



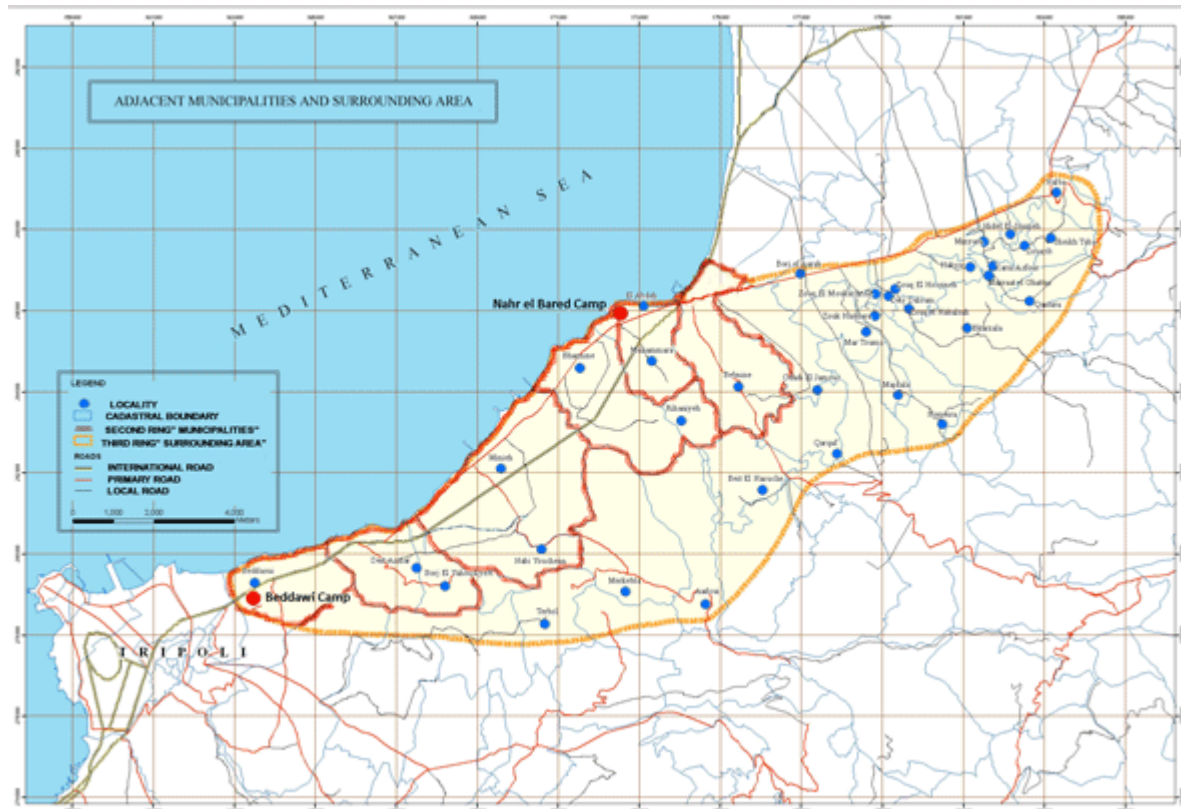
# **Foundation of Local Governance in Municipalities in Akkar**

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# UN-HABITAT & UNDP Municipal Capacity Building Program in the 2<sup>nd</sup> Ring Municipalities



# Context

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- The content of this presentation is part of a joint UNDP and UN-HABITAT project “*Building Capacity of Local Elected Leaders: Enhancing Recovery of Nahr El Bared Surrounding Communities*” (initiated in October 2008 and ended in May 2009).
- This intervention was part of the comprehensive project “*Early Recovery of Nahr El Bared Surrounding Municipalities*” which was funded by the Italian Cooperation and implemented by UNDP.
- The presentation shall shed the light on the the main findings & lessons learnt from this pilot experience and to examine possibilities to replicate it to cover the third municipalities

# The Second Ring Municipalities: Main Findings of the Rapid Assessment

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## Human Resources:

- a. Municipalities operate with very limited human resources often relying on minimally qualified personnel or reducing service provision because of staff shortage.
- b. Very often, municipalities resort to daily workers and contractual staff (e.g. Muhammara Municipality)

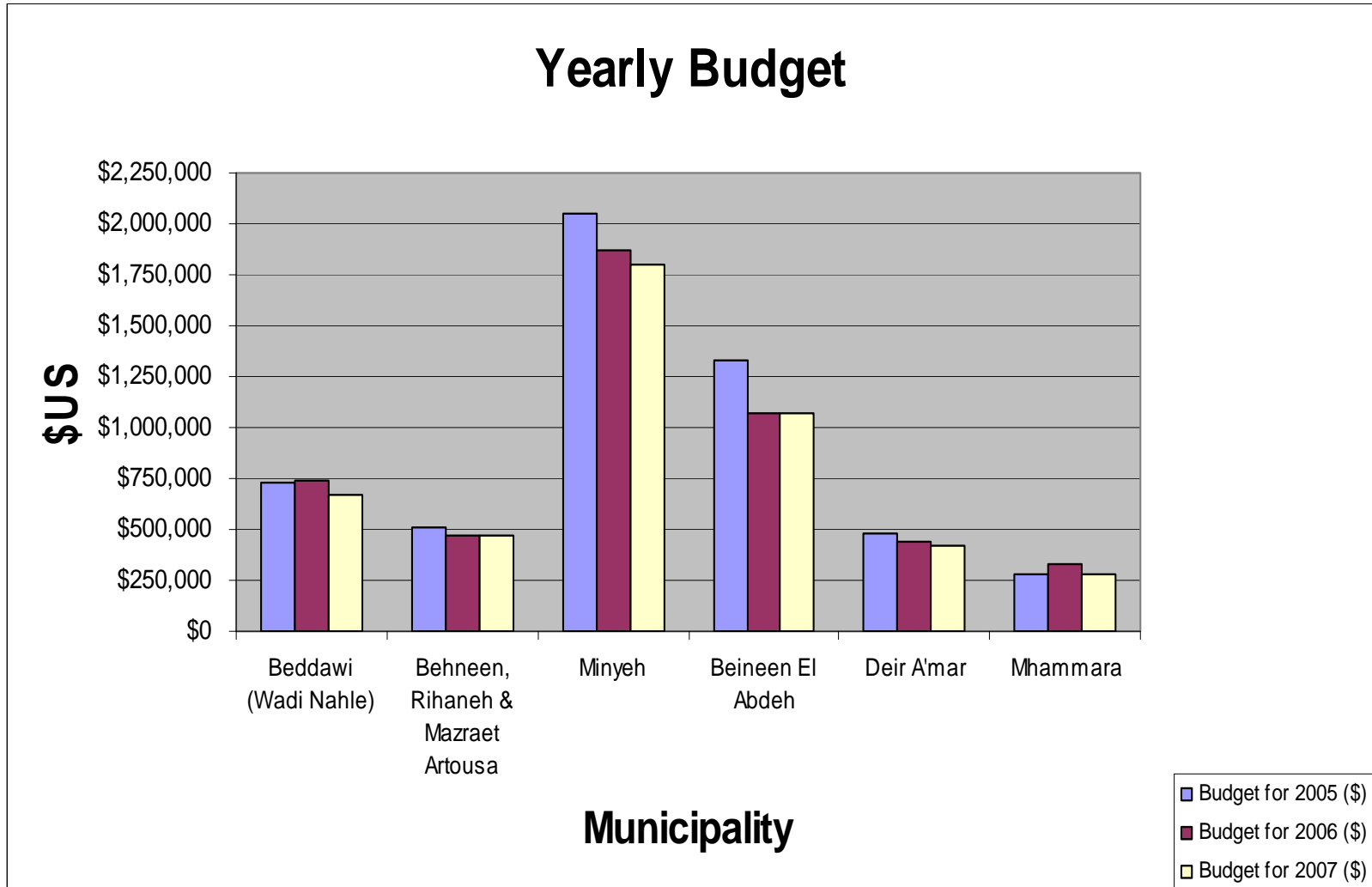
Full Time Municipal Staff	Municipality					
	Beddawi (Wadi Nahle)	Behneen, Rihaneh & Mazraet Artousa	Minyeh	Bebneen El Abdeh	Deir Amar	Muhammara
Treasurer	1	0	0	0	1	0
Secretariat	1	1	1	1	1	0
Policeman	4	1	8	1	2	0
Tax Collection Officer	2	0	2	0	0	0
Workers	9	0	0	0	0	0
<b>Total</b>	<b>17</b>	<b>2</b>	<b>11</b>	<b>2</b>	<b>4</b>	<b>0</b>

Contractual Staff		Municipality					
		Beddawi (Wadi Nahle)	Behneen, Rihaneh & Mazraet Artousa	Minyeh	Bebneen El Abdeh	Deir A'mar	Mhammara
Daily Workers	Auditing	0	0	2	0	0	0
	Varied Workers	13	0	30	0	0	0
	Cleaning & Sanitation	0	0	0	14	9	5
	Emergency	0	0	0	4	0	0
	Construction Workers	0	0	0	10	0	0
Contract Workers	Public Services	0	0	0	3	0	0
	Driver	0	0	0	0	3	0
	Treasurer	0	0	0	0	0	1
	Tax Collection	0	0	0	0	0	1
	Agricultural Workers	0	0	0	0	3	0
<b>Total # Contractual Staff</b>		<b>13</b>	<b>0</b>	<b>32</b>	<b>31</b>	<b>15</b>	<b>7</b>

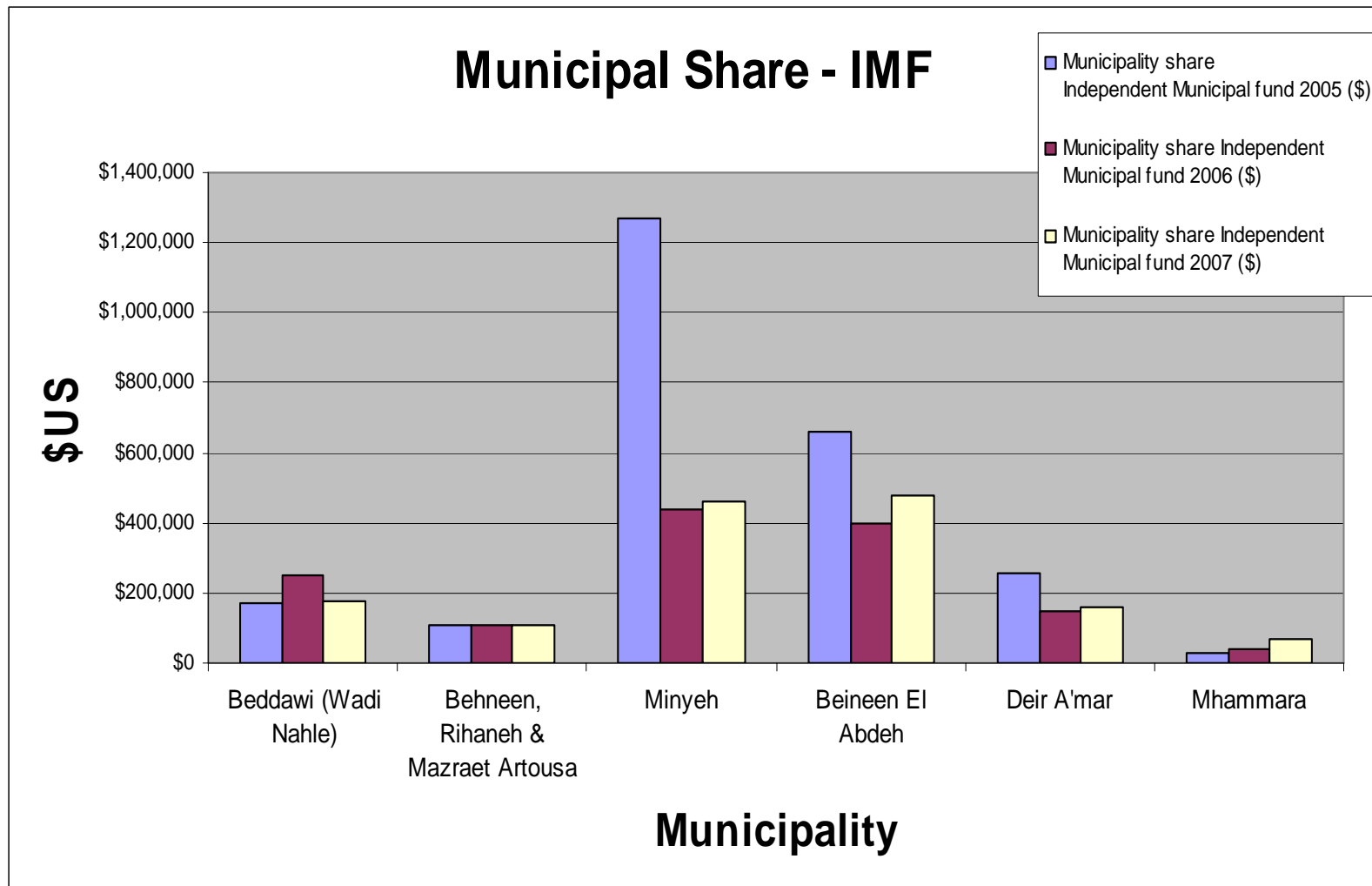
## Financial Resources:

- a. *Municipal expenses* are in two key sectors: 1) Compensations, salaries and municipal administrative running costs, and 2) Construction works and infrastructure maintenance.
- b. The major *sources of revenues* are through various forms of taxation. Hence, this indicates that the municipalities receive the bulk of their resources from highly un-predictable sources, mainly local residents who are significantly affected by the economic situation.
- c. *Revenues from the central government*: inconsistency and inadequate budgetary support from the Independent Municipal Fund

A decreasing annual budget over the past three years as a result of economic and security related instability.



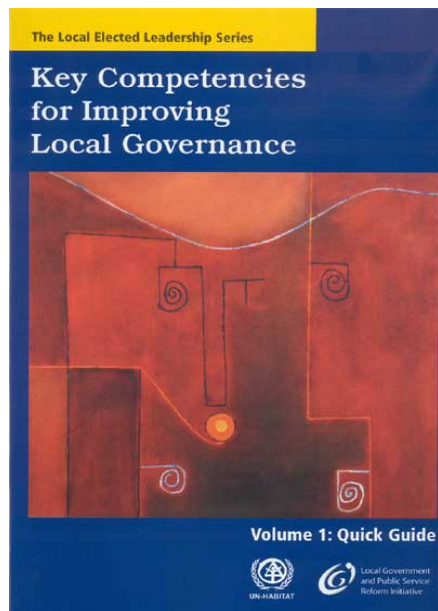
A decreasing size of revenue distributed (with delays in disbursements) by the Independent Municipal Fund, a major source of revenue to the majority of municipalities.



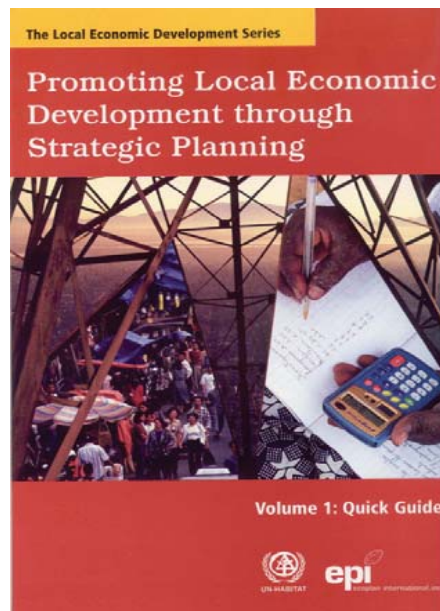
# UN-HABITAT-UNDP Municipal Capacity Building: An Enabling Process

- Objective: To enhance the capacities of municipal elected members, municipal staff and NGOs representatives to act as effective development partners and be able to:
  - ✓ Contribute to conflict resolution,
  - ✓ Undertake efficient decision-making,
  - ✓ Provide better municipal governance,
  - ✓ Engage their communities through participatory approaches and;
  - ✓ Build networks among key local governance actors in the six towns
- Target Beneficiaries: the six municipalities of Beddawi, Bhannin, Minyeh, Bebnine, Deir Amar and Muhammara

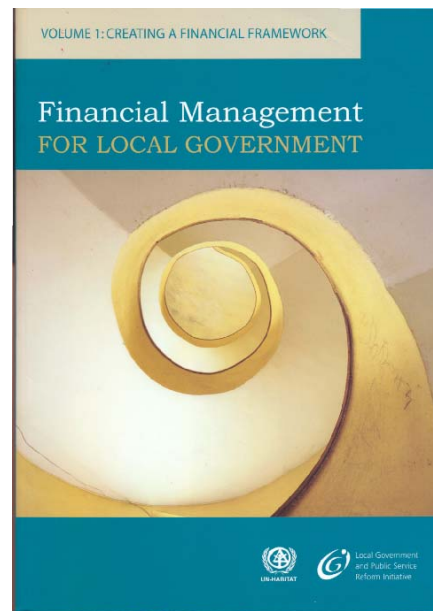
# Capacity Building through Training & Field Coaching



Representation,  
communication,  
overseeing &  
leadership



Strategic planning  
concepts  
techniques & tools



Procurement,  
tendering, bidding,  
budget  
preparation &  
monitoring,  
financial reporting



# Profiling the 3<sup>rd</sup> Ring Municipalities: Overview

- The “third ring municipalities” comprise 20 municipalities (re: Vienna Document).
- The majority of these municipalities are small in size (members of the municipal councils vary between 9 and 12 members, i.e. population between 2,000 and 4,000).
- 10 out of the 20 municipalities are members in two unions of municipalities:
  - ✓ Al Shaft UoM and includes 7 municipalities: Minyara, Zouarib, Sheikh Taba, Jdeidet el Joume, Halba, Qantara, Karam Asfour/Beit Ghattas.
  - ✓ Wasat el Sahel UoM it includes Majdala, Mar Touma, Qaraf (inactive union although it is officially established)

# A Proposed Integrated Approach to Capacity Building in 3rd Ring Municipalities

## Background

- Past experiences demonstrated that post crisis support should be seen as an opportunity to re-think past development practices and improve the sustainability of human settlements development.
- Local governments in fragile post-crisis environs have the primary role to play in improving the lives and conditions of the poor.
- The NBC post crisis recovery and reconstruction phases have placed Akkar on the priority agenda of several donor agencies.
- A number of municipalities in Akkar Caza, including the 3<sup>rd</sup> ring municipalities, are receiving an unprecedented support from various bilateral and multilateral agencies (UN, USAID, WB, EC, KF, Italian Cooperation, GTZ and others).

# A Proposed Integrated Approach to Capacity Building in 3rd Ring Municipalities

## Current Challenges

- The municipal elections due in 2010 and consequently the need to ensure the sustainability of funded interventions after the termination of the cycle of the current elected municipal councils. Handing over of these interventions to the new elected councils (June 2010) should be properly carried out by the current elected municipal councils.
- The current funding trends are “temporary”. Alternatives for financial resource mobilization should be thoroughly examined to continue investing in the development of the region after the withdrawal of concerned donors.
- The need to enhance coordination among municipalities.
- The majority of the municipalities do not have development plans that determine the vision, objectives, strategies and corresponding work plans.

# A Proposed Integrated Approach to Capacity Building in 3rd Ring Municipalities

## Opportunities

- The existence of the National Master Plan, which can be used as one of the key documents that could assist municipalities in local planning.
- Huge influx of donor agencies and funds to alleviate the negative impacts of the Nahr el Bared conflict.
- The existence of two unions of municipalities, if empowered, could represent a level of intervention for better coordination, planning and monitoring of on-going and future actions.

# A Proposed Integrated Approach to Capacity Building in 3<sup>rd</sup> Ring Municipalities

## Union of Municipalities: An Entry Point

The municipal capacity building action is proposed to be implemented at the level of the Union of Municipalities (UoM). This is due to various factors, mainly:

- **Legal factors:** UoM have large prerogatives including carrying out public projects of common utility that are beneficial to the participating municipalities.
- **Policy-related factors:** the Ministry of Interior and Municipalities is encouraging municipalities to form unions or federations. To date, the ministry succeeded in merging 540 municipalities in 41 federations or unions of municipalities.
- **Planning factors:** creating optimal sizes of geographic areas in dealing with issues amenable to economies of scale and magnitude of resources.
- **Financial factors:** Revenues from the IMF & other funding opportunities

# A Proposed Integrated Approach to Capacity Building in 3<sup>rd</sup> Ring Municipalities

## Recommended Actions to Empower Municipalities

### a) From an institutional perspective

- Improve the institutional set up (through capacity building, on-the-job-training and technical assistance) of the existing unions of municipalities to better respond to the development needs of the region.
- Encourage municipalities that are not part of a union of municipalities to a) join existing unions, b) establish new unions or a “collectif”.
- Assist in the activation of the existing Wasat el Sahel union of municipalities

# A Proposed Integrated Approach to Capacity Building in 3<sup>rd</sup> Ring Municipalities

## Recommended Actions to Empower Municipalities

### b) From an operational perspective

- The municipal law (chapter 7, section 2) states that the president of the union is assisted by a team which comprises among others a manager and engineers.
- This team of engineers assist the municipalities member in the unions in various areas, such as: studying building permits applications, preparing tender documents for works and services, developing necessary technical studies, developing plans, studying expropriation...
- Based on this, Unions of municipalities include in their by-laws the establishment of a “technical unit” specifying the needed human resources to make this unit functional.
- The set up of the unit was successfully pilot tested in three unions of municipalities in Southern Lebanon (Tyre, Bint Jbeil and Jabal Amel).

# Lessons Learnt from UN-HABITAT experience

**Lesson One:** If empowered, local authorities in post crisis environs can play an instrumental role in ensuring the transition from recovery /reconstruction to long term development

- During the post-war reconstruction phases in South Lebanon, technical units provided assistance to affected households in planning, monitoring, supervising and documenting the reconstruction of their totally destroyed houses in war affected villages.
- During the current phase, technical units are leading the planning process in concerned villages and towns through:
  - ✓ Carrying out field assessments.
  - ✓ Data gathering.
  - ✓ Establishing urban observatories.
  - ✓ Formulating, strategic development plans, including implementation and monitoring.

# Lessons Learnt from UN-HABITAT experience

## Lesson Two: Improved municipal performance

- The operation of the majority of municipalities relies heavily on the president of the council, who is very often present in the village/town 2-3 days per week. The existence of a permanent structure such as the “technical unit” improved significantly the performance of concerned municipalities especially in terms of coordination and supervising on-going projects.

## Lesson Three: Institutionalization

- The testing phase of the unit operation during 18 months was a comprehensive learning experience for UN-HABITAT and the unions of municipalities.
- Based on that, partnering Unions of Municipalities in South Lebanon took the initiative and started developing their by-laws to institutionalize the technical units in order to continue functioning after the termination of UN-HABITAT project.

# Lessons Learnt from UN-HABITAT experience

## Lesson Four: Main success factors

- Strong political commitment at the level of the union of municipalities give the unit a key role in leading the planning process from a technical perspective.
- Elaborate clear function and tasks.
- Availability of needed qualified human resources in relevant regions.
- Allocation of financial resources to enable the unit continue functioning in a proper manner.
- Securing necessary equipments.
- Communication & information and the need to increase the awareness of the municipalities and local communities on the functions and responsibilities of the technical unit.



**Thank you**