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USAID/TATWEER PROGRAM DEVELOPING NATIONAL CAPACITY IN PUBLIC MANAGEMENT

ANNUAL REPORT – YEAR 4
OCTOBER 2009 – SEPTEMBER 2010

30 October 2010

This publication was produced for review by the US Agency for International Development. It was prepared by the USAID/Tatweer Program, Management Systems International.

USAID/TATWEER PROGRAM

DEVELOPING NATIONAL CAPACITY IN PUBLIC MANAGEMENT

ANNUAL REPORT – YEAR 4 OCTOBER 2009 – SEPTEMBER 2010

USAID Contract DFD-I-00-05-00221-01

USAID/ *Tatweer* Program: Iraq National Capacity Building
Year Four
Period: October 2009 – September 2010
October 30, 2010



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ACRONYMS

| | | | |
|--------|--------------------------------------------------------------|---------|-------------------------------------------------------------|
| APWG | Agricultural Policy Working Group | MoO | Ministry of Oil |
| BRDG | Building Recovery and Reform through Democratic Governance | MoP | Ministry of Planning |
| CCA | Contract Classification Application | MoP-KRG | Ministry of Planning of the Kurdistan Regional Government |
| CMMS | Computerized Maintenance and Management System | MSI | Management Systems International |
| COMFAR | Computer Model for Feasibility Analysis and Reporting | NCCMD | National Center for Consultation and Management Development |
| COMSEC | Council of Ministers Secretariat | NCD | National Capacity Development |
| COSQC | Central Organization for Standardization and Quality Control | NDP | National Development Plan |
| DG | Director General | NEDB | National Employee Databank |
| DoH | Directorate of Health | NGC | North Gas Company |
| FY | Fiscal Year | NGO | Non-Governmental Organization |
| GIS | Geographic Information Systems | NPM | New Project Manager |
| Gol | Government of Iraq | O&MM | Operations and Maintenance Management |
| GPS | Global Positioning System | OSTP | Organizational Self-Assessment and Transformation Program |
| HR | Human Resources | PACC | Provincial Anti-Corruption Committee |
| HRD | Human Resource Division | PD | Presidency Diwan |
| HRTDC | Human Resources Training and Development Center | PMAC | Prime Minister's Advisory Commission |
| HVP | Health Visitor Program | PMP | Performance Management Plan |
| IDMS | Iraq Development Management System | PPU | Provincial Planning Unit |
| ISCM | Integrated Supply Chain Management | PST | Problem Solving Team |
| ISO | International Standards Organization | SMART | Specific, Measurable, Achievable, Realistic, and Time-Bound |
| IT | information technology | SSN | Social Safety Net |
| JCC | Joint Coordinating Committee | TMS | Training Management System |
| KRG | Kurdistan Regional Government | ToT | Training of Trainers |
| M&E | Monitoring and Evaluation | UNAMI | United Nations Assistance Mission for Iraq |
| MNFI | Multi-National Force - Iraq | UNDP | United Nations Development Programme |
| MoA | Ministry of Agriculture | UNICEF | United Nations Children's Fund |
| MoE | Ministry of Electricity | USAID | US Agency for International Development |
| MoH | Ministry of Health | VBIED | Vehicle Borne Improvised Explosive Device |
| MoHR | Ministry of Human Rights | VSSC | Veterinary Science State Company |
| MoLSA | Ministry of Labor and Social Affairs | WHO | World Health Organization |
| MoMPW | Ministry of Municipalities and Public Works | | |



CONTRACT AT A GLANCE

Building Recovery and Reform through Democratic Governance (BRDG)

Iraq National Capacity Development Program ‘USAID/ *Tatweer*’

| | |
|-----------------------------|-----------------------------------------|
| Task Order Contract Number: | DFD-I-00-05-00221-01 |
| Start Date: | July 31, 2006 |
| Last Modification: | Modification 18, dated November 1, 2009 |
| Ceiling amount: | \$339,498,700 |
| Obligated amount: | \$339,433,003 |
| End Date: | January 31, 2011 |

Programmatic alignment: USAID/Iraq Strategic Objective 10: *Improve the Capacity of the National Government*
USAID/Iraq Intermediate Result 10.1: *Core Functions of National-Level Institutions Improved*

The USAID/*Tatweer* National Capacity Development program (NCD) concludes its fourth year with a burgeoning profile of programmatic successes and plans for closing down the project during the next quarter. With its unique approach, USAID/*Tatweer* helps improve the Government of Iraq's (GoI) capacity to provide vital services across the country. This approach is built around creating efficient and transparent public administration systems, fostering an environment favorable to these changes, and establishing Iraqi ownership of these processes.

Management Systems International (MSI) is the prime contractor for this USAID-funded program.

USAID/*Tatweer* continues to provide direct support to the GoI in three key areas: specialized assistance, targeted training, and a revived GoI training capacity.

Technical Assistance USAID/*Tatweer* works closely with Iraqi officials in ten central Ministries and five key executive offices to provide on-site advisors in core administrative skills such as procurement, project management, and planning.

Training MSI works with the key service ministries and their provincial representatives to conduct public administration training for civil servants in Baghdad and across the nation via regional training hubs. The USAID/*Tatweer* team integrates systematic competency-based testing and certification into Iraqi civil service training.

Reviving Capacity USAID/*Tatweer* coordinates with training institutions across Iraq to sustain a vibrant training network in all regions of the country. USAID/*Tatweer*'s training component emphasis has shifted towards improved training of trainers (ToT) and training management skills to ensure the sustainability of a broad Iraqi training capacity. USAID/*Tatweer* scholarships have given 120 capable Iraqi citizens the ability to study public administration policy at accredited universities and begin to apply their new skills as GoI civil servants.



FOREWORD

This fourth year of USAID's *Tatweer* Project has been the culmination of an extraordinary partnership between the emerging Iraqi civil service and our colleagues at USAID and *Tatweer*. The evidence of the success of *Tatweer* is all around us: the NDP, the Civil Service law and the remarkable milestone of 100,000 Iraqis trained speak to the hard work and cooperation between us.

This year saw the civil service in Iraq make a giant leap forward. The new Civil Service Commission will soon be seated, and a world class civil service law will set a standard for the whole Middle East. The critical role of *Tatweer* in these advances has set the stage for the next phase of our development as we focus on the implementation of these new institutions.

Iraq's National Development Plan is an ambitious program of some 300 procedural reforms and \$100 billion in capital improvement projects. *Tatweer's* team was a close partner in every phase of this national strategic planning exercise. The policy planning exercise we went through ensured a rigorous and comprehensive plan for Iraq's future, including the involvement of all Iraq's people from every province.

Our government requires a long-term, sustainable capacity to train its civil servants in all manner of public administration and specific technical skills. USAID/*Tatweer's* transition from direct training last year to this year's increasing use of our own Iraqi trainers demonstrates the project's commitment to an Iraqi-led learning environment. The 100,000 *Tatweer*-trained government staff now form the core of a new generation of public servants, and the training centers, curricula, and training management systems developed by *Tatweer* will allow us to expand this core throughout the government and into all provinces.

This short page is not enough to highlight the project's contributions in other fields, including support for the energy sector, system improvements in specific ministries like agriculture and health, and the increasing integration of our executive offices. As this first phase of our program draws to a close, I look forward to many years of partnership between the Iraqi and American governments on the tasks still ahead of us.



Dr. Ali Baban, Minister of Planning



Ali Baban

Minister of Planning



INTRODUCTION AND OVERVIEW OF RESULTS

During its final full year of operation, *Tatweer*, USAID's National Capacity Development Program, has witnessed the efforts of previous years bear fruit. When the program began, USAID/*Tatweer*'s emphasis was to establish an effective, wide-reaching training program to **raise management skill levels** among Iraqi civil servants with skills training in five core areas of public administration: fiscal management; project management; leadership and communication; information technology management; and human resources management. Over the past four years, USAID/*Tatweer* has shifted focus from training to establishing sustainable **modern administrative systems**, procedures, and organizational units and has worked closely with its ministry partners to help them **internalize a capacity for change**, revitalization, and staff development.

This year USAID/*Tatweer* transitioned out of direct skills training into providing tailored, specialized workshops which focus the program's technical assistance and mentoring capabilities to those issues directly affecting partner ministry leadership and staff. USAID/*Tatweer* continues to work extensively with the ministries to ensure that modern administrative systems that meet the needs of each ministry are in place, fully functional, and sustainable for the long term. Most notably, this year USAID/*Tatweer* has worked closely with its GoI partner ministries and executive offices to successfully complete initiatives that will affect the development of Iraq's economy, public policy, budget execution, and civil service, and have a direct effect on the lives of ordinary Iraqis.

The signature USAID/*Tatweer* approach emphasizes a style of interaction that is crucial for government agencies working to adopt and sustain modern procedures and administrative systems. USAID/*Tatweer* utilizes a strong group of senior Arabic-speaking international and national advisors and stresses their supportive role in the ministries' drive to improve performance. This supportive approach establishes mutual trust and confidence, leading to ministry buy-in and ownership of the programs, and to the ministries' confident adoption of new methods, assumption of associated costs, and sustainable performance improvement.

USAID/*Tatweer* addresses the need for rapid capacity development and administrative modernization by adopting approaches and strategies for program implementation that fit with the changing post-war security situation and adapt to the increasing assumption of full sovereignty by Iraq's government.

MINISTRY AND EXECUTIVE OFFICES MANAGEMENT SYSTEMS

This year USAID/*Tatweer* has witnessed the institutionalization of a number of important modern public administration changes that had begun to be implemented within its partner ministries. The ministries, in close collaboration with USAID/*Tatweer*, have enthusiastically welcomed the program's technical assistance and mentoring to firmly root public administration systems and procedures into their organizations. The ministries have gone a step further—establishing GoI-wide initiatives that will provide the blueprint for Iraq's future. These complex systems development, implementation, and institutionalization efforts include:

- **National Development Plan (NDP).** Following an intensive two-year collaboration, USAID/*Tatweer* and the Ministry of Planning (MoP) celebrated the Council of Ministers' approval of Iraq's National Development Plan. The NDP charts the course of Iraq's capital investment projects for social, economic, and infrastructure development over the next five years, and is a landmark achievement. The MoP relied on an innovative approach to develop the plan, involving stakeholders from all levels of national and provincial government, international donor organizations, and non-governmental organizations. Prime Minister Nouri al-Maliki presented the NDP to national and international press on July 4, 2010.
- **Civil Service Reform.** In anticipation of the passage of the new Civil Service Law, the Council of Ministers issued an executive order to all GoI line ministries and executive offices to establish a Human Resource Division



(HRD) in each organization that is in line with the requirements specified in the draft Civil Service Law. To accomplish this monumental effort, USAID/*Tatweer* is working closely with the Joint Coordinating Committee (JCC), which was established to monitor and oversee the institution of HRDs within the ministries according to the executive order. The JCC and USAID/*Tatweer* collaborated to create an HRD organizational structure for implementation within the ministries and to present workshops to ministry leadership to explain the implementation of civil service reform. Over the course of the first few months of 2010, GoI ministries began to issue ministerial orders to organize and establish HRDs within their agencies. USAID/*Tatweer* worked with its partner ministries to establish effective HRDs, helping them create organizational structures, job descriptions, and performance-based employee appraisal criteria and systems, and further educating HR staff. Under this government wide program, 63 ministries, government agencies, and governorates have established the HRD structure in line with the executive order and are working to ensure that Iraq develops an effective, merit-based civil service that is equipped to service the needs of Iraq's citizens.

“USAID/*Tatweer*'s Civil Service Reform Program is playing a historical role rebuilding the foundation of Iraq's new state at federal and provincial levels. History will long remember their work.”

*- Dr. Farouk Abdallah Abdel Rahman,
Prime Ministerial Advisor for Provincial Affairs*

- **Central Statistics Organization (CSO): National Employee Data Bank.** With USAID/*Tatweer* assistance, Iraq's Central Statistics Organization, a MoP affiliate, has completed entering data into its National Employee Databank (NEDB). These personnel “mega-files” have been compiled for 37 GoI ministries and organizations, and contain employee information for over 800,000 Iraqi civil servants. The NEDB houses all personnel records, including job descriptions, performance appraisals, salary history, and other personnel information and is tied to each employee's national employee number. The NEDB includes a reporting function that allows for rapid cross-indexing and compiling of timely reports for use within the CSO and other GoI entities, and represents a monumental step forward from the previous system of paper-based archives housed in individual ministries.
- **Ministry of Agriculture: Organizational Self-Assessment and Transformation Program (OSTP).** The Ministry of Agriculture's (MoA) OSTP Champions, the first ministry team to complete the USAID/*Tatweer* OSTP process, is independently expanding across the agricultural ministry. The MoA Champions unit, with mentoring from the USAID/*Tatweer* OSTP team, has been instrumental in launching OSTP initiatives in five MoA provincial agriculture directorates and companies. Most recently, the MoA Champions unit conducted a kick-off meeting for the Agricultural Services State Company (ASSC) to initiate their Self-Assessment Benchmark Report effort. The event was covered by Iraqi television and print media, broadcasting the message of a nascent Culture of Government Excellence in Iraq.
- **Central Organization for Standardization and Quality Control (COSQC): Quality Assurance.** With the support of USAID/*Tatweer*, COSQC organized and held Iraq's First Quality Conference. The conference focused on ways to enhance awareness of quality management concepts, services, and products, and to illustrate their role in Iraq's national development. As an expression of its commitment to quality, COSQC agreed for the first time to contract foreign companies to conduct independent evaluation and inspection of imported food and other products. This initiative, undertaken with assistance from USAID/*Tatweer*, will help to ensure that Iraqi consumers are protected against unhealthy food products and unsafe household equipment and to create a level playing field for international companies interested in exporting to Iraq. COSQC is in the final stages of bid evaluation and is currently negotiating with the highest-ranked bidders.
- **National Investment Commission: International Arbitration.** The National Investment Commission (NIC) initiated a workshop series on International Arbitration, the first of its kind for Iraq. The workshop series was co-sponsored by USAID/*Tatweer* and the Presidency Diwan (PD), hosted by the PD, and attended by senior officials from all GoI executive offices, members of the Shur'a Council, staff of the Ministry of State for Parliamentary Affairs, the Dean of Baghdad University Law School, and the Council of Representatives Legal Committee. The workshop series was delivered in Arabic by USAID/*Tatweer* advisors and included in-depth presentations on a variety of International Arbitration conventions, such as alternative dispute resolution, international and regional arbitration conventions, and roles and attributes of arbitrators. The success of the early workshops prompted



attendees to request that USAID/*Tatweer* provide an additional higher level follow-up workshop series. The high-level arbitration workshops have been enthusiastically received and are ongoing.

- **Ministry of Oil: New Project Manager Program.** The New Project Manager (NPM) program at the Ministry of Oil (MoO) was developed by USAID/*Tatweer* in collaboration with the MoO. The NPM program was designed to mitigate the effect of years of conflict and attrition on the pool of talented and experienced oil-industry engineers and staff. The program provided a rich learning environment, presenting modern engineering practices and techniques, and encouraging cross-generational interaction by facilitating communication between older, more experienced engineers and new engineers at the Midland Refinery Company in Daura. The USAID/*Tatweer* NPM training was an integral part of an intensive twelve-month on-the-job technical training program which has produced 166 young engineers who are now equipped to ensure that Iraq's refineries run smoothly now and in the future.
- **Ministry of Electricity: Inventory Management.** USAID/*Tatweer* and the Ministry of Electricity (MoE) have been engaged in reforming inventory management across the ministry and within its operating and production companies to ensure that MoE facilities have the parts and supplies they need, when they need them. USAID/*Tatweer* has been instrumental in providing training on the MaintSmart Computerized Maintenance and Management System (CMMS) software, and has provided over 20 CMMS software sets that have been distributed to MoE power production units. This initiative is being driven by upper-level MoE leadership and the Directors General of power production directorates, and has been expanded to all gas power production facilities throughout Iraq. The ministry has directed its production companies to purchase the necessary computer equipment to ensure that CMMS is accessible to users, and has mandated that the directorates enter all inventory data into the CMMS system. The MoE gas power production plants are well into this process, and staff are engaged with learning to use the software as laid out in the training program, part of the CMMS implementation plan developed by MoE production directorate leadership and USAID/*Tatweer*.
- **Ministry of Planning: Iraq Development Management System.** The MoP approved the joint USAID/*Tatweer*-United Nations Development Programme (UNDP) developed Iraq Development Management System (IDMS) as the official system to be used to request funding for capital investment projects. The IDMS streamlines the process of applying for capital investment project monies, and provides GoI ministries with the ability to monitor and follow-up with those requests, as well as inputting project tracking information and receiving up-to-date status reports of capital investment projects throughout Iraq. The IDMS is accessible by all ministries, and USAID/*Tatweer* is working with MoP to ensure that all ministries are educated about the IDMS by providing in-depth workshops to all partner ministries.
- **Ministry of Agriculture: Geographic Information Systems (GIS) and GIS Center.** Following a successful collaboration with USAID/*Tatweer* to train GIS specialists and gather agricultural GIS data on the Taji Canal and Musayeb projects, the MoA established a GIS Section to supervise all MoA GIS activities. USAID/*Tatweer* supplied GPS handheld devices, computer equipment, software, and furniture to create a dedicated GIS Center in Abu Ghraib. The new GIS Center has opened for business, and is being used for training, surveys, and other agricultural GIS applications. The MoA has recently appointed a Director for the GIS section, which is comprised of 35 GIS specialists from Baghdad and Karbala, and is responsible for supervising the GIS Center. Staff members of the GIS Center have been conducting GIS training courses, entering survey data from the Taji and Musayeb projects, and creating detailed overlay maps from the GIS data gathered during the projects. Training held at the MoA GIS Center will be especially important in the future, as the MoA has issued a directive to establish a GIS Section within the Epidemiology Department at the Veterinary Science State Company (VSSC). The new VSSC GIS Section will undertake GIS applications in animal health.
- **Ministry of Planning-Kurdistan Regional Government(MoP-KRG):** USAID/*Tatweer* and the MoP-KRG met in February 2010 and agreed to work together to develop public administration capacity within the KRG. USAID/*Tatweer* described the program and public administration systems put into place in the Baghdad MoP, and received an enthusiastic response and request for technical assistance and implementation of the same systems for MoP-KRG. Despite the truncated time frame, USAID/*Tatweer* successfully implemented a number of activities and systems which are now in use at MoP-KRG, including: a comprehensive IT assessment and



enhanced network design; the Contractor Classification Application; modified Training Management System software; the Inventory Management System; and the IDMS. USAID/*Tatweer* has also provided training in Erbil for MoP-KRG leadership and staff in the operation of these new systems and software.

- **Ministry of Labor and Social Affairs (MoLSA): Social Safety Net.** USAID/*Tatweer* has partnered with MoLSA to provide technical assistance and mentoring in the development of the Social Safety Net (SSN) information system. The SSN project is one of the first anti-poverty projects in Iraq and the Middle East and is designed to assist low income families deserving of subsidies, while preventing fraud and forgery, within a standard system that will connect all regions of Iraq under the same umbrella. USAID/*Tatweer* worked closely with Primus, the software vendor, to design and test the SSN application software and the data migration application that is being used to transfer claims benefit data from a MoLSA database into the SSN application. Despite some uncertainty regarding the law mandating the disassociation of the Social Affairs Directorates from MoLSA (which was later repealed), the SSN package was completed, approved by MoLSA leadership, and is now being deployed at the MoLSA headquarters and Al-Sadr SSN sites. USAID/*Tatweer* is working closely with MoLSA to ensure that data is being entered and migrated correctly into the SSN application, and is providing extensive training for over 30 MoLSA IT staff to prepare them to manage and maintain the SSN application.

PROVINCIAL OUTREACH

USAID/*Tatweer* has continued its provincial outreach this year, providing technical assistance in all the program's core public administration areas, but with special focus on fiscal management, project management, improved communication between the ministry headquarters and their provincial directorates, and improved communication between the line ministries' provincial directorates and the Provincial Councils and Governors. In addition to supporting roll-out training through its provincial offices, USAID/*Tatweer* has worked within its partner ministries to encourage public administration capacity development and systems implementation with provincial ministerial offices. USAID/*Tatweer* has also worked extensively with the MoP's Provincial Planning Units (PPU) and the Provincial Anti-Corruption Committees (PACC) to provide technical assistance and mentoring for provincial-level functions. Notable accomplishments at the provincial level include:

- **Ministry of Municipalities and Public Works (MoMPW):** USAID/*Tatweer* has been delivering a series of operations and maintenance management (O&MM) workshops in Anbar, Babil, Baghdad, Basrah, Karbala, Kirkuk, and Najaf. These workshops are being delivered to teams of planners and project managers from MoMPW water and sewage directorates in each province who work with real-world data and challenges from an actual ongoing project from each team's respective province. Each group has learned how to collect and collate project data and use the results to formulate project budgets, personnel projections, program calendars, maintenance schedules, and other project planning functions crucial to operating and maintaining physical plants. During the course of the workshop series, each team has worked to develop a draft O&MM Manual which will be used as a reference for their project. By applying their training in a real-world situation, the MoMPW planners and project managers are well-equipped to transfer their knowledge and skills to other projects, and to work with their peers to explain the principles of proper O&MM for physical plants.
- **Ministry of Health:** USAID/*Tatweer* has been especially active with the MoH and the provincial Directorates of Health (DOH) over the past year. All MoH provincial directorates now participate in the annual budgeting process, are responsible (and have the capacity) for managing their annual training plans, and for developing their provincial strategic capital investment plans. Following USAID/*Tatweer* training, the Maysan DOH created a Problem Solving Team (PST) to translate the learning process into policy-driven programs. The Maysan DOH is working with the embedded USAID/*Tatweer* advisor to identify a set of problems and develop possible solutions based on the principles learned from the program. The first problem identified was the incompatibility of statistical data sets emerging from two important sources, the Primary Health Centers and DOH in Maysan. The PST is generating solutions for the discrepancy in statistical reporting, with the USAID/*Tatweer*-embedded health advisor acting in the capacity of coordinator. In addition to its work with the Maysan DOH PST, USAID/*Tatweer* has also worked extensively with the Maysan DOH Monitoring and Evaluation Unit, co-facilitated four provincial Health Capital Investment Project workshops, and Muthanna, and provided technical assistance to feasibility studies teams in several provinces.



- **Provincial Planning Units:** USAID/*Tatweer* assisted in training, organizing, and equipping MoP's provincial planning units, providing training, technical assistance, and mentoring to each of the 15 PPU. USAID/*Tatweer* has hosted a number of combined PPU meetings, encouraging the units to meet and exchange information on the issues and challenges each PPU faces. USAID/*Tatweer* also proposed that the MoP embed technical experts into the PPUs to foster a closer working relationship between the central ministry and the PPUs. This initiative was approved by the Minister of Planning, and in July 2010, the MoP deployed nine groups of technical experts to the PPUs. Each of these embedded expert groups consists of three senior employees from the MoP with various relevant specialties, including project management, fiscal management, procurement, and feasibility studies. The expert groups have a mandate to train the PPU staff in monitoring the implementation of the capital investment projects accompanying the National Development Plan. The PPUs representing the provinces of Basrah, Diwaniyah, Dhi Qar, Karbala, Kirkuk, Maysan, Muthanna, Najaf, and Wasit are benefiting from this initiative.
- **Provincial Anti-Corruption Committees:** The 13 PACCs have spent the past year defining their role and building their organizational structure. USAID/*Tatweer* was instrumental in this process by helping to develop a draft Provincial Anti-Corruption Strategy, which, among other things, helped the PACCs to define their role. Each PACC is unique, facing different challenges, and displaying varying levels of dedication in meeting their responsibilities. Two in particular, Salah ad Din and Najaf, have shown remarkable motivation, and have developed considerably. The Salah ad Din PACC has spearheaded the creation of an Anti-Corruption Resource Center which houses more than 325 books purchased by USAID/*Tatweer*. The Najaf PACC, drawing on skills developed by USAID/*Tatweer* training, has successfully created and implemented an organizational plan.

SKILLS DEVELOPMENT

At the beginning of the USAID/*Tatweer* program, the new government of Iraq faced a critical shortage of skilled and experienced managers. The USAID and GoI designers of the USAID/*Tatweer* program determined in 2006 that there was a massive skills gap that required immediate attention if the new government was going to have sufficient capacity to carry out its functions. The original training target of 58,000 civil servants (based on 10% of the estimated number of management level employees of the ten USAID/*Tatweer*-assisted ministries listed in the 2006 budget) seemed like an impossible goal for a three-year project under “post”-conflict conditions.

USAID/*Tatweer*, in partnership with NCCMD, initiated a program in public administration training to meet these ambitious targets. As the training initiative gained momentum, USAID/*Tatweer*'s partner ministries became active participants in the training of their staff. Iraqi civil servants have displayed such a passion for training and learning—even at the risk of their lives, they join in courses on procurement, budgeting, project management, human resources, information technology (IT), and leadership communication—that the program's wide variety of courses and workshops have been attended by over 100,000 participants.

In order to reach such a large number of civil servants, USAID/*Tatweer* mounted a classic training-of-trainers (ToT) program targeting ministries' staff to serve as the trainers for their colleagues in order to provide the rapid influx of management skills. The USAID/*Tatweer* program, NCCMD, and ministry training units together exceeded the original target right on schedule in July 2009, achieving 58,391 trained civil servants. By the end of this year (September 30, 2010), USAID/*Tatweer* had trained a total of 76,217 civil servants—over a third of all these trained civil servants attended more than one course (netting 102,000 enrollees), usually adding advanced classes or a topic closely allied with their main area of expertise, or adding an IT course in addition to their main course. On average, each of the more than 5,000 courses was one week long, with over 30 hours of interactive “class-time” plus special assignments, practicals, and other hands-on, real world exercises.

“Everything I learned... helped me review, then refocus the trainings we give.”

- Ms. Bahija Jwad Ahmed,
Head Trainer, MoMPW,
Human Resources Department

In addition to its ambitious in-country training, during Year Two USAID/*Tatweer* selected 120 deserving Iraqis from 15 provinces and 23 ministries to receive scholarships to attend master's-level courses at regional universities. This year, USAID/*Tatweer* scholarship recipients began graduating from their respective universities with Master in Public Administration degrees and returning to Iraq, bringing with them an enhanced understanding of modern public administration practices. Over 30 scholarship program alumni have returned to their roles in the ministries, to the



private sector, or to internships with the USAID/*Tatweer* program. These alumni have been recognized by Deputy Prime Minister Dr. Rafe al-Essawi for their accomplishments, and have formed an alumni association which will help them network between the public and private sectors and across ministerial boundaries.

USAID/TATWEER'S SCHOLARSHIP PROGRAM SUPPORTS AND INSPIRES STEADFAST IRAQIS

In 2008, while working in Iraq's Ministry of Municipalities and Public Work's Planning and Compliance Department, Bahija Jwad Ahmed was overjoyed to hear that she had received a USAID/*Tatweer* scholarship. When she shared the exciting news with her elderly father, he expressed concern for her safety and asked why she was going to Egypt for a Master's degree in Public Administration when she already had a good job and other degrees.

"I am ambitious," she told him. "I want my country to succeed, and I have been chosen to help lead Iraq to a bright future."

Her father gave his blessing, and Bahija took advantage of *Tatweer's* scholarship program to complete the two-year program at the Graduate School of Business at the Arab Academy of Science and Technology in Cairo. Graduating at the top of her class, her years of experience combined with her Master's elevated Bahija to a new position as head trainer of all 15 provincial training centers within the ministry's Human Resources Department.

Chosen from over 1,000 applicants, Bahija is among 120 people from 15 Iraqi provinces representing 23 ministries who have received the

highly sought-after *Tatweer*-funded scholarship. She is among the first cadre of 26 Master's graduates who returned home eager to apply newly acquired skills to rebuilding their devastated country. Other recipients are attending universities in Jordan, Egypt, and Lebanon.

"The people of Egypt were very friendly and cooperative. But while there, I worried about my family and their security," Bahija said. "Then my father died. I went home to Iraq thinking I would not continue. After two weeks, I returned to Egypt feeling my father wanted me to succeed. Everything I learned—human resources administration, strategic planning, leadership and communication, project management—helped me review, then refocus the trainings we give. I even dream of becoming a Director General some day."

Much has been said about Iraq's "brain drain"—the migration of Iraq's finest minds out of Iraq to seek respite from insecurity and violence. Garnering less, if any attention at all, are the larger numbers that willingly choose to remain in Iraq. Young and old, courageous and steadfast, those who stay are driven by a deep desire to not only restore Iraq's former status as regional leader and driving force of modernization, but also to aid their country's return to its once prominent international position.

Bahija's and other scholarship recipient graduates' return to Iraq is yet another milestone in the ongoing efforts of *Tatweer* to build a sustainable critical mass of highly trained citizens to drive modernization of Iraq's public administration.



Ms. Bahija Jwad Ahmed, USAID/*Tatweer* scholarship recipient

EXPANDING GOI CAPACITY TO DELIVER MANAGEMENT TRAINING

USAID/*Tatweer* provides crucial support to GoI institutions responsible for in-service training to civil service staff to assure their continuing ability to provide training services, and to build an internal capacity to adapt and change as circumstances develop. USAID/*Tatweer* is working with the National Center for Consultancy and Management Development (NCCMD) of the Ministry of Planning to identify those ToTs who can be qualified as Master Trainers according to a strict set of skills and experience, such as number of courses taught, training in curriculum development and manpower assessment, training evaluation skills, and so forth.

Ministry Training Capacity. With USAID/*Tatweer's* training focus in Year Four directed toward delivering technical assistance workshops, the ministries have continued to deliver competency-level training in their own training centers at headquarters and in the provinces. All USAID/*Tatweer*-supported ministries and executive offices now have fully equipped training centers and ToTs that are conducting courses and workshops. This commitment to the continuation of and expansion of training efforts in the ministries beyond the life of the USAID/*Tatweer* program has been manifestly demonstrated by several ministries, including:



- **Ministry of Health:** The MoH initiated a rigorous program to select 32 master trainers from among its 222 ToTs. These MoH master trainers are actively working within the MoH Human Resources Training and Development Center (HRTDC) and provincial MoH training centers, providing courses to their peers. Each province has at least one master trainer who, along with the provincial MoH training committee, develops the annual training plan for provincial Directorate of Health. The Minister issued an official order to begin implementing a special training program in 2011 across all training departments utilizing all USAID/*Tatweer's* core program training materials. The program objective is to conduct 48 training courses and train 1,000 MoH employees each year in the areas of public and health administration. The minister's directive emphasized the importance of supporting the master trainers' functions and maintaining communication on the trainers' attendance whenever requested so that the HRTDC is able to confirm the completion of program requirements, manage and follow-up on the comprehensive training process, conduct ToT courses, sign all participant training certificates, and prepare training manuals.

“I've already begun implementing skills learned to develop training needs analysis and evaluation at the directorate”

*Sarah Mahir,
Ministry of Electricity Trainer*

USAID/*Tatweer* has also been working with the ministerial training centers to implement Training Management Systems (TMS) and educate training center staff on effective use of TMS to plan, analyze, and coordinate courses and capture statistical data on trainees.



USAID/TATWEER'S TRAINING MANAGEMENT SYSTEM FIRMLY ANCHORED WITHIN IRAQ'S MINISTRIES OF OIL AND ELECTRICITY

Since 2006, an impressive 100,000 participants enrolled in essential training under USAID/*Tatweer's* diverse range of courses developed in partnership with the Gol. Acknowledging the need to anchor and sustain this far-reaching curriculum that addresses basic public sector functions, officials from two of Iraq's largest ministries—Electricity and Oil—welcomed USAID/*Tatweer's* recently launched Training Management System as a critical tool in achieving these objectives. The key components of TMS consist of conducting a training-needs analysis, designing and developing curriculum, implementing instructional programs, and conducting training evaluations on all related TMS functions.

USAID/*Tatweer's* TMS provides a two-step approach to produce sustainable training quality: 1) Instruction, and 2) Technical Assistance follow-up. In the first step, a select group of employees responsible for professional development are chosen to expand and strengthen their respective ministry's training departments as training analysts. Members of these elite teams then undergo instruction in four core training courses. The first two courses—Training Analysis and Training Evaluation—explore needs analysis, course design, and evaluation of training and curriculum. Next, a ToT course teaches trainers how to instruct their peers. The final course, Training Policy, instructs senior officials how to write policy that incorporates all parts of the TMS process.

The second step, designed to develop the training departments within the two ministries into self-sustaining units capable of managing all aspects of staff training, involves a multi-day *Tatweer* TMS technical assistance program workshop. Graduates of the Training Analyst and Evaluation courses evaluate training needs assessments and requirements, create task lists and training requirements matrices, and draft Short Range Training Plans tailored to secure the necessary budgetary approval for this study. This on-the-job training challenges Iraq's new training analysts to address and resolve vital issues confronting the training departments within their ministries.

"This is the best training I've ever had," said Ministry of Energy trainer Sarah Mahir. "I've already begun implementing skills learned to develop training needs analysis and evaluation at the directorate."

Created during the summer of 2009, *Tatweer* TMS advisors successfully completed their first pilot training analyst course by the end of October 2009. As future USAID programs are implemented in Iraq to strengthen the professionalization of the Iraqi Civil Service, *Tatweer's* TMS program, anchored within the ministries, will be able to respond to the need to analyze, design, develop, implement, and evaluate the numerous courses essential to each ministry.



Tom Rousseau, USAID/Tatweer TMS Team Leader, with representatives from the Ministries of Oil, Electricity, and Water Resources

PROGRAM ACTIVITIES

The USAID/*Tatweer* program is built around three core tasks: **ministerial systems reform, individual training,** and the **development of a sustainable Iraqi training capacity.** The initial emphasis of the project was on a large volume of individual training. Midway through the first year of the project, USAID re-oriented the program focus to ministerial reform. In Year Two, USAID/*Tatweer* moved to capitalize on the relationships developed by the program to achieve adoption of systemic changes to GoI administrative procedures, with a number of USAID/*Tatweer* initiatives incorporated into GoI standard operations. During Year Three, the GoI embraced the new systems and began expanding them to the Directors General (DG) in the provinces, a critical indicator of the sustainable impact of USAID/*Tatweer*'s approach to capacity development in Iraq.

Year Four—the culmination of critical interventions and key partnerships—reflects GoI responsiveness to the willingness and efforts of ministerial leadership and Iraqi civil servants to ensure Iraq's success. USAID/*Tatweer*'s ministry partners, from staff to senior leadership, have been actively involved in and enthusiastic about implementing systems and planning strategies that will strengthen public administration and national development. Partner ministries are actively implementing training management systems and shepherding a cadre of trainers who will guide their peers in the coming months and years. The USAID/*Tatweer* program focused on several critical themes for Year Four, including:

- Improving Iraq's national and regional planning;
- Improving public procurement;
- Improving budget execution;
- Improving Iraq's public policy capacity; and
- Focusing on sustainable educational systems and programs.



MoHR staff member cataloging library materials received from USAID/*Tatweer*



A. IMPROVING IRAQ'S NATIONAL AND PROVINCIAL PLANNING

SUCCESS IN NATIONAL PLANNING

Chief among USAID/*Tatweer*'s noteworthy accomplishments has been its close collaboration with the Ministry of Planning in successfully facilitating the finalization of Iraq's National Development Plan. Approved by the Council of Ministers in April 2010, the NDP calls for comprehensive social, economic, and environmental development in Iraq with the goal of achieving 9.8 percent annual GDP growth, generating 3.5 million new jobs, and reducing poverty by 30 percent (as compared to 2007 levels) over the next five years. The NDP was personally presented to the media and public by Prime Minister Nouri al-Maliki on July 4, 2010.

Ten technical committees consisting of more than 400 members—including GoI officials, academics, civil society, and private sector participants—contributed to the NDP. Continuous consultation between the stakeholders culminated in a November 2009 MoP NDP Conference for Iraq, attended by senior GoI officials, plus representatives from the United Nations, European Union, and USAID. Capitalizing on their strong working relationships with ministry counterparts, USAID/*Tatweer* advisors helped to facilitate a constructive dialogue among all stakeholders and committee participants, who successfully discussed, debated, reviewed and drafted all 12 chapters in the National Development Plan.

“Never in Iraq’s recent history has everyone’s point of view been so represented and accounted for within one plan,” noted conference attendee Minister of Planning, Mr. Ali Baban.

Decades of poor funding, crippling sanctions, incoherent investment policies, and a lack of stakeholder input led to severe under-performance across all Iraqi sectors. Given the responsibility of creating the NDP, the MoP recognized the need for a unified approach that incorporated modern concepts of planning and transparency and harmonized GoI priorities with those of the international investor and donor communities. With its most seasoned planners either in retirement or living outside of the country, the MoP requested assistance from USAID/*Tatweer* advisors to coordinate the divergent interests of stakeholders and provide the MoP with technical and logistical support. Working to ensure the NDP reflected local community needs, USAID/*Tatweer* simultaneously steered GoI coordination with the United Nations, World Bank, and other international organizations toward incorporating internationally accepted best business practices, thus contributing to donors’ widespread support for the NDP.

The NDP recommends two major implementation strategies: an investment program enacting 2,831 capital projects totaling \$186 billion over five years (2010-2014), with \$100 billion from the GoI and \$86 billion to be provided by the private sector and donors; and an emphasis on what has also been USAID/*Tatweer*'s key recommendation—comprehensive institutional and policy reform throughout the GoI.

“The process was monumental,” said Dr. Sami Mati, NDP chief of technical committees. “Learning and utilizing these new concepts and methods in participatory planning was a marvelous experience for all. The NDP heralds a new era of development in Iraq.”

SUCCESS IN SUPPORTING PROVINCIAL PLANNING

By 2008, the regional planning capacity of the MoP had severely diminished due to sparse communications with the provincial offices and a shortage of experienced staff. USAID/*Tatweer* seized the opportunity to assist by engaging with the ministry’s Provincial Planning Units (PPU) through an integrated approach aimed at bolstering planning capacity and coordination with the MoP HQ. This approach included specialized training in fields such as project management and feasibility studies, which were in turn complemented by technical assistance and support. An



Small businesses expect to benefit from the National Development Plan.

example of the former is USAID/*Tatweer*'s dissemination of a comprehensive package of information regarding the regulations of Iraq's capital investment process to each PPU. In terms of support, USAID/*Tatweer* has provided an infusion of modern IT equipment to PPU offices to assist them in their activities as well as strengthen their communications linkages with the MoP in Baghdad.

The collective impact of these activities has been substantial. In addition to contributing to improved provincial budget execution and accelerated decentralization of basic services, the PPUs now serve as a direct conduit for a more consultative planning process between provincial councils and the MoP in Baghdad. This was made crystal clear in Wasit province when the governor mandated that all capital investment activities be undertaken only with PPU consultation. Each of USAID/*Tatweer*'s activities has multiple outputs affecting both people and policy, and together these outputs form a foundation from which Iraq's regional planning capacity will flourish.



B. IMPROVING IRAQ'S PUBLIC PROCUREMENT

SUCCESS IN PUBLIC PROCUREMENT CAPACITY BUILDING

Using a multifaceted approach, USAID/*Tatweer* has provided valuable assistance to the GoI in public procurement. USAID/*Tatweer*'s assistance encompasses everything from improving the skills of GoI procurement practitioners and building automated systems up to facilitating good procurement practices by instilling anti-corruption principles and institutionalizing a dispute resolution mechanism. This approach has been felt across the GoI and by the Iraqi people, and its impact can be seen not only at the institutional level, but also in each province as actual projects are implemented in the environment which USAID/*Tatweer* helped create.

The Ministry of Municipalities and Public Works has been especially involved in USAID/*Tatweer* procurement training during this past year. The MoMPW was among the first and most enthusiastic of the ministries when USAID/*Tatweer* began ToT courses, and now MoMPW is utilizing those ToTs to enhance its procurement capacity in its provincial directorates. With mentoring and training materials from USAID/*Tatweer*, MoMPW ToTs are conducting procurement courses every month in Anbar, Babil, Basrah, Kirkuk, and Najaf provinces which focus on procurement planning and creating contracts to procure goods and services. The majority of these workshops feature real-world case studies, which gives the content an immediacy that participants can relate to and apply to the procurement needs of their units or directorates. Many of the workshops also focus on managing special conditions as they apply to contracts and procurements, an especially valuable tool that directly ties into effective program management for large public works projects.

SUCCESS IN INTRODUCING A CONTRACTS DISPUTE RESOLUTION MECHANISM

One of the key contributions of USAID/*Tatweer* in promoting an effective environment for public procurement was the introduction of contract dispute resolution mechanism within the MoP. Referred to as the Administrative Tribunal, it is a venue within the MoP in which four judges maintain legally-binding jurisdiction over disputes regarding the award of public contracts. Throughout the Tribunal's development, USAID/*Tatweer* provided guidance and expert resources to refine and augment the skills and expertise of Tribunal staff. USAID/*Tatweer* also provided assistance in the form of infrastructure improvements and equipment for the recording of proceedings. The Administrative Tribunal to date has resolved more than 100 disputes between contractors, clients, and the GoI. Ultimately, this dispute-resolution mechanism represents Iraq's first institutional-level effort to ensure that public goods and services procurement come at the best possible value and free from outside influence.

SUCCESS IN STREAMLINING CONTRACTOR VERIFICATION PROCEDURES

USAID/*Tatweer* has worked with the MoP to streamline the contractor/GoI relationship through the development of a powerful new tool. The Contract Classification Application (CCA) is an online tool developed by USAID/*Tatweer* for the MoP that allows contractors, vendors, and other enterprises to register their services and qualifications with the ministry. With this system, the MoP can verify and cross-reference each contractor according to the information submitted, thus quickly determining its legitimacy. The CCA automates what was previously a cumbersome paper-based process that struggled to keep up with the 150-200 daily requests for contractor verification, often resulting in delays of three months or longer to obtain necessary approvals. By reducing the time required for the contractor classification process, the MoP is able to expedite budget execution overall. The CCA feeds directly into better budget execution, reduced corruption, and increased transparency.

“We are extremely appreciative of USAID/*Tatweer*'s contribution. They have shown commitment, flexibility, professionalism, and a strong sense of partnership...”

*Zagros Siwaily, MoP-KRG,
Director General of Development
Coordination and Cooperation*

SUCCESS IN PROVIDING TECHNICAL ASSISTANCE AND TRAINING IN PROCUREMENT

USAID/*Tatweer* has disseminated knowledge of GoI procurement policies and regulations throughout the government along with promoting procurement procedures that are in accordance with best international practices. USAID/*Tatweer*'s consulting services extend beyond training to include on-the-job-coaching and mentoring as well



as technical assistance to Iraqi procurement professionals on topics including the preparation of project-specific bidding documents.

To date, USAID/*Tatweer* has conducted dozens of on-the-job training workshops or focus groups for various ministries' procurement staff, working with them to develop standard bidding document templates that are being used on actual contracts in the ministries' investment plans. Examples include the \$200m Al Shatra sewage and drainage system in Basrah, the construction of the Kubaisa municipality building in Anbar, and the procurement of several water compacting units in Kirkuk.

USAID/*Tatweer* also worked with the Ministry of Oil's North Gas Company (NGC) to help them prepare to source supplies for its nitrogen plant in Kirkuk. Following a site survey and discussions with USAID/*Tatweer* to assess existing equipment and identify material shortages, NGC management and engineers attended USAID/*Tatweer* workshops on tender document preparation and evaluation to ensure that the tenders they issue to suppliers meet the standards of international best practices. USAID/*Tatweer* provided hands-on technical assistance, reviewing bidding documents prepared by the group, and suggesting modifications or additions as necessary, in addition to providing resources for NGC management to begin its search for vendors for the material.



USAID/TATWEER TRANSFERS ITS BAGHDAD RECIPES FOR SUCCESS TO KURDISTAN REGIONAL GOVERNMENT

Four years ago, USAID/*Tatweer* began to develop a strong partnership with Iraq's National Ministry of Planning—one that facilitated government adoption of contemporary state expenditure processes, strengthened its capital investment framework, and guided its transition from a centralized to a decentralized coordinated planning model. Upon receiving a similar request for assistance in early 2010 from the new Kurdistan Regional Government's (KRG) Ministry of Planning, USAID/*Tatweer* welcomed the unique challenge of rapidly replicating—in mere months—these earlier successes in order to assist the KRG in better managing its \$2-3 billion annual capital investment budget.

Focusing on strengthening the operations of Kurdistan's MoP, USAID/*Tatweer* mobilized its experienced advisory staff to share valuable knowledge in planning, statistics, feasibility studies, systems development, and public procurement. In just a few months, the Ministry established the USAID/*Tatweer*-proposed Public Contracts Directorate that utilizes a multifaceted capacity building approach focused on recruitment efforts and specialized training. Taking these meaningful steps toward effective and transparent management of the KRG's capital investment expenditures and harmonization of these vital procedures between the KRG and provincial Ministries of Planning is crucial to Iraq.

Providing valuable assistance to the KRG's statistical capacity at the organizational, planning, and technical levels, USAID/*Tatweer* advisors assisted in enhancing the statistical capabilities of the Kurdistan Regional Statistics Office, in the development of a new model of internationally accepted National Accounting based on the KRG's needs, and the initiation and administration of extensive statistical surveys from 2010-2014 that align with Iraq's new Master Statistical Plan. In addition, USAID/*Tatweer* facilitated the transfer of a number of national MoP systems and databases to the MoP in the KRG. Among the systems transferred are those responsible for managing the 17 percent of Iraq's federal budget allocated to the KRG and a web-based application that electronically classifies private contractors.

USAID/*Tatweer*'s reinforced this assistance through the extensive curriculum of activities conducted at the MoP-KRG's state-of-the-art flagship training center in Erbil that has instructed more than 14,000 public servants throughout the KRG provinces. The impact of these courses is apparent in the growing ability of the MoP-KRG to assert itself as overseer and regulator in assisting Kurdistan's ministries in implementing their investment plans.

The dynamic use of systems established in Baghdad has been immensely valuable to the MoP-KRG, which stands to benefit from USAID/*Tatweer*'s experience working with the national MoP.

"We are extremely appreciative of USAID/*Tatweer*'s contribution," said Zagros Siwaily, MoP-KRG Director General of the Development Coordination and Cooperation office. "They have shown commitment, flexibility, professionalism, and a strong sense of partnership—not the usual 'It's my way or the highway.' We only wish we had started this partnership and initiated these programs earlier."



Dr. Ali Sindi, KRG Minister of Planning addresses National Development Plan Workshop in Erbil, Kurdistan in November 2009.

C. IMPROVING IRAQ'S BUDGET EXECUTION

SUCCESS IN FACILITATING AN ENABLING ENVIRONMENT

Over the course of USAID/*Tatweer*'s partnership with the MoP and other line ministries, the GoI has witnessed its budget execution skyrocket from 43 to 86 percent. From 2007 to 2009, USAID/*Tatweer*-affiliated ministries averaged an approximately 27 percent improvement in budget execution rate, while the figure for other ministries overall during the same period is approximately 17 percent. USAID/*Tatweer*'s contribution to this came in an integrated, "end-to-end" approach that worked directly with the MoP to reach each of the GoI's implementing agencies. Essentially, USAID/*Tatweer*'s assistance to the MoP helped facilitate real capacity for government investment with which all GoI implementing agencies could improve operations. This significant endeavor included restructuring and updating the MoP's functions pertaining to planning capital investment projects. Some examples of USAID/*Tatweer*'s contributions to this enabling environment are detailed below.

SUCCESS IN CAPITAL INVESTMENT PORTFOLIO MANAGEMENT

The Iraq Development Management System (IDMS) is perhaps the most high-impact system introduced by USAID/*Tatweer* and will enhance Iraq's budget execution for years to come. The IDMS is state-of-the-art software developed by USAID/*Tatweer*, the UNDP, and the Ministry of Planning to automate the capital investment project cycle and manage Iraq's capital investment portfolio. The IDMS consists of several separate modules or databases, each of which facilitates the planning, coordinating, and monitoring of development endeavors throughout Iraq. These include a comprehensive library of all relevant investment laws, rules, and regulations, a budget execution roadmap, a project proposal form, and a mechanism that facilitates electronic requests for funding. The IDMS is also set to include a module for comprehensive projects and national-level monitoring, as well as a procurement status tracker. Fully functional in Arabic, as well as English, the IDMS is installed on the MoP HQ's servers. The IDMS was mandated by the MoP as the software to be used in managing capital investment projects in the 2010-2014 National Development Plan.

SUCCESS IN INTRODUCING FEASIBILITY STUDIES

Feasibility studies are an indispensable tool in any capital investment plan, and prior to USAID/*Tatweer* there was no practical mechanism for such studies under the GoI. USAID/*Tatweer* has addressed this need through an integrated approach of training, direct support, and technical assistance. USAID/*Tatweer* distributed licensed copies of the UN's Computerized Feasibility and Analysis (COMFAR III) software throughout the ministries and subsequently provided extensive training to the recipients.

As the GoI became increasingly aware of the value of well-executed feasibility studies in the capital investment process, the Ministry of Planning took a further step in 2008 by mandating that feasibility studies be included with all project applications. To date, USAID/*Tatweer* has graduated 118 candidates from expert-level feasibility studies courses across the GoI, as well as graduating hundreds of students at the various other levels in the field.

SUCCESS IN INTRODUCING ADVANCED PROJECT MANAGEMENT TOOLS

Finally, USAID/*Tatweer* advisors have worked closely with key Iraqi ministries to enhance their project management capacity through ongoing on-the-job training and technical assistance, making use of internationally accepted project management practices. This approach includes the full spectrum of the project cycle, ranging from basic contract writing and project execution to specialized technical assistance in procurement and the Primavera project management software.



USAID/TATWEER–MINISTRY OF HEALTH PARTNERSHIP ENGENDERS IRAQ'S NASCENT NATIONAL HEALTH CARE SYSTEM

When officials from Iraq's Maysan Province's Directorate of Health (DoH) met with USAID/Tatweer advisors for the first time in 2009, participants received a promising glimpse of the future: expansion of Iraq's Health Visitor Program (HVP) that utilizes Global Positioning System (GPS) technology as part of a larger five-year plan to provide a national health care system to all Iraqis. Maysan, among Iraq's more remote and underserved provinces, stands to benefit from the rollout of the HVP, a system that tracks patients' use of primary and secondary health services.

At the request of Maysan's DoH, USAID/Tatweer provided training, technical assistance, and GPS tools to upgrade its system and entered into a cost-sharing agreement to procure and install state-of-the-art GIS computer hardware and software at



A member of Maysan Province's Health Visitor Program providing health services to marshland inhabitants whose outlying homes are only accessible by boat.

three key healthcare facilities: DoH headquarters, and Al-Sadr and Al-Zahrawe Hospitals. This allows for the secure storage of health data collected through Maysan's HVP and at its 41 primary and 26 secondary health centers.

Maysan's HVP saw DoH information technology (IT) specialists pair GPS technology with related USAID/Tatweer assistance and training, mapping the governorate into small units containing no more than 1,000 homes. Consistent with HVP's mission to provide home health care to Iraqis who would not otherwise receive medical attention, teams of 5-10 health care professionals and local volunteers were then assigned to these small units, provided with vehicles, and tasked with mapping the precise location of each house. In Maysan's 14 marshland units, where it can take up to three days to see a doctor, HVP teams were provided with small wooden boats,

Once installed, GIS servers will allow instant and direct communication between Maysan's three main health care facilities and Baghdad's MoH. Protected and transparent, the system will enable storage and analysis of critical health data that will augment health-related decision making and support critical disease remediation efforts by tracking vaccinations, infant birth/mortality rates, illnesses such as diabetes and cancers, and epidemic outbreaks such as avian flu, cholera, and tuberculosis. Resulting health reports can be transmitted instantaneously to the MoH central headquarters in Baghdad for further analysis and review.

Future expansion of GIS will establish a modern data center by upgrading MoH network connections and providing digital phone service and protected official government e-mail accounts. At present, government officials use personal cell phones and e-mail addresses to communicate. Communication that once took more than a week will occur immediately.

The Maysan project promises to influence the MoH central headquarter's replication of the program in other provinces. "USAID/Tatweer's guidance and trainings have proved to be invaluable," said Maysan IT Head Khalaf Mohammed. "They have helped build our program to be incredibly important, not just in Iraq, but internationally."



D. IMPROVING IRAQ'S PUBLIC POLICY DEVELOPMENT CAPACITY

INTRODUCING PUBLIC POLICY ANALYSIS AND DEVELOPMENT

Iraq's 2005 constitution alludes directly or indirectly to public policy in more than one article, but the GoI has just begun to develop the process of formulating modern, effective public policies. In the fall of 2009, USAID/*Tatweer* responded to this need by creating a strategy to engage GoI offices in the what, why, and how of public policy. USAID/*Tatweer* developed a public policy curriculum tailored specifically to serve the GoI national leadership by addressing the challenges of creating effective public policy in Iraq, taking into consideration the political, socioeconomic, and security issues inherent in a post-conflict environment.

In January, USAID/*Tatweer* began delivering a series of public policy workshops to the Prime Minister's Advisory Council and the Presidency Diwan. Although the initial public policy workshops engaged participants from a single executive office, interest quickly spread with subsequent workshops attended by leadership and staff from ten executive offices, including the offices of the Presidency Diwan, Vice President, Prime Minister, and both Deputy Prime Ministers. The workshop series continued to expand to include representatives from the Council of Ministers Secretariat (COMSEC), the Council of Representatives, and the Minister of State for Parliamentary Affairs.

As participation in the workshops increased, officials became more engaged in public policy as a governmental tool to bring about social changes for the benefit of the greatest number of Iraqi citizens, GoI line ministries began express interest in learning more about public policy. By mid-April, the USAID/*Tatweer* public policy workshop series had garnered the attention of nine ministries, and the curriculum was tailored for delivery to the leadership and staff of the Ministries of Oil, Electricity, Water Resources, Education, Human Rights, Agriculture, Health, Planning, and Migration and Displacement.

PRACTICAL ENGAGEMENT IN POLICY DEVELOPMENT SKILLS

With all executive offices and several ministries fully engaged in learning about public policy, USAID/*Tatweer* shifted its emphasis to mentoring GoI leadership and civil servants to begin to create effective public policy development units. The program began a series of practicum workshops—hands-on development of public policy—tailored for each office and ministry, and addressing the needs of each group. Armed with rational and process models for creating public policy, the senior executive offices began to work on drafting policy papers. During the practicum sessions, USAID/*Tatweer* coached eight groups of executive office and ministerial staff to identify a particular policy issue and work as a group through the entire process to write a policy paper. This interactive process, which encouraged cross-communication between personnel from different GoI agencies, resulted in eight policy papers that each addressed a specific public policy need and encompassed the interests of all parties involved.

“USAID/*Tatweer*'s role in development of staff and establishing the Office of Public Policy at COMSEC is critical.”

– *GoI Secretary-General, Ali al-Allaq*

At the conclusion of the practicum series, USAID/*Tatweer* facilitated the presentation of all eight policy papers to the entire group. All policy papers were presented in Arabic and included public policy on: alternative energy; demographic redistribution of health clinics and hospitals in Baghdad; improvement of education in Iraqi universities; government housing; brain gain of Iraqi professionals, e-government, etc. In addition to practical experience in writing these papers, the participants developed professional bonds, avenues of communication, and a greater knowledge of the issues facing Iraqi citizens, all of which will enhance future public policy development in each executive office and ministry.

ESTABLISHING PUBLIC POLICY UNITS IN EXECUTIVE OFFICES AND MINISTRIES

The success of USAID/*Tatweer*'s public policy series has already resulted in institutional change within the GoI. USAID/*Tatweer* is working with the Presidency Diwan and the Deputy Prime Minister's Office–Services to establish bureaus of public policy within each organization. COMSEC is also working to establish its own Office of Public Policy with USAID/*Tatweer* assistance.



Both the Ministry of Health and the Ministry of Agriculture have recently, as a result of USAID/*Tatweer* efforts, established new units responsible for assessing and formulating new statutory and regulatory policies. USAID/*Tatweer* is working closely with MoA's Agricultural Policy Working Group (APWG), to coaching the group in its efforts to revise the MoA's agricultural policy framework and develop a schedule to update current policies and develop a new policy agenda. The APWG has been meeting several times a month to review current MoA policies that are in need of revision or replacement. The Ministry of Health, as a result of a special series of workshops on Health Economics and participation in the broader policy development workshops with the executive offices, has established a new unit responsible for the review and development of health economic policies.



USAID/TATWEER ASSISTS IRAQ'S TOP LEADERSHIP IN STRENGTHENING PUBLIC POLICY SYSTEMS

For more than 35 years, Iraq's leadership failed to involve its citizenry in the formulation of social policies. Seeking to address this historic deficiency in public participation and transparency, the current Gol created articles within its new constitution mandating the development of national public policies. However, after the constitution's adoption, clear regulations were not developed to create the necessary procedures to secure these new rights of public participation.

To meet these shortcomings, the Iraqi Prime Minister's Advisory Commission requested assistance from USAID/Tatweer's Executive Offices team to conduct a workshop explaining public policy management, as well as how an office dedicated to public policy would be structured. Following the initial January 2010 conference, USAID/Tatweer was asked to give subsequent workshops at the Presidency Diwan's Training Center for Presidency Council staff, the Council of Ministers Secretariat, and the Iraqi Prime Minister's offices.



H. E. Naseer al-Ani, Chairman of the Presidency Diwan, officially requested assistance from USAID/Tatweer in June 2010 to establish a Bureau of Public Policy within the Presidency Diwan—the first in the Government of Iraq

"There is no greater element needed in our newly established democracy than formal public policy training," said Iraqi Secretary-General Ali Al-Allaq. "USAID/Tatweer's role in development of staff and establishing the Office of Public Policy at COMSEC is critical."

Participants included senior-level Iraqi government advisors representing both vice-presidential offices, the Presidency Diwan, the Council of Representatives, Prime Minister's Advisory Commission, COMSEC, the Ministry of State for Parliamentary Affairs, the National Investment Commission, and the Ministries of Agriculture, Health, Human Rights, Education, Water Resources, Oil, Electricity, and Planning.

The extensive attendance of high-ranking officials not only illustrated Iraq's desire to create and sustain public policy development, but also attested to the trust established between the Iraqi government and the USAID/Tatweer program.

Recognizing *Tatweer's* expertise in public policy management, the Gol requested that the program conduct weekly public policy training aimed at empowering and developing the capacity of senior Iraqi decision-makers in formulating sustainable national policies. Mirroring modern public policy models, the workshops were tailored to Iraq's situational needs and will be followed by a series of hands-on capacity strengthening trainings where participants develop and apply public policy concepts, principles, and procedures to address problems within their sectors.

National public policy is a unifying factor that transcends sectarianism and seeks to address and resolve problems associated with political, ethnic, economic, health, security, and other national issues. It also provides the framework for equitable distribution of services and benefits to all communities. Characteristic of a healthy democracy, open and transparent public policy formulation will give Iraqis a sense of ownership of their government, while providing sustainable security, stability, and a foundation for meaningful administrative policy and enforceable legislation.



E. IMPROVING MINISTRIES' TRAINING MANAGEMENT CAPACITY

SUCCESS IN ESTABLISHING A CULTURE OF CONTINUING EDUCATION AND TRAINING IN THE MINISTRIES

In Year One of the USAID/*Tatweer* program, the key focus was the rapid development and inception of training courses for Iraqi civil servants in GoI ministries and executive offices to begin building the capacity to implement public administration improvements. Now, in Year Four, USAID/*Tatweer* has seen those early efforts take root, as all USAID/*Tatweer*-supported ministries and executive offices now boast training centers and trainers of their own. This culture of education has firmly rooted itself and is manifested in a myriad of ways, from roll-out training of core competency courses to advanced-level specialty workshops. The Ministry of Health in particular has exemplified this culture of education by committing over 30 of its trainers to specialized USAID/*Tatweer* training designed to enable the ministry to develop and implement its own curricula, tailor courses to suit its needs, and train additional trainers to build its training capacity. The MoH Master Trainers, who originally completed USAID/*Tatweer* ToT courses, graduated from a special series of workshops and courses designed to prepare them for every aspect of course and curricula design, course scheduling, and peer-to-peer training. The Master Trainers are already putting their skills and the MoH's commitment to a culture of education to good use by designing curricula and training programs for the MoH Human Resource Development and Training Center and delivering classes to MoH leadership and staff.

SUCCESS IN IMPLEMENTING TRAINING MANAGEMENT SYSTEMS

As the USAID/*Tatweer* program has matured and moved away from the mass training of civil servants in common public service functions, the focus has shifted to strengthening the ministries' capability to sustain their own training departments.

USAID/*Tatweer* has been proactive in helping its partner ministries implement sustainable training management systems (TMS). The key components of this system are conducting a training needs analysis, designing and developing curriculum, implementing training programs, and conducting training evaluations on all related TMS functions.

USAID/*Tatweer*'s TMS program has been working with the Ministries of Electricity, Oil, Agriculture, Water Resources, Human Rights, Health, Planning, Education, Migration and Displaced, and Municipalities and Public Works, as well as the Presidency Diwan, to provide the three

components of TMS implementation: formal training, site visits to address TMS implementation issues, and follow-on technical on-the-job implementation training for recent TMS graduates.

“USAID/*Tatweer* ... inspired an increase in educational materials offered. It is most important that we continue the groundwork USAID/*Tatweer* has begun.”

– Dr. Keffiya al-Saffar of Al-Mustansiriya University's College of Engineering

EXTENDING MANAGEMENT TRAINING CAPACITY TO IRAQI UNIVERSITIES

In a major success for Iraq's public training capacity, the Ministry of Higher Education and USAID/*Tatweer* held a ceremony in June to commemorate the transfer of the Integrated Supply Chain Management (ISCM) program to the Universities of Baghdad, Al Nahrain, and Al Mustansiriya. The ISCM program was initially developed by USAID/*Tatweer* in collaboration with the Ministry of Oil Training Directorate and Iraq's State Oil Companies to address supply chain management challenges. ISCM courses and workshops were given to a significant number of MoO and Ministry of Electricity management and staff, and have helped both ministries begin to better manage the way they handle supplies of consumable items within warehouses and production plants. As the numbers of ISCM workshop participants grew, so too did the recognition of a need to provide the training to a larger audience and to ensure that future generations had access to up-to-date information.

Following extensive negotiations between the three universities, the MoO, the MoE, and USAID/*Tatweer*, the universities committed to establishing an ISCM continuing education program using USAID/*Tatweer*. As part of the transfer of the program, USAID/*Tatweer* provided extensive training sessions to lecturers from all three universities to enable them to deliver course material to ministry officials and graduate students. The transfer of the ISCM program to Iraq's universities is an important step toward sustainable training of public administration skills outside of ministry training centers and marks a commitment to a culture of continuing professional education.



USAID/TATWEER COURSEWORK FORMALLY INCORPORATED INTO MAJOR IRAQ UNIVERSITIES' CURRICULUM

A compelling example of the scope of USAID/*Tatweer's* long-term effect in Iraq is the acceptance of its procurement and contracting course materials into the engineering curriculum at a growing number of Iraq's most prestigious higher education institutions. The Universities of Baghdad, Al-Nahrain, and Al-Mustansiriya approved the incorporation of USAID/*Tatweer*-developed tools into a six-week continuing education certificate program, out of which a separate one-year, post-graduate procurement diploma course is slated to evolve.

"*Tatweer* did the hard work for us," said Dr. Keffiya al-Saffar, head of Continuing Education, College of Engineering at Al-Mustansiriya University. "They explored needs and inspired an increase in educational materials offered. It is most important that we continue the groundwork *Tatweer* has begun."

In addition, the Foundation of Technical Education—representing 45 colleges and institutes across Iraq—adopted numerous sections of these training materials into their formal course offerings. These steps ensure the sustainability of these essential training programs and represent an important expansion of procurement and contract instruction to all Government of Iraq ministries and regional governments.

Since January 2008, USAID/*Tatweer* has partnered with Iraq's Ministry of Oil to identify challenges and assist in improving its capital project execution. As shortcomings were discovered in the ministry's procurement and contract processes, USAID/*Tatweer* conducted extensive training workshops focused on addressing these deficiencies.

Significantly increasing the ministry's knowledge base, these workshops resulted in four training manuals covering international best business practices on topics related to integrated supply chain management, market intelligence, vendor selection, procurement procedures, bid evaluation, letters of credit, cost estimation, and contract management. USAID/*Tatweer's* team shared these volumes in June 2009 with a team of representatives from Iraqi universities who acknowledged the need to offer such instruction. In response to this demand, the University of Technology began introducing aspects of these disciplines into their engineering curriculum and requested *Tatweer's* assistance in conducting a top-down review of their procurement curriculum.

University team members, in the initial stages of instituting formal diploma and certificate programs, then invited USAID/*Tatweer* to discuss the teaching of related course material with designated university professors. Building on this successful collaboration, Ministry of Electricity officials said they wanted to use these courses to further develop their staff's skills.

Entering a new era of transparency and global business opportunities, the Government of Iraq recognizes the urgent need for competency in its capital budget implementation. Embedding internationally accepted procurement and contract procedures within its ministries and installing a certified engineering program at the university level will provide the necessary foundation for the development of these critical skills.



Dr. Kaffiya Alsaaffar, head of Continuing Education, College of Engineering at Al-Mustansiriya University discusses the importance of USAID/Tatweer collaboration



F. INTRODUCING MONITORING SYSTEMS AND CAPACITY

In response to GoI requests, USAID/*Tatweer's* Monitoring and Evaluation (M&E) team supported the establishment of M&E units in the Economic Department of the Ministry of Planning, the Ministry of Health Human Resources Training and Development Center, the Department of Health (Maysan), the Ministries of Oil and Electricity, and the National Center for Consultation and Management Development (NCCMD). The establishment of M&E units and related systems are aiding evidence-based decision-making and accountability structures for results.

NATIONAL DEVELOPMENT PLAN M&E FRAMEWORK

This year, the focus of USAID/*Tatweer* M&E has been on the development of an M&E framework for the Iraq National Development Plan. The process of developing the NDP began with a proposal in March 2008, a stakeholder conference in November 2009, and a final approval by the Council of Ministers in April 2010.

The program utilized a participatory methodology of dialogue and consensus to reach decisions on achievable objectives and indicators to measure progress. In June and October 2010, USAID/*Tatweer* M&E conducted two stakeholders' consultative workshops with central- and provincial-level civil servants from various sectors of the economy, where the substance of a NDP M&E framework was introduced. Participants included staff from USAID, UNAMI, UNDP, WHO, UNICEF, and the Iraqi private sector during these two workshops.

National and provincial participants achieved consensus on the contents of NDP M&E framework. The framework contains the following components: guiding principles ("the three ones"),¹ objectives and relevant indicators, data and information structures, data systems, tools for data collection, and training/capacity development. GoI civil servants observed that the participatory approach in design and implementation enables rigorous analytical contributions to—and decision-making on—topical issues involving many stakeholders. It was also noted that this is the first time such a method of inclusion has been employed bringing together national and provincial levels to deliberate and decide on a major national issue.

At this point, USAID/*Tatweer* M&E is working with the MoP to streamline and finalize objectives and indicators. This is being done following the SMART (specific, measurable, achievable, realistic, and time-bound) principle. The program is working with the different sectoral departments and the NDP M&E unit Economic Department in the MoP to finalize the content. USAID/*Tatweer* introduced the data system to participants at the two M&E framework workshops and is currently working with the MoP to streamline data collection forms for both projects and programs, and to update the IDMS accordingly. The IDMS is the agreed upon national data system for storing all monitoring and evaluation data. It will also generate routine and annual results as appropriate.

USAID/*Tatweer* will continue to support the MoP in finalizing all the components of the NDP M&E framework and producing the final documents. This will be done in collaboration with the NDP M&E team, through on-the-job-training and mentoring as part of USAID/*Tatweer's* eight module rigorous M&E training workshops series.



PROJECT MANAGEMENT

PERSONNEL

During this year, USAID/*Tatweer* has continued to field a large number of staff, both local staff and expat advisors who are responsible for the day to day operation of the program and interactions with GoI ministry counterparts. While USAID/*Tatweer's* complement of national and international advisors remains essentially stable, the program has continued to hire local staff and expat advisors for short-term technical assistance as necessary to meet the needs of its work with the ministries. USAID/*Tatweer* staffing at the end of September 2010 is displayed in the table below.

USAID/*Tatweer* Personnel Count

| Expat/TCN Personnel | Male | Female | Sub Total |
|---------------------|------|--------|------------|
| Baghdad | 59 | 14 | 73 |
| Regions | 3 | 0 | 3 |
| <i>Sub Total</i> | 62 | 14 | 76 |
| CCN Personnel | Male | Female | Sub Total |
| Baghdad | 171 | 59 | 230 |
| Regions | 49 | 11 | 60 |
| <i>Sub Total</i> | 219 | 68 | 290 |
| Total | | | 366 |

COMMUNICATIONS AND OUTREACH

The USAID/*Tatweer* communications and outreach team produces a continuous stream of news summaries, success stories, articles, photographs, and promotional materials to ensure that the program's message is distributed locally, nationally, and internationally. Over the past year, the team has been actively involved in conferences related to the National Development Plan, COSQC, and Civil Service Reform (among others), producing promotional materials, signage, media advisories, and press releases while coordinating media coverage for each event. During the past year, the team has developed a large photo database of USAID/*Tatweer* events and accomplishments, completed the translation of the program's website into Arabic and Kurdish, and drafted and updated 40 factsheets that encompass every aspect of USAID/*Tatweer's* partnership with the GoI. The team also maintains the USAID/*Tatweer* website (www.Tatweer-iraq.com) and updates content on a weekly basis in three languages.

MONITORING AND EVALUATION

USAID/*Tatweer* M&E has successfully set up internal tracking and progress measuring systems over time. Rigorous collaboration with both the USAID/Iraq Capacity Building Office and the GoI has ensured a functional system of periodic reviews and assessments of the outcomes of program activities. Overall, the program has implemented a performance management plan (PMP) that effectively tracked results at both output and outcome levels, from post-training surveys, systems improvements in ministries, to baseline and end-line evaluation surveys. M&E information management systems have been effective in storing raw data and information regarding progress in PMP outputs and outcomes, such as training, as well as changes or improvements in GoI institutions' systems, procedures, and methods. These changes are also periodically verified and contained in the information management system.

ADMINISTRATION

USAID/*Tatweer* has faced a number of administrative challenges over the course of this year. The process for obtaining country-wide identification cards and visas has changed several times during year, requiring a constant updating of information and resulting in the delay in getting documentation for staff. In addition, the Re-configuring



inventory of rooms and office space is an ongoing challenge, especially with the plans of consolidating Karada Compound with Mansour, a process that has already begun.

The administration team has begun the closeout process involving USAID/*Tatweer* records, properties, and reports. Timeframes have been established for the compilation, collection, and recording of all required documents. The plans are being implemented in consultation with USAID and consistent with Federal close-out guidelines. Notable is the closing of the training program in the Kurdistan Region, and planning the handover of that facility to the University of Salahadin.

MANAGEMENT SYSTEMS AND PROCUREMENT

PROJECT MANAGEMENT

USAID/*Tatweer* has executed procurement actions with a cumulative budget of nearly \$14 million to support program activities in ten Iraqi Ministries and GoI Executive Offices. These actions, administered by USAID/*Tatweer*'s Procurement Management Unit, represent the following major accomplishments:

- Support to Erbil NDP Conference provided
- Support to Baghdad Civil Service-PMAC Conference provided
- Delivery/installation of a GIS-based Health Data Information System for the Ministry of Health
- Local area network for the Ministry of Water Resources activity fully completed
- COMSEC Media Monitoring activity fully completed
- Installation of a language lab for the Presidency Diwan
- COMSEC e-Learning activity completed
- Civil Works for the MoP-KRG building in Erbil completed
- Civil Works for the Ministry of Education's training center in Al Anbar completed
- Award made and work begun for the IT Network and Infrastructure project for the MoP-KRG
- Award made and work begun to equip the Presidency Diwan Public Policy Unit with various office and IT equipment items

FACILITIES

- In early April, major repairing and maintenance work was completed following damage from a bombing in proximity to Mansour compound.
- This summer, generators in both Mansour and Karada, compounds have been severely tested due to the heat and additional staff.

SECURITY

April was a particularly volatile month; a number of VBIED attacks were carried out by Al-Qaeda in Iraq, which was seeking to exploit political uncertainties created by slow talks on forming a new government. One of those attacks targeted the Egyptian Embassy located very close to Mansour compound. The impact of the explosion left buildings in Mansour compound with hundreds of shattered windows, but minimal structural damage; luckily, no one suffered serious injury. After the incident, enhanced security measures were put in place. In addition, the uncertainties of the impact of the US troop withdrawal and the failure to form a national government remain as areas of concern.

