

إطار التخطيط الأولي لإعادة إعمار الموصل



**THE INITIAL
PLANNING FRAMEWORK
FOR THE RECONSTRUCTION
OF MOSUL**



**Engineering
Consulting
Bureau**

UNOHABITAT
FOR A BETTER URBAN FUTURE



January 2019 كانون الثاني 2019

Under Nations
Essential, Scientific, and
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#ReviveTheSpiritOfMosul

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ACKNOWLEDGEMENTS

This document presents the *Initial Planning Framework for the Reconstruction of Mosul*. It has been prepared by UN-Habitat and UNESCO.

The content of this document was developed under the guidance of H.E. Nawfal Al Sultan, Governor of Ninewa, and in close collaboration with the Engineering Consultancy Bureau and the State Board of Antiquities and Heritage of Iraq.

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UNESCO: Ms. Louise Haxthausen, Mr. Giovanni Fontana, Mr. Andy Miller, Mr. Rakan Al-Allaff, Dr. Ihsan Fethi.

Some of the data and research on debris, environmental challenges and Explosive Remnants of War (ERW) clearance has been developed in collaboration with the United Nations Environment Programme and United Nations Mine Action Service (UNMAS).

The maps were drafted by the UN-Habitat project team, unless indicated otherwise.

The presented satellite images were provided by Digital Globe, Nextview License, unless indicated otherwise.

Subject of cover photo: Hussain Al-Tamimi, United Nations Development Programme (UNDP) Iraq, 2017.

The UN-Habitat and UNESCO team would like to warmly thank the following officials for participating in the consultation meetings and their contributions:

Dr. Muzahim Al Khyatt, President of Ninewa University
Mr. Siodd Al Omary, Iwan Engineering Consultants, Ahmed Al Omary, Head of Architecture Department Mosul University, Mr. Zeyad Hamooshi, Urban Planning Manager Ninewa, Dr. Suhaib Yehya, Head of Consultancy Engineering Bureau, Dr. Ali Haider SaadAl-Jameel, Professor of Architecture Duhok University, Dr. Mustafa Al Hiti, Head of Reconstruction Fund for Areas Affected by Terrorist Operations (REFAATO), Mr. Hassa Al-Rizzo, Governor's office, Mr. Mokbil Al-Dabbagh, President of Chamber of Commerce, Mr. Sabah Ahmed Hassan, Director-General of Engineering Department Sunni Waqf Mohammed Idrees, Director-General of Engineering Department Shia Waqf, Mr. Wamidh Najj Jarjis, Christian Waqf, Abdul Moneim Al Juburi, Nineveh Center for Consulting and Research, Mr. Mosaab Mohammed Jasim, Director of Ninewa Antiquities Department, Mr. Hassan Partow, and Martin Bjerregaard, UN Environment, Mr. Lourie Venter, and Mr. Lourens Duplessis, UNMAS.

Participants of consultation workshop with Technical Directorates and Iraqi Railway co:

Mr. Ali Almakhzomy, Mr. Waleed Saadi Hassan, Mr. Hashem Rida Mohammad, Mr. Ali Baker, Mr. Mohammad Alhashimie, Mr. Salim Othman, Mr. Yehia Khatab, Mr. Muntaha Muzahim, Mr. Amar Za'al, Mr. Abdul Kareem Aziz, Mr. Falah Hassan, Mr. Emad Mohammed, Mr. Mahmood Khalid, Mr. Mohammad Hassan, Mr. Ashraf Khalik Khodr, Mr. Zayd Mahmood, Mr. Riyadh Ezedine Ali, Mr. Alaa Omar Ali, Mr. Tahrir Hashem, Mr. Abdul Salam Hazem, Mr. Anan Saeed.

The UN-Habitat and UNESCO team wishes to express its gratitude to everyone who supported the development of the *Initial Planning Framework for the Reconstruction of Mosul*.

UN-Habitat also welcomed the comments of the Ministry of Planning and they have been taken into consideration.

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INTRODUCTION

Since the liberation of East Mosul in January 2017 and West Mosul in July 2017, humanitarian actors have been providing emergency assistance to rehabilitate infrastructure and public facilities in Mosul. However, several actors, including Ninewa Governorate, and international actors have expressed their concern that reconstruction without a coordinated strategy is inefficient and may complicate the long-term development of the city. Indeed, the recovery and reconstruction of Mosul would greatly benefit from a guiding framework that considers emerging needs and takes into account the fast-changing reality on the ground within greater Mosul.

Furthermore, the damage to Mosul’s cultural heritage during military efforts to oust ISIL from Mosul and the surrounding areas is severe. Parts of the Old City have been completely destroyed in the final phase of liberation. Several months of armed conflict in the struggle to retake the city has left behind a devastated urban landscape, characterised by destroyed monuments, demolished houses, damaged buildings, destroyed infrastructure, extensive piles of rubble and areas contaminated by human bodies and unexploded ordnance. In particular, along the Tigris River, the historic urban fabric has been severely affected, with an estimated 5,000 buildings in the Old City destroyed or severely damaged.

A multi-disciplinary team from UN-Habitat and UNESCO has developed an Initial Planning Framework for the Reconstruction of Mosul in order to support Mosul’s local government with the reconstruction and recovery of the city. This project is an initiative by UN-Habitat and UNESCO, supported by the Deputy Special Representative of the United Nations Secretary-General/ Resident Coordinator/Humanitarian Coordinator.

The Initial Planning Framework aims to define recovery priorities and deliver a comprehensive reconstruction and planning approach for the greater Mosul area, with special attention to the Old City. It aims to provide concrete actions for the revival of the entire Mosul metropolis, supported by desk research, fieldwork, and data. In addition, the document provides recommendations for the implementation of suggested actions.

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EXECUTIVE SUMMARY OF URBAN RECONSTRUCTION RECOMMENDATIONS

This report provides an analysis of the current reconstruction and recovery activities in Mosul and highlights emerging needs for the urban recovery and medium term development of the city. It proposes an action framework to address immediate, short - and medium term reconstruction needs.

The Initial Planning Framework document bases its recommendations on consultation with Mosul's technical directorates, local leaders, civil society organizations, drone imagery analysis of damage to structures, satellite analysis of urban developments, field visits, and desk research. The document addresses the Old City separately from greater Mosul, as many reconstruction and recovery challenges are specific to the Old City.

The framework builds upon earlier studies on Mosul, including: *Reconstruction of the Old City of Mosul Preliminary Study* (October 2017) and the *Reconstruction of Mosul Action Plan* (2018), both by the Engineering Consulting Bureau of Mosul University, as well as other activities conducted by UN-Habitat, most notably, the *City Profile of Mosul* (October 2016), *Planning Prospects for the Reconstruction and Recovery of Mosul* (September 2017), and the *Mosul Portal - Data and Assessments Platform for Humanitarian and Development Actors* (2017).

Key challenges

The report refers to a range of interlinked problems related to reconstruction and recovery, including but not limited to:

- Difficulties for the return of approximately of 15,000 families, currently resident in camps, from Mosul District to their area of origin, with the most common obstacle to return being damage to their homes.
- Inability of the housing market to deliver housing on a large scale, despite demand for accommodation being high due to the destruction of the housing stock and a pre-crisis housing deficit.
- Threat to Mosul's cultural heritage, in particular the Old City, due to the lack of appropriate construction skills and prioritization of swift reconstruction over heritage conservation.
- Complexities of inter-sectoral and interagency coordination in high density areas, such as the Old City.
- reduced local and regional infrastructural connectivity of Mosul, delay its economic recovery.
- increasing inequalities between Mosul's formal and informal developments that potentially increase the chance of a return to violent urban tension.
- Structural problems in the investment sector which retards significant engagement of private investors in the city.
- A lack of attention to the pollution of the urban environment which affects the health of Mosul's citizens and ecosystems.
- Structural problems in the investment sector which hold back significant engagement of private investors in the city.
- A lack of attention to the pollution of the urban environment is affecting the health of Mosul's citizens and ecosystems.

Key recommendations

Local government and international actors need to address the challenges detailed above, which cover both humanitarian and development issues, in order to develop a resilient city which is in a better state than it was before the crisis. The guiding principles of the recommendations listed below aim to facilitate the empowerment of Mosul's citizens to become key players in the reconstruction of their city.

Recommendations for greater Mosul include:

- Facilitate the sustainable return of affected citizens whose houses have been completely destroyed
- Address structural issues in the housing sector that predate ISIL's takeover
- Control the informal expansion of the city
- Create an enabling environment for private sector investments
- Protect and remediate the ecosystem of the Tigris River
- Re-start the development of the Masterplan.

Recommendations for the Old City include:

- Protect Mosul's heritage from further destruction
- Repair/rebuild the Old City through a 'super block' approach
- Support small and medium sized enterprises in the commercial areas
- Assist Old City residents with solving problems with property documentation
- Support the ongoing process of self-reconstruction

In addition to the recommended actions, the Framework defines strategic projects that address a specific obstacle for the recovery and reconstruction of the city.

10 KEY RECOMMENDATIONS FOR THE GREATER MOSUL

- 1 FACILITATE THE SUSTAINABLE RETURN OF AFFECTED CITIZENS WHOSE HOUSES HAVE BEEN COMPLETELY DESTROYED
- 2 ADDRESS STRUCTURAL ISSUES IN THE HOUSING SECTOR THAT PREDATE ISIL'S TAKEOVER
- 3 CONTROL THE INFORMAL EXPANSION OF THE CITY
- 4 RECOVER ACCESS TO BASIC SERVICES, STRENGTHEN PUBLIC UTILITIES, AND ADDRESS DISPARITIES BETWEEN DIFFERENT NEIGHBOURHOODS
- 5 REVITALISE THE ECONOMY BY RECONNECTING MOSUL TO THE WIDER REGION
- 6 STRENGTHEN THE INTEGRATION OF THE URBAN AND RURAL AGRICULTURAL ECONOMIES
- 7 CREATE AN ENABLING ENVIRONMENT FOR PRIVATE SECTOR INVESTMENTS
- 8 RESTORE AND ENHANCE PUBLIC SPACES
- 9 PROTECT AND REMEDIATE THE ECOSYSTEM OF THE TIGRIS RIVER
- 10 RE-START THE DEVELOPMENT OF THE MASTERPLAN

10 KEY RECOMMENDATIONS FOR THE OLD CITY

- 1 PROTECT THE HERITAGE FROM FURTHER DESTRUCTION AS PREREQUISITE FOR RECONSTRUCTION
- 2 RECOVER THE OLD CITY THROUGH A SUPER BLOCK APPROACH
- 3 CLEAR THE CITY FROM DEBRIS AND EXPLOSIVE REMNANTS OF WAR
- 4 ENSURE RECONSTRUCTION THAT RESPECTS THE CITY'S HISTORICAL CHARACTER
- 5 SUPPORT THE ONGOING PROCESS OF SELF-RECONSTRUCTION
- 6 SUPPORT SMALL TO MEDIUM ENTERPRISES IN COMMERCIAL AREAS
- 7 INTRODUCE NEW SCHOOLS AND HEALTH FACILITIES TO THE OLD CITY
- 8 RECONNECT THE OLD CITY TO WIDER MOSUL
- 9 ASSIST OLD CITY RESIDENTS WITH PROPERTY DOCUMENTATION
- 10 IMPLEMENT PRE-CRISIS PLANS TO BUILD BACK BETTER

Limitations of the Initial Planning Framework

The Initial Planning Framework is designed specifically to address existing and potential urban structural issues that constrain, complicate, or prevent the recovery and reconstruction of Mosul and the return of its people. The report and underlying research aims to contribute to the understanding of the short- and medium-term reconstruction challenges that Mosul faces. The recommendations should be understood to supplement, strengthen, and/or consolidate existing recovery activities, not replace them.

Next steps of Initial Planning Framework

The UN-Habitat and UNESCO team suggest that the Framework should be considered for immediate adoption by Ninewa Governorate's office as well as the Prime Minister's Reconstruction Task Force. Subsequently, local and national decision makers are to follow up, advocate, and facilitate the recommended actions. Implementation of the recommendations should be undertaken on a case-by-case basis by the suggested actors, where possible supported by international organizations, and piloted through separate projects.

CHAPTER 1 GREATER MOSUL RECONSTRUCTION PRIORITIES

This section of the Initial Planning Framework considers challenges, actions, and strategic projects for the recovery of Greater Mosul. For Greater Mosul, three broad challenges are particularly significant: housing, economic recovery and Building Back Better.

Housing

Of the 15,000 IDP families from Mosul in camps, over 80% report partial or significant damage to their homes, and cite this as a key obstacle to returning. Furthermore, as over half of the above mentioned IDPs families report that their houses are completely destroyed, small repairs will be insufficient to cover this caseload. Government and private sector interventions are essential. However, even before the crisis, the housing market was unable to deliver housing at scale, even though demand was high. Key constraints include: access to funding for individuals for the construction or reconstruction of their property, a lack of suitable residential land due to past planning failures, and a government-driven housing delivery model. Nevertheless, private sector initiatives did exist before the crisis, and the local government should consider pathways towards the reactivation of these projects.

Economic recovery

Considering that IDPs consistently cite the lack of livelihoods as the second key obstacle to returning to Mosul, recovery of the economy should be a priority for the recovery of the city. However, shortly after a conflict, local markets generally fail to stimulate generation of labour demand because of a depressed economy. An external impulse to investments and job creation is therefore necessary to

Building Back Better

The conflict provides rare opportunities to build aspects of a city back better than before, as the destruction of assets reduces the relative costs of interventions, such as relocation compensations, or the opening of road surfaces. However, if no action is undertaken, recovery and reconstruction may close the opportunity to make use of these potentials. If not utilized now, initiatives to Build Back Better may become increasingly costly in the future, including:

- The introduction of improved services infrastructure in the Old City due to the completion of damaged roads, and the re-establishment of private basic facilities such as for waste (sewage tanks), electricity (generators) and water (water tanks).
- The development of mixed-use areas in well-located industrial sites, due to the return of manufacturing and industrial facilities.
- The implementation of regionally significant infrastructure projects due to consolidation of informal settlements on reserves.

STRATEGIC PROJECTS

The list below offers a selection of funding opportunities for strategic projects. Individually, these projects can substantially contribute towards the recovery of the Old City. Arguably more importantly, the selection of these projects is based on their ability to have a larger overarching impact on a resilient long-term reconstruction.

- 1 - PROVIDE NEW RESIDENTIAL INVESTMENT PROJECTS
- 2 - UPGRADE INFORMAL SETTLEMENTS
- 3 - REBUILD AGRICULTURAL INDUSTRY FACILITIES
- 4 - REHABILITATE MARKETS
- 5 - DEVELOP MOSUL NEW INTERNATIONAL AIRPORT
- 6 - RECONSTRUCT THE MINISTRY OF WATER RESOURCES BUILDING
- 7 - RECONSTRUCT THE MINISTRY OF AGRICULTURE BUILDING
- 8 - DEVELOP THE INFRASTRUCTURE FOR NEW INDUSTRY AREA
- 9 - COMPLETE THE MOSUL RING ROAD
- 10 - RECONSTRUCT BRIDGES OVER THE TIGRIS RIVER
- 11 - REHABILITATE KEY FACILITIES AT AL-SHIFA HOSPITAL
- 12 - REDEVELOP BUS STATIONS AND BUSES

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