



**FINAL NARRATIVE REPORT
IRFFI/UNDG IRAQ TRUST FUND (UNDG ITF)**

“Capacity Building and Institutional Strengthening of
the Ministry of Municipality and Public Works”

<p>Participating UN Organization(s)</p> <p>UNDP</p>	<p>Sector(s)/Area(s)/Theme(s)</p> <p>C- Governance and Human Development</p>
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<p>Programme/Project Title</p> <p>Capacity Building and Institutional Strengthening of the Ministry of Municipality and Public Works</p>	<p>Programme/Project Number</p> <p>C9-05 00045024</p>
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<p>Programme/Project Budget</p> <table style="width: 100%;"> <tr> <td style="width: 20%;">UNDG ITF:</td> <td>3,018,710 USD</td> </tr> <tr> <td>Govt. Contribution:</td> <td>0 USD</td> </tr> <tr> <td>Agency Core:</td> <td></td> </tr> <tr> <td>Other:</td> <td>0</td> </tr> <tr> <td>TOTAL:</td> <td>3,018,710 USD</td> </tr> </table>	UNDG ITF:	3,018,710 USD	Govt. Contribution:	0 USD	Agency Core:		Other:	0	TOTAL:	3,018,710 USD	<p>Programme/Project Location</p> <p>Region (s): National Coverage</p> <p>Governorate(s): 18 Governorates in Iraq</p> <p>District(s)</p>
UNDG ITF:	3,018,710 USD										
Govt. Contribution:	0 USD										
Agency Core:											
Other:	0										
TOTAL:	3,018,710 USD										

<p>Final Programme/ Project Evaluation</p> <p>Evaluation Done No</p> <p>Evaluation Report Attached No</p>	<p>Programme/Project Timeline/Duration</p> <p>Overall Duration 15 months</p> <p>Original Duration March 2005-May 2006</p> <p>Programme/ Project Extensions Extension until end of March 2008</p>
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Report Formatting Instructions:

- Number all sections and paragraphs as indicated below.
- Format the entire document using the following font: 12point _ Times New Roman & do not use colours.

FINAL NARRATIVE REPORT

I. PURPOSE

- a. Provide a brief introduction to the programme/ project (*one paragraph*)

The project aimed at helping Ministry of Municipality and Public Works (MMPW) in delivering its mandate in an efficient and effective manner in the area of services to the public.

- b. List programme/project outcomes and associated outputs as per the approved Project document.

The overall development objective of this project was to build up the institutional and human resource capacity, at the national and local administrative levels, of the Ministry of Municipalities and Public Works to enable it to guide the reconstruction and the development process of Iraq with the view to help build the institutions that provide fundamental services to Iraqis. The objectives were supporting the MMPW deliver its mandate in an efficient and effective manner in the area of services to the public: water; sanitation; solid waste management and delivery of services at the local administrative level

The Project's key objectives are described as below:

- A capacity building and institutional strengthening framework based on the human development paradigm comprising: i) a human resources development plan; ii) policy development; iii) institutional development; iv) organizational development; v) local administration development (of Governorates); vi) participation/representation development; and vii) community development
 - Capacity building for the leadership role of the executives, senior and mid-level management;
 - Capacity building at the human resource and organizational levels and integration of Information management and information technology;
 - Develop national and local administrative capacity to automate services.
- c. List the UN Assistance Strategy Outcomes, MDGs, Iraq NDS Priorities, ICI benchmarks relevant to the programme/ project

This project aimed at strengthening the institutional, administrative and technical capacity of the Ministry of Municipality and Public Works of Iraq, is considered as an important precondition for sustainable human development. As such, the project addressed one of the priorities of UN intervention and ultimately contributed towards achieving the MDGs in Iraq namely poverty eradication.

- d. List primary implementing partners and stakeholders including key beneficiaries.

UNDP worked with a number of international and national partners in implementing this project:

i) International Partners:

- ESCWA, the Lebanese Center for Policy Studies, TEAM international, as key partners in the implementation of the management skills training, management crisis and strategic planning training, decentralisation of municipal service delivery,

financial management and internal audit, and leadership skills, and gender issues in municipal work.

- UNITAR was also a major partner in the implementation of the pilot initiative to support Iraqi national and local authorities in capacity building of 45 senior managers on decentralization process, strategic planning of local development and services delivery, in addition to facilitating twinning arrangements between Iraqi and regional municipalities.
- The Catalan local authorities were a major partner in the implementation of the training in Barcelona.
- Members of the Decentralized Cooperation network such as Tunisia, Lebanon, and Morocco were also partners in presenting their experiences to Iraqi participants.

National partners

The Ministry of Municipalities and Public Works, Local Councils, service oriented NGOs. The Iraqi Engineering Association was a major partner in the design and execution of the national comprehensive training needs assessment.

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

- a. Report on the key outputs achieved and explain any variance in achieved versus planned results. Who have been the primary beneficiaries and how they were engaged in the programme/ project implementation?

The primary implementation mechanism utilized was Direct Execution (DEX) through sub-contracting and UN implementing partners. UNDP worked with two UN agencies as implementing partners namely UNITAR and UNESCWA which were implementing the Institutional Strengthening component.

- Comprehensive training needs assessment at the national level was conducted to identify the needs and capacities of MMPW and the municipalities. Results were incorporated into the MMPW National Training Plan.
- Fifty senior managers representing MMPW, local councils, and NGOs exposed to decentralization modules in Spain, Lebanon, and Morocco. Principles and examples of de-concentration, decentralization and devolution were introduced, along with methodology for strategic planning of territorial development, and mechanisms of territorial pacts and participative local development.
- Management skills of 160 mid level managers (65 women) at the central and local levels improved through managerial and administrative skills training. In particular, the training modules introduced participants to modern models and concepts of public sector management, with special focus on the delivery of municipal services. The training included: i) new trends in public administration and managing the challenges of globalization, ii) The role of the government and the private sector, iii) Management challenges: concepts, restructuring, organization, iv) Strategic planning and management, v) Change management, vi) Project management, vii) Leadership skills, viii) Communication skills, ix) Time management, x) Building and managing teams, xi) Delegation and empowerment, xii) Information and communication technology, xiii) Human resources management, xiv) Crisis and management.
- Individual and group action plans were prepared by the participants with the support of international experts. The participants were provided with implementation tools, and they reported back on the implementation progress of the action plans in four months.
- Three modules of management of services provision under crisis condition: using the case of water, sanitation and municipal service delivery were conducted for 52 (2 women) senior staff of Iraqi municipalities. The workshop covered a technical module on crisis management; the

main topics covered were: i) defining crisis and vulnerability, ii) management and decentralization under crisis, iii) capacity and vulnerability assessment and possible scenarios analysis, iv) technologies and techniques for service provision during emergency, v) management of resources under crisis, vi) international SPHERE standards in service provision under crisis, vii) conflict resolution skills, viii) negotiation skills and ix) team building and leadership skills.

- Four Strategic Planning workshops were conducted targeting 60 senior and mid managers from MMPW and municipalities at the governorates level, introducing Think Tools.
 - MMPW senior managers trained on business planning, and two business plans were developed for central government and KRG;
 - Practical steps were put in place by UNDP/MMPW in order to improve the impact of the training on the work of the MMPW, and to support behavioural change of the participants once they returned to their work. These steps included the embedding of the training into the workflow of the MMPW through several actions: Debriefing of superiors on what have been learned, and what actions they intended to pursue, e.g. individual and group work plans;
 - Two follow up workshops on progress made towards implementation of action plans prepared by 20 participants during the workshops attended during 2007;
 - Follow up workshop on management of services provision under crisis conditions: the case of water, sanitation and municipal service delivery;
 - Twenty staff from different ministries including MMPW were trained on financial management and internal audit;
 - Training of Trainers on Decentralization of service delivery. Twenty trainers from the MMPW training centers attended;
 - Twenty local council representatives trained on leadership skills and gender issues in Municipal work/service delivery;
 - A Tripartite Review Meeting was held between UNDP/MMPW/ESCWA to review achievements, challenges, lessons learnt, and recommendations for future areas of intervention;
 - The MMPW was engaged in the design, and evaluation of all the capacity building initiated to ensure ownership and sustainability of the activities.
 - As a positive result of this project, and in an effort by MMPW towards decentralization of service delivery, a decree issued by the Ministry that five big municipalities - Karkouk, Najaf, Karbala, Baylon, Wassit – have been detached from the regional tutelage and authorised to deal directly with the Central Directorate of Municipalities in the Ministry of Municipalities and Public Works (MMPW).
- b. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes. Highlight any institutional and/ or behavioural changes amongst beneficiaries at the outcome level.

The outputs implemented during the project's life period contributed to the overall goal of strengthening the development of regions and governorates as well as the framework for inter-governmental fiscal relations. This has been reflected in the achievement of key outputs as outlined below:

- Conducted annual allocations and distributions to governorates; contributed to development management in regions and governorates;
- Improved the quality of life: contributed to human development;
- Developed framework for inter-governmental fiscal relations to ensure efficiency, transparency and equity while maintaining national fiscal integrity;

- Delivered basic services through:
 - Reviewed legislative and regulatory framework to delineate the role of national and sub-national units for basic service provision;
 - Enabled effective and efficient co-ordination between national and sub-national governance units on service delivery with specific regard to the function of planning and service management;
 - Built sub-national information management capacity to improve quality and efficiency of execution;
 - Strengthened regulatory frameworks, institutions and processes of national and local governance.

- c. Explain the overall contribution of the programme/ project/ to the ICI, NDS, MDGs and Iraq UN Assistance Strategy.

As explained in point I.C (above), this project contributed to strengthening the institutional, administrative and technical capacity of the Ministry of Municipality and Public Works of Iraq, which has been considered as an important precondition for sustainable human development. As such, the project addressed one of the priorities of UN intervention and ultimately contributed towards achieving the MDGs in Iraq, namely poverty eradication.

- d. Explain the contribution of key partnerships including national, international, inter-UN agency, CSO or others towards achievement of programme/ project results.

The success of the project led to the earmarking of 6 million USD by the Government of Spain through the TF to a preparatory project in support of Decentralization and Local Governance for Service Delivery which was approved in December 2008.

- e. Highlight the contribution of the programme/ project on cross-cutting issues:

- Were the needs of particularly vulnerable or marginalised groups addressed?

The project considered the Governorates and the Mayoralty of Baghdad as priority. The Minister and the Director General of Human Resources had been strong supporters of women's participation and promotion within the Ministry. The other group within the Ministry was the "blue collar" managers and supervisors in the field; a number of participants was selected from this group.

- How did men and women benefit from the programme/project? How were gender inequalities handled?

As part of the work plan and MOU between UNDP and MMPW, gender representation was clearly specified. More specifically, emphasis had been focused to select female participation from Baghdad and the other 18 Governorates.

Were environmental concerns addressed including environmental impact/risk assessment where relevant?

Environmental issues are part of the MMPW's mandate. The training specifically addressed this issue and indirectly executives and managers were made aware of their responsibilities to address environmental issues in their everyday management conduct.

- Were there any specific issues in relation to the security situation?

The security situation and communications challenges prevented UNDP from having more extensive collaboration with its counterpart team, which would have enabled a more speedy implementation.

Furthermore, another risk was the difficulty in identifying proper participants and obtaining proper travel documents for training programmes, as well as the impact of the security situation on transportation in and out of Iraq.

In light of the challenging security situation and the political instability witnessed in Lebanon, ESCWA, as the implementing agency, was forced to relocate its activities to Jordan which has affected logistical changes, required further preparation and incurring additional expenses.

- Did the project contribute to employment generation (gender disaggregated)

The project created employment indirectly through sub-contracting some activities to Iraqi companies. The project ensured the direct and full participation of both men and women in strategic planning, needs assessments, meetings and workshops, in addition to specific workshop on Leadership Skills and Gender Issues in Municipal Work/Service Delivery.

- f. Provide an assessment of the programme/ project based on performance indicators as per approved project document using the template in Section IV.

Please review section IV

III. EVALUATION & LESSONS LEARNED

- a. Report on any assessments, evaluations or studies undertaken relating to the programme/ project and how they were used during implementation. Has there been a final project evaluation and what are the key findings? Provide reasons if no evaluation of the programme/ project have been done yet?

Monitoring of the activities was done through evaluation of quarterly and final reports, participant evaluation forms, quality review of documents submitted by partner Ministries and oversight of budgets. Comprehensive training needs assessment was conducted at the national level for the MMPW, and Tripartite Review Meetings were conducted every six months, a final TPR meeting was conducted upon completion of the project activities. The TNA report was shared and discussed with all UN agencies.

- b. Indicate key constraints including delays (if any) during programme/ project implementation

This point is elaborated above under point II .e

- c. Report key lessons learned that would facilitate future programme design and implementation. Trying to implant international models into the Iraqi reality was premature, and local governance models developed in the region may be more acceptable, but still need to be locally adapted.

The roles and responsibilities among the various institutional actors working on service delivery at the central and local levels were not well established or understood due to the absence of legal framework. However, an adoption of a legal framework would be beneficial to clarify roles & responsibilities.

The engagement of a national experienced partner with multidisciplinary expertise, that was able to visit the municipalities to conduct extensive consultations, led to the identification of the training needs of the MMPW and the municipalities in the 18 governorates.

Several informative comments were made by the participants regarding the problems they faced during service provisions under crisis. Some of these problems were:

- Bureaucracy in the administrations which delayed or obstructed quick decision making;
- Uncoordinated instructions between central ministries and local authorities at governorate level;
- Security situation which limited access in the field and hindered transport of personnel and goods;
- Lack of available financial resources to support adequate response during crisis;
- Expansion of urban area horizontally rather than vertically requiring the expansion of the services' networks (pipes) instead of utilizing the available networks thus incurring significant cost;
- The deteriorated condition of key infrastructures which has been compounded recently for lack of maintenance;
- The incompetence or lack of experience of newly recruited technical staff.

IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
<p>IP Outcomes: Equip decision makers of MMPW with modern management tools and techniques required for their level and positions; Equip local administrators of 18 Governorates with modern tools and techniques required for their positions; Help managers make use of information technology to deliver services to Iraqis.</p>							
IP Outputs	Indicators						
One 2 weeks training program for the executive staff	Timely condition of courses to 3 levels	150 senior managers trained				Pre and post evaluation reports	
One 2 weeks training of trainers	Timely delivery and training of 360 staff on information technology	90 mid-level trained 20 TOT				Monitoring of programme activities during implementation	
One 2 weeks program for the mid-level management staff	All training programs are implemented within allocated budget	360 technical staff trained					
One 2 weeks program for local administrators of 18 Governorates	Project Management meets UNDP	50 % increase in women					

information technology to 360 staff 50 computers distributed to staff	standards	participation					
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