



## Alternative development in the proposed model of the Strategy for Empowerment and Spatial Sustainable Development/ Baghdad Governorate Council as a case study

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### Abstract:

This research mainly aims to analyze local development strategy in Baghdad Governance, build the Strategic Model based on the study area's spatial interaction, and achieve the Trinity of Excellence based on the global model of excellence.

This research applied SWOT strategic analysis for the strengths and weaknesses of the internal environment and opportunities and threats of the external environment for the provincial council. In conclusion, the research specifies appropriate alternatives and choosing the best in line with the reality of the Baghdad Provincial Council. Also, the strategic goals in the national plan and the spatial interaction of the development goals, and the Empowerment Strategy that takes the vision and modern philosophy in planning (Out-Box) and makes the human dimension the base assets of development.

### Keywords :

Alternative Development, Empowerment Strategy, Millennium Development Goals, SWOT Analysis, Spatial interaction Model, TQM for human resource dimension.



## التنمية البديلة في النموذج المقترح لاستراتيجية التمكين والتنمية المستدامة المكانية، مجلس محافظة بغداد حالة دراسية

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### الخلاصة:

توصل البحث بشكل رئيس الى تحليل استراتيجية التنمية المحلية في محافظة بغداد ، وبناء النموذج الاستراتيجي المعتمد على التفاعل المكاني لمنطقة الدراسة، وتحقيق ثلوث التميز بالاستناد على النموذج العالمي للتميز، وذلك من خلال التحليل الاستراتيجي (SWOT) لنقاط القوة والضعف في البيئة الداخلية لمجلس المحافظة ، والفرص والتهديدات في البيئة الخارجية والتوصل الى تحديد البدائل المناسبة واختيار البديل الافضل تماشياً مع واقع حال مجلس محافظة بغداد والاهداف الاستراتيجية في الخطة الوطنية ، والتفاعل المكاني للأهداف الانمائية فظلاً عن استراتيجية التمكين التي تأخذ الرؤية والفلسفة الحديثة في التخطيط (Out-Box) وجعل الإنسان محور التنمية .

### الكلمات المفتاحية:

التنمية البديلة، استراتيجية التمكين، اهداف الالفية الانمائية، تحليل SWOT، نموذج التفاعل المكاني، الجودة الشاملة للبعد البشري.



## ١. Introduction

**The research problem:** is the actual link between regional and urban planning and how to build and develop human resources and give the required spatial dimension, which requires a lot of new indicators and strategies in spatial interaction and scientific methods and advanced techniques, especially (TQM) for the human dimension, which requires dealing with modern statistical approaches and how to apply it under the strategy of empowerment and alternative development, based on experience and knowledge to reach sustainable development and the spatial plan for the future work required for development.

### **The goals of this research are:**

Achieving the strategy of local development and empowerment within a supportive environment and stimulating culture, to systematically reach the plan as a self-integrated and interactive system with the internal environment to achieve a comprehensive outcome that is compatible with development goals.

### **Hypothesis:**

First: This research assumes a strategic model for developing a new human resources framework, which depends on a new philosophy. This philosophy believes that human resource development and capacity building rely on the United Nations Development Program (UNDP ) as the most critical assets in comprehensive development planning.

Second: Triad of Excellence in Empowerment Strategy Depending on the Trinity Global Excellence for comparison and analysis.

## ٢. Alternative development

A term that is synonymous with human development; It is defined as a framework of developmental thinking that calls for empowering man as an engine and developmental actor (development by people and for people) [1] it emphasizes several critical issues:

### ٢,١. Freedom

Development and freedom are two sides of a single coin, both requiring the stimulation of all human potential. Development implies balance, inclusiveness, and equality. If it involves accumulation, this accumulation is both qualitative and quantitative. It depends on satisfying basic needs because the active population is the best investment and the starting point of any development program.



### ٢,٢. Technology transfer

The systematic effort to use the results of scientific research to develop production processes in the broad sense of services, administrative, organizational and social activities and to use them rationally will lead to sustainable development.

### ٢,٣. Participation

It is a goal and means at the same time; goal since it's based on community participation in the responsibilities of thinking and working for society [2], and mean through the areas of involvement, methods, in which their habits are rooted, and become part of their behaviour and culture

### ٢,٤. self-reliance

A policy aimed directly to reduce poverty levels, improve income distribution, increase production and employment, satisfy basic needs based on domestic resources, and control, direct, and plan the national economy. It does not mean isolation, disruption of the global economy, or self-sufficiency; it implies the mobilization and rational use of available and affordable domestic resources to build development under globalization and the knowledge economy[3]. Alternative development, therefore, means; recognizing using and benefiting from diversity in the ecological conditions, historical experiences, culture, and social structures of local communities; First: to discover the comparative advantages and competitiveness of human resources to be the starting point for the establishment of successful economic activities, Second, to enrich the development experience at the global, national and regional levels. It is a process of constant community transformation, which may begin with factors that may or may not originate from the community. This leads to the release of potential within the community and develops its capacity for self-renewal and renaissance, in line with globalization and knowledge economy and future requirements.

## ٣. Total Quality Management TQM

TQM is an administrative approach and a part of the comprehensive and interrelated planning process to achieve long-term development by providing services to those targeted by the development process, which relies on community participation through improved services and the cultural environment for work. [4]. The TQM approach takes three dimensions: Figure 1.



- Human dimension (human quality), skills, abilities, knowledge.
  - The logical dimension (environment quality) The work environment, regulations, laws, policies, procedures, and activities.
  - Technical dimension (material quality) machinery and equipment.
- Research see that the first dimension is the most important, although it is the least visible dimension in TQM.

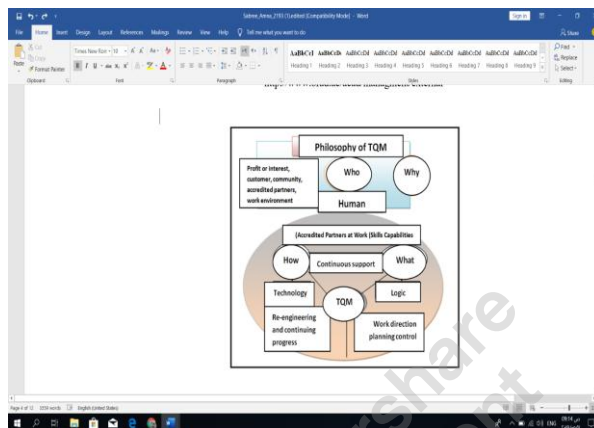


Figure 1. Three dimensions in TQM.[5]

#### ٤. Sustainable Empowerment

It means delegating authority to society and providing an opportunity to play an active role in all stages of the overall development process, both in social and economic aspects. Thus, sustainable empowerment is an entry point for developing societies to achieve sustainable development and thus defines the frameworks and mechanisms for community entry as an active part in local development processes. In other words, sustainable empowerment is a process of strengthening society to exercise and control the processes of local development [6] and based on (when, how, with whom, what) means to intervene and then left the community to develop itself. Through which the relationship between the central and local government and society is restructured. To develop the parties' performance to the development process by proposing new roles and duties and applying them in a balanced manner that achieves sustainable development with its spatial dimension. The Empowerment equation (empowerment = power × information × knowledge × rewards) demonstrates the importance of factors that are essential to the success of empowerment that used. [7]. The result of multiplying these four factors shows that if any of these elements is equal to zero, total empowerment will be zero.



## ٥. United Nations Development Program (UNDP)

The global framework of goals seeks to provide new opportunities for countries and societies to focus their efforts to achieve effective development. Integrating the Millennium Development Goals is the process of bringing together adopted global goals to the national and local levels, developing capacities, implementing strategic plans, and following up on implementation. Rooting goals linked with the local authority for the provincial councils in general and the governorate of Baghdad in particular. Figure (2) [8].

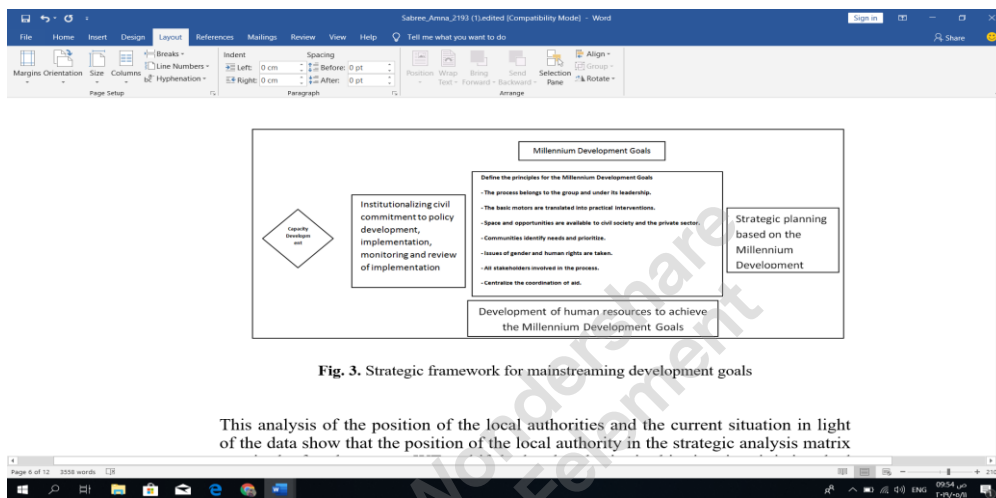


Figure 2 Strategic Framework for mainstreaming development goals.

Source: The researcher based on the concepts of the Millennium Development Goals

## ٦. Case Study, Baghdad Governorate Council

Baghdad governorate has a high comparative advantage (agriculture, industry, trade, and tourism), as its distinguished geographical location in the heart of Iraq and the penetration of the Tigris River in its lands containing large areas suitable for agriculture. In addition, the presence of religious shrines and archaeological areas and the broad commercial activity with the country, which is the seat of the federal government, ministries, embassies, institutions and international organizations. All this made it one of the most influential provinces in the past, present and future of Iraq.

The area of Baghdad governorate is (4555) km<sup>2</sup>, which constitutes approximately 1.5% of the entire area of Iraq, and the city of Baghdad constitutes 20% of the area of the governorate, as the area of the city is (900 km<sup>2</sup>). The number of people in Baghdad governorate is (7145470) people (24% of the total population of Iraq), according to the enumeration and numbering departments in the Ministry of Planning, and the city of Baghdad is divided into (9) administrative units according to the Ministry of Planning and Development Cooperation.



### ٦,١. Strategic analysis and evaluation of the position of the local authority in Baghdad governorate

The strategic analysis is based on a comprehensive systematic analysis of the current position of local administrations by analyzing the internal environment, in addition to evaluating the internal performance of the strengths, weaknesses, and nature of resources [9]. As well as problems, threats, and opportunities in the province of Baghdad. The study dealt with the strategic analysis according to the criteria and indicators adopted in the methodology of the strategic plans of the provincial council and according to the original visions and values for strategic planning purposes and based on the SWOT matrix. [10]. In order to identify and analyze the overall situation of the institution that is carrying out the planning process table 1. This analysis of the position of the local authorities and the current situation in light of the data show that the position of the local authority in the strategic analysis matrix was in the fourth strategy WT and if the local authority in this situation, it is in a bad situation, and the orientation should be in reducing the weaknesses and threats.

**Table 1.** The Dual Strategic Model of the Environment and internal performance

Evaluation of the internal environment	Second: Evaluating the internal performance of the institution		
Assessment of the external environment			
First: Evaluate the external environment in which the institution operates		<ol style="list-style-type: none"> <li>1. Support the Constitution for local authorities</li> <li>2 - orientation and willingness to practice community participation</li> <li>3. The exercise of democratic work.</li> <li>4 - the existence of training programs for members and employees.</li> </ol>	<ol style="list-style-type: none"> <li>1 - the overlap of work between the federal government and local authorities</li> <li>2 - Personal judgments of work because of the imbalance in the laws of local councils and the determination of powers.</li> <li>3. The weakness of competencies, information management, and reduced participation</li> <li>4 - Weak efficiency of the regulatory system, and the absence of a new mechanism for evaluating performance.</li> </ol>



			5 - There is no clear organizational structure and official, and there is no mechanism for the rules of procedure in the provincial council.
	<p>1. Support and support of the international organization (RTI).</p> <p>2 - Support and support of the PRT for the reconstruction of Iraq.</p> <p>3 - Support citizens and assume responsibility.</p>	<p>1. Applying an appropriate training strategy for human resources development and capacity building, building on the efficiency of the GSP</p> <p>2 - Reliance on the Constitution in the amendment of the laws of the Councils, overlaps, and benefit from the support of citizens.</p> <p>(S-O)</p>	<p>1 - Training competencies in advanced skills, and the use of consultants through the support organization.</p> <p>1. Promote community participation.</p> <p>(W-O)</p>
	<p>1-Interaction between the federal government and local authorities</p> <p>2 - Personal judgments of work because of the imbalance in the laws of local councils and the determination of powers.</p> <p>3. The weakness of competencies, information management, and reduced participation</p> <p>4 - Weak efficiency of the regulatory system, and the absence of a new mechanism for evaluating performance.</p> <p>5 - There is no clear organizational structure and official, and there is no mechanism for the rules of procedure in the provincial council.</p>	<p>1 - the use of consultants to compensate for the quantitative and qualitative shortage of competencies for functional staff.</p> <p>2- To benefit from the support organization in conducting public awareness campaigns for the principles of decentralization and active participation.</p> <p>(S-T)</p>	<p>1 - Amend the laws in force in the local councils, in order to determine the powers to dismantle intersections with the federal government.</p> <p>2 - work on the approval of the organizational structure, and clarify the mechanism of work in the rules of procedure</p> <p>(W-T)</p>





## ٦,٢. The methodology of the proposed Strategic Plan within the Strategic Framework

Based on the results of the strategic analysis, we can define the methodology of the strategic plan for the work of the provincial council and the tasks at the local level, as an effective strategy of the provincial council according to the latest indicators in the simplification of operations (Out-Box). [11] So that we can develop the general framework of work in the provincial council, which can help to work on the development of the methodology of the strategic plan and make it fit with the objectives of the national strategic plan not only with regard to the proposals, but the implementation of these proposals in accordance with an integrated system and interactive with the internal and external environment. Accordingly, development alternatives for strategic directions have been identified as follows:

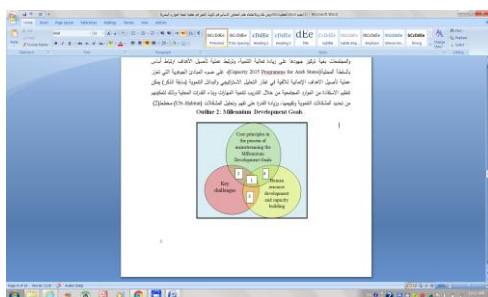
Alternative I: improving the decentralization in local bodies.

Alternative II: Strengthening the institutionalization of community participation.

Alternative III: Stimulate local bodies to partner with private and public sectors and civil society institutions and promote the financial autonomy of local councils (as part of an enabling strategy) for sustainable development.

## ٦,٣. Priorities of critical strategies and challenges within the framework of development objectives

The Millennium Development Goals (MDGs) Fig. 3 are a global framework of objectives that help to provide new opportunities for States and societies to focus their efforts on increasing the effectiveness of development. The process of rooting the objectives is linked to the Local Authority [12]. In light of the principles of mainstreaming the Millennium Development Goals, community resources can be harnessed through training for skills development and local capacity building to enable them to identify and evaluate development problems and to increase the capacity to understand and analyze problems. [13]



**Figure 3.** The Millennium Development Goals.

The Figure 4 shows the process of interaction between the Millennium Development Goals, human resources development, and capacity-building. Through



this interaction we can give the appropriate strategy, based on the following potential axes:

**The first strategy:** represented by area 1 in figure above. Which represent the highest priority (integration, consistency, and interaction with its surroundings) which represents the region that includes all the possibilities of internal and external variables.

**The second strategy:** represented by area 2 which represents the highest priority with potential (core principles / consensus-building for coherence), which includes all variables of core principles with challenges but not interact with the internal environment of human resources development.

**The third strategy:** area 3 which represents the highest priority with potential (depending on human resource development and capacity building, meets the primary challenges) regardless of the fundamental principles of the process of rooting and depending on the variables of describing the situation as a reality.

**Fourth strategy:** area 4 represents the minimum priority (the integration of core principles based on human resources development and capacity building), but interaction with the external environment is not seen as significant challenges.

Based on the results of the research, the third strategy based on the Millennium Goals is the appropriate alternative as a reality that achieves the empowerment strategy through the results of spatial interaction and the dual strategic model of the most important strengths, weaknesses, opportunities and threats, but as strategic directions and in line with the national strategy, the first strategy is the best that The process of interaction with the directions and aspirations of the development process according to the Millennium Development Goals and its integration with the surrounding environment, in order to achieve comprehensive sustainable development that we aspire to achieve in the future.

#### ٦,٤. Proposed mechanism of action in the enabling strategy

Based on the strategy and development alternatives, we can link the planning process with the terms of the strategy of empowerment and human development in the context of the overall framework of development plans, and work on proposing a mechanism for the strategy of empowerment based on what is necessary and required.

Fig. 4 illustrates the idea of the overall components of the empowerment strategy and its relationship with human development for capacity building. It also clarifies the idea of the strategy of empowerment, human development and alternative



development based on balancing the primary inputs and the developmental outputs with competitive advantages, based on the knowledge, human and economic balance.

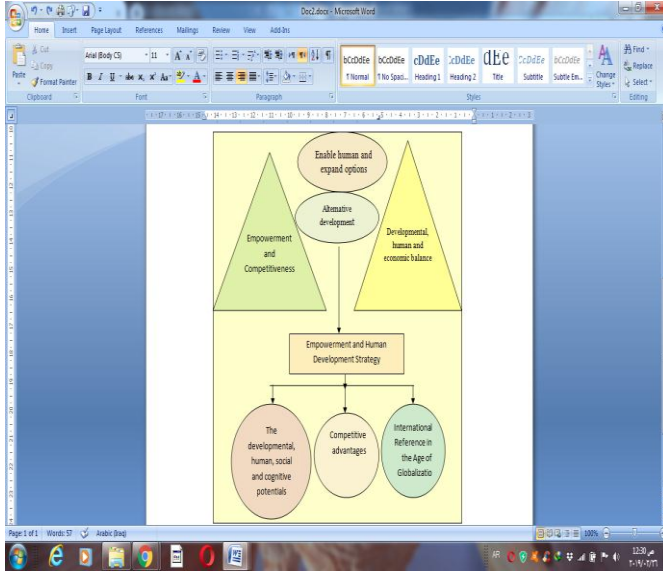


Figure 4. The overall components of the strategy of empowerment and human development.

Based on the main axes of the Triad of Excellence in Human Resources Development Figure 5, the restructuring project is based on a model of global excellence. Fig. 6, but with specifications adapted to local realities.

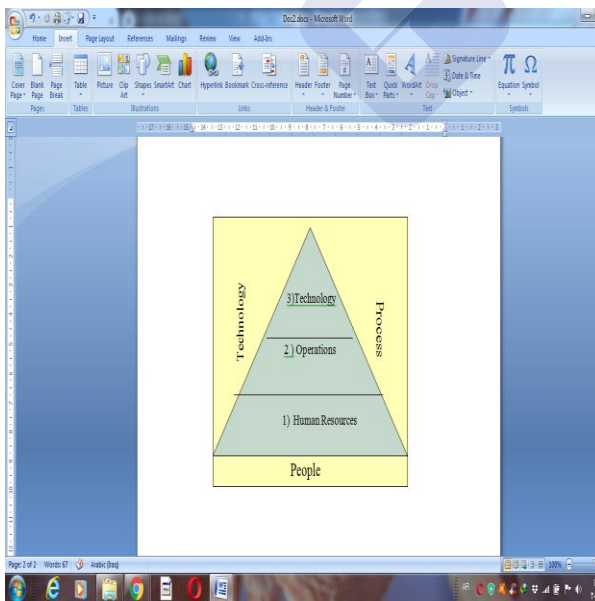
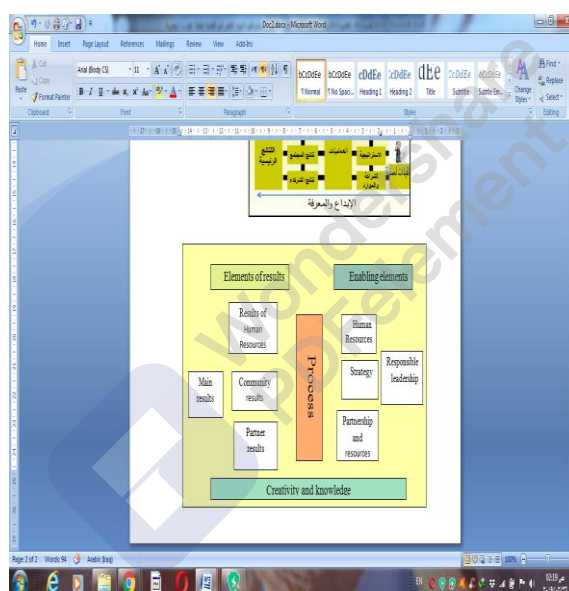


Figure 5. Triad of excellence in the restructuring project.

The triad of excellence in the above Figure mainly based on:



1. Inputs: Human resources according to the elements of the empowerment strategy that adopts the community partnership.
- 2 - Operations: Depends on modern technologies and creativity in the framework of the balance between centralization and decentralization. Which is the basis for the human resources development process to build capacity and improve performance based on the empowerment strategy, and to define the powers and organizational restructuring based on the amended laws according to the statutory reference.
3. Outputs: Capacity-building as elements of results of processes based on human resource development and empowerment strategy, and in the framework of transparency, accountability and community participation. Fig.6



**Figure 6.** Global Excellence Model [14]

Figure 5 represents a model for implementation based on the input-operations-outputs mechanism and its main components based on the hierarchy of organizational levels in comprehensive reform and developing the development vision and qualified human resources that constitute the main pillar and the most critical planning assets.

As a result, we have achieved through these models the basic premise of the organizational restructuring based on the indicators based on the simplification of procedures and exit from the box, and effective human resources management to the strategy of empowerment and capacity building with its planning dimension.



## ٧. Conclusions

By analysing the strategic plan according to SWOT, and the strategic action model to determine the position of the Baghdad Provincial Council, the deflationary strategy (W-T) was determined.

We propose development alternatives to work in light of data and indicators extracted from strategic analysis as a methodology for strategic plans. The first strategy, which represents interaction with the development process, was determined according to the Millennium Development Goals and integrated with the surrounding environment, which is consistent with the national strategy. As well as the adoption of indicators based on the simplification of procedures and restructuring and exit from the box (Out-Box), and application based on the global model of excellence and tripartite excellence in the restructuring project and competent human resources management to the strategy of empowerment and capacity-building.

## ٨. Recommendations

It is important to adopt clear strategies based on modern technology as a basis for implementation by the Baghdad Provincial Council and providing the necessary means for this. As well as the recruitment of scientific expertise, dissemination of supportive organizational culture. To activate the National Initiative for Human Development, as an opportunity for diligence, creativity, and innovation, in the mechanisms of social action and effective in its results, inexpensive in its means, supported by qualified human resources, and mechanisms to monitor all negative phenomena, objectively.

Improve understanding and measurement capabilities of human development and modernize the social information system by creating a social observatory, which aims to measure developments in their economic, social and cultural dimensions, and support the development and modernization of human resources. All that will promote community participation and works in the spirit of a single team for community service and based on social responsibility to achieve the goals of equitable distribution of development.



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