's National Policy Team drafted a model budget ordinance for consideration by PCs in adopting by ordinance the process for budget preparation and budget execution. The model ordinance provides for establishment of a Citizens' Advisory Committee to advise the Finance Committee of a PC on budget priorities and participated with the Finance Committee in reviewing budget proposals to the PC.
- **Included Broader Citizen Participation at the Regional PDS Conferences.** The strategic planning process involves a systematic examination of the local government and its environment by those who have a stake in its future success. In a local government setting, the process includes the identification of key stakeholders who should be involved, or from whom input should be sought. This typically includes, in addition to PC members, others subdistrict council members, business people, university professionals, NGOs and CSOs, and provincial and ministerial staff in the provinces. The regional PDS conferences that LGP hosted in September 2006 included representatives of these extended groups.
- **Through the PDS Process, Helped PCs Build Legitimacy in the Eyes of the Population.** In preparing their PDS, PCs fulfilled an important responsibility that boosts their credibility as councilors. Strategic planning and thereby PDSs help provinces to identify and mobilize their available resources and to use them for the most pressing community needs. Such planning can have tremendous value in bolstering citizens' confidence in the future. It aids in the assessment of current practices, validates or refutes currently held assumptions, facilitates networking among various groups in the community, and increases everyone's knowledge of and appreciation for local elected officials, professional staff, and citizen volunteers.

Related Iraqi Successes and Outcomes

- **News Media Covered PC Meetings.** The news media—television, radio, and print—routinely covered the proceedings of many provinces. Iraqis are only slowly becoming accustomed to placing their confidence in the provincial and district councils, making media access to council decisions on appropriations and the conduct of hearings or other oversight mechanisms meetings an important tool for engendering trust in participative government. Further, transparency is championed when the results of negotiated outcomes to policy and

program issues become immediately available to the public via the media. The presence of the press at council meetings is a relatively new phenomenon that must continue to be supported both by internal Iraqi demand and external assistance programs.

- **News Media Covered National Conferences.** Nationwide conferences on the powers of provincial governments, the transfer of ARDP money to the provinces, and PDS preparation received national television, radio, and print coverage.
- **Individual PCs Took Actions To Increase Their Accountability.** In Kirkuk, Ninawa, Sulaymaniyah, Salah Ad Din, and Babil (Hillah), councils have taken the first steps towards greater transparency and citizen participation in their deliberations and decisions by spreading their own accountability more broadly among the population. In Kirkuk, the PC adheres to a publicized master plan for investment in public infrastructure. Despite the acknowledged ethnic issues in the city, the master plan is accepted by all sides. In Ninawa, the PC decided to require district and subdistrict councils to appropriate some of the ARDP money. This sharing of funds created a sharing of responsibility and a greater prestige for the district and subdistrict members. Both Ninawa and Kirkuk council members (predominantly Kurdish) accepted a recommendation from LGP staff and visited district councils at the district seat of government. Where necessary, U.S. military helicopters assisted the travel of the council members to remote or dangerous areas. In Sulaymaniyah, the PC and the governor's staff worked with private business to move forward vigorously on investments that created durable jobs. The PC also takes pride in supporting women's affairs and participation in the council's decisions. In Babil and Karbala, PC meetings are open to the public, to provincial departments, and to district and subdistrict representatives.



National and local media covered the Second National Conference on the LGC at Dokan Lake, Sulaymaniyah, August 2006.

It is important that provincial officials continue to see the utility, both political and technical, of greater interaction with economic and social leaders in open decision processes. Positive changes in the security situation would help retain open systems. Continued technical assistance will be required as more complex situations arise.

Discussion

At the end of this, LGP's base year, councils are just now beginning to illustrate their understanding and appreciation of the role of citizen participation in the democratic process, and how citizen participation is a vital part of transparent government processes. In year 2 and beyond, LGP anticipates placing greater emphasis on educating both elected officials and the public about the benefits resulting from a citizenry actively involved in the process of government.

Iraqi PCs are beginning to reach out to their electorates, but not all are doing so. Iraqi civil society has not yet taken a proactive role with provincial governments, whether because of distaste for "politics," insufficient knowledge of advocacy or organization, or lack of operating funds. A correlation seems to exist between more open, participative government and provinces with safer conditions, greater wealth, and better education.

A continuing problem is the inability of citizens to bring their grievances and problems directly to the attention of PC members. In part, this difficulty stems from the party list voting system where members owe their seats to the party rather than being responsible to the public as in a system representing a district or ward where the public soon know whom to contact with their problems. PC

members are aware of this problem and mass meetings are being convened to enable the people to gain access to councilors, but this is a second best solution compared to direct representation.

Although defining the roles and responsibilities of elected officials and government offices is important, promoting better understanding of the active role of citizens in the democratic process is equally vital. Currently, LCs and NGOs are not always sure with whom, or how, to interact to get local priorities addressed. In the next year, LGP training will help to provide greater clarity in this area.

Activity 5: Capture Learning through Systematic Study and Reflection

To maximize the impact of LGP's work, the project captures lessons learned and documents and disseminates the knowledge generated by the LGP team and the Iraqi institutions with whom it works; reports on the changes that occur within the institutions with which LGP works; documents and reports on the LGP team's progress in fulfilling project objectives; and promotes the study of best practices in training future generations of public administrators and elected local officials in Iraq. LGP uses its own tools to capture information regarding project progress for USAID, but also works closely and collaboratively to ensure that the capture, storage, and dissemination of information are done by Iraqis for other Iraqis.

Summary of Activity 5

In the past year, LGP has done the following in support of this activity:

- **Drafted the Framework for Establishing Regional Institutes of Public Administration.** The new framework calls for (1) establishing two pilot institutes, (2) seeking cooperation of local universities in curriculum development and training certification process, (3) conducting a TOT program for LGP staff and university partners, and (4) including reference libraries in each of the regional institutes established. This project framework served as the basis for discussions with PCs regarding their interest and commitment in establishing regional institutes of public administration in their respective provinces.
- **Explored Options for Creating a New Regional Institute of Public Administration in Kurdistan.** LGP's work plan called for the upgrade of Kurdish Institute of Public Administration (KIPA) based in Erbil. KIPA was intended to focus on developing and providing training in the theory and practice of public administration and accountability to professional civil servants, as well as some selected PC members. KIPA was intended to eventually lead to the establishment of a formal certification or university degree program. KIPA was also intended to facilitate the integration and institutionalization of PC core and supplemental training into a professional public administration training curriculum. The intent of the activity was to allow the Iraqi government to develop consistent and replicable training that could be scaled up and delivered across all regions to an emerging cadre of civil servants throughout Iraq.

KIPA has and continues to be heavily dependent on grants and government financial assistance to sustain its training program. The chairman of KIPA, while interested in LGP funding to expand and sustain KIPA, was not interested in a true partnership arrangement. He wanted to keep the program curriculum as is and was only interested in LGP providing cash donations to cover the cost of lease payments, equipment and furnishings, books and materials, and other incidentals. This was unacceptable and alternative program arrangements were explored. LGP discussed initial options with the KRG and has explored the possibility of the KRG providing a dedicated facility to house the new public administration institute.

- **Produced 6 Governance Briefs.** LGP produced the following issues in its *governanceBrief* series during the base year:
 1. Unified Provincial Councils...Is the Way to Rebuild Iraq
 2. Provincial Councils Gather Near Sulaymaniyah—National Finance Conference and First Dokan National PC Conference
 3. Local Governance Project, USAID, and Marines Land in Al Anbar

4. Conference Brings National, Local Governments Closer Together
 5. PCs Ink Local Government Code
 6. Preserving Knowledge, Enhancing Services—Basrah Mapping Project
- **Produced 4 Papers and Presentations on Fiscal Issues.** LGP produced the following papers and presentations on fiscal issues:
 1. Implications of the Fiscal Policy Framework for Decentralization in Iraq
 2. Does Iraq Need to Adopt a User Fee Recovery Scheme to Improve Provision of Services to the Population?
 3. Intergovernmental Fiscal Policy Elements in Iraq's New Constitution: Potential Implications
 4. Shared Functions and Cooperation Between Different Levels of Government in the Iraqi Constitution
 - **Produced 8 Papers on Legal Policy.** LGP produced the following legal policy briefs:
 1. New Constitution of the Republic of Iraq: Directives for Specific Legislative Measures
 2. TAL and Order No. 71: Residuary Law in Post-Constitution Iraq
 3. The Constitution and Sub-National Governance: Structural Arrangements and Authorities
 4. Amending the Constitution and Law-Making in Post-Constitution Iraq
 5. The Federal Supreme Court and Judicial Review
 6. PC Elections
 7. Supplement to Briefing Paper No. 2: Elections for *Qada'* and *Nahiya*: Analysis of the Current Law
 8. International Practices in Intergovernmental Relations
 - **Produced Contractual and Event Reports To Document LGP Activities.** LGP produced the following final contractual reports and event reports:
 1. LGP Quarterly Reports (contractual)
 2. Conference Proceedings for
 - The National Conference on the Local Government Code (held June 2006)
 - Provincial Councils National Finance Conference (held June 2006)
 - The Second National Conference on the Local Government Code (held August 2006)
 - Regional Provincial Development Strategy Conference (held September 2006)
 - The South and South-Central Regional Agribusiness Conference (held September 2006)
 - **Produced and Delivered Presentations on Relevant Topics.** LGP prepared the following presentations for various audiences:
 1. The United Iraqi Alliance
 2. Shared Functions and Cooperation between Different Levels of Government in the Iraqi Constitution
 3. Alternative Organization for Governorate Administration
 4. Revenue-Raising Powers and Tax Administration in Sub-Central and Local Self-Governments
 5. Post-Constitutional Political Process
 6. The Provincial Reconstruction Team Structure and Objectives

Discussion

While a complete documentation and assessment of lessons learned will be presented in LGP's final report to USAID, the first year of the project has produced clear and valuable information in a variety of fields, including project function and operations, the capacity and dedication of local government, and specific social issues facing the people of Iraq. A few such lessons are discussed below.

Lesson: LGP's Regional Hubs Provide Value and Flexibility

Over time, the LGP regional hubs have proved to be an important component for governance work in Iraq, both from an internal and external perspective. From an internal point of view, the hubs serve as a gateway that linked the LGP headquarters in Baghdad with its beneficiaries throughout Iraq. As self-sustaining units, hubs are capable of realizing contractual deliverables in compliance with directives from headquarters. The hubs' proximity to LGP's beneficiaries allows for streamlining of human, fiscal, and physical assets, as well as ensuring localized operational effectiveness and compliance at a high standard of quality.

From an external point of view, the hubs serve as a proximate, "Iraqi-centric" representation of LGP to its beneficiaries. Coupled with the high standards and competency of the LGP staff and the services they provide, this representation has a positive impact on the self-confidence and competence of local officials, which results in earned trust by such officials. With gained trust and competence, LGP's work in the regions becomes more sustainable and effective at helping to institutionalize provincial and local government processes.

Over the life of the project, LGP's flexibility and ability to adapt to changing security situations and changing needs for staff and assets have been a key factor in successfully conducting governance work in Iraq. The current configuration of LGP regional hubs is extremely flexible and allows hubs to be easily scaled up or down as needed. In addition, these hubs are an efficient and cost-effective model. Regional hubs, located in areas without a military coalition presence, presage the way that assistance can be delivered as military coalition forces redeploy. As a discrete entity that has built strong relationships in local government, has a record of accomplishments, and has proven itself, LGP will be well placed to adapt to changes when the PRTs transition to Iraqi-led teams.

Lesson: Proactive Measures Assist LGP in Collaborating with Other U.S. Efforts

As part of the PRT effort, LGP coordinated its base-year assistance with a variety of stakeholders and U.S. Government agencies. Organizations that support different facets of the U.S. Defense, Diplomacy, and Development Strategy face a learning curve in working together. Their philosophies and approaches are often very different. For instance, where development agencies focus on long-term, gradual capacity-building efforts, the U.S. military focuses on discrete, concrete interventions—projects with a clear beginning, end, and tangible, immediate result. When applied to governance activities, the military's approach can be counterproductive, detracting from sustainability and PCs' sense of ownership in the outcomes.

LGP has found that helping other agencies gain an understanding of development principles and objectives leads in turn to improved collaboration and a greater appreciation of the value of governance activities. During the base year, LGP helped each incoming group of new PRT staff and partners learn about LGP and PRT governance objectives. Because many of LGP's collaborating agency staff hold their posts for 1 year or less, LGP efforts in this area are ongoing.

LGP also adapted its assistance to PCs to help them interact more effectively with LGP's collaborating agencies. For example, LGP's municipal planning advisor on the Baghdad PRT worked

with the Baghdad PC to help it formulate specific, actionable requests to the U.S. military. This enabled military governance advisors to provide targeted assistance in a way that was Iraqi-led and directed, yet fit seamlessly within the military framework.

Lesson: PCs Are Making More Progress Than What Is Visible to the Multinational Forces

As PCs gain a clearer understanding of their roles and responsibilities, they are carrying out their duties and functioning in an increasingly autonomous manner. In Anbar, for example, the PC seemed to have disappeared. In reality, it had changed its meeting locations for security reasons and continued to meet in Baghdad several times a week in groups of 18 to 25 members. The PC had made its own arrangements and initially did not consider informing the U.S. Marines of its activities. The PC members felt that as the elected representatives of the province, their responsibility was to the people, not to the multinational forces, and thus they did not need permission from anyone but the voters to carry out their duties. For several months, they carried out their duties independently of support from the multinational forces. Over time, however, they saw value in obtaining advice and assistance from the U.S. Marines and others, and they began to open up lines of communications. They are now well established as leaders of their community and draw on the support of U.S. military as they see fit to benefit their province.

Section 4. Discussion

Summary of LGP Performance during the Base Year

LGP successfully implemented an ambitious program of assistance during its base year. In spite of the challenging security and operational environment, LGP delivered a timely array of support that (1) was responsive to evolving Iraqi needs, (2) anticipated changes in the political environment, and (3) paved the way for a series of Iraqi advances and accomplishments.

With LGP assistance, PCs came to view themselves as a dynamic force, capable of influencing national policy and playing an active role in shaping their future responsibilities. In the last year, PCs have not only progressed in terms of their skills and capabilities, but they have also taken concrete action and achieved real outcomes. Provinces have come together to advocate for their concerns at the national level. They have mobilized for their common benefit and have performed official duties and functions. As a result, the capacity of Iraqis to govern themselves at the local level is increasing, and PC members are gaining a certain functional legitimacy in the eyes of the citizens they represent.

In the past year, PCs grew in maturity and responsibility, and they continue to develop the skills and ability required to govern a province. The Kurdish north and the south-central belt have shown the greatest progress, in part because security there has been less burdensome on civilian government than in the other regions of Iraq. The violence in the provinces with substantial Sunni-Arab populations and in the militia-backed governments in the south of Iraq has slowed progress.

Because LGP tailors its assistance for each PC, LGP's support is helping provincial governments advance at their own pace, in line with their individual needs and priorities. As a result of its Iraqi-driven approach, LGP has established a strong working relationship with many of the PCs. This working relationship, along with LGP's ongoing behind-the-scenes support, has contributed to a strong foundation for additional future progress.

Next Steps and Challenges Going Forward

LGP's base-year assistance focused primarily on supporting officials at the provincial level, although advisors also provided some training and technical assistance to officials at the district and subdistrict levels. In the future, LGP will increase its support to district and subdistrict councils, NGOs, CSOs, and citizens, while continuing to provide support to PCs.

LGP anticipates that its year 1 priorities (participation on the PRTs and support of the LGC/LGA, ARDP training, and PDS process) will remain high priorities in year 2. In addition, LGP activities may also focus on helping officials with issues leading up to the next elections, which are expected to be held in late 2007 or early 2008.

In year 2, LGP will provide the following assistance under its five primary areas of activity:

Activity 1: Promote Policy Reform in Support of Local Governance

- Provide logistical and technical support to the new LGA
- Assist the LGA in advocating for the introduction and adoption of the LGC in the National Council of Representatives

- Assist the LGA in preparing a legislative agenda on issues to come before the National Council of Representatives
- Assist PCs in developing additional enabling legislation for local government
- Advise elected local government and ministry officials or National Council of Representatives members, as appropriate, and respond to questions about provincial and local government codes and ordinances and legal processes
- Analyze proposed policies and practices to devolve decision making and enhance service delivery effectiveness
- Conduct legal research of comparative approaches to local government codes, laws, and ordinances

Activity 2: Support Clarification of Roles and Responsibilities of Different Levels of Government

- Develop guides that identify and enable LGP trainers and technical advisors to collect and verify workplace evidence that PC members are able to perform their tasks to an internationally verifiable standard
- Continue to provide training on a variety of topics related to PC and LC roles and responsibilities

Activity 3: Promote Increased Efficiency of Local Service Delivery

- Support PCs through the remaining phases of their PDS preparation process
- Continue to provide phased training on a variety of topics related to local service delivery
- Develop modern public administration training modules for accountable democratic governance
- Through PRT advisors and short-term technical assistance, provide tailored technical assistance to LCs and line departments on delivering effective services

Activity 4: Assist in the Development of Regularized Mechanisms of Citizen Participation in Governmental Decision-Making Processes

- Continue to implement the basic and intermediate core training modules on transparency, accountability, and responsiveness
- Develop advanced training modules on topics related to citizen participation
- Provide technical assistance and mentoring to CSOs, NGOs, and citizens, in addition to local government officials

Activity 5: Capture Learning Through Systematic Study and Reflection

- Hold a series of governance forums to foster discussion of current issues related to democratic governance
- Engage the KRG in establishing a regional institute of public administration in Erbil
- Support the creation of a regional institute of public administration in Basrah
- Launch a public Web site for LGP that provides project news, reports, useful information for partners and stakeholders, and other materials
- Produce and disseminate information products, including briefs, discussion papers, conference proceedings, contractual reports, and other documents to capture and share learning

LGP will likely face a number of challenges as it pursues its year 2 program of assistance. These include the ongoing challenges of operating safely and effectively in an unstable environment, ensuring the sustainability of outcomes amid high turnover of government officials, and coordinating

with diverse agencies and organizations involved in rebuilding the Iraqi infrastructure. Furthermore, as LGP begins its second year, the U.S. Government is reassessing its overall strategy in Iraq. Although development is a slow process and Iraq is navigating the lengthy transition from a centralized autocracy to a stable, democratic society, Iraqi and U.S. citizens alike are impatient for results.

LGP has designed its program to build in the flexibility to respond to ongoing and new challenges such as these. In year 2, LGP will continue to adapt the scope, venue, timing, delivery method, and visibility of program activities to account for changes in the security environment, as well as changes in U.S. strategy and PRT needs. LGP will adapt its support to address the evolving needs of local government officials in the run-up to the next round of elections. LGP training staff and advisors will continue to develop core and supplemental training modules and apply existing modules as appropriate. LGP will also ensure that its activities remain Iraqi driven and geared toward long-term sustainability.

Appendix B. Summary of Activities Received by PC and LC Members

October 1, 2005, to September 30, 2006

Activity Definitions

In the past year, 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. Advanced modules will be developed in year 2.
- **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.
- **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 (e.g., South Regional Agribusiness Conference).
- **Technical Assistance**—technical consultations that are provided in a phased time table that builds on existing training modules and assists in developing systems and processes in the targeted organizations.

Summary of Activities Received

During its base year, LGP implemented a comprehensive program of Iraqi-driven assistance that included activities in all 18 provinces of Iraq. Figure B-1 shows the total number of activities conducted for each type of assistance provided.

Figure B-1. Number of Activities Conducted, by Assistance Type

Iraq Nationwide = 1675

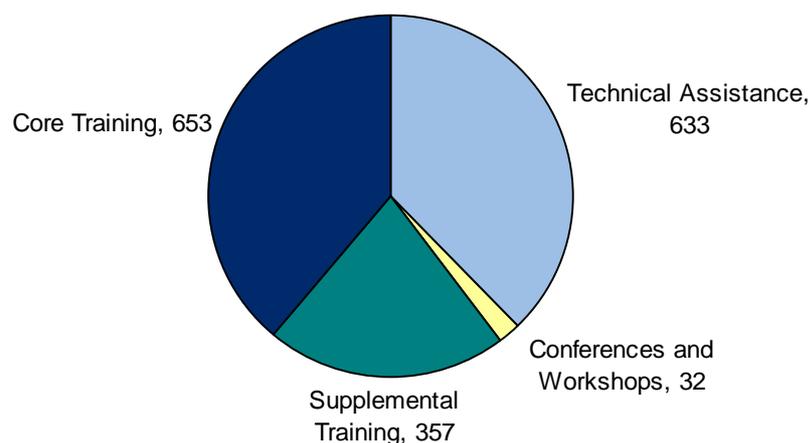


Figure B-2 and Table B-1 show the number of LGP base-year activities conducted in each region by type of assistance. Table B-2 shows the number of LGP base-year activities conducted in each province by type of assistance.

Figure B-2. Number of Activities Conducted in Each Region by Assistance Type

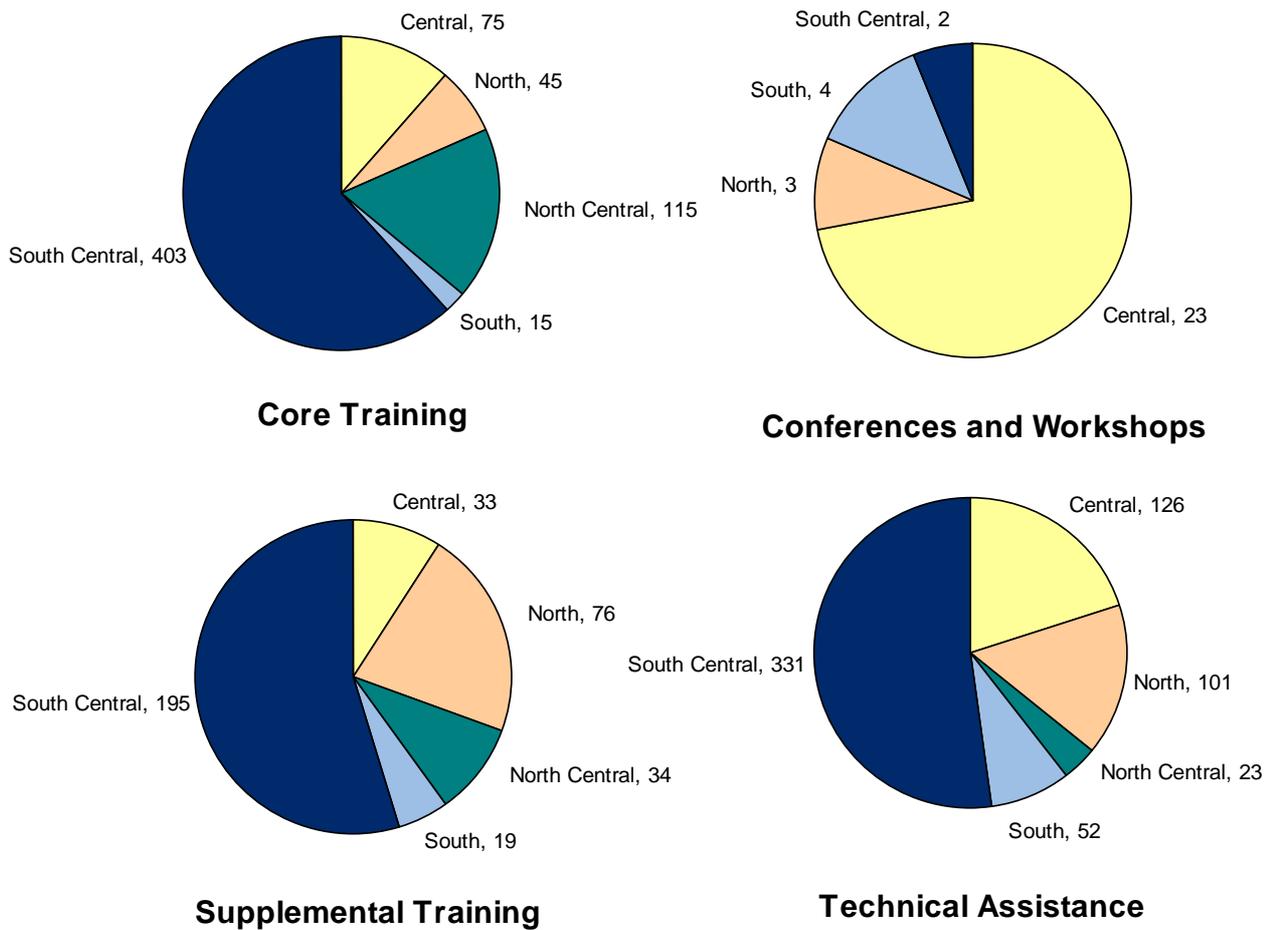


Table B-1. Number of Activities Conducted by Region and by Activity

Activities	North Region	North Central Region	Central Region	South Central Region	South Region	Totals
Core Training Modules Delivered	46	115	75	402	15	653
Supplemental Training Modules Delivered	76	34	33	195	19	357
Conferences and Workshops Held	3	0	23	2	4	32
Technical Assistance Events Provided	101	23	126	331	52	633

Table B-2. Number of Activities Conducted by Province and by Activity

Region	Province	Core Modules	Supplemental Modules	Conferences and Workshops	Technical Assistance	Final Totals
Central	Baghdad	75	33	23	126	257
North	Ninawa	11	17	0	3	31
North	Erbil	9	15	3	2	29
North	Dahuk	3	7	0	2	12
North	Sulaymaniyah	6	15	0	5	26
North	Kirkuk	17	22	0	89	128
North Central	Diyala	1	0	0	3	4
North Central	Salah ad Din	114	34	0	17	165
North Central	Anbar	0	0	0	3	3
South	Basrah	13	10	2	48	73
South	Dhi Qar	0	3	0	1	4
South	Maysan	1	3	1	2	7
South	Muthanna	1	3	1	1	6
South Central	Diwaniyah	65	27	0	32	124
South Central	Babil	110	47	2	121	280
South Central	Wasit	86	46	0	57	189
South Central	Karbala	128	73	0	89	290
South Central	Najaf	13	2	0	32	47
Iraqi Nationwide Totals		653	357	32	633	1675

Summary of Training Received

Table B-3 shows the content of select LGP core training modules.

Table B-3. Core Basic-Level Training Modules (CBL-TM)—First Steps to Transparency

Official Title	Module No.	Content
Introduction to Service on Council - Council Roles, and Legal Authorities and Responsibilities	CBL-TM1.1	Introduction
	CBL-TM1.2	Council and Local Government
	CBL-TM1.3	Source of Authority - Constitution
	CBL-TM1.4	Source of Authority - Administrative Orders
	CBL-TM1.5	Gaps in Authority and Responsibility
	CBL-TM1.6	Council Roles
Council Work Methods	CBL-TM2	By-Laws and Parliamentary Procedures and Code of Conduct
PC Management Duties	CBL-TM3	Effective Council Leadership and Use of Council Committees; Governor's Role
Transparency and Working Together	CBL-TM4	Open Meetings and Public Records
Public Budgeting and Auditing	CBL-TM5	Tools for Oversight and Decision- Making
Citizen participation	CBL-TM6	Citizen Participation
Project Oversight I	CBL-TM7	Project Oversight and Project Management
Council Reception and Orientation	CBL-TM8	Orientation, Reception, and Departments Briefing and Field Visits
Introduction to Strategic Planning	CBL-TM9.1	Phase I: Introduction to Strategic Planning, Forming A Committee and Identifying Stake Holders and Planning for the Sessions
	CBL-TM9.2	Phase II: Determining current situation and community needs
	CBL-TM9.3	Phase III: Vision for the future, missions and community values
	CBL-TM9.4	Phase IV: Establishing strategic direction and goals
2006 Guidelines for Accelerated Reconstruction and Development Project (ARDP) Funds	CBL-TM10	2006 Guidelines for Accelerated Reconstruction and Development Project (ARDP) Funds
Council Source of Authority	CBL45-TM1	Council Source of Authority
Council Code of Conduct	CBL45-TM2	Council Code of Conduct
Council-Executive Functions and Relations	CBL45-TM3	Council-Executive Functions and Relations
Council Procedures	CBL45-TM4	Council Procedures and Committees
Working Together	CBL45-TM5	Council and Executive Branch Working Together
Citizen Participation	CBL45-TM6	Citizen Participation Mechanisms

Tables B-4 and B-5 show number of times core and supplemental training modules were delivered during the base year.

**Table B-4. Summary of Core Modules Delivered
October 1, 2005, to September 30, 2006**

Core Modules			
Seq.	Official Title	Module No.	No. of Times Conducted
1.	Council Source of Authority	CBL45-TM1	48
2.	Council Code of Conduct	CBL45-TM2	72
3.	Council Executive Functions and Relations	CBL45-TM3	101
4.	Council Procedures	CBL45-TM4	130
5.	Working Together	CBL45-TM5	99
6.	Citizen Participation	CBL45-TM6	79
7.	Introduction to Service on Council—Council Roles, and Legal Authorities and Responsibilities	CBL-TM1	59
8.	Council Work Methods	CBL-TM2	*
9.	PC Management Duties	CBL-TM3	*
10.	Transparency and Working Together	CBL-TM4	*
11.	Public Budgeting and Auditing	CBL-TM5	*
12.	Citizen Participation	CBL-TM6	*
13.	Project Oversight I	CBL-TM7	*
14.	Council Reception and Orientation	CBL-TM8	*
15.	Introduction to Strategic Planning	CBL-TM9	52
16.	2006 Guidelines for Accelerated Reconstruction and Development Project (ARDP) Funds	CBL-TM10	13
Total			653

* Not used during the period covered by this base-year report.

**Table B-5. Summary of Supplemental Modules Delivered
October 1, 2005, to September 30, 2006**

Supplemental Modules			
Seq.	Official Title	Module No.	No. of Times Conducted
1.	Council Ground Rules	S-TM1	6
2.	Empowering Local Council	S-TM2	14
3.	Process of Support for Decision Making	S-TM3	25
4.	Bylaws	S-TM4	14
5.	Communication with the Public and Public Relations	S-TM5	22
6.	Negotiation and Problem Solving	S-TM6	15
7.	Transparency, Responsibility, and Corruption	S-TM7	26
8.	Accountability and Corruption in Local Government	S-TM8	18
9.	Strengthening Legislative Capacity	S-TM9	25
10.	Managing for Results	S-TM10	14
11.	Motivational and Goal-Setting Theories	S-TM11	7
12.	Planning	S-TM12	15
13.	The Evolution of Management Theory	S-TM13	5
14.	Alternative Organizations for Government Administration	S-TM14	20
15.	Developing a Plan for Building Leadership	S-TM15	15
16.	Budgeting for Local Government	S-TM16	34
17.	Revenue Raising Powers-Arabic.ppt	S-TM17	7
18.	Public Relations Committee Role	S-TM18	6
19.	AutoCAD Training Manual	S-TM19	13
20.	Excel Training	S-TM20	2
21.	Internet and E-mail Training	S-TM21	3
22.	PowerPoint Training	S-TM22	*
23.	PowerPoint Training	S-TM23	*
24.	Word Training	S-TM24	1
25.	MS Project Training	S-TM25	7
26.	Media Training	S-TM26	1
27.	Access Database Computer Training	S-TM27	4
28.	Decentralization	S-TM28	18
29.	Yahoo Messenger Training-A	S-TM29	*
30.	MSN Messenger Training-A	S-TM30	*
31.	E-mail Hotmail Training	S-TM31	*
32.	E-mail Yahoo Training	S-TM32	*
33.	FrontPage Web Design Training	S-TM33	1
34.	Engineering Quantity Estimates	S-TM34	19
35.	Accounting Internal Control	S-TM35	*
36.	Accounting Internal Audit	S-TM36	*
37.	Basic Management	S-TM37	*
38.	Cities Matter—Local Economic Development	S-TM38	*
39.	Constitutional Democracy	S-TM39	*
40.	Performance Measurement	S-TM40	*
Total			357

* Not used during the period covered by this base-year report.