

# Evaluation Summary

## Evaluation of the “Reconstruction & Development of the Potable Water Distribution Service In Mosul”

Country: **Iraq**

Sector: **Water & Sanitation**

Evaluator: **Altai Consulting**

Date of the evaluation: **July 2024**

### Key data on AFD's support

**Project number:** AFD CIQ 1013 01 N

**Amount:** 10,000,000 EUR

**Disbursement rate:** 100%

**Signature of financial agreement:** May 29th 2018

**Completion date:** April 2023

**Total duration:** 5 years



### Context

During the military operation in Mosul in 2017, the water network in the city of Mosul in northern Iraq suffered extreme damage. There was a severe shortage of water supply, with many inhabitants relying on water trucks, and significant damage to network assets. In this context, the International Committee of the Red Cross (ICRC) was operating in the emergency situation immediately after the end of hostilities. AFD found the work on the water sector in Mosul a significant opportunity as part of its agenda for Iraq's recovery. AFD was also keen on collaborating with humanitarian actors in conflict zones, acknowledging the potential to enhance its role as a development actor. This project offered an opportunity for both AFD and ICRC to provide direct emergency support while ensuring the long-term development of the water service in Mosul, marking a pilot for the transition from humanitarian work to development. It also marked the first collaboration between AFD and ICRC, serving as a pilot for the partnership between the two institutions.

### Actors and operating method

The overall management and implementation of the project was entrusted to ICRC, who transferred the ownership of assets to the Directorate of Water in Ninewa (DoW), the operator of the network, upon the completion of works. The ICRC was responsible for contracting works as well as supplies and services.

### Objectives

The objective of the project was to ensure the immediate recovery of the water service in Mosul while also ensuring long-term development, offering a pilot for the nexus from humanitarian to development work. It also aimed to explore the partnership with ICRC, providing a pilot for the collaboration between the two institutions.

### Expected outputs

- Recovered water network in Mosul, in terms of impact of humanitarian work
- Successful transition to development work, in terms of impact of development work and in terms of AFD's position as a long-term actor, with lessons learned for future projects on the humanitarian/ development nexus
- Improved partnership between AFD & ICRC, with lessons learned for future partnerships

## Performance assessment

### Relevance

The project was extremely relevant in the context of post-conflict recovery in Mosul. After the humanitarian phase settled, long-term issues of mismanagement that dated back to before 2014 needed to be addressed before providing more support. Therefore, the transition to development was also relevant.

### Coherence

The project was very coherent with other interventions in the water sector in Mosul. On the humanitarian level, it coordinated interventions with other actors through the Mosul Water Cluster. The switch to development was coherent with the need to target mismanagement, but not entirely coherent with the context, such as the way authorities or other actors intervene in the water sector. However, this direct approach was necessary to achieve effective long-term goals.

### Effectiveness

The humanitarian intervention of the project was very effective. It, with interventions of other actors, helped normalize the water situation in Mosul. As for the development, work the project was effective in achieving its goals, such as developing a Master Plan and starting its implementation to encourage authorities to adopt it. It also improved the capacity building of the operator (both institutionally and humanly) to start implementing the Master Plan. However, the external factor of public services in Iraq often being operated in an ad-hoc manner remains a challenge to achieving long-term goals. Moreover, the AFD's inability to secure a larger investment for initiating the Master Plan, due to the blockage of the planned ministerial loan, is hindering the project's effectiveness.

### Efficiency

The project used its resources efficiently. The approach to development inherently made the project efficient by investing based on a plan and a clear way forward, avoiding the wastage of resources in ad-hoc interventions. Perhaps the low usability and adoption of the Master Plan by DoW could have benefited from avoiding large investments in this component, but that is a lesson learned for future projects. Finally, AFD and ICRC staff were able to navigate partnership challenges efficiently as well, even though improvements can be made.

### Impact

The project achieved its impact by helping the water network in Mosul recover, developing a Master Plan for the way forward, and initiating the implementation of this plan. Today, the DoW and other actors have access to a plan at hand to improve the management of the network. The DoW has improved capacity in Supervisory Control and Data Acquisition (SCADA) and Geographic Information System (GIS), and enhanced staff capabilities to assist in network monitoring, asset management, and maintenance. It remains up to political priorities to leverage the Master Plan further and continue improving capacity building.

### Sustainability

The transition to development in the project naturally oriented it towards sustainability. The Master Plan allows for long-term management, and the interventions that followed were embedded in this plan. The institutional and human capacity building showed signs of sustainability despite threats from an overall non-supportive environment. Additionally, the infrastructure investments had sustainable considerations that improve their effectiveness in the long term. The main challenges as mentioned are DoW's low adoption of the plan on the one hand and AFD's current inability to secure a larger investment for initiating it on the other.

### Added value of AFD's contribution

AFD's added value was in bringing a long-term development actor to the table and providing ICRC with expertise in terms of sustainable humanitarian response. It also created an unprecedented case by developing, for the first time, a Master Plan for the development of the water network in Mosul. AFD's ability to secure funding for the entire phase of the Plan is also seen as crucial by both ICRC and DoW, but the current loan blockage is preventing future investments.

## Conclusions and lessons learned

The project demonstrated that working on the nexus from humanitarianism to development work in Iraq can succeed. Today, the capacity of the operator has improved, particularly in SCADA for network monitoring and GIS for asset management, and it is more capable to absorb additional support. Infrastructure and equipment support provided by the project adhered to sustainability considerations, keeping them in very good conditions. However, the overarching environment of public management in Iraq, which does not prioritize planning, is challenging to long-term goals. This is reflected in the low usability and adoption of the Master Plan. The current inability to rely on ministerial loans to fund future investments by AFD is also a challenge.

The project positioned AFD well to work on the nexus despite contextual sensitivities regarding AFD's involvement with DoW. For future projects, and given the improved relationship with ICRC, these issues could be addressed more effectively.

This 1<sup>st</sup> operational partnership between AFD and ICRC experienced initial challenges which eased with increased trust, flexibility, and the establishment of more fixed practices. While improvements are still needed, especially regarding day-to-day interactions, structural changes allow the two organizations to collaborate better in future projects.