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UN-HABITAT

Iraq Reconstruction Plan Shelter and Urban Development

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This Draft is currently under review by the relevant Iraqi Ministries and will be amended and updated after the review process is completed.

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Executive Summary

The Iraq Reconstruction Plan for Shelter and Urban Development offers a preliminary strategy for improving the conditions of people living and working in the 290 urban areas of Iraq. The Plan provides information on the present status of shelter and urban development and makes recommendations for policy reform, capacity building, small-scale projects, information systems, and further assessments. Also included by way of annex, are a series of **immediate projects** that interested Member States and international development co-operation agencies may consider supporting.

The Plan draws upon the seven-year experience of UN-HABITAT in Iraq and rapid assessments undertaken after the recent conflict. Under the Oil-for-Food Programme (OFFP), UN-HABITAT has implemented three separate initiatives. In Northern Iraq the agency has executed the Settlements Rehabilitation Programme (SRP), the third largest humanitarian OFFP component, providing shelter and basic services to 120,000 Internally Displaced Persons and Vulnerable Groups. The USD 600 million SRP has been implemented through Local Authorities and over 800 local contractors with the added advantage of building local capacity and generating employment to over 80,000 people. In South and Central Iraq UN-HABITAT conducted the Housing Sector Observation Programme monitoring the importation of building materials, and implemented in Baghdad the Neighbourhood Rehabilitation Project, a set of small-scale infrastructure projects applying principles of community management and partnership.

Subsequent to the adoption of UN Security Council (UNSC) Resolution 1483, UN-HABITAT together with Iraqi nationals assessed war damages nation-wide. The agency had earlier also developed a Three-year Plan for shelter and service improvements in Northern Iraq, and assessed the construction sector in Iraq.

The Iraq Reconstruction Plan reflects past experience and rapid assessment, and situates these within the context of the twin mandates of UN-HABITAT: “adequate shelter for all” and “sustainable urban development.” The Plan also builds on the agency’s work in post-conflict situations in Kosovo, Afghanistan and East Timor, and technical co-operation pursued by the agency for three decades in 75 countries.

The following strategy, in line with SCR 1483, supports Iraqi institutions (national and local) and the Coalition Provisional Authority (CPA). UN-HABITAT will make available expert practitioners to assist the Iraqi government and CPA in the achievement of the above objectives, under the co-ordination and in collaboration with the Office of the Special Representative of the Secretary General, the Resident Co-ordinator, and the UN Country Team. Further support will be provided by the UN-HABITAT Representative in Iraq, a seasoned team of both international and local staff members, and expertise within UN-HABITAT headquarters.

Estimated funding for the entire programme is USD 20-30 million annually over 5 years, with sufficient de/mobilisation time built in to this period. This document offers a dynamic approach to the changing situation on the ground today. UN-HABITAT will ensure its continued updating and adaptation to the emerging needs of the Iraqi people.

Chapter 1: INTRODUCTION

1.1 Security Council Resolution 1483 (2003)

The return of the United Nations to Iraq is taking place in a substantially new environment that will have a profound impact on its operations and resource requirements.

Until 22 May 2003, the United Nations presence and activities in Iraq were placed within the humanitarian boundaries stipulated under the Oil-for-Food Programme.

The Security Council Resolution 1483 of 22 May 2003, in its paragraph 8, gives the United Nations a wide and independent role in the reconstruction of Iraq. It requests “*the Secretary-General to appoint a Special Representative for Iraq whose independent responsibilities shall involve coordinating among United Nations and international agencies engaged in humanitarian assistance and reconstruction activities in Iraq, and, in coordination with the Authority, assisting the people of Iraq through:*

- (a) coordinating humanitarian and reconstruction assistance by United Nations agencies and between United Nations agencies and non-governmental organizations;*
- (b) providing the safe, orderly, and voluntary return of refugees and displaced persons;*
- (c) working intensively with the Authority, the people of Iraq, and others concerned to advance efforts to restore and establish national and local institutions for representative governance; including by working together to facilitate a process leading to an internationally recognized, representative government of Iraq;*
- (d) facilitating the reconstruction of key infrastructure, in cooperation with other international organizations;*
- (e) promoting economic reconstruction and the conditions for sustainable development; including through coordination with national and regional organizations, as appropriate, civil society, donors, and the international financial institutions;*
- (f) encouraging international efforts to contribute to basic civilian administrative functions;*
- (g) promoting the protection of human rights;*
- (h) encouraging international efforts to rebuild the capacity of the Iraqi civilian police force; and*
- (i) encouraging international efforts to promote legal and judicial reform.”*

UN-HABITAT is presenting a Reconstruction Plan for Shelter and Urban Development in line with the provisions of Security Council Resolution 1483 and on the basis of its experience, needs assessment, and ongoing consultations in Iraq. This Reconstruction Plan is designed to cover the period 2004 – 2008 and beyond, as a follow-up to the **Immediate Measures Action Plan** annexed to this document.

1.2 UN-HABITAT’s experience in Iraq

Since 1997, UN-HABITAT has built extensive and countrywide experience in Iraq and is well placed to help the Iraqi people and the Iraqi Governing Council and Ministries cope with the immediate and longer-term needs in urban development and housing.

Under the Oil for Food Programme UN-HABITAT has implemented two major programmes in Iraq, namely the:

- **Settlements Rehabilitation Programme** in the northern Iraqi Governorates, and the
- **Housing Sector Observation Programme** in the centre and south of the country.

As of mid-2003, the **Settlements Rehabilitation Programme** has delivered some 22,000 housing units, 740 primary and secondary schools, 130 health centres, 715 km of water and sewage systems, 2,700 km of access and internal roads for new settlements, and 115 facilities to support community activities and income generation. The Programme targeted a total caseload of over 800,000 Internally Displaced Persons and Vulnerable Groups in northern Iraq. SRP has directly benefited some 22,000 families and indirectly improved the living conditions of over one million people or close to 30 per cent of the population. It has also been instrumental in helping to stabilise the society by establishing and capacitating a vibrant local construction industry, creating some 80,000 jobs, introducing gender training, and building capacity at the local government level.

At the time of the phasing out of the Programme, a priority demand for 60,000¹ housing units for identified Internally Displaced Persons and Vulnerable groups will remain unmet.

The **Housing Sector Observation Programme** was in charge of monitoring the imports into Iraq of building materials and equipment up to the end users under the tenets of equity, efficiency and adequacy of the Oil-for-Food Programme. Regular assessments of the impact of imports on the housing conditions in the centre and south of Iraq were part of the Programme and contributed to building a database on the state of the housing and construction sectors in the country.

The **Neighbourhood Rehabilitation Project** in Baghdad is an ongoing activity at grassroots level, supported by UNDP and ECHO delivering smaller scale infrastructure projects utilising UN-HABITAT's participatory planning and implementation methodologies.

As from May 2003, this work has been complemented and expanded by emergency needs assessments conducted by UN-HABITAT in major urban centres (Basra, Baghdad, Kirkuk, Mosul and others) throughout Iraq, and covering housing, public buildings, water and sanitation, and solid waste management.

1.3 UN-HABITAT as lead agency for shelter and urban development²

¹ Three-year Plan, UN-HABITAT Settlements Rehabilitation Programme, 2002

The United Nations Human Settlements Programme, UN-HABITAT, is the lead United Nations agency for **Cities and Human Settlements**. The basic framework for UN-HABITAT's work is laid down in the **Habitat Agenda** adopted by all Member States of the United Nations in June 1996. The Habitat Agenda commits Governments to the twin goals of 'adequate shelter for all' and 'sustainable human settlements development'.

UN-HABITAT brings a wealth of experience and expertise to support reconstruction of Iraq's cities, including:

- Seven years of local experience providing technical support to Iraq, including in the following areas: housing, school and road construction; water supply and sanitation; local government capacity building, etc (please see Section 1.2 above);
- Vast experience in the Arab States, with ongoing operations in Morocco, Libya, Sudan, Somalia, and Egypt, involving a rich network of experts;
- Extensive experience in post-conflict reconstruction in Angola, Afghanistan, East Timor, Kosovo, Mozambique, Rwanda and Somalia;
- Comprehensive and holistic approach to urban development based on decades of experience working directly with local governments;
- Participatory tools, methods and approaches developed by global programmes in such critical areas for reconstruction such as: security of tenure, urban management, local governance, disaster management, urban environment, water management, informal settlements upgrading, gender, urban safety, and urban indicators;
- Training materials on a wide variety of topics of relevance for local governments already translated into Arabic and tested in many countries in the region;

Globally, UN-HABITAT is the focal point for Target 11 of the Millennium Development Goals, which calls for "a significant improvement in the lives of at least 100 million slum dwellers by the year 2020" as its primary focus for global activities. Spearheading its advocacy initiatives, UN-HABITAT implements two Global Campaigns entitled 'Adequate Shelter for All', and 'Good Urban Governance' that promote the principles inherent in the primary goals of the Habitat Agenda. Additionally, UN-HABITAT through its ongoing programmes, implements operational activities at country and city levels upon request from Governments, develops guidelines and tools, and organises training workshops in all regions of the world. Finally, as the global agency focussing on sustainable urbanisation policies, UN-HABITAT organises biennially the World Urban Forum, where all stakeholders of the shelter and urban sector meet and develop a collective knowledge on human settlements.

Recently, the 19th session of the Governing Council of UN-HABITAT (Nairobi, 5 – 9 May 2003)) requested the organisation to devote specific attention to human settlements needs in the reconstruction of countries affected by armed conflicts and other man-made or natural disasters (Resolution 19/7 adopted on 9 May 2003).

1.4 The roles of cities in the national economy

² UN-HABITAT is also leading the Shelter Sector on behalf of the UNDG/WB Needs Assessment Mission for Iraq.

Iraq is home to a number of pre-industrial urban centres such as Baghdad, Basra, Mosul, and Babylon. These and other areas, all with a rich and distinguished history, supported bazaars, and quarters for handicrafts and industries. Most of these urban areas were self-sufficient in food while others depended on shipping and ancient caravan routes.

Iraq's society has undergone profound and rapid social change over the past decades that had a definite urban focus. The city has historically played an important economic and political role in the life of Middle Eastern societies, and this was certainly true in the territory that is present-day Iraq. Trade and commerce, handicrafts and small manufactures, and administrative and cultural activities have traditionally been central to the economy and the society, notwithstanding the rural origin of large parts of the population.

Iraq's total population is estimated at 26 million, with close to 70 percent of the population living in cities. It is clear that the main challenge of reconstruction will be focused in cities. A primary objective of this reconstruction plan is to articulate a comprehensive and holistic vision for urban reconstruction in a logical and sequenced manner.

The growth of a few urban centres, notably Baghdad and Basra, has been quite impressive in the last 30 years. In 1995, roughly 18 million people lived in urban areas. Population estimates show the remarkable growth of Baghdad in particular, from just over 500,000 in 1947 to close to 6 million at present. In northern Iraq, the picture is different. There, a number of middle-sized towns (Dohuk, Arbil, and Sulaymaniyah) have experienced very rapid growth, triggered by the unsettled conditions that prevailed in the region. Except for northern Iraq, where UN-HABITAT has conducted a number of surveys, statistical details of the impact of such population shifts on the physical and spatial character of cities and towns are generally insufficient.

Urbanisation generally is a consequence of economic growth and potentially an engine for economic development. In Iraq, this is also associated with high population growth rates of up to 2.7%, as well as industrialisation and expansion of the service sector. Rapid urbanisation can yield important social and economic benefits and opportunities but can also lead to a range of negative consequences.

In Iraq, urbanisation occurred as a result of the slow shift of population from agriculture to industry and services, and within the past four decades as GDP and revenues from oil increased. Modern urban infrastructure was created featuring new municipal and government buildings, new industries, and health and educational services. Nomadic communities and foreign workers flowed into these new centres. The share of urban population in Iraq doubled from 35.1 per cent in 1950 to approximately 70 per cent in 1995.

Most Iraqi cities have been developed through limited land-use planning and zoning. However, this has not always prevented unplanned physical growth. It is now the norm to

find residential zones next to industrial sites, with all the potential risks this implies for human health and safety. Throughout the country, cities have encroached onto agricultural land where the urban peripheries grow faster than the cities themselves. Spontaneous or squatter settlements tend to grow in the poorest parts of urban areas where local governments are short of the resources needed to provide basic services such as road networks, health care, sanitation and wastewater treatment plants.

Due to its recent history, Iraq has not been successful at exploiting the natural comparative advantages of its urban areas as efficient exchange points for labour, goods, services, and capital. At the same time, rapid urbanisation has, in many instances, outpaced housing and service provision. With urbanisation having reached the 70 per cent level, it is clear that the main challenges of the future should be tackled in the urban areas of Iraq.

1.5 Linking policy reform and capacity building

The present Reconstruction Plan highlights the demand for improved management and servicing of Iraq's urban and housing sector and proposes a strategy for addressing this demand through international co-operation. Unlike other conventional sectors, the urban sector, encompassing several sub-sectors, is a complex development arena that should integrate crosscutting themes as broad as poverty reduction, quality of the living environment, gender equity, urban planning, and local governance.

Further, while measures to improve policies, governance, planning and management of the urban sector benefit both local and national economies, urban areas are also exposed to external forces over which they have little control. The strategy must therefore be designed as a responsive, flexible framework that can evolve to meet the varied demands of the urban and housing sector.

The Reconstruction Plan highlights the operational objectives of: **(a) Achieving sustainable forms of housing and urban development, based on a vision of government playing an enabling role for the private sector, local authorities and civil society; (b) Revitalising Iraqi institutions, based on equitable³ participatory decision-making processes; and (c) Reducing urban poverty.**

These objectives are to be achieved through the **promotion of revised policies** for

- renewing **housing delivery and upgrading**
- improving **urban planning and management**;
- encouraging good **local governance**; and
- addressing specific **urban sub-sectors** such as water supply, sanitation and solid waste management; land management; and public transport.

³ Note: SCR 1325 *Recalls* the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first Century"

The Reconstruction Plan highlights **key policy priorities** in these areas, and proposes UN-HABITAT's involvement in the urban development and housing sector in terms of **policy advice and capacity building** and **development of related investment projects**. The increasing complexity of the sector and the present weakness of public institutions in Iraq point to the need for careful preparation of specific projects, with an emphasis on institutional aspects to safeguard programme benefits and move towards sustainability. The Reconstruction Plan calls for in-depth sector analysis and focuses on policy and institutional issues. This policy effort should be accompanied by a broad capacity building programme, at central and local levels, in order to ensure that the revised policies can actually be implemented.

The Plan further recognises that reconstruction of **physical infrastructure and housing** and of **public institutions** should go hand in hand and require a sustained effort properly co-ordinated at central and municipal levels.

The present Reconstruction Plan is part of the United Nations overall programme and will involve a wide spectrum of Iraqi stakeholders. It is expected that the Iraqi Governing Council and Ministries, and the CPA mandated by Security Council Resolution 1483 to promote the welfare of the Iraqi people, will call upon the expertise of UN-HABITAT to respond to the short- and long-term housing needs of Iraq. This will also help expand the depth and impact of assistance provided to Iraq in the process of urban development. By co-ordinating support to the sector, UN-HABITAT will be able to advance national economic development, and to contribute to poverty reduction and sustainable development in the key urban centres.

The Reconstruction Plan includes two thematic chapters dealing with the required policy reforms in the area of housing (Chapter 2), and urban planning and management (Chapter 3). Then it describes the actions recommended in terms of capacity building, both at the local level (Chapter 4) and at the central level (Chapter 5). Finally, it proposes an institutional framework for UN-HABITAT's support (Chapter 6) and gives an indication of necessary resources (Chapter 7).

Chapter 2: HOUSING POLICY

With a rapidly deteriorating stock of housing due both to neglect and to inadequate capital investment, Iraq's housing requirements are manifold. The consequences are high numbers of people housed in sub-standard shelter and unplanned neighbourhoods. There is further insufficient capacity for lending or investment, land and property management systems lack resources and equipment, an impoverished private sector is reluctant to risk capital, and there is a limited supply of adequate rental housing stock. UN-HABITAT's approach to assisting the resolution of these issues involves an integration of both policy development support and capacity building within the institutions responsible.

Priority interventions include:

- assessing and reviving existing property registration systems,
- improving living conditions in unplanned and sub-standard neighbourhoods,
- developing and modernising institutional capacities at central and local levels,
- re-establishing supply capacity for service and housing provision,
- undertaking a nation-wide housing situation analysis to revise national and local policies.

2.1. Context and Challenges:

a. The housing sector in Iraq

Over the last two decades and up to the eve of the recent war, Iraq's housing policy has been inadequate for meeting the needs of the country's 26 million people. The housing shortfall for the centre and south alone is estimated at 1.4 million units⁴, while in the three northern Governorates an estimated 1 in every 3 people lives either in grossly substandard housing or neighbourhoods. Many of these were Internally Displaced Persons (IDPs). The relatively limited extent to which the housing stock has been further depleted as a consequence of the recent conflict, has been assessed by UN-HABITAT and amounts to some 4000 damaged units.

On the supply side, in the centre and south of Iraq, construction dropped from 16.09 million square metres in 1989 to only 347.9 thousand square metres in 1996. Further, overcrowding and lack of maintenance have contributed to the deterioration of the existing housing stock and infrastructure. Due to the housing sector's forward and backward economic linkages, the sharp decline in construction investment had a negative impact on all sectors of the economy including employment creation. This situation was further exacerbated by a highly centralised system of governance with limited autonomy and accountability at the local level for implementation of housing policies, planning, and core basic services management.

With the inclusion of the housing sector into the Oil-for-Food Programme by the UN Secretary-General in the year 2000, Iraq was allowed to import essential building materials, equipment and spare parts for the construction industries. Since then, investment in shelter and services started to recover and in 2002, the country was able to

⁴ UN-HABITAT: Housing Sector Observation Programme, 2003

reach an annual production capacity of some 70,000 housing units, sufficient to keep pace with demographic growth.

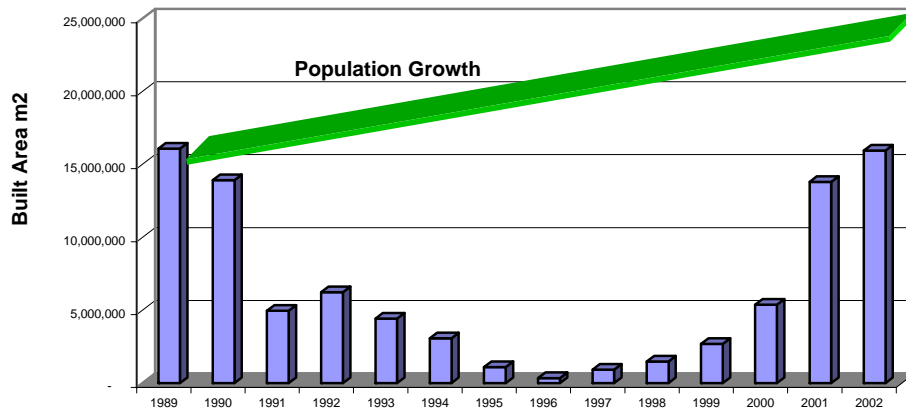


Figure 1. Residential built area and population growth 1989-2002⁵

Traditionally, shelter provision in Iraq has been driven by individual initiative with government subsidies generally in the form of a free plot of land, or loans with subsidised interest rates and long-term amortisation periods. Priority was given to regime supporters. Ministries and state-owned construction companies were also building staff housing. Occasionally, the government built multi-storey social housing projects to accommodate IDP families in the aftermath of conflicts.

Since June 2000, the Government began to distribute imported essential building materials in the centre and southern Governorates at highly subsidised prices to those who owned a plot of land and had a building permit. At the same time, a programme of land distribution free of charge was implemented. However, the high cost of labour and local materials and unaffordable mortgages discouraged potential builders. The Government started mid-2002 to provide subsidised loans for the construction of new houses, resulting in a noticeable increase in building permits.

The private land market relied primarily on the sale of plots formerly allocated to individuals by the Government. Free market prices for such land were prohibitive and speculative, putting it beyond the reach of the majority of households. Formal mortgage finance was managed through a public finance institution, the Real Estate Bank. Commercial bank activities in the housing sector were very limited due to high interest rates, and there was no organised form of micro-finance available.

⁵ Source: Population from WFP, Built area 1989-1999 from Annual Abstract of Statistics 1989 and 2000-2002 HOSWG observations figures

Since 2000, there has also been a limited revival of the institutional capacity governing the shelter sector but due to international isolation, this materialised without the benefit of modern policy guidelines.

b. The housing needs

The estimated population growth rate is high with 2.7% and, by 2015, Iraq will have a population in excess of 35 million⁶. The level of urbanisation is estimated at 70 percent and in Baghdad agglomerate alone, the population is close to 6 million. Only 3 percent of the total population are above 65 years. This, combined with the plummet in residential construction, and years of neglect, and the housing shortfall of an estimated 1.4 million units becomes a high priority issue which needs to be immediately addressed.

Different scenarios can be developed to match the annual population increase and reduce the accumulated shelter deficit, however the annual investment is estimated to range from US\$ 2.1 billion to US\$ 3.15 billion per year, without including major investments in accompanying services and infrastructure. Such a high capital investment and related employment are obviously crucial for economic development but will require commensurate development of modern policy to facilitate implementation.

The upgrading or replacement of substandard housing should have a key presence in new housing policies and strategies to effectively deal with the scale of this crisis in Iraq and improve living conditions of the poor and vulnerable families. Cutting across all the above topics are the issues of basic infrastructure, services, and the cost of maintenance and how the cost of these will be maintained.

2.2 UN-HABITAT Response

UN-HABITAT's holistic response to shelter issues addresses economic, social, policy and operational issues within the broader approach to cities as integrated systems. The variety of topics to be considered for an effective response to the housing crisis include addressing the institutional arrangements and where necessary capacity-building for:

Ensuring a functional and accountable land and property tenure system, shelter upgrading and new construction, stimulating the private housing market, planning and delivery of infrastructure and basic services, developing affordable housing finance mechanisms, and socio-economic integration and community development through participatory strategic urban planning and gender mainstreaming.

Immediate actions will aim at:

- Achieving significant and immediate improvement of the living conditions in unplanned and sub-standard neighbourhoods, essential for sustainable democracy and safer cities through;
 - assessing and restoring or upgrading existing property registration systems, as a key element for restarting the formal housing market and avoiding future property disputes,

⁶Ref: *Cities in a Globalizing World* (HABITAT/Earthscan 2001)

- re-establishment and development of modern institutional capacities at central and local levels to formulate, implement and monitor adequate policies and strategies, which create an enabling environment for rapid expansion of supply capacity in service and housing provision;
- undertaking a nation-wide housing situation analysis to guide the formulation of comprehensive housing policies and strategies at central and local levels, including for social housing.

Future action will continue to develop the momentum in housing construction and improve living conditions of vulnerable and low-income households and, at the same time, prepare the ground for gradually reorienting the sector in light of agreed guiding principles. Based on the nation-wide housing situation analysis, the next step will focus on the formulation of comprehensive housing policies and strategies at central and local levels, including for social housing.

a. Facilitating/enabling role of the public sector

The guiding principle for all activities in the housing sector should be based on the internationally agreed "enabling approach" that covers a range of positions in terms of the state-market policy mix. Its underlying philosophy is clear: Governments should incrementally withdraw from direct provision to "enable" shelter development by others within a supportive legal, financial and regulatory framework. The basic aim is mobilisation and utilisation of the full potential and capacity of all the actors in the public, private, and community sectors, enabling them to assume an effective role at national, state, provincial, metropolitan and local levels in terms of human settlements policy and shelter development. Government's role is to make that sure the right incentives and controls are in place to enable markets to operate transparently and efficiently and to intervene where necessary to preserve equity and coherence.

Public housing policies and related action plans should concentrate on three priority objectives for the 2004-2008 period:

- **Restoration, reinforcement and improvement of property and housing markets, in parallel with the restarting and improvement of domestic finance markets through:**
 - Quick modernisation of property registration systems and cadastres;
 - Review, reform and simplification of regulatory framework to facilitate and secure property transactions and housing developments;
 - Review, reform and enforcement of urban by-laws and construction regulations to attract capital investment to the sector, reduce costs and ensure sustainability.

This priority objective requires a specific action plan and relies mainly on the restoration of political and public administration capacities (see chapters 4 and 5)

- **Rapid improvement of sub-standard housing conditions through:**

- Mobilisation of partners at all levels for supporting communities to improve living situations in sub-standard neighbourhoods;
- Mobilisation of resources, assessment of local situations, formulation and implementation of local priority action plans for basic improvements of infrastructure, services and housing conditions and for supporting community initiatives;
- Setting up of sustainable institutional framework, instruments and finance mechanisms to ensure continuous improvement of the housing situation.

Guiding principles for this second objective would include:

- Appropriate distribution of responsibilities and resources between central, provincial and local authorities through political and financial decentralisation.
- Capacity-building of local decision-makers and managers.
- Facilitating framework for inclusion of the various forms of the private sector, from large-scale companies (building-material and construction industry and corporate developers) to the variety of small-scale actors involved in housing development, renting, building, maintaining, providing materials and services.
- Active participation of the various forms of civil society organisations for raising awareness at local and national levels, supporting transparency in resource allocation, and helping prevent corruption.
- **Re-establish and modernise institutional and supply capacities to produce services and housing through:**
 - Restoring and building modern capacities at central, governorate and city levels to formulate, implement and monitor adequate policies and strategies with the participation of all urban stakeholders at appropriate levels;
 - Setting up an enabling legal and institutional environment for re-establishing and developing supply capacity of affordable and sustainable housing and services.

Related principles and actions to make this objective operational are mainly developed in Chapter 4, 5 and 6.

b. Housing finance, incentives and allowances

Attracting market finance and savings

A good policy must encourage housing as an investment rather than as social expenditure. Standard housing finance systems aim at providing adequate financing schemes to households and corporate developers. Basic principles for sustainability include cost-recovery schemes, competitive remuneration of invested capitals and predictable and secured repayment of credits.

In the modern and competitive environment of liberal economies, attracting investment to the housing sector requires a facilitating and enforceable legal framework but the first and essential pre-condition is the existence of a reliable property record system. The recent looting of government offices has apparently not affected land registration records in the Ministry of Justice. Property records are also of high importance to restart local fiscal systems, prevent illegal grabbing and property disputes (see Chapter 3).

Well functioning housing markets also need limited inflation and macroeconomic deficits, performing banking systems, adequate and enforceable regulatory framework to facilitate and secure housing developments and property transactions, including the removal of costly and ineffective general subsidies, price controls, and building regulations. This favourable environment should be set up incrementally, as a pre-condition for improving and modernising mortgage instruments.

Incentives and allowances

Market and mortgage improvements are essential but not sufficient to rapidly impact on sub-standard housing conditions and meet the needs of low-income population. Strategies to mobilise affordable finance schemes should be based on appropriate combination of market-resources including household savings, fiscal incentives and reliable and predictable public budget allocations. Public budget allocations were and are still used in the entire world, including market economies, to build finance packages for social housing. Like health, education or infrastructure, adequate and affordable housing for all should be considered by national and international finance institutions as a key sector and a powerful and efficient leverage tool for economic and social development.

However, non-targeted and non-transparent public land allocation and subsidy systems always lead to distorted and highly speculative housing markets as it was clearly the prevailing situation in Iraq. Appropriate public instruments must be established to guide and monitor the preparation of these special finance packages that could be delivered through existing finance institutions, including commercial banks. Participation of private sector organisations and civil society in decision-making and monitoring at all levels should be encouraged to ensure transparency and accountability and prevent market distortions.

Given the predictable level of financial resources in Iraq, and considering that most Arab nations maintain a variety of social welfare programmes, the future government should establish transparent housing allowance systems. These could consist of a combination of central, governorate and local government direct expenditures, subsidies, allowances and fiscal exemptions targeting vulnerable and low-income households. Together with strong support to community initiatives and capacity building of local stakeholders, such financial support should be the basis for social housing policies, strategies and instruments at local and central government levels.

Subsidies and incentives can take a wide range of forms, including:

- Supply-side subsidies which are generally direct lump-sum per housing unit or allocation of subsidised serviced land both for construction of self-owned or rental solutions;
- Housing allowances allocated to targeted low-income households which are key demand-side subsidies for the most vulnerable population in need of safety nets;
- Subsidised housing credits (meaning more favourable rate and duration than market conditions) or access to international soft-loans through state institutions;
- Operating subsidies to housing developers to lower the running charges for maintenance and service provision;
- Construction-tax or local tax exemption.

Support to alternative micro-finance systems should be of high priority as a large portion of the population will not be able to access traditional housing finance schemes in the near future.

c. Supporting entrepreneurs and building industry

Private housing developers should revive and rise incrementally with the restoration of finance and property markets but in the very short term, new housing development will mainly rely on capacities of individual households. Alternative micro-finance schemes and removal of various regulatory barriers are among priority support to be developed. Revitalisation of public developers, who already own a significant part of available urban land, should also be carefully assessed to quickly recover production capacities and avoid unfair competition with the private sector. In the future, activities of public developers should be mainly limited to providing serviced land to private investors and small-scale developers, and for upgrading of sub-standard neighbourhoods.

Iraq's domestic production of building materials is limited to primary materials such as cement, bricks, and glass. The country has 12 state-owned cement factories. Lack of spares, equipment and materials caused most factories to stop or reduce production. While substantial steps have been taken since 2000 to restore the production capacity, there is still a significant need for re-investment, rehabilitation and modernisation. The lifting of sanctions will certainly revive the sector by quickly opening import routes and facilitate joint ventures for local production. Subsequently, demand for pre-fabricated building components including windows, doors and roofing components will rise especially in the rural and remote areas, where the need for low-cost housing is high. Self-help groups and small entrepreneurs would need tax breaks and other incentives to continue their participation in the sector as homebuilders and contractors. State construction companies should be rapidly included in privatisation strategies. With the gradual recovery of the construction industry, the average share of labour cost in housing construction recently reached as high as 35 per cent due to scarcity of skilled labour. Quick training packages should be developed in the construction sector to offer employment opportunities and avoid emergence of large-scale migrant labour problems.

d. Institutional and operational framework for different housing options

New construction and upgrading of housing stock

In addition to the restoration of finance and property markets, the revival of the housing development sector highly depends on availability of serviced land and urban planning capacities (see Chapter 3). New housing policies must find alternative methods of service provision to make shelter affordable (and therefore potentially self-financing) to the urban poor. Phased (and often limited) service delivery is a universal common response, which has successfully leveraged private development finance.

The Habitat Agenda reaffirms the priority to be given to "...promoting the upgrading of informal settlements...as an expedient measure and pragmatic solution to the urban shelter deficit⁷." This particularly applies to Iraq and the mobilisation of urban poor individuals and communities, and is universally recognised as a key success factor for improvement of housing, infrastructure and services. It is also important to develop local integrated approaches to address social needs, including through community and women empowerment, employment and income-generation components. Community packages for neighbourhood upgrading and community initiatives have been successfully developed in other countries in similar post-crisis situations.

Based on these principles, municipalities and other forms of local government must play the leading institutional and operational role for upgrading and new low-income residential programmes. Their capacities should be rapidly enhanced to cope with the different tasks, including the assessment of the local situation, development of integrated policies and strategies, co-ordination of priority programmes, establishment or revival of appropriate operational instruments, and mobilisation of local partners.

Capacities for developing upgrading and housing finance packages should remain at central and governorate levels in view of macro-economic and budget constraints, also considering national/regional consensus on priorities and fair distribution of resources based on consolidated national/regional assessment and strategies. Central and governorate institutions should also be able to develop capacity-building support for local decision-makers and implementers.

UN-HABITAT could play a co-ordinating role for developing modern capacities at central and governorate levels and in major cities to implement post-emergency strategies and develop adequate instruments and operational modalities. At the same time, international and national NGOs with related professional capacities could be instrumental in developing local capacities and implementing priority programmes at neighbourhood levels.

Rental Housing

National and local housing policies need to promote a variety of options in addressing the needs of the poor and other disadvantaged and vulnerable groups. These policies need to include rental housing solutions to cater for the specific needs of different groups and individual households. Lack of affordable rental housing distorts housing markets and makes life difficult for the lower income groups that cannot afford to be owners.

⁷ The Habitat Agenda, paragraph 43 (h)

Economic recession increases this problem as does rising house prices in larger cities, with the result of pushing the urban poor to sub-standard housing solutions and informal settlements. The rental housing stock also plays an important role to respond to the demands of a flexible employment market.

Informal settlement upgrading programmes are an excellent means to increase the supply of low-cost rental housing in low-income settlements. The provision of water, electricity and schools, the improvement of transport links, and the integration of self-help programmes into the urban fabric attract tenants and encourage the creation of more rental housing. Not only does the upgrading of self-help settlements improve the quality of owners' lives, it also increases their opportunities for letting rooms and supplementing their income.

The new legislative base should also take into account the development of private rental housing stock, making housing standards affordable for individual landlords and low-income tenants while insuring better tenure security for tenants. Public incentives could be powerful leverage for promoting the development of affordable and adequate private rental housing stock. Where development of public rental social housing is appropriate, Municipalities should assume responsibility through adequate local public instruments ensuring sufficient capacity for management and maintenance.

d. Gender in housing policies

Housing policy should go beyond the physical dimension of housing by addressing key problems faced by the urban poor, especially women-headed households and other vulnerable groups. In order to arrive at consensus-driven solutions, tenants, landowners, and other stakeholders should be linked to broader, gender-focused urban poverty reduction policies that address the wider dimensions of poverty. This includes employment and incomes, food, health, education, access to basic urban infrastructure and services, access to jobs and input into low income settlement location policies.

The key policy direction for improving housing outcomes for women will be:

- The consideration of women's housing issues as an integral part of mainstream housing policy across all types of housing projects and other specific schemes targeting the most vulnerable and low-income population with integrated social approaches.

Chapter 3: URBAN PLANNING AND MANAGEMENT

Development of informal settlements in and around the major urban centres in Iraq, particularly during the years of sanctions has produced incoherent cities. There is limited regard for now obsolete planning regulations, a number of land and property disputes in specific locations, ad hoc commercial ventures, and huge potential demand for remedial service provision. This has occurred in the absence of any recent strategic economic or social development planning, and will require concentrated and integrated efforts during the reconstruction period to avoid exacerbating an already serious urban management situation. UN-HABITAT will provide its proven expertise in developing legal and practical frameworks, through participatory development practice, in support of new central and local government institutions responsible for spatial and human settlements planning and management. Priority interventions will include the following:

- Support to national and local government in developing and implementing inclusive and participatory spatial and urban planning processes which respond through infrastructure and institutional development to overall economic and social demand;
- Development of processes for dissemination of information and discussion of strategic local and national development policy, strategy and priority planning;
- Support to the creation of transparent and equitable mechanisms for the resolution of land and property disputes embodying the principles of international instruments for human rights;
- Development of mechanisms and processes for engaging civil society with security and urban management to ensure safer cities.

3.1 Context and Challenges:

a. The urban management sector in Iraq

In the past, planning for all sectors in Iraq was highly centralised with the Ministry of Planning playing a key role both in the co-ordination of the planning process and, in consultation with the Ministry of Finance, in the allocation of resources to the respective Ministries. Physical and sector plans were prepared by the corresponding Ministries and Departments in Baghdad, based on information provided by the respective Departments at the Governorate level. Five-year sector plans were normally prepared for the entire country and funding for plan implementation was provided through the annual budget process, which was managed by the Ministry of Finance in Baghdad.

In the area of urban planning, the main planning instrument was the “Master Plan” which was essentially a zoning and physical plan for the development of a city or town. However, for the larger cities such as Baghdad and Basra, more elaborate master plans were prepared with assistance of international consultants. In addition to physical plans, these more elaborate master plans addressed social, economic and institutional development needs as well. The highly centralised nature of the planning process meant that there was only limited involvement of regional and local governments. Furthermore,

most of the master plans were prepared during the 1980s and while there has been some limited updating, the plans have not been subject to a rigorous revision based on the changing socio-economic trends.

In short, urban planning in Iraq was mostly equivalent to zoning and physical plans, with some limited inclusion of socio-economic development needs. Most if not all these plans are now obsolete and do no longer reflect the present realities and needs in the urban sector. Strategic urban planning or modern spatial planning methodologies as such did not exist, and neither was there any involvement in planning, of stakeholders outside the government machinery. During the 1990s city planning was virtually absent in Baghdad, and in general, municipalities had no spatial plans or updated urban plans. As they had little if any responsibility for urban planning, they do not presently have the required human and institutional capacity. The limited experience at the central level and local levels in preparing nation-wide or local plans will easily constrain the country in providing direction towards sustainable development of cities and towns.

The result could be that reconstruction programmes would go ahead without being guided by overall and specific urban plans, or worse, with isolated applications of modern planning tools such as Geographic Information Systems (GIS) that would not correspond with a revised legal and policy framework to comprehensively guide such initiatives. Civil authorities could be in the uncomfortable position of being unable to avoid widespread illegal constructions and urbanisation patterns that are detrimental to sound economic growth and improved living conditions for all citizens, or falling prey to new planning tools without building the capacity for sustainable urban development.

In the post-conflict period, Iraq will rebuild itself with revised laws, policies and plans that are in line with a market economy and a democratic society. In this context, an overhaul of the legislative and policy approach to urban planning and management is key to creating the basis for sustainable urban development, and this will have to be the starting point.

b. Infrastructure:

Urban infrastructure in Iraq needs rehabilitation, re-investment and modern operation and maintenance, all of which form part of urban management and planning. The transition to a market-driven economy and a new democratic order in Iraq will require revised legislative and policy approaches to this area that deliver increased autonomy to cities and towns to set up modern urban management institutions and systems.

The provision of water and sanitation, electricity, waste and environmental management, and transportation including their operation and maintenance form a vital underpinning to urban development. Despite this importance, these issues have been largely taken for granted and have attracted relatively little interest from urban planners and policy-makers. Re-connecting urban policy to infrastructure management highlights how the adoption of either supply-led or more demand-responsive modes in infrastructure provision critically shapes the intensity, the relative environmental impact, of networked infrastructure and citizens' participation in towns and cities.

c. Land and Property Management:

Following the Gulf Crisis in 1991 when most of Iraqi Kurdistan came under control of Kurdish forces, the northern areas of Kirkuk, Mosul, Khanaqin, Kifri, Makhmour, Sinjar and Talaf'far remained under the rule of the Government of Iraq. As a result, many Kurds, Arabs and Turkmen fled the Iraqi forces to the three Northern Governorates, thus contributing to the growing number of IDPs in the north. The Government then pursued an active policy of settling Arabs from central and southern Iraq in and around the key cities of Kirkuk and Mosul. The IDP population in Northern Iraq has been further increased by those families displaced as a result of conflict between the two major factions in Iraq Kurdistan, namely PUK and PDK. In addition, a number of citizens of Iraq throughout the country have lost their property rights through expulsions on political grounds. In all cases, the properties of those who fled were occupied illegally. Recent incidents in Kirkuk are demonstrating the depth of the problem. A number of Kurds have tried to forcibly recover their properties and expel Arab inhabitants, further sparking fights between the two sides. There are similar patterns in the south of Iraq, where Shi'ites are returning from exile to reclaim their properties.

As a result, there is a clear need to initiate complementary actions focussing on the promotion of sustainable human settlements development in a broader context, and addressing issues such as protection of property rights together with mechanisms and policies for due process, dispute resolution, restitution and land registration. Dealing with disputes over land and the protection of property rights should be a cornerstone of the peace process as it constitutes the primary condition precedent to the long-term social and economic stability of Iraq.

d. Safety and Security

Both in the recent aftermath of conflict in Iraq, and historically through local conflicts, the state of security in Iraqi cities has been weak. The recent and ongoing upward spiral of urban crime has been left to occupying forces and civilian vigilantes to address. The population, dis-empowered by the former Government, is ill equipped to organise and understandably distrustful of police, military or other armed security, and the safety of individuals and in particular vulnerable groups, is in constant jeopardy.

'Policing' as a sole approach to crime reduction is ineffective without the commitment of the 'policed'. Experience in major urban centres around the world has demonstrated that in the presence of repressive security, crime is submerged and considerably more sophisticated. When citizens fear the police, even major crime is often not reported, as the prosecution can tend to be as traumatic to the victim as the crime.

Further, when security forces are disengaged from local governance institutions, and as in the case of Iraq connected into discrete sections of government; accountability, trust, and reliance suffer.

3.2 UN-HABITAT Response:

Urban planning and management, in the UN-HABITAT view, integrate in a systems perspective those good governance elements of strategic planning, participation of civil society, policy development and implementation, and institutional capacity, to positively affect the living and standards of urban residents.

a. Central guidance and local strategic plans (see also 4.c below)

The development and rebuilding of Iraq's cities and towns need to be done in the framework of sustainable urban development. While recognising that cities are fundamental for economic opportunities and social interaction, as well as cultural and spiritual enrichment, it must be noted that cities may also damage the environment and exploit natural resources in an unsustainable manner, which can jeopardise long-term prosperity and the social wellbeing of its residents.

The concept of sustainability is not limited to environmental factors, but also refers to institutional, financial and political sustainability. There is a strong and urgent need to develop and strengthen the political institutions at local level, empower them with fiscal and administrative powers for effective urban management and development, as well as ensure financial sustainability of these institutions.

Well-conceived strategies for sustainable urban development should ideally be grounded in principles of good governance, work towards well-defined goals, and build on the comparative strengths of government, civil society and the private sector. The transformation of cities to sustainability will require cooperation between various levels of government, resource managers, the business sector, community groups and all citizens. Their collective and individual contributions are essential in achieving a common purpose. Urban planning, where it existed, has always been a top-down process in Iraq, and civic and private sector stakeholders were unable to engage with government and local authorities in a constructive and inclusive manner. This needs to be changed.

For Iraqi cities and towns to successfully engage in modern spatial and strategic planning for sustainable urban development, there needs to be well-thought legislation and policies at central government level. As a package, legislation and policies will have to support an environment that is enabling cities and towns to engage in their own spatial and strategic urban planning and management, and makes allowance for intensive capacity building and training.

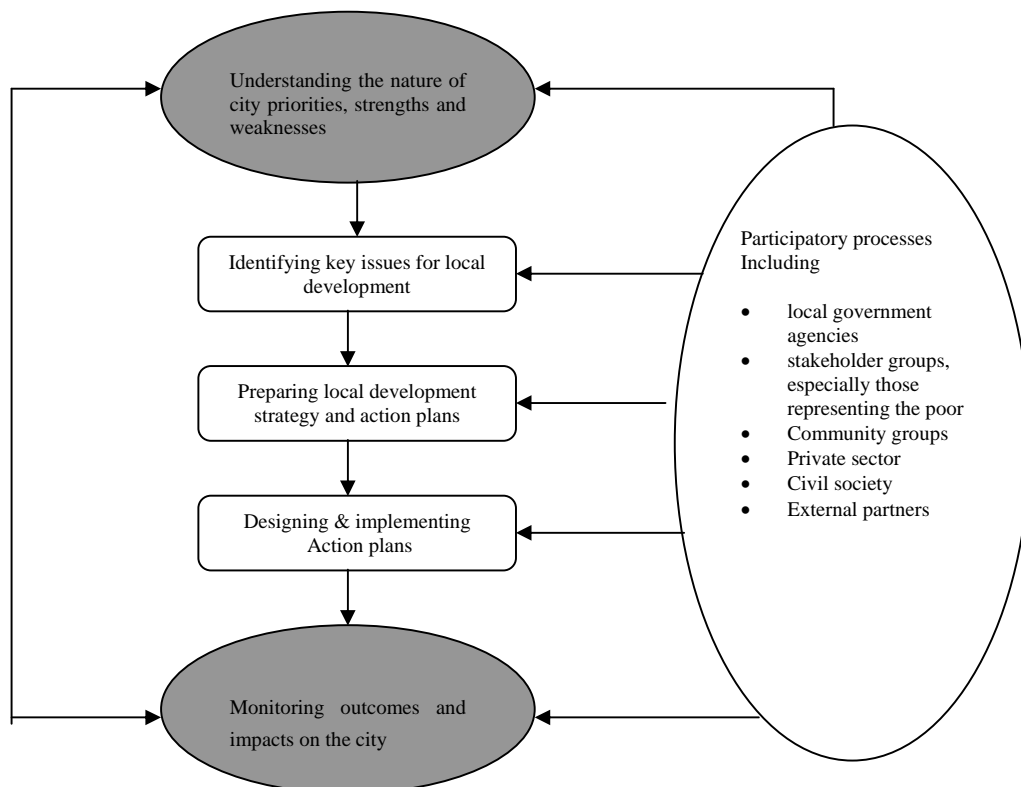
Strategic planning embodies the modern concepts of urban planning and differs from the conventional "Master Plan" approaches that aimed at preparing comprehensive land-use plans. As against the conventional planning mode of 'study, plan, execute', the strategic planning model is one of 'engage, strategize, act'. This allows for more flexibility, as well as a much greater role for non-governmental actors. Strategic planning can accommodate markets, as well as a range of other institutions. Indeed, strategic planning can help provide the basis for cross-sector partnerships and participatory democracy.

Strategic planning at local level address sustainability through four broad themes. Two of them (inclusiveness and fiscal strength) may be thought of as establishing enabling conditions for growth and development and the other two (liveability and productiveness) are seen as outcomes of a successful strategic plan. Taken together they are the fundamental elements for sustainability in urban development:

- *Inclusive*: as characterised by principles of good urban governance; participatory processes, transparency and accountability, security, efficiency and effectiveness
- *Fiscal strength*: balanced budgets, credit worthiness in capital markets, full cost recovery of services;
- *Liveability*: environmental, social, physical and economic aspects; adequate shelter and infrastructure for all strata, efficient transport and communications, balance of built and open spaces, image as a 'modern' city;
- *Productiveness* : vibrant local economy, climate conducive for economic investments and creation of jobs at all levels

Most approaches to urban strategic planning emphasise partnerships and the need to involve a wide range of stakeholders in both developing and implementing the strategy. Many conventional planning tools can be adapted for use in a more participatory and strategic planning process. The following schematic diagram shows the cycle of participatory strategic planning framework.

A FRAMEWORK FOR PARTICIPATORY STRATEGIC PLANNING



The key outcomes of this process are:

1. **A vision for the city as inclusive and productive city.** A long-term vision is the starting point for bringing positive change. The vision would reflect the distinctive nature and characteristics of the city, as well as express the shared aspirations of the people. The vision developed through participatory processes will address equity, access to resources and services, as well as shared responsibility for preserving the value of these resources for future generations. A vision based on sustainability will help align and motivate communities, governments, businesses and others around a common purpose, and will provide a basis for developing a strategy, an action programme, and processes to achieve that vision.
2. **Action plans for long-term social security.** Long-term social security is a prerequisite for an inclusive city. Through fair allocation of resources, strategies developed through this process would allocate resources in fair and equitable manner to meet basic human needs, in particular, potable water, clean air, food security, and shelter and safe sanitation.
3. **Local Economic Strategies.** A local economic development strategy is an important component of a strategic urban plan. The economic development strategy would include identifying ways of improving the city's overall economic performance and efficiency, promoting competitiveness of the city in national and international contexts, and promoting broad-based employment generation.
4. **Empowerment of people.** A sustainable urban development strategy requires broad-based support. Empowering people through their participation in the planning process mobilises local knowledge and resources and enlists the support and active participation at all stages. People's participation also strengthens the democratic process and assures them of their right to be involved in the decisions that affect them.

b. Urban infrastructure

Traditional approaches to infrastructure management embody a powerful tendency to "predict and provide" service provision. Forecasts of increasing demand are routinely met in advance through supply-oriented options such as the construction of new power stations, roads and reservoirs. In newly built developments serviced within a supply-oriented framework, explicit consideration of environmental effects is rare. This was typically the case in Iraq, although the dilapidated and insufficient urban infrastructure all over the country shows, that the approach had broadly failed under adverse economic circumstances.

Demand side management approaches to urban infrastructure attempt to avoid environmentally and economically expensive supply investment by managing both the level and timing of demand placed on networks through the implementation of efficiency measures and developing more intimate relationships with the users. A new context is created within which infrastructure providers (civil authorities and the private sector) and

users (citizens and community groups) form a shared interest in the tailoring of supply and demand.

This approach fits well into a new pattern of inclusive spatial and strategic urban planning and management and must therefore form part of central legislative and policy guidance.

c. Urban information systems

The rationale and objective of an Urban Information System (UIS) is to assist in organising and improving the decision-making processes of the city. It should be coherent with, and responsive to, the mandate of the civil administration

The nature and use of an UIS is context-specific, and can vary according to needs. In all cases, its primary function is to help a public administration identify conditions, problems, needs, resources and priorities for action.

While there is a need for a high-level driving political institution that can spearhead the process and provide strong leadership to UIS implementation, such an enabling environment requires a core group of key professionals in the local administration to concretise, manage and sustain the process. The sustained development of an UIS requires both early success and, furthermore, a capacity to be responsive to a broad variety of administrative planning needs. UIS is understood as a process involving the local populations and specifically including a wide range of partners (administrative structures, the scientific and professional community, and civil society).

UIS may include many kinds of tools: from the more simple such as maps, files, manually updated directories etc. to the more modern, namely Geographic Information Systems (GIS), and the internet. The expected end result of GIS applications is the effective implementation of local action plans responsive to citizens' preoccupations and needs. Transparency and dialogue are essential underlying concepts.

The main components of UIS are infrastructure, data, people, values, and processes that govern the flows of information needed for decision-making. These components are by their own nature dynamic, and must be able to respond to the iterative nature of planning processes. Intermediate and medium-large cities with a well-defined administrative authority provide a high potential for successful development and application of UIS and improved policies and decision-making processes.

Urban profiles can be useful outputs of a well-functioning UIS. Urban profiles can vary according to different contexts. However, an urban profile should provide a synthetic and accessible description of the situation of the city at any given time. The updating of urban profiles could be based on the use of a basic set of urban indicators - many of which are commonly used by most local administrations. Indicators identified and currently applied by international and regional organisations, such as the indicator list and application manuals of UN-HABITAT, can be a useful starting point for adaptation to local contexts.

d. Property rights and land management

UN-HABITAT has a proven track record in assessing and devising appropriate responses to situations where property rights are lost through usurpation, discriminatory legislation, disaster or war.⁸ Given the distinct nature of the activities, the approach to resolve the property rights issue in post-war Iraq needs to take into account the following prerequisites;

- Relevant civil authorities must support a mandate to assist them in developing both the technical and the procedural basis for resolution of property disputes, including a commitment to enforcement of decisions made;
- A proper scoping mission must determine the exact nature and dimensions of property disputes in post-war Iraq;
- Formal and traditional institutional capacities for conflict resolution must be assessed within which permanent and sustainable regulations can exist and enforced – notwithstanding their need for initial support by international efforts.
- An ‘organic’ solution needs to be developed that may draw lessons from both Bosnia Herzegovina and Kosovo. Given the political sensitivities surrounding housing and property rights, and the current barriers inhibiting the courts from dealing efficiently and fairly with such disputes, an institutional solution will assist in restoring property rights, resolving long-standing claims and upholding the rule of law.

f. Gender-differentiated needs

The phenomenon of gender differentiated needs is most obvious, though not unique in post-conflict scenarios and low-income neighbourhoods. Impoverishment and vulnerability is generally greater in women-headed households. Their situation is typically characterised by overcrowded and insecure housing and comparatively less access to basic services such as water, sanitation, health care, day care, schools, vocational training, emergency services, public transport, communication, and law enforcement. Further, they have comparatively less income-earning opportunities and lower consumption of goods including food, and most often suffer exclusion from land and housing rights. To be more effective, equitable and sustainable, urban planning and management will have to acknowledge gender-differentiated needs through the equal participation of women and men in decision-making processes.

⁸ In Kosovo, for example, UN-HABITAT successfully built and implemented the mechanism for land and property restitution in the region; Housing and Property Directorate/Housing and Property Claims Commission.

g. Urban safety and disaster management

In the past, there was a tendency to respond to crime, gender violence, problems of road safety and emergency health care, and man-made or natural disasters as they occurred, with actions focusing primarily on response and relief. In recent years, a more comprehensive approach has emerged that focuses on preventive actions to reduce human suffering, economic losses, and institutional collapse. This approach integrates risk reduction strategies with sustainable economic, social, and environmental urban management. The focus is on the central role of cities and towns and the need for strong coalitions mobilising communities and institutions under the leadership of local authorities in order to develop and implement effective prevention strategies for safer cities. Emphasis should be given on responding adequately to the demands of the poor and special groups (women, children, elderly etc.) for safety. Urban safety and disaster management is therefore a central issue of good governance as well as modern urban planning and management.

Chapter 4: LOCAL GOVERNANCE

Transforming Iraqi local government from an appendage of centralised decision making, financing and policy making, into a competent custodian of local development, participation and constructive support to central government will involve a long-term shift in the perspective and capacity of both civil society and the public sector. Integrating transparent management of public resources; equitable engagement with the private sector and civil society, and participatory development of both policy and priority development, UN-HABITAT's support to local government will provide:

- An initial series of consultations with and on behalf of local governments to assess capacity, reflect the consensus of civil society, and derive capacity building targets for functional and efficient local government;
- Provision of tools and resource materials to local government institutions to assist in developing and sustaining engagement of the private sector and civil society in the governance of cities, towns and villages;
- Initiation and implementation of demonstration projects in selected cities to demonstrate principles of good urban governance;
- Assistance to local governments in methods and means for mobilising civil society actors for participation in governance mechanisms.

4.1 Context and Challenges

The nature of the former Iraqi Government presents a significant challenge to the establishment of good governance at the local level. Governance was based on a single party system, a command economy, a nationalist-socialist ideology, and tight control of the media and security forces. An added feature was the oil rentier economy - an economy that depends on oil revenues, not taxes paid by the citizenry. Command economies destroy the relative autonomy of the social and economic spheres from political power. An oil rentier economy provides vast resources that render the state independent from social power relations. Equipped with such powerful financial and economic tools, the Iraqi State built massive coercive organs - army and security forces - and provided almost free education and medical care - a means of buying consent from the population. One of the results was the growth of the modern middle class mostly dependent on government salaries and making up more than half of urban dwellers. Both the middle class and the poor urban dwellers fear, and are likely to suffer – at least initially - under the commercialisation of social services as a result of a new market economy.

The state also destroyed or absorbed all modern civil associations – from trade unions, to industrial bodies, and professional associations. Civic organisations such as NGOs were forbidden. Dismantling this system may fracture and atomise urban society. The result could well be the destruction of civil norms, and a return to primordial ties of the family, the clan and the tribe, and civil strife.

Iraq is divided into 18 Governorates. A centrally nominated governor used to head and run each Governorate, Towns and cities were administered by municipal councils headed by mayors. The Governorates were however the central authority for all administrative entities, that is, from regional to city, municipality, district and sub-district levels. This highly centralised system of public administration, combined with well over one decade of external humanitarian assistance, have prevented cities and municipalities as well as citizens from playing a leading role in local development and governance.

During the past decade, the capacities of the Governorates, cities and towns have been over-burdened and challenged, given the enormity and complexity of the humanitarian needs, and the necessity to maintain administrative and managerial as well as technical, planning and service capacities in a hostile and deprived environment. The physical results of neglect and poverty are visible all over Iraq.

The emerging political order will institutionalise decentralised governance in Iraq within a federal or devolutionary setting that will create new roles and responsibilities at each level of administration. The 18 Iraqi Governorates alongside with cities and towns will play a crucial role in this political, economic and social change. Good governance and effective public administration are important elements in facilitating a transition to social integration and public participation in decision-making processes. Articulating the most appropriate governance relationships will be a central challenge in that process. At the same time reconstruction offers many opportunities to create new governance relationships through practical, hands-on activities.

4.2 UN-HABITAT's Response

UN-HABITAT's experience suggests that promoting good governance through decentralisation and empowerment of local government will be a central determinant of the reconstruction effort at the local level. The concept of governance is complex because it cuts across a variety of actors and issues. There are, however, some points of departure:

- First, governance is not government. Governance as a concept recognises that power and influence exist inside and outside the formal authority and institutions of government and/or local authorities. Therefore, the definition of governance includes three principle groups of actors, namely government and/or local authorities, the private sector and civil society including communities.
- Second, governance describes a process and therefore the dynamics of many actors, who have complex relationships and different priorities. Good governance demands that these competing priorities be reconciled through participatory decision-making.

Further, UN-Habitat's broad experience working with local governments suggests that good governance be based on the following principles: sustainability, subsidiary, equity, efficiency, transparency and accountability, civic engagement and ownership, and security. The effective realisation of these principles will help improve the livelihoods of

the population in Iraq and at the same time enhance the legitimacy and credibility of local authorities. In addition, the pursuance of these norms will lay the foundations for a solid long-term perspective in meeting the challenges of rapid urbanisation, poverty eradication and sustainable growth.

A comprehensive programme for building and improving local governance institutions would include a combination of legal and policy reforms; training and capacity building, and the implementation of selected initiatives to provide hands-on experience in good local governance. Key interventions would include the following:

a. Local Governance Audits

Local government audits describe a participatory assessment of the quality of local governance institutions, processes and relationships, with an additional emphasis on understanding the power relationships in major cities. Such an assessment is a fundamental pre-requisite for the effective design and implementation of other, more physical interventions, such as shelter and infrastructure delivery. Using the principles of good urban governance as a broad framework and through a combination of diagnostic tools including questionnaires, focus groups and individual interviews a report will be prepared for a select number of cities throughout Iraq. The findings will be presented and discussed at a city-wide meeting that will also showcase international innovations of potential inspiration and relevance for Iraq. The objective of the audit will be to develop local action plans for institutional reform to promote good local governance.

b. Local government training and capacity building

The basis would be an assessment of training and capacity building needs through the study of documents, interviews with qualified stakeholders and national experts, and experts' workshops. Training needs assessments (TNA) would be undertaken with selected local authorities, using UN-HABITAT manuals.

Next, UN-HABITAT would work with Government and local partners to design the capacity building strategy for local authorities and civil society organisations involved in local governance and local development. This process would also involve key stakeholders both in the country and in the donor community by jointly drafting initial proposals and finalising them in a National Strategy Workshop on Local Authority Capacity Building.

All activities - both capacity building and training needs assessments and the design of the national strategy - should be carried out as one set of interrelated activities leading to the agreed joint strategy and corresponding commitments of the stakeholders and partners.

At the same time an immediate action may include making available to key partners in Iraq the recently published Arabic language series of UN-HABITAT training manuals on Leadership and Management Skills for Local Government Elected Officials, and translation and initial adaptation to the Iraq context of the following UN-HABITAT manuals:

- Manual for Training Needs Assessment in Human Settlements Organisations. A Systematic Approach to Assessing Training Needs
- Designing Human Settlements Training Programmes for Asian Countries
- Building Bridges between Citizens and Local Governments: Through Managing Conflict and Differences (Part one - Concepts and Strategies, and Part two - Toolkit)
- Building Bridges between Citizens and Local Governments: Through participatory planning (Part one - Concepts and Strategies, and Part two - Toolkit)

There will be a review of the initial adaptations, and definition of further adaptation needs for the Iraq context, through pilot workshops, including also the Arabic language series of UN-HABITAT training manuals on Leadership and Management Skills for Local Government Elected Officials tested in Ismailia/Egypt (2003). Trainers who have completed the Egyptian ‘Training of Trainers’ courses are an important resource, which could be used for these activities.

Initial assistance would focus on the most promising national and local training institutions under the Ministries of Housing and Construction, and of Public Works, towards creation of a national capacity-building facility and a network for local government and local development capacity building organisations.

These steps, would be followed by a broad national capacity building programme, including the following areas:

- Municipal administration and management, including development of a service-oriented culture through the implementation of a Municipal Front Office as a single citizen access point for service delivery, licensing, etc..
- Municipal finance, including an assessment of current and potential revenue sources, local economic development planning (LED) and participatory budgeting;
- Improving citizen participation in decision-making and conflict-resolution techniques;

c. Consultative approach to urban planning and management

The concept of good governance has been the subject of many international debates. Its normative dimension – manifested through the word “good” - has created a considerable measure of controversy. From UN-Habitat’s operational experience and the many Best Practices of urban governance the agency has evaluated, it becomes clear that ‘good governance’ is not just resources, technology and expertise, but describes the difference between a well-managed and inclusive region, city, or municipality and one that is poorly managed and exclusive. Therefore, inclusive strategic planning and decision-making are the key to good governance and to sustainable cities and municipalities. Against this background, UN-HABITAT is promoting the following definition of good governance:

Local governance is inextricably linked to the welfare of the citizenry and must enable women, men and children to access the benefits of local citizenship. By implication, no woman, man or child can be denied access to the necessities of life, including adequate

shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety, and mobility. Through good local governance, citizens are provided with the platform, which will allow them to use their talents to the full to improve their social and economic conditions. Key issues in this process are:

- Legitimacy and accountability of governance
- Freedom of association and participation
- Empowering women as a key poverty eradication strategy
- Fair and legal frameworks for a predictable and secure living environment for citizens
- Availability and validity of information
- Efficient public sector management
- Enabling the participation of children in decision-making processes

Based on experience in other post-conflict situations, the following areas are expected to be important priorities:

- The development, collection, analysis and application of urban indicators to monitor progress towards development targets and facilitate policy development;
- Administrative and financial management, including procurement and contract negotiation and management;
- Service delivery, including mechanisms to enhance the citizen orientation of the municipality such as a “Municipal Front Office”;
- Project cycle management through participatory approaches and including community contracting models;
- Strategic planning, including local economic development;
- Conflict resolution and management of city-community relationships;
- Gender responsiveness.

d. Small-scale public works programme

In the spirit of hands-on governance reform, a national programme will be developed to put into practice the new relationships and responsibilities of the different actors. The expected physical impact of the programme would be to improve the quality of life in cities and towns through small-scale public works improvements in such areas as water supply and sanitation, roads and drainage, the rehabilitation of public amenities, etc. The underlying governance objective, however, would be to provide hands-on training to government officials and community organisations in their respective roles and responsibilities. The programme would consist of the following elements:

- Meetings with representatives of Ministries, local authorities, communities and the private sector to review roles and responsibilities;
- Establishment of a fund for small-scale infrastructure projects;
- Training in project management, supervision and administration;
- Labour-based or labour intensive project implementation.

e. Community-mobilisation programme

In order for decentralisation to be effective, the capacity of civil society to participate effectively in decision-making must be strengthened. In many cities, there will be very little in the way of a mobilised and organised community able to interact meaningfully with local or higher levels of government. Accordingly, the programme will aim to:

- Facilitated community mobilisation to establish organisational and administrative structures based on elected representation;
- Formation of men's and women's community organisations as well as structures to facilitate their integration;
- Collection of socio-economic community information;
- Training communities in action-planning to enable them to establish development priorities;
- Training of communities regarding election processes, entitlements regarding service delivery, monitoring, micro-enterprise development, etc.

f. Women in local governance

The inclusion of women and men on equal basis in local governance responds to the Universal Declaration of Human Rights and other internationally agreed human rights instruments which support that women and men are equally entitled to the benefits of urban citizenship. To fully benefit from this inclusion process of citizenship and civic engagement, poor people and especially women must be empowered to participate effectively in decision-making processes. Their abilities and willingness must be strengthened to allow them to participate in their community management and leadership. Women and men must participate as equals in all local urban governance decision-making, priority setting and resource allocation processes.

Chapter 5: REVITALISATION OF CENTRAL GOVERNMENT INSTITUTIONS FOR HOUSING AND URBAN DEVELOPMENT

The Iraqi Ministry of Housing and Construction has essentially been a public construction and engineering institution⁹, where most of the actual work of the Ministry was, and still is, based on contracting. This mandate of the Ministry is certainly in line with Iraq's past centralised structure of government, where sector ministries, upon directives, had to assume the role of implementation agencies rather than being entrusted with the classical functions that correspond to a market economy and democratic political system.

With Iraq's transition to such a system, policy formulation, legislation, advisory services, information management, and operational direction for the housing and urban development sector will sooner or later become key functions of central government institutions, primarily the relevant ministries.

5.1 Context and challenges

In order to revamp the housing and urban development sector in a systematic and sustainable way, there needs to be a gradual, albeit decisive transition from emergency interventions in housing and urban infrastructure and service provision to an enabling environment and support programme based on consistent policies and legislation. It is then readily understood that the Iraqi Ministries of Housing and Construction, Planning, Justice and Public Works, and other public institutions with mandates for the housing and urban sector will have to:

- Restore their full functions and, in a second step,
- Embark on a comprehensive programme of technological modernisation, undergo structural adaptation in order to respond to new challenges in the housing and urban development sector, adopt new modes of operations in line with international standards of management and lean organisation, and devise and implement decentralisation of functions to local authorities,
- Work out their relations with other relevant ministries and institutions, both in terms of future governance systems and substantive mandates.

5.2 UN-HABITAT response

The global mandate of any ministry in charge of housing and urban development integrates the concept of facilitation and enabling local government, the private sector and civil society through:

⁹ With the following Departments: 1. The Minister; 2. Minister's Office; 3. Deputy Minister; 4. Directorate of Housing; 5. Computer Centre; 6. Legal Affairs Dept.; 7. Financial Audit Dept.; 8. Planning and follow up office; 9. Administration Dept.; 10. State Commission for Roads and Bridges; 11. State Commission for Supervision and Follow up; 12. Alidrrisi Centre for Engineering Consulting; 13. National Centre for Engineering Consulting; 14. National Centre for Construction Laboratories; 15. Baghdad Centre for Building Research; and, 16. Twelve private construction contracting companies.

- Policy and legislation functions; and,
- Information management.

Policies and legislation will need to be reviewed and formulated in the areas of:

- Land (land management & administration, land dispute resolution, research, land allocation, land tenure rules, land inventory & registration);
- Urban and Regional Planning (decentralisation, conceptual approach);
- Housing Policy (building regulations, investment policy, private sector partnerships, environment, gender, infrastructure and services, local authorities, communities).

Information management will need to be restored and modernised, providing:

- Surveys, Mapping, Cadastre, Real Property Registries; and,
- Sector monitoring (indicators database, support for policy formulation)¹⁰

The key support areas envisaged in this proposed strategy define elements typically inherent in ministries responsible for planning, housing and urban development. These include human resource and financial responsibilities, an oversight function, policy formulation and regulatory enforcement, research, information, training and capacity building. In the specific case of UN-HABITAT global support, the Ministry of Planning and/or Housing generally host a National HABITAT Committee which will promote and support the cross-cutting issues of gender and environmental concerns.

a. Human and financial resources

The revitalisation and restructuring of the Ministries of Housing and Construction, Public Works, Planning and Justice and other public institutions involved in the housing and urban development sector will require substantial financial resources. These will cover a consultative process of reviewing their mandates and the corresponding re-engineering of their organisational structures and the establishment of their needs for short-term and long-term expertise, both in terms of Ministry staffing and external advisory services, and in terms of physical and institutional capacity building.

b. Monitoring and policy formulation

Policy formulation needs to be underpinned by information on trends and performance in key areas of the housing and urban sector. The management of such information implies the definition of indicators that can provide a comprehensive picture of the condition of cities and towns and show progress or otherwise in the implementation of policies, programmes and objectives, and the creation and building of pertinent and accessible databases. One of the prime functions of the Ministry of Housing and Construction and possibly other Ministries will concern monitoring and information management. The new beginning in Iraq will provide the chance of setting up state-of-the-art systems. These

¹⁰ Reference also Chapter 3, Section 3.2.c Urban Information Systems

would allow the Ministry to build, maintain and share information, to guide policy formulation and research in support of housing, urban development, and serve information users such as local authorities, the private sector, NGOs, and civil society.

c. Legislation (decentralisation and planning)

In the context of a new political dispensation in Iraq, central government ministries will have to embark on a programme of devolution of power and abandon the tradition of highly centralised policy-making, planning and welfare functions, and administration. This constitutes a need for revised legislation that would allow central government institutions under the housing and urban development sector to transform into sensible service providers in the areas of policy formulation and enabling legislation as well as information management and dissemination, research, and advisory support. The vision is to create a new spirit where public institutions are re-oriented towards co-ordination and service functions, and responsiveness to clients, such as local authorities, communities, the private sector, and special interest groups (women, children, the elderly, the physically challenged, and the poor).

Decentralisation refers to the transfer of power and responsibility from national government to subsidiary levels. There are three common types of decentralisation:

- ***Political decentralisation*** refers to the redefinition of political relationships and responsibilities with the aim of increasing citizens' power over decision-making;
- ***Administrative decentralisation*** involves the transfer of responsibilities for planning, financing and managing certain public services and functions to lower levels. It can take three forms: de-concentration – the weakest form – when responsibilities are passed to different levels within the central government structure; delegation, when authority is transferred to semi-autonomous organisations accountable to central government (e.g. provinces, authorities or corporations); and devolution – the strongest form – involving the transfer of responsibilities to municipalities that have authority for decision-making, revenue raising and management;
- ***Fiscal decentralisation***, when financial resources and revenue raising authority are transferred to lower levels.

It is widely agreed that successful decentralisation should involve all three types and should aim towards promoting the effective devolution of power wherever practicable.

Proponents of decentralisation argue that it results in more equitable and efficient service delivery, improved policy making through increased public participation in decision-making, and more accountability of local government. At the same time, critics note that decentralisation is not always implemented effectively. Often, the new local government responsibilities do not come with sufficient resources, authority, or capacity building. Moreover, ineffective decentralisation carries the risk of élite capture of resources and political power and the potential for exacerbated tensions between different communities. The quality of local governance institutions and processes, complemented with clear

standards and benchmarks for accountability, therefore, becomes of paramount importance.

A key issue of decentralisation is to transfer urban planning functions to the local level in order to enable local authorities and the wider community to engage in tailor-cut, inclusive, and comprehensive planning.

For Iraqi cities and towns to successfully engage in modern spatial and strategic planning for sustainable urban development, there needs to be well-thought legislation and policies at central government level. As a package, legislation and policies will have to produce an environment, that is enabling cities and towns to engage in their own spatial and strategic urban planning and management, and makes allowance for intensive capacity building and training.

Strategic planning embodies the modern concepts of urban planning and differs from the conventional “Master Plan” approaches that aimed at preparing comprehensive land-use plans. As against the conventional planning mode of ‘study, plan, execute’, the strategic planning model is one of ‘engage, strategize, act’. This allows for more flexibility, as well as a much greater role for non-governmental actors. Strategic planning can accommodate markets, as well as a range of other institutions. Indeed, strategic planning can help provide the basis for cross-sector partnerships and participatory democracy.

d. Relation with emerging institutions and local authorities

In conclusion from the above, the Iraqi central government ministries in charge of housing and urban development will need to engage in a comprehensive legislation and policy package that in the verge of decentralisation describes a variety of responsive support functions to local authorities, communities and the private sector. The package should also include consultative mechanisms with research and academic institutions, and NGOs as well as partnerships with international bodies, including participation in international conventions. All these relations need to be spelt out in detail, fulfil criteria of mutual satisfaction and functionality, and tested for their practicability and efficiency.

e. Revitalisation of National HABITAT Committee and Local Urban Observatory

More than 110 national governments, committed to the twin goals of "Adequate Shelter for All" and "Sustainable Human Settlements Development" through the Habitat Agenda, have formed National Habitat Committees to facilitate the effective implementation and monitoring of the Habitat Agenda. National Habitat Committees consist of representatives of relevant government institutions and should include the relevant actors of civil society such as civic leaders, academics and scientist, CBOs and NGOs, private sector representatives and relevant professionals. They formulate, adopt and implement a national plan of action and work programmes to initiate and guide activities to address priorities of human settlements and shelter issues. They further strengthen participatory processes and strategic partnerships to address the nature and extent of the public and private sector roles in human settlements development; and encourage formation of national and local human settlements coalitions to help institutionalise support from public, private and non-governmental sectors.

Key starting actions for the Iraqi National Habitat Committee and Local Urban Observatory could be:

- Formulation of a national plan of action and of implementation policies and strategies, taking into account the Habitat Agenda and broad-based political and technical advice;
- Linking the national plan of action with other national programmes to achieve adequate shelter for all and sustainable human settlements development;
- Supporting effective decentralisation and municipal development;
- Establishing legislative and regulatory frameworks, institutional arrangements and consultative mechanisms for involving organisations from civil society in the design, implementation and evaluation of human settlements strategies and programmes;
- Undertaking assessments to establish capacity-building priorities and to define the roles and responsibilities of each actor and identify institutional and policy constraints that inhibit capacity, effectiveness and performance through the use of indicators and broad consultations; establishing benchmarks for priority objectives and adopting a set of indicators for assessing progress in the Habitat Agenda's implementation;
- Create citizen awareness of critical social, economic and environmental issues through information dissemination and use of the media; promote electronic networking between all key partners in implementing and monitoring the implementation of the Habitat Agenda;
- Document and disseminate best practices and successful policies, experiences and lessons learnt on a systematic basis; and
- Mobilising and leveraging financial resources for action plan implementation through a variety of partnerships.

The Ministry of Housing and Construction, in facilitating the National HABITAT Committee and the Local Urban Observatory, could benefit from a wide range of Iraqi expertise in, and commitment to shelter and human settlements issues, and use the Committee and Observatory as an interface with beneficiaries and stakeholders, to submit new policies to public discourse and support.

f. Local authority capacity building facility

In line with Section 4.2.b of Chapter 4, “Support to Local Governance”, it is envisaged that central government’s Ministries for Housing and Construction, and Public Works would assume a lead role in the establishment of a capacity building and training facility for local authorities.

Steps to be taken would include:

- A systematic assessment of existing in-country capabilities and national institutions of capacity building and training in the areas of local governance and local development, and
- Determining the inputs and actions needed to strengthen these institutions and to place them under the overall co-ordination and strategic plans of the relevant ministry.

Finally, UN-HABITAT would help design the capacity building strategy for local authorities and civil society organisations involved in local governance and local development with key stakeholders both in-country and in the donor community. Initial proposals would be drafted jointly and finalised in consultative fora, culminating in a National Strategy Workshop on Local Authority Capacity Building.

g. Support to research institutions

Another area of key importance for both central government ministries and UN-HABITAT support is the strengthening, or creation of public and private research institutions concerned with shelter and urban development. For central government to assume the mandate of information management in these sectors there need to be strong institutional and/or collaborative linkages with those, who undertake professional information gathering and analysis. In as far as such institutions become service providers to the ministries, they must be enabled to fulfil their functions at the highest professional and technological standards. UN-HABITAT, therefore, sees a strong justification for extending support to research institutions (such as universities) and to help establish their linkages with central government ministries.

h. Gender advocacy

The Ministry of Housing and Construction will have to build a strong policy and legislative foundation for gender equity in the housing and urban development sector as well. Chapters 2, 3 and 4 highlight critical areas where policy and practice regarding integration of gender issues in government policy related to urban planning, management and shelter. In summary, these suggested policy issues be:

- Inclusion of women's housing issues as an integral part of mainstream housing policy across all types of housing projects and other specific schemes targeting the most vulnerable and low-income population with integrated social approaches.
- Policy and practice promoting effective, equitable and sustainable, urban planning and management acknowledging gender-differentiated needs through the equal participation of women and men in decision-making, community management and leadership.

i. Environmental Issues

As with other issues, the urban environment in Iraq has suffered through decades of neglect, as infrastructure has deteriorated, and standards for environmental protection and recovery in urban areas have dropped. As with gender, the urban environment is a crosscutting issue. The relevant Ministries will have to harmonise pertinent initiatives with the wider government policies to address the issues of health and urban environmental problems associated with deteriorated infrastructure, damaged and dangerous buildings, industrial waste, and the plethora of weaponry and unexploded ammunition.

Chapter 6: INSTITUTIONAL FRAMEWORK OF UN-HABITAT INTERVENTION

To be sustainable the reconstruction of Iraq requires first and foremost the revitalisation of the public institutions responsible for the development and management of the housing and urban sector. In view of the recent history of the country and the legacy of the previous regime, this will not be possible without well-focused and well-qualified external assistance and full national ownership¹¹.

Based on its world-wide experience, UN-HABITAT can co-ordinate this assistance and simultaneously ensure Iraqi ownership at central and local levels. The strategy will be to post teams of experts (national and international) in key advisory positions. These experts will progressively transfer their knowledge and know-how to Iraqi counterparts, the national experts possibly becoming Iraqi civil servants. The advisory teams will initially play a role of technical interface between their host institutions (Ministries and Municipalities) and the CPA as well as other development partners (UN agencies, bilateral donors, NGOs).

6.1 Policy advice to the Ministry of Housing and Reconstruction

UN-HABITAT's strategy envisages the placement of a strong team of international and Iraqi policy advisors in the Ministries of Housing and Construction, Public Works, Planning, and Justice. The team will assist the Ministries with policy review and formulation, and organisational conceptualisation for the key areas of land management, urban and regional planning, housing policy including gender and environment policies, information management, training and capacity building, and decentralisation and institutional relations. It is noted that at the time of writing of this document:

- a. Housing policy will be a joint responsibility of the Ministries of Housing and Construction, and Planning;
- b. Land administration shall remain under the responsibility of the Ministry of Justice;
- c. Administrative oversight of Baghdad Municipal Council will be under the Ministry of Planning, while all other municipalities fall under the responsibility of the Ministry of Public Works.

6.2 Institutional and technical support to municipalities

Smaller teams of international and Iraqi experts will be deployed in major cities and towns in Iraq to provide institution-building and technical assistance to municipalities specifically in urban planning and management, local governance, training and capacity building, and to oversee small- and medium-scale community based housing and services programmes.

¹¹ A UN-HABITAT proposal to capitalize on extensive capacity built with Iraqi professionals implementing the OFFP programmes envisions the establishment of an Institute of Planning, Housing and Urban Development as initially, a custodian of institutional memory and subsequently, the basis for longer term sustainable capacity building in Iraq. See Annex 1: Immediate Measures Action Plan.

6.3 Collaboration with the CPA

UN-HABITAT will carry out its reconstruction programme in close co-ordination with the CPA and ensure that the programme and individual projects under the programme are recognised as a vital part of Iraq's reconstruction. In particular, UN-HABITAT will establish close working relations with the CPA's senior advisers appointed the Ministry of Housing and Reconstruction and other public institutions relevant to housing and urban development.

6.4 Inter-agency co-operation

Further, UN-HABITAT will co-ordinate its Reconstruction Programme with the CPA and the Iraqi Governing Council and relevant Ministries, the Office of the Special Representative of the Secretary General, (SRSG) as well as the UN Country Team, and other UN agencies. UN-HABITAT will encourage partnerships in particular with those agencies whose mandates complement UN-HABITAT's planned interventions and who can therefore engage in joint programmes to achieve higher impact and more comprehensive support in the housing and urban development sectors.

UN-HABITAT will also place special attention to collaboration with the World Bank and other international financial institutions. Where possible, UN-HABITAT will seek to combine and match capital investments from these institutions with technical assistance and capacity building to the mutual benefit of both avenues of intervention, and ensure that capital investments in the housing and urban sectors are well integrated into sustainable concepts of urban development.

6.5 Co-operation with other partners

UN-HABITAT will also build and maintain working relations with bilateral donors, international and national NGOs and CBOs, co-ordinate its programme and projects and seek to establish project-based partnerships wherever possible. UN-HABITAT is particularly interested in co-operating with Iraqi NGOs at the community level in order to enhance participatory and needs-based approaches in its programme.

6.6. Resources

In order to implement the entire programme outlined above in a responsible and effective manner, UN-HABITAT will need to deploy both full time and intermittent personnel throughout Iraq, but centred in Baghdad. Deployment of experts in all major cities, co-ordinated and supported from the Iraq Country Office in Baghdad, will require up to 50 full time international staff. This staff will be complemented by as many as 100 local experts and support staff and expert consultants in specific sectors. This will require sufficient operating capital for a 5-year programme, peaking mid-way.

Capital resources for demonstration projects, small public works projects, and housing renewal programmes may be directed through UN-HABITAT's already sufficient infrastructure for procurement and contracting.

This programme is expected to average USD 20-30 million annually though will require both scaling up and winding down in the first and final years respectively.

6.7. Technical and capital assistance

UN-HABITAT's Reconstruction Plan for Iraq assumes that Iraq itself will provide the bulk of capital investment in the housing and urban development sector through the Iraq Development Fund and that additional capital assistance will originate from international finance institutions. Consequently, complementary technical assistance is the most important component of UN-HABITAT's Reconstruction Plan. The underlying notion is here that physical reconstruction in Iraq must go hand in hand with a sensible transformation of systems in charge of planning, management, operations and governance. Only this approach will ensure that reconstruction takes place within an equitable and inclusive framework and is coupled with sufficient training and capacity building. Iraq's economic, social and political future will be decided in its cities and towns, and UN-HABITAT is convinced that its reconstruction programme, if sized adequately, can become a centrepiece for sustainable urban development and inclusive governance in Iraq.

6.8 Iraq Development Fund

Finally, UN-HABITAT has prepared its Reconstruction Plan with a view to soliciting major financing from the newly created Iraq Development Fund administered by the CPA. While UN-HABITAT will also seek funding from bilateral donors for well-defined components of the Plan or for complementary projects, it considers the Fund as the primary source of financing, given that the Fund's mandate is intimately linked to UN-HABITAT's proposed programme.

**UN-HABITAT
IMMEDIATE MEASURES
SHELTER AND URBAN MANAGEMENT SECTOR
IRAQ**

Annex to

**Iraq Reconstruction Plan
Shelter and Urban Development**

August 2003

Introduction

This plan for immediate measures focuses on feasible emergency response in the shelter and urban management sector within the next twelve months. It further provides a starting point for the implementation of broader, longer-term assistance under the umbrella of the **Iraq Reconstruction Plan - Shelter and Urban Development Sector**, to which this document is appended. Apart from assisting other needs of UN agencies in dealing with the immediate needs of displaced and dispossessed people, refugees and returnees, UN-HABITAT will specially focus on the needs of (a) physically challenged (b) orphans (c) female-headed households (FHH) (d) urban poor, and (e) school children and students. The following portfolio includes a number of Iraqi-driven projects related to quick repair of damaged buildings and water services, solid waste systems development and management; deeper assessment of housing and shelter sector issues, and capacity building of both community and professional practitioners.

Background

Security Council Resolution (SCR) 1483 on Iraq, Para 8, inter alia, lays emphasis on the UN role in assisting the people of Iraq through:

- (a) “Coordinating humanitarian and reconstruction assistance by United Nations agencies and between United Nations agencies and non-governmental organizations;*
- (b) Promoting the safe, orderly, and voluntary return of refugees and displaced persons;*
- (c) Working intensively with the Authority, the people of Iraq, and others concerned to advance efforts to restore and establish national and local institutions for representative governance, including by working together to facilitate a process leading to an internationally recognized, representative government of Iraq;*
- (d) Facilitating the reconstruction of key infrastructure, in cooperation with other international organizations;*
- (e) Promoting economic reconstruction and the conditions for sustainable development, including through coordination with national and regional organizations, as appropriate, civil society, donors, and the international financial institutions;*
- (f) Encouraging international efforts to contribute to basic civilian administration functions;”*

The needs-based project profiles included in this immediate measures plan are being presented to various funding agencies, who seek to engage in the reconstruction of Iraq and could be interested in co-operating with UN-Habitat by funding the projects presented. Such initial collaboration may also encourage funding agencies to consider longer-term partnerships under the umbrella of the UN-Habitat Iraq Reconstruction Plan.

Role of UN-HABITAT

Since the end of the recent war, UN-Habitat field teams have undertaken a wide range of rapid need assessments in a number of Iraqi Governorates. Table 1 below summarises the findings of these assessments. However, given the limited time, they are not meant to represent a comprehensive national picture. The need assessments were subsequently verified and discussed with a wide selection of Iraqi stakeholders, both at official and

technical levels. The project profiles presented in this plan are the result of this process.

Governorate	Residential Buildings		Educational Buildings and Schools		Hospitals and Health Care Centers		Social Buildings		IDP
	Substantial	Minor	Substantial	Minor	Substantial	Minor	Substantial	Minor	
Baghdad	324	709	4	31	1	15			0
Anbar	59	81	0	28	1	3	0	2	0
Diyala	0	7	0	22	0	0	N/A	N/A	20000
Salah Al-Din	17	17	0	28	0	3	0	0	300
Babylon	90	125	12	15	0	0	0	0	1300
Qadissiyah	17	39	7	18	0	4	0	0	3600
Wassit	100	136	3	14	0	1	0	0	N/A
Najaf	7	19	6	15	1	5	6	19	1700
Kerbala	6	16	3	24	1	3	5	13	0
Muthanna	20	0	126	0	4	10	19	0	0
Basra	40	0	155	0	0	27	35	0	120
Missan	18	0	98	0	0	18	22	0	150
Thi-Qar	12	0	155	0	0	21	34	0	120
Ninewah	20	20	1	0	0	2	0	2	6750
Tameem									2200
Total	710	1149	569	195	8	110	121	34	36240

Based on UN-HABITAT experience in Iraq and in other countries, **implementation principles** for all projects will be:

- *Responsive*: to the felt local needs with due appreciation of institutional, technical and environmental constraints;
- *Equitable*: respecting equally the needs and aspirations of all sectors of the community;
- *Empowering*: motivating and organising local people to help them find solutions to problems at the local level;
- *Decentralised*: into small managerial units co-operating with the project beneficiaries;
- *Diverse*: experimenting with a range of technologies or processes rather than attempting to apply standard solutions applicable to all situations; and,
- *Flexible*: to allow for developments and modifications in approaches and activities.

UN-HABITAT teams comprising international and national staff are already operational in the three Northern Governorates, Baghdad, Basra, and beyond. The teams are also continuing to undertake rapid surveys of war affected areas and damaged buildings in other Governorates to build on this initiative.

Project implementation

Project implementation is built around national professional staff including civil engineers, architects, and professionals of allied disciplines and relevant national institutions, who already possess the necessary background experience and in-depth knowledge of the housing situation in Iraq. Additional external consultants will also be deployed for specific technical tasks.

Standardised criteria for classifying damaged buildings and services will be developed in advance and provided by the UN-HABITAT Iraq team. Applying sound structural engineering principles, damaged structures will be certified as:

1. Safe for habitation with minor repairs (Category 1),
2. Safe for habitation with moderate repairs and retrofitting (Category 2),
3. Safe with major repairs and retrofitting requiring more time and resources (Cat. 3)
4. Unsafe and requiring demolition (Category 4).

Crash courses and on-the-job training in structural diagnostics as well as repair and retrofitting methodologies will be arranged for 120 national professionals. Structures selected as priority in categories 1 and 2 will be repaired and retrofitted. Associated solid waste management and water and sanitation systems will be attended to.

A sub-team will be in charge of housing related data gathering to update the existing data bank of UN-HABITAT on the housing stock and infrastructure in Iraq eventually serving the formulation of a housing policy as articulated in the Reconstruction Plan of UN-HABITAT for Iraq.

UN-HABITAT intervention in this short-term phase will target vulnerable groups including Internally Displaced Persons (IDPs), physically challenged people, orphans, FHH and the urban poor and will be based on a participatory approach. All stakeholders, women and men will be equally involved at all stages of the projects.

Given its significant experience in development work in Iraq, UN-HABITAT is strategically positioned to contribute to long-term reconstruction efforts of the country. Therefore, it is appropriate to ensure a strong link between the work in this preparatory phase and the future reconstruction and development programmes in shelter and related sectors as articulated in the Reconstruction Plan to which this portfolio is appended.

Project profiles

Listed below is a portfolio of projects suggested as starting points in implementing the UN-HABITAT Iraq Reconstruction Plan: Shelter and Urban Development. This list is not considered exhaustive, rather it is indicative of a range of early interventions:

PROJECT PROPOSALS	Governorate(s)	Funds Requested
A Housing and Shelter for Vulnerable Groups		
A1 Selection and Preparation of Sites for Relocation of IDPs and Repair of Buildings	Baghdad	1,400,000
A2 Rehabilitation of Iraqi Orphanage Village Complex in Baghdad	Baghdad	1,800,000
A3 Rehabilitation of Orphanage Building in Kirkuk	Al Tameem	3,000,000
A4 Rehabilitation of Complex for Vulnerable in Baghdad	Baghdad	1,800,000
A5 Rehabilitation of Widows and Female Headed Households in Baghdad	Baghdad	3,000,000
A6 Repair to Damaged Housing for the Poor in Baghdad, Basra, Diyala, Najaf, and Kirkuk	Cities specified	4,000,000
A7 Self-help Replicable Model Housing – Pilot Demonstration Project	Baghdad	1,040,000
B Urban Management and Planning		
B1 Community-based Solid Waste Management Programme	Basra	2,500,000
B2 Community-based Infrastructure Rehabilitation Programme	Baghdad	1,500,000
B3 Capacity Building for Municipal Planning	Whole of Iraq	5,200,000
C Local Governance		
C1 Capacity Building for Local Communities	Baghdad	4,000,000
C2 Neighbourhood Rehabilitation Project	Baghdad	2,000,000
C3 Promotion and Protection of Property Rights: Property Restitution in Iraq	Whole of Iraq	2,070,000
D Revitalization of Government and Public Institutions		
D1 Quick Rehabilitation of Polytechnic Institution in Zafaraniyah	Baghdad	6,000,000
D2 Quick Rehabilitation of Polytechnic Institution in Basra	Basra	5,000,000
D3 Essential Capacity Building of a Technical Institution in Baghdad	Baghdad	300,000
D4 Rehabilitation of Scientific Departments in University of Technology.	Baghdad	1,600,000
D5 Repair and Rehabilitation of Schools in Rusafa. Baghdad	Baghdad	1,500,000
D6 Rehabilitation of Schools in the Basra, Samawa, Nasiriya, Amarra	Lower South	6,000,000
D7 Rehabilitation of Ministry of Housing and Reconstruction	Baghdad	6,530,000
D8 Vocational Training for Skills and Entrepreneurial Development	Whole of Iraq	200,000

A Housing and Shelter for Vulnerable Groups

A.1 Selection and Preparation of Sites for Relocation of IDPs and Repair of Buildings

The IDP issue in Iraq is complex and numbers are not yet reliably known as assessments are on-going, spontaneous returns still continue and new caseloads appear. Hence, whereas the IDP figures for the three northern Governorates of Iraq are relatively well defined, the number and distribution of Internally Displaced Persons (IDPs)² in the fifteen Governorates in the centre/south Iraq is constantly under review. However, in Baghdad Governorate there are an estimated 65,000-70,000 displaced people “squatting” in various municipal or government buildings for a complex variety of reasons. The caseload includes:

- 5,000 to 10,000 ‘Internally Displaced Persons’ (IDPs) compelled to leave their homes by conflict, violence or threat and defined as such under internationally agreed humanitarian law. This caseload is primarily Arabs ejected from the north by returning Kurds and expulsions of Roma gypsies and Ba’athists.
- Several hundred people whose homes were destroyed in the Coalition/Saddam hostilities;
- Urban poor forced to leave their homes by landlords as they could not pay increased rents;
- An estimated 50,000 people seeking better/more secure accommodation on an opportunistic basis.

UN-HABITAT field teams have collected information on the IDP situation in some of the Governorates. The information was compiled in co-operation with the local offices of the Ministry of Trade (Trade Control Board and State Company for Shopping Centres-SCSC) and with the Municipal Offices. The emerging trend from this initial round of rapid assessments is that most of the IDPs are from within the same governorate. UN-HABITAT proposes to assist IOM and UNHCR in selection of sites and in addressing shelter needs of vulnerable groups through:

- Site preparation and repair of buildings for relocation.
- Spread awareness about protection of property rights

Summary

Project Title	Selection and Preparation of Sites for Relocation of IDPs and Repair of Buildings in Baghdad
Sector	Shelter
Objective	Prepare relocation sites for IDPs including repair of buildings
Targeted Beneficiaries	IDPs
Proposed Implementing Partners	OCPA, UN Agencies, humanitarian Organisations, Local Authorities
Project duration	6 months
Funds requested	US\$ 1.400.000

² The UNOHCI guiding principles on internal Displacement define internally displaced persons as persons or groups who have been forced or obliged to flee or leave their homes or place of habitual residence, in particular as a result of, or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border.

A.2 and A.3 Rehabilitation of Iraqi Orphanages in Baghdad and Kirkuk

War and looting in Iraq have been the cause of damage to many buildings and infrastructure, including orphan centre buildings in Baghdad and two facilities in Kirkuk. UN-HABITAT teams have made rapid assessments of the damages finding that all buildings are in serious disrepair.

The Iraqi Family Village Complex for Orphans in Al Amryia was built in 1986 by Iraqi construction companies on an area of less than 1 square kilometre. It was used to shelter 650 children up to 17 years of age who lost their parents in past wars and up to 200 staff.

IDP families are now occupying all the buildings. The complex included eight residential blocks of flats, a school, a clinic and many accessory buildings all of recent construction and good quality. As the complex did not belong to a specific ministry, but to the office of the president, the rehabilitation may pose further difficulties, as there is no specific counterpart. The complex included a school that has started its activity with a population of 130 students on 03-06-2003.

Rehabilitation of two orphan houses that were looted in Tesein and Musalla districts of Kirkuk in Al-Tameem Governorate. The emergency in this case is represented by the inadequate and unacceptable conditions of the children living in the selected centres.

The Project Objective is to:

Improve the lives of orphans residing in Baghdad and Kirkuk facilities looted and damaged during the war.

Project Activities:

In both cases, a 2-phased approach will be employed as follows:

- Detailed assessment and preparation of bills of quantity for rehabilitation of the basic infrastructure and services in the first phase; and,
- Complete refurbishment in the second phase concentrating on:
 - Rehabilitation of the buildings in the selected institutes;
 - Realisation of a programme to provide the children with a psycho-social support;
 - Realisation of a programme to provide the staff with adequate training.

Summary A2

Project Title	Rehabilitation of Iraqi Orphanage Village Complex in Baghdad
Sector	Shelter
Objective	Provision of emergency rehabilitation and support to the orphans
Targeted Beneficiaries	Orphans in Baghdad, Al Karkh district
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	12 months
Funds Requested	US\$ 1,800,000

Summary A3

Project Title	Emergency rehabilitation and support for two orphanage buildings in Kirkuk
Sector	Shelter
Objective	Provision of emergency rehabilitation and support to the orphans
Targeted Beneficiaries	Orphans in Kirkuk (Al Tameem)
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	6 months
Funds Requested	US\$ 3,000,000

A.4 Rehabilitation of the Complex for the Vulnerable in Baghdad

No current survey has been made to map the number of physically challenged and support structures in Iraq, and the numbers of beneficiaries assisted by the social system under the former regime are considered unreliable. However, in Baghdad the former government had undertaken the construction of a complex to house the physically challenged resulting from war.

The structure is located in Al-Karkh, Hay Al-Taameem, Mahala 853, Street no. 27 (Qater Al-Nada street. The plot area is around 75000 m2 (500m x 150m). The estimated building area is about 18000 m2. The roofed portion represented about 9000 m2 (reinforced concrete slabs) while the rest is an incomplete structure (columns stage).

The existing structure will probably be transformed into a general hospital under the responsibility of the Ministry of Health. The project, implemented by a Company belonging to the Ministry of Housing and Construction, was abandoned in 1989. The final decision of the Ministry will determine the feasibility of the proposed project.

IDP families are now occupying the three apartment buildings for employees (two storeys each) attached to the centre.

The Project Objective is to:

Improve the lives of the most vulnerable population in Iraq by completing the construction of the residential facility for physically challenged.

Project Activities:

- Complete assessment, final costing and produce bills of quantity for the physical rehabilitation of existing structures and completion of construction of incomplete structures;
- Tender construction and refurbishment of housing Complex for the Vulnerable.

Summary:

Project Title	Rehabilitation of the Complex for the Vulnerable in Baghdad
Sector	Shelter
Objective	Provision of emergency rehabilitation of facilities and support to the physically disabled population in Baghdad, Al Karkh district
Targeted Beneficiaries	Physically challenged in Baghdad, Al Karkh district
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	12 months
Funds Requested	US\$ 1,800,000

A.5 Rehabilitation of Widows and Female Headed Household in Baghdad

Although no systematic survey has been made to map the number of widows in Iraq, it is common knowledge that widows are numerous considering the long wars and incidents such as the Anfal campaign. The traditional family-oriented social system would take care of individual cases, but with the increased hardship faced by Iraqis, many cases fall within the vulnerable category.

In 1997 the total registered widows population amounted to over 560,000¹², corresponding to 4% of the total population.

UN-HABITAT believes that land and legal security of tenure are strategic prerequisites for the provision of adequate shelter and are also a way of breaking the vicious circle of poverty for the urban poor, especially women headed households and other vulnerable groups.

The Project Objective is to:

Remove all possible obstacles that may hamper equitable access to land and property and ensure that equal rights of women and men related to land and property are protected under the law.

Project Activities:

To assist women headed households and obtain baseline data for the development of a Housing Policy that will be focused on appropriate and achievable outcomes in the provision of housing and housing services for all, the programme will be:

- Providing advice on housing and related issues faced by women with support needs.
- Providing advice on the housing and support needs of women from diverse cultures, backgrounds and socio-economic groups.
- Contributing to the development of coordination between housing and support for women.
- Providing comments on the implications of existing housing policy and options, with particular regard for issues relating to access, affordability, appropriateness and sustainability.
- Providing input into the relevant Authority/Government policy reviews and strategy development.
- Identifying innovative strategies to increase the housing options of women.
- Advising on, and assisting with, community consultation on the women Housing Policy and dissemination of information and
- Providing to the Minister a women's Housing Policy containing recommendations aimed at promoting improved housing outcomes for women and advice on its further development.

Summary:

Project Title	Rehabilitation of Widows and Female Headed Household in Baghdad
Sector	Shelter
Objective	Provision of emergency support to the vulnerable widows.
Targeted Beneficiaries	Most vulnerable widows in Iraq
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	6 months
Funds Requested	US\$ 3,000,000

¹² Source: Annual abstract of statistics. 1999

A.6 Repair to Damaged Housing for the Poor in Baghdad, Basra, Diyala, Najaf and Kirkuk

Housing stock in many parts of the country got damaged due to war and looting. UN-HABITAT survey teams reported damages at different levels in Baghdad, Basra, Diyala, Najaf, Kirkuk, and other Governorates' towns.

As an example the results of the survey in Kerbala Governorate showed that 17 locations (out of 22) within the sub-districts of Kerbala centre, Al Hussainia and Al Hur a substantial number of housing units were damaged. In Hindia district, 5 locations (out of 6) within the sub-districts reported damages in terms of residential units.

Access to adequate housing is a fundamental right. It is internationally recognised as one of the basic human necessities, second only to food. UN-HABITAT fully recognises the obligations by governments, including the new interim government of Iraq, to enable its citizen's secure affordable houses and to protect and improve dwellings and neighbourhoods. UN-HABITAT has the experience, technical expertise and capacity to ensure that the needs for adequate housing are met. UN-HABITAT will target the shelter needs of the most vulnerable groups, identified in consultation with the authority from out of a number of sites known to it through its field assessments and surveys.

The Project Objective is to:

Improve the lives of initially the most vulnerable groups by rehabilitating selected urban housing stock in 5 municipalities in Iraq.

Project Activities:

UN-HABITAT intends to focus on repairs and rehabilitation of housing and infrastructure damaged by war and looting in the urban areas of Baghdad, Basra, Diyala, Najaf and Kirkuk by:

- Rapid assessment and identification of most affected neighbourhoods;
- Repair/retrofitting of 4,000 damaged buildings, shelter and community facilities for vulnerable groups particularly the Female Headed Households (FHH) in Baghdad, Basra, Diyala, Najaf, Kirkuk, Mosul and other places.
- Training of workmen in demolition of buildings and utilisation of debris in construction.

UN-HABITAT will focus on a participatory approach including local communities in income generation initiatives through the implementation of the rehabilitation works throughout all stages of the projects. The proposed project will also make provision for training in construction skills to provide beneficiary communities with more sustainable employment and income generating opportunities. This will link the emergency phase to a mid-to long-term shelter strategy including co-ordination mechanisms for Iraq with an emphasis on provision of secure housing for the most vulnerable.

Summary:

Project title	Repair to Damaged Housing for the Poor in Baghdad, Basra, Diyala, Najaf and Kirkuk
Sector	Shelter
Objective	Emergency rehabilitation of urban housing stocks and provision of services
Targeted Beneficiaries	Urban population, municipalities
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	6 months
Funds Requested	US\$ 4,000,000

A.7 Self -help Replicable Model Housing – Pilot Demonstration Project in Baghdad

Due in part to destruction and deterioration of housing stock, and an accumulated backlog in housing delivery in Iraq, the urban poor are particularly affected. Chronic unemployment is further compounding the plight of the poor in terms of limited opportunities for income generation.

In consultation with the nascent Ministry of Housing and Reconstruction and the CPA, UN-HABITAT assists 100 families in delivering self-built homes. This will bolster the semi-skilled labour pool, and provide opportunities for housing delivery, in particular for the urban poor, the destitute, female-headed households and those directly or indirectly affected by the recent conflict.

The Project Objectives are:

- To construct self-built housing community project of 100 units with complementary services i.e. school, clinic, civic centre and roads.
- To build the capacity of the local community through its participation in the planning and implementation of the project.
- To ensure that the community plays a key role in the maintenance of the project upon completion.

Project Activities:

- In consultation with targeted beneficiaries in particular women, prepare detailed housing designs, according to accepted architectural and engineering standards along with the social, economic and cultural considerations;
- Provide technical assistance on-site for delivery of 100 houses
- Facilitate the design of small-scale economic activities in support of neighborhood development;
- Facilitate integration of the Authority and Ministry of Housing and Reconstruction in assisting and supervising the community in the construction process.

The self-built housing approach which UN-HABITAT has adopted as its primary implementation strategy in meeting shelter needs on the widest possible basis, has also been effectively implemented in post conflict situations such as Rwanda, Afghanistan, South Africa and Kosovo.

Summary:

Project title	Self -help Replicable Model Housing – Pilot Demonstration Project in Baghdad
Sector	Shelter
Objective	Provision of housing through community participation
Targeted Beneficiaries	100 vulnerable families
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	8 months
Funds Requested	US\$ 1,040,000

B Urban Management and Planning

B.1 Community-based Solid Waste Management Programme

The provision of public and social services in Iraq has always been the sole responsibility of the Central Government. Until the nineties, the Government managed to provide quality services at reasonable rates.

Three wars, combined with 12 years of internationally imposed sanctions, resulted in a rapid breakdown and deterioration of services. The situation has worsened after the war and sanitary conditions in many cities and villages are deplorable. Basic services such as sewage, garbage collection and disposal are severely strained. UN-HABITAT's rapid assessment teams found huge piles of garbage at every corner and flood of sewerage in most Governorates.

In response to a request from the Local Authorities, and subsequent needs assessment, UN-HABITAT plans to launch a community-based initiative to deal with solid waste problems in the Al Haiyaniyah and Al Qobla neighbourhoods of Basra City. Local households will be motivated to pay for door-to-door waste collection services which will result in a significantly cleaner neighbourhood where drains are no longer blocked with waste and the problems of water logging and mosquitoes will be reduced. This initiative may be replicated in the other districts of Basra as well as in other cities.

The Project Objectives are:

- To gain a strategic understanding of the urban waste and sanitation situation and to identify a range of appropriate options suitable for communities who are willing to share costs and participate in the management process;
- To make an assessment of social and economic prerequisites and institutional changes needed to incorporate the partnership approach in municipal service delivery;
- To identify ways in which municipal authorities can link up with community management of solid waste;
- To provide employment opportunities and introduce income generation activities;
- To identify the potential to scale up from the pilot project to a larger investment in urban waste management.

Project Activities:

UN-HABITAT in co-operation with municipalities will utilise a participatory approach focusing on community participation for improving neighbourhood environments, which will:

- Reactivate the local municipality traditionally in charge of the solid waste services and increase its administrative and technical capacity to reduce health hazards caused by inadequate waste collection and disposal systems.
- Provide a rapid cleanup of the waste in order to stop its built up in the target area;
- Build awareness among the stakeholders and develop safe solid waste management practices;
- Develop a solid waste management programme.

Project Summary:

Project title	Immediate measures for solid waste management in affected urban districts of Basra
Sector	Shelter
Objective	Emergency provision of solid waste collection and disposal in urban districts of Basra
Targeted Beneficiaries	Urban population, municipalities
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	6 months
Funds Requested	US\$ 2,500,000

B.2 Community-based Infrastructure Rehabilitation Programme

For the past thirty years conflict and oppression hampered social development in Iraq. The effects of social disintegration are visible at community level and in the deficient municipal structures as well as the weakened and damaged infrastructure incapable of meeting growing demand.

Under the “Neighbourhood Rehabilitation Project”, UN-HABITAT has been delivering since 1999 humanitarian assistance in selected neighbourhoods of Baghdad, namely: Al-Noor City (ex:Al-Shulla) residential area, Al-Habibia residential complex, and, Al-Talibia residential complex. Consequently, there is a deep understanding of the remaining needs, and new issues resulting from recent events in Iraq.

The main feeder water pipes have suffered large numbers of breaks which due to a lack of maintenance has led to a reduction in the performance capacity of the water supply system. Sewage pumping stations have ceased to operate and flooding has occurred causing an increase in water-borne diseases. Collection of an estimated amount of 30 tons of refuse in each neighbourhood has been drastically reduced due to poor maintenance of the refuse collection equipment (primarily compactor trucks), lack of necessary spare parts, and acute shortage of labour.

The severe deterioration of the municipal capacity for delivering adequate services has impacted negatively on the sanitary infrastructure leading to environmental degradation and increased health hazards. The activities carried out under this project aim to bridge the gap between emergency relief and long-term development by undertaking immediate activities repairing physical infrastructure aimed at integrating community with municipal management of services.

The Project Objectives are:

To raise the standard of living and reduce health risk in the selected areas while seeking to prevent future crises by enhancing the concept of community participation, in particular by promoting the role of women, in environmental and municipal management.

Project Activities:

- Raising general public awareness of environmental issues through training, information sharing and public media;
- Overcoming the poor management of municipal services to ensure minimisation of threats posing serious health hazards;
- Increasing employment by recruiting and deploying unskilled workers for short- term work assisting infrastructure repair and upgrading projects (water and sewerage), and clean up programmes;

Summary:

Project Title	Community based infrastructure rehabilitation programme in the Al-Noor City (ex Al-Shulla) and Al-Habibia and Al-Talibia areas of Baghdad
Sector	Shelter, Water and sanitation, Governance
Objective	Emergency provision of water supply, rehabilitation of sewage system and social infrastructure in Al-Noor City (ex Al-Shulla) and Al-Habibia and Al-Talibia sub districts of Baghdad
Targeted Beneficiaries	Urban population, municipalities
Implementing Partners	OCPA, other UN Agencies and, Local Authorities
Project Duration	12 months
Funds Requested	US\$ 1,500,000

B.3 Capacity Building of Municipal Planning

Preparation of urban plans has always been a top-down process in Iraq, and most stakeholders – non-governmental and community-based organisations, women’s groups, citizens have not engaged with government in a constructive manner.

The reconstitution of urban plans destroyed or lost during the recent war and the provision of technical assistance initiatives to develop a comprehensive strategic plan and the provision of GIS related capacity in municipalities in Baghdad was identified as a high priority. The pertinent request was made in a meeting between UN-HABITAT-Baghdad and Mr Rakan Al-Alaf, (Director General (DG) for Municipalities), Said Sakar, DG Water and Sanitation), Mr Raid al Wazer, (DG Urban Planning) Mr Percy Stanley, (CPA Senior Advisor, MOPW), Mr Michael Mutter, (CPA Senior Advisor, MOPW) and Mr Tony Conlay, (CPA /DIFD, MOPW).

The Project Objectives are:

- To support municipal urban planners through comprehensive training in GIS based urban planning, and spatial planning through preparation of Strategic Urban Development Plans and establishment of effective systems of in-service support to guide socio-economic analyses, initiate stakeholder participation, and establish development goals and priorities.

Project Activities:

The main components of the capacity building at municipal level should lead to an inclusive¹³ spatial planning and participatory governance mechanism in Iraq.

- Institutionalisation of multi-disciplinary Municipal Planning Teams (MPTs) as the mechanism for preparation of Municipal and Urban Plans;
- Training for municipal planners and MPTs to understand the provisions of spatial planning, especially the different types of plans to be prepared, their structure and content;
- Support to MPTs during the process of preparation of Municipal and Urban Development Plans;
- Training of MPT members in GIS based planning and concepts of Urban Information Systems;
- Facilitation of Municipal Strategic Development Plans (MSDPs), including narrative and spatial components, with a view to ensure inter-sectoral integration, participation and inclusiveness;
- Facilitation of Strategic Urban Development Plans (SUDPs), including narrative and spatial components, ensuring participation of stakeholders, and technical inputs as and when required;
- Supporting the development and implementation of area and/or sector based action plans through participatory processes.

Summary:

Project Title	Capacity building for municipal planning offices in all governorates’ capital cities
Sector	Governance, Water and sanitation, Shelter
Objective	Provide technical assistance and build capacity of urban planning offices of major municipalities in Iraq
Targeted Beneficiaries	Municipalities, urban population
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations, Local Authorities
Project Duration	12 months
Funds Requested	US\$ 5,200,000

¹³ The good governance concept of “inclusive spatial planning” promotes the maximum participation of all stakeholders, men and women, in all phases of planning (village, urban, municipal and nation-wide).

C Local Governance

C.1 Capacity Building for Local Communities

To improve the quality of life in communities, UN-HABITAT plans to provide block grants for the implementation of small-scale projects such as the repair of schools or clinics, improving water supply or road repairs. Each community will be eligible to access a block grant of up to USD 20,000 for the implementation of community-oriented projects in co-ordination of the Ministry of Public works and the Municipal Authority. The programme will co-ordinate its activities with NGOs and local community structures to act as implementing partners; working with communities to identify needs and prepare project proposals through a community action planning process.

The concept proposal was discussed at community level and some neighbourhoods were identified in Baghdad to test the scheme. The City authority seemed most receptive to innovative ideas. The presence of a motivated community, who could lead the project activities, further encouraged UN-HABITAT to include the project into its portfolio. Further, the problems and complexities of urban management in Baghdad are representative of those faced by towns and cities throughout Iraq, hence replication of this approach may be undertaken following this pilot project.

The Project Objectives are:

To establish new relationships between public and private sectors as well as between central and local governments by investing in small scale rehabilitation and improvement projects.

Project Activities:

The implementation will include the following steps:

- Mobilise community organisations through consultative meetings to select priority areas and initiate a community council (if no structure is in place);
- Stimulate the community to elaborate needs as prioritised above;
- Provide technical assistance establishing appropriate decision making and operational mechanisms in co-ordination with the municipalities;
- Identification of specific projects and set up of guidelines for the implementation, the operational follow up and the maintenance of projects undertaken;
- Assessment of training needs and employment opportunities for community members;
- Execution of the project work (employment opportunities and income generation).

Summary:

Project title	Capacity building for local communities in Baghdad
Sector	Shelter
Objective	Development of strategies to enable local communities to undertake the task of rebuilding their environment
Targeted Beneficiaries	Local governments, municipalities
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	6 months
Funds Requested	US\$ 4,000,000

C.2 Neighborhood Rehabilitation Project

In most Governorates urban water supply and sanitation, roads and storm water drainage, solid waste management, power distribution, street lighting and social facilities are tremendously insufficient and existing infrastructure and services are in urgent need of repair. What has escaped destruction and vandalism operates at depleted capacity due to neglect and the absence of regular maintenance.

Public and private buildings such as bazaars, municipal offices, schools and clinics, industries and workshops have been destroyed or lie severely damaged and looted of all tools and equipment. This situation compromises urban economies and the majority of people consequently have limited or no income and rely solely on humanitarian support.

UN-HABITAT teams have made a rapid needs and damages assessment in Al Mahmoon sub district and in Karadah Municipality for Al Wihda community and area comprising about 1,700 houses and a population of some 10,000. The nature of the problems identified during the observation include; damaged water supply pipes, poor and unsafe condition of buildings, sewage system overflowing, garbage collection and disposal, and lack of a suitable safe playground for children.

Building on UN-HABITAT's successful implementation of the Neighbourhood Improvement Programme, in four areas of Baghdad city lessons learned would be utilised in attending to the immediate sewerage and solid waste management problems in Al Wihda in the same manner.

The Project Objectives are:

To facilitate entrepreneurial development by rehabilitating community infrastructure and services in the neighbourhoods with support from the community of Al Wihda, Baghdad.

Project Activities:

The project will entail the co-operation of the students of the University of Technology that are following the capacity training courses in carpentry, electrical and plumbing works, and other crafts and the municipality that will provide the specific equipment and tools needed for the sewage and water network repair. The Municipality will also facilitate the issuance of Building Permits and expedite all procedures.

The proposal can easily be duplicated in other neighbourhoods based on the same concept. The duplication of this process could extend the project to a medium and long-term stage and increase the community self reliance and governance.

Summary:

Project Title	<i>Neighborhood Rehabilitation Project</i>
Sector	Shelter, Water and Sanitation, Governance
Objective	Emergency provision of clear water and sewage system in Al Mahmoon and in Karadah Municipality of Baghdad
Targeted Beneficiaries	Urban population, municipalities
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations, Local Authorities
Project Duration	12 months
Funds Requested	US\$ 2,000,000

C.3 Promotion and Protection of Property Rights: Property Restitution in Iraq

UN-HABITAT supports and promotes housing and property restitution¹⁴ policies and practice through its Global Campaigns for Secure Tenure and Urban Governance.

The project objective is to:

Develop, and implement institutional capacity to restore lost property rights for all Iraqis who lost them through discrimination, confiscation and usurpation, by building capacity of municipal authorities and staff who will be dealing with property restitution issues focussing on:

- Forcefully evicted Kurdish people during the Arabisation Campaign
- Forcefully evicted Arabs by Kurds following the recent war
- Forcefully evicted people due to increased rent after the former regime.
- Forcefully evicted people due to former government confiscating their properties
- Dispossessed families of their inheritance rights
- Third Country Nationals (TCNs)

Project activities

1. Support and advice to Ministries of Justice and Housing related to property restitution;
2. Conduct a national inventory in the 18 Governorates, indicating the number and location of vacant and abandoned private state and socially owned properties.
3. Advocate for the individual/community property rights with local and traditional leaders.
4. Supervise the utilisation of the rental of such properties on a temporary basis for humanitarian purposes, through administrative mechanisms and public awareness initiatives;
5. Introduce a temporary mechanisms to assist people who have lost their property documents;
6. Conduct research on appropriate policies and legislation with national & local government;
7. Strengthen the capacity of national and local public institutions (national and local leaders) for efficient management of land and housing for the urban poor with particular attention to the following issues:
 - Different forms of tenure and property transfer practices
 - Land and housing market characteristics
 - Security of tenure and enhancement of living conditions in poor neighbourhoods
 - Forced evictions
 - Women's equal ownership rights through inheritance
 - Equitable access to housing credit
 - Women's equal participation in decision making
 - Regularisation practices and property restitution

Summary:

Project Title	Promotion and Protection of Property Rights: Property Restitution in Iraq
Sector	Shelter
Objective	Restore lost property rights for all Iraqi who lost them through discrimination, confiscation and usurpation
Targeted Beneficiaries	IDPs and dispossessed
Implementing Partners	OCPA, UN Agencies, Humanitarian Organisations, Local Authorities
Project Duration	12 months
Funds Requested	US\$ 2,070,000

¹⁴ In 2000-3, UN-HABITAT developed and implemented the Housing and Property Directorate and Claims Commission on behalf of the UN Interim Administration Mission in Kosovo (UNMIK) which has to date settled thousands of residential property disputes resulting from usurpation, ethnically related eviction, and informal trades.

D Revitalization of Government and Public Institutions

D.1, D. 2 Quick Rehabilitation of Polytechnic Institutions in Zafaraniyah and Basra

The Technical Education Committee oversees polytechnics in Iraq, including twenty-seven technical institutes and nine technical colleges. The overall capacity of all polytechnics in Iraq is 73,000 students. The Zafaraniyah Polytechnic in Baghdad and the Basra Technical Institute are under the authority of the Commission for Technical Education of the Ministry of Education (formerly Ministry of Higher Education and Scientific Research) who have been directly involved in this project design. Their role is to turn out graduates in several fields including engineering, management, and information technology. There is however, a current deficit in skilled technicians to undertake structural analysis and remedial engineering for the large number of deteriorated and war-damaged buildings throughout Iraq.

At both institutions, buildings were damaged, and laboratory equipment was looted. Consequently, students lack suitable facilities for educational support and training. In partnership with UNESCO a curriculum support programme will be put in place. It will provide modern schooling and support facilities in order to develop the potential of every student. However efforts from UN-HABITAT will in particular focus on emergency and disaster based physical engineering as a first measure in producing qualified technicians.

The Project Objective is:

To ensure up-scaled training of young professionals in immediate needs related to structural analysis and remedial engineering, facilities for training will be rehabilitated and refurbished.

Project Activities:

- Assessment and design of rehabilitation measures for Zafaraniyah and Basra Technical Institutes;
- Step-by-step development of the curriculum starting with training modules in:
 - Structural damage analysis; assay and quantification methods; construction management and, retrofitting techniques;
 - Preparation and implementation of combined in-class and in-field training;
 - Classification and certification for reconstruction technicians.
- Rehabilitation of buildings in both institutes;
- Procurement and commissioning of new laboratory and testing equipment and furnishings.
-

Summary D1

Project Title	Quick Rehabilitation of Polytechnic Institution in Zafaraniyah
Sector	Shelter
Objective	Increasing technical capacity within Iraq for emergency engineering
Targeted Beneficiaries	Students in Baghdad
Implementing Partners	OCPA, UNESCO, other UN Agencies
Project Duration	10 months
Funds Requested	US\$ 6,000,000

Summary D2

Project Title	Quick Rehabilitation of Polytechnic Institution in Basra
Sector	Shelter
Objective	Increasing technical capacity within Iraq for emergency engineering
Targeted Beneficiaries	Students in Basra
Implementing Partners	OCPA, UNESCO, other UN Agencies
Project Duration	8 months
Funds Requested	US\$ 5,000,000

D.3 Essential Capacity Building of a Technical Institution in Baghdad

The current generation of engineers in Iraq acquired their basic degrees under the socialist Ba'ath system of education that exists in Iraq. Consistent with current engineering and technical practice outside of Iraq, and the new global socio-economic realities, there is a need for a modernisation of engineering training and practice in Iraq.

The process of re-orienting technical practitioners in Iraq will combine elements of overall curriculum development, practical field experience, and re-association of technical learning institutions with counterparts outside of Iraq to ensure that that future practitioners will be well-versed in concepts and principles of modern engineering.

As above however, there is a need to ensure that both facilities and equipment accompany appropriate curriculum and networking development to avail every opportunity for rapid transition into a new academic and technical capacity production in Iraq.

The Project Objective is:

The immediate objective is to improve the learning environment and contribute to upgrade the institutional curriculum. In particular students will be trained on modern damage assessment techniques in order to participate in the physical reconstruction of Iraq.

Project Activities:

- Assessment and design of rehabilitation measures for Baghdad University;
- Step-by-step development of the curriculum starting with training modules in:
 - Structural damage analysis; assay and quantification methods; construction management and, retrofitting techniques;
 - Preparation and implementation of combined in-class and in-field training;
 - Classification and certification for reconstruction technicians.
- Rehabilitation of buildings in the University Campus;
- Procurement and commissioning of new laboratory and testing equipment and furnishings;
- Establishing linkages with technical and engineering schools and professional associations outside of Iraq.

Summary:

Project Title	Essential Capacity Building of a Technical Institution in Baghdad
Sector	Shelter
Objective	Provision of support the students to facilitate emergency rehabilitation of shelter and infrastructure
Targeted Beneficiaries	Students in Baghdad
Implementing Partners	OCPA, other UN Agencies, Humanitarian Organisations and professional associations
Project Duration	6 months
Funds Requested	US\$ 300,000

D.4 Rehabilitation of Scientific Departments University of Technology

The University of Technology, Al Sina'a Street, City of Baghdad falls under the Ministry of Education (formerly Ministry of Higher Education and Scientific Research). The complex was damaged during the war by looters. With limited modern capacity in engineering practice the Ministry has prioritised immediate rehabilitation of University facilities.

In co-ordination with the Deputy President of the University of Technology Dr. Kregor, and after direct assessment of the University Complex, the priority for immediate measures has been determined as rehabilitation of (a) Electrical engineering department and (b) Productivity and Mineral Engineering Department.

The Electrical Engineering Department consists of a four-storey block for an estimated area of 15,000 m² and has 750 students and 45 staff. The Productivity and Mineral Engineering Department consists of a two-story building for an estimated area of 5,500 m² with 550 students and 35 staff. During the assessment, a technical team from the departments provided support and assistance.

The Project Objective is:

Increasing capacity for the University of Technology in Baghdad to train young professionals in disciplines of Electrical Engineering and Productivity and Mineral Engineering.

Project Activities:

- Assessment and design of rehabilitation measures for University of Technology in Baghdad;
- Rehabilitation of Electrical, and Productivity and Mineral Engineering buildings on the University Campus;
- Procurement and commissioning of equipment and furnishings;
- Establishing linkages with technical and engineering schools and professional associations outside of Iraq.

Summary:

Project title	Rehabilitation of Scientific Departments in University of Technology, Baghdad
Sector	Shelter
Objective	Emergency rehabilitation of educational facilities and provision of educational equipment and support services
Targeted Beneficiaries	Student population, municipalities
Implementing Partners	OCPA, other UN Agencies, Humanitarian Organisations and professional associations
Project Duration	6 months
Funds Requested	US\$ 1,600,000

D.5, D.6 Repair and Rehabilitation of Schools in Rusafa District of Baghdad, Basra, Samawa Nasiriya, and Amarra

The Ministry of Education has divided Baghdad into four sectors. The meeting with the Director General of Education in Rusafa 1, eastern side of Baghdad, provided a comprehensive picture of the level of damage inflicted on the schools in Baghdad during and after the war. A survey was carried out in three districts of Rusafa 1 section: (a) Rusafa Centre, (b) Al-Adhamia District (c) Al-Thawra City.

Additionally, UN-HABITAT carried out assessments in Basra, Nassiriya, Ammara and in Samawa. The assessments show that the damages caused directly by the war to private houses, and health facilities are limited. However, a number of public facilities have been looted and burned and need to be rehabilitated immediately.

Schools in all locations have been looted, burned or damaged during the war, rendering them incapable of accommodating pupils and students this year and probably also the coming year. UN-HABITAT has collected information on the schools affected and categorised them according to the types of damages..

The Project Objectives are:

To assist reconstruction efforts by all agencies to provide suitable learning environments, by rehabilitating premises for students returning to schools in Baghdad, Basra, Nassiriya, Ammara and Samawa.

Project Activities:

The rehabilitation plan includes re-plastering of walls, installation of window glass and light fixtures, water tanks, and lavatory facilities and supply of school furniture. This will be done in 16 kindergartens and 10 primary/secondary schools in Adhamia district; and, 271 schools in Basra AoR including; 78 in Basra, 79 in Nassiriya, 65 in Samawa and 49 in Ammara.

Summary D5

Project Title	Repair and Rehabilitation of Schools in Rusafa, Baghdad
Sector	Shelter
Objective	Provision of emergency rehabilitation and support to the students
Targeted Beneficiaries	Students in primary and secondary schools of Baghdad
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	6 months
Funds Requested	US\$ 1,500,000

Summary D6

Project Title	Rehabilitation of Schools in Basrah, Samawa, Nasiriya, and Amarra
Sector	Shelter
Objective	Provision of emergency rehabilitation and support to the students
Targeted Beneficiaries	Students in primary and secondary schools of Basra AoR
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	6 months
Funds Requested	US\$ 6,000,000

D.7 Rehabilitation of the Ministry of Housing and Reconstruction

War and consequent looting have been the cause of damages to many public buildings and infrastructure in Iraq. UN-HABITAT has carried out a rapid assessment of the damages of buildings and infrastructure in most districts of Baghdad. This project proposal focuses on the rehabilitation of: (a) MOHR building; and, (b) the Al-Idrisi Center for Engineering Consulting, both key facilities for the co-ordination of longer term reconstruction efforts in Iraq.

The MOHR complex comprises two buildings: the main Ministry building, which consists of six stories and the four stories Al-Idrisi Center. The floor area per story is approximately 1600 m² for the main building while the annex buildings cover an area of 520 m².

The buildings have been looted and burnt. All the finishing work was severely damaged, and the high temperature of the blaze might also have damaged the structure.

The Government intends to restore the buildings of the Ministry of Housing and Reconstruction along the Idrisi Design Centre. Those buildings are located close to Baghdad centre, in al-Karkh Centre District in the area known as Alawi Al-Hilla opposite to The National Museum.

The Project Objective is:

To assist the Iraqi Ministry of Housing and Reconstruction in providing suitable premises for operations and co-ordination of reconstruction efforts in Iraq

Project Activities:

The implementation will include the following:

- Non-destructive tests to verify the safety of the structure and/or to assess the degree of the damage to the structural components;
- Civil works, including eventual structural strengthening works as required by the assessment;
- Finishing works to restore the building to its original conditions and provide energy saving features;
- Mechanical works: including air-conditioning and heating system, sanitary works, water storage and distribution network;
- Electrical works and services: electrical installations including power back up system, telephone and network connections, elevators and provision of accessibility for the physically challenged, fire alarm and fire fighting systems.

The intervention will be co-ordinated with UNDP and will provide technical assistance to the MOHR in the preparation of tenders, design, and shop drawings. UN-HABITAT will finalise the project document in conjunction with CPA.

Summary:

Project Title	Rehabilitation of the Ministry of Housing and Reconstruction in Baghdad
Sector	Shelter
Objective	Provision of emergency rehabilitation for the buildings in the MOHR HQ complex
Targeted Beneficiaries	Ministry staff and Iraqi population
Implementing Partners	OCPA, other UN Agencies and Humanitarian Organisations
Project Duration	12 months
Funds Requested	US\$ 6,530,000

D.8 Vocational Training for Skills and Entrepreneurial Development

The effects of wars in Iraq are particularly visible in the high rates of unemployment and under-employment in urban areas (70 to 80 percent). This situation has important implications and constitutes a threat to political stability. Reducing joblessness has been highlighted as a precondition for economic and social recovery. Housing production and infrastructure development in urban areas have high direct labour content which can impact on the gradual formation of private sector capacity in the construction and building materials sector. Given the scale of the needs in the area of housing, infrastructure and services, the construction industry will be one of the major engines for urban economic growth and income generation over the next twenty years.

The most common mode of skill acquisition in Iraq is through enterprise-based training and in the present context refers to training undertaken within small businesses through traditional apprenticeship activities. The advantages of enterprise-based training are that trainees are exposed to the real constraints and challenges faced by and within the small enterprise, and the training is very practical. The inherent risk in enterprise-based training is the possible use of trainees as cheap labour by some employers.

The Project Objective is:

To facilitate the provision of skilled labour to supply the businesses undertaking reconstruction activities in Iraq through the development and implementation of formal vocational skills training

Project Activities:

The programme organise training sessions on the following fields: masonry, carpentry, electrical and plumbing installations, basic surveying and site management. Selected Iraqi experts drawn from both the private and public sector will guide trainees. The training will be supervised by UN-HABITAT staff and will be carried out in conjunction with the technical universities, institutes and the engineering laboratories that will provide the use of their facilities and expertise. The theoretical training can be conducted in the Technical Schools (such as Al-Iskan Technical School in Baghdad), while the practical training will take place on construction sites and in laboratories.

Both the trainees and the lecturers will be paid nominal fees. At the end of each course, the trainees will receive a certificate. Syllabus of each course will be prepared according to the international code specifications and regulations (BS, ACI, and Iraqi Codes).

A strong focus on self-employment through enterprise-based training will offer opportunities to those with entrepreneurial drive to get a training that will effectively help them to set themselves up and succeed on their own. The business perspective must be applied persistently throughout the selection, training and follow-up stages.

Summary:

Project Title	Vocational Training for Skills and Entrepreneurial Development
Sector	Shelter, Governance
Objective	Provision of vocational training for craftsmen and support to small enterprise in urban centres in Iraq and employment generation
Targeted Beneficiaries	Urban population, municipalities
Implementing Partners	OCPA, other UN Agencies and Technical Training organisations
Project Duration	6 months
Funds Requested	US\$ 200,000

