

Federal Civil Service Institute (FCSI)

Implementation Plan

For

Establishment & Operationalisation

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Federal Civil Service Institute (FCSI)

Implementation Plan for Establishment & Operationalization

1. Introduction

Federal Civil Service Institute (FCSI) is a nodal training institution, whose existence is mandated by Federal Civil Service Commission Law (# 4 of 2009)¹. It is to be established, by law, as a national level institution to lead and monitor civil service training across the government machinery in Iraq. However, FCSI is yet to be established and operationalised. The objective of this document is to propose an implementation plan to establish and operationalise Federal Civil Service Institute (FCSI), in accordance with FCSC Law (# 4 of 2009).

2. Implementation Plan

2.1 The USAID/ Tarabot programme is providing technical assistance to establish and operationalize the FCSI. Following activities need to be completed to enable FCSI to begin its core operations;

- (i) To define mandate, functions and organisation structure of FCSI;
- (ii) To define roles and responsibilities (ToRs) of FCSI and its divisions;
- (iii) To identify staffing needs of FCSI's organisation;
- (iv) To prepare job descriptions for FCSI's jobs;
- (v) To develop internal rules and operating procedures for FCSI;
- (vi) To recruit FCSI staff on merit principles;
- (vii) To provide Induction training to the staff of FCSI;
- (viii) To develop standards for the training and development practitioners, for civil service training; and,
- (ix) To draft a strategic plan and the work plans for the FCSI.

¹ Article 4 of the FCSC Law states, "The Commission achieves its objectives through the following means :- (i) Establishing an institute called (Civil Service Institute), which will be organized by law."

2.2 A diagrammatic representation of the above-mentioned step-by step activities to accomplish this objective can be seen at **ANNEX**. These Step-by-step activities are described below;

- (i) To define mandate, functions and organisation structure of FCSI:** The FCSC law² (#4 of 2009) mandates the establishment of FCSI, to be organized by law. Therefore, it is obvious that FCSI's functions and organization structure are yet to be defined. Keeping in view the provisions³ of FCSC law, FCSI's mandate and functions relating to civil service training will be defined and an organisation structure of FCSI with- span of control and coordination of tasks - will be developed.

- (ii) To define roles and responsibilities (ToRs) of FCSI and its divisions:** Keeping in view the mandate and functions of FCSI, the detailed roles and responsibilities (ToRs) of each division in the organisation structure of FCSI will be developed.

- (iii) To identify staffing needs of FCSI's organisation:** Once the roles and responsibilities of the organisation structure of FCSI is defined, the next step would be to identify the necessary jobs and staffing needs to carry out the roles and responsibilities of each division of FCSI.

- (iv) To prepare job descriptions for FCSI's positions:** Based on the staffing requirements of FCSI, main duties and responsibilities of each FCSI positions and the requisite knowledge, skills and experience to carry out those jobs will be determined and their job descriptions will be prepared.

² Article 4 of the FCSC Law states, "The Commission achieves its objectives through the following means :- (i) Establishing an institute called (Civil Service Institute), which will be organized by law."

³Article 3 of FCSC law defines the functions of the FCSC as follows: '*The Commission aims at:-*

(i) Improving and developing the civil service, providing equal opportunities and ensuring equality between the qualified candidates to civil service positions.

(ii) Planning, monitoring and supervising civil service.

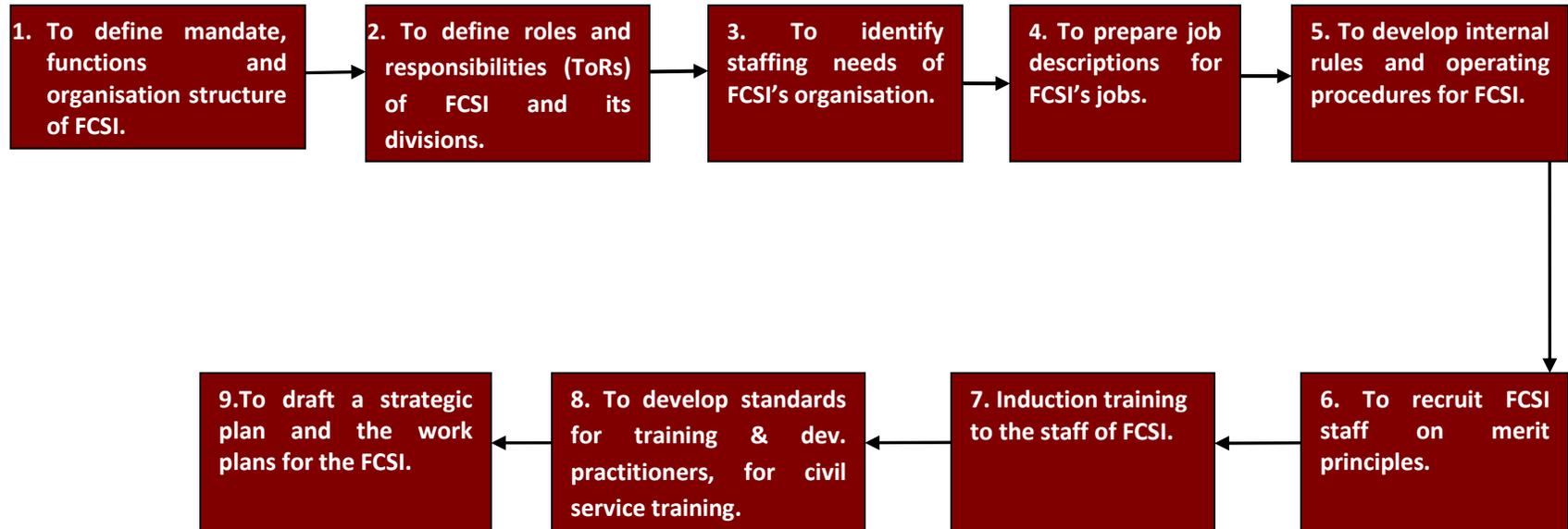
*(iii) Developing the public administration, improving government organizational structure, **training civil servants** and providing them with appropriate social welfare, in coordination with competent authorities'.*

- (v) **To develop internal rules and operating procedures for FCSI:** Drafting of FCSI's internal rules and operating procedures will be necessary for the operationalization of FCSI. The internal rules of FCSI will regulate its transaction of business and provide a systematic mechanism for policy, planning and decision-making at the FCSI to plan, lead and monitor civil service training across line ministries and, agencies in Iraq. Whereas, operating procedures will provide the mechanisms, through which civil service training will be operationalized by the FCSI. For this purpose, the work load of each division will be estimated and the work flows and working relationship between divisions will be developed with the objective of accomplishing FCSI's mandate and functions.
- (vi) **To recruit FCSI staff on merit principles:** Next step would be to fill up identified positions, as per the criteria of knowledge, skills and experience, developed under the job description. Technical assistance will be provided in recruitment and selection of staff, on merit principles, to begin initial operations of FCSI.
- (vii) **To provide Induction training to the staff of FCSI:** After recruitment of staff, it would be necessary to induct them in the FCSI by providing them training in the disciplines related to management of FCSI; its organization structure; roles and responsibilities of the Institute and its divisions; its institutional relationships with the FCSC and line ministries; and, its internal rules and operating procedures. The USAID/ Tarabot programme will arrange and coordinate the induction training for the staff of FCSI.
- (viii) **To develop standards for the training and development practitioners, for civil service training:** By the end of one year of this implementation plan, FCSI should be in a position to begin its core operations. In order to make it fully functional, FCSI will be assisted in development of standards for the training systems and procedures, to enhance the standards of civil service training, in Iraq. In this effort, the first step would be to develop standards for the training and development practitioners for civil service training.

(ix) To draft a strategic plan and the work plans for the FCSI: The FCSI will be assisted in drafting of a strategic plan and annual work plans for achieving its objectives of civil service training. Based on the annual work plan of FCSI, the work plans of its divisions and units will be prepared. Work plans of the divisions and units will be the basis on which individual work plans and annual targets will be set and the performance of the concerned staff of FCSI will be appraised. Achievement of targets of the annual work plans will help FCSI in accomplishing the objectives of the strategic plan. This should eventually enable FCSI to take over operations and responsibilities respecting civil service training, across Iraq.

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Implementation Plan





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Mandate, Functions, Structure & ToRs

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1. Executive Summary

1.1 This document addresses the priority needs for establishment and operationlization of a Federal Civil Service Institute (FCSI). It defines its mandate, functions, organization structure and duties and responsibilities of its divisions and units. Implementation of this organisation structure, in turn, will enable FCSI to perform functions and achieve its objectives, efficiently and effectively.

1.2 FCSI is a federal institution, whose existence is mandated by Article-4 (1) of FCSC Law (#4 of 2009). Intent of the FCSC law is to establish and operationalize FCSI, by law, to ensure that all civil servants have the requisite competencies (knowledge, skills and attitude) for delivering high quality service to Iraqi people. It is based on the idea of creating a national level nodal institution for building a competency based, professional, politically neutral, and highly motivated civil service, which is responsive to the needs of citizens and could effectively serve as administrative backbone of the democratic state of Iraq.

1.3 In pursuance of this mandate, FCSI is to support sustainable capacity building for developing civil service education and training, to deal with challenges of public administration reform. FCSI would do this by building a network with various training institutions. In this context, three broad priorities emerge:

- (i) An urgent need for practical in-service training of both senior and mid-career civil servants;
- (ii) Need to train civil service trainers (ToT), to accelerate dissemination of high quality programme development;
- (iii) Longer-term need to transform pre-service academic preparation of civil servants.

1.4 The above–mentioned priorities can be addressed by considering three ‘school types’ and two institution types (structures) for FCSI. FCSI could be founded on two broad types of ‘school’- academic or, professional- or, a combination of the two. All of these models have something to be said on their behalf and have considerable potential for delivering high quality Public Administration education and training.

1.5 The question to be answered is- which model is most appropriate for, and feasible to introduce? Taking into account the needs and priorities in Iraq; in-service training has a higher priority than pre-service education. Immediacy of the need for in-service training suggests that professional school should take a priority over academic school, in proceeding with FCSI. The academic school would face more complications in building capacity in the traditionally independent and change-averse academic (university) sector. The combined school is much more complex, though ultimately desirable, if approached gradually by building on successes of modest structures. The above objective and purpose of FCSI can be achieved in following steps;

- (i)** To design, and initiate FCSI as a 'Professional School', based on a long-term development plan;
- (ii)** To develop, promote, organise and assure the quality of high profile training events for mid-career civil servants and trainers of civil servants, drawing on 'best practices';
- (iii)** To expand gradually a co-ordinated network of FCSI programmes and consultancy through a network of training institutions (public, private and NGOs), using FCSI trained trainers and consultants;
- (iv)** To further develop FCSI as an 'Academic School' with curriculum and training development for pre-service university-level programmes, and to expand applied research capacity in the field of public administration.

1.6 Once the model is determined, next steps would be to determine its functions and organization structure. To begin with, FCSI should be operationalized as a professional school. As structure follows functions in designing an institution, detailed functions of FCSI are required to be defined, before determining the structure of FCSI. FCSI shall be an institutional 'centre of gravity' and a beacon for professional learning of good governance. It shall be a model of 'state-of-the-art' programme design and delivery of civil service training in the region. Top quality programmes and collaborative problem-solving would be a major added value for the FCSI. FCSI shall have seven core functions viz. (i) Implementation of FCSC's training & development policies; (ii) Curriculum development, for civil service training; (iii) Capacity building for training and

consultancy support; (iv) Quality assurance and assessment; (v) Training delivery; (vi) Providing scholarships; and, (vii) Public relations/image building.

1.7 The FCSI shall be able to carry out above functions, by means of an organization structure, consisting of; (i) A Governing Board; and, (ii) The Directorate General of FCSI. The Governing Board shall be the apex body for FCSI. It will work on strategic, operational, and technical issues relating to civil service training and development and provide policy direction and operational guidance to FCSI. The Directorate General shall consist of a Director General, as executive head of FCSI. S/he will provide leadership to five divisions of FCSI. These divisions are- (1) Finance and Administration Division; (2) Curriculum Development Division; (3) Training Delivery Division; (4) Training Centers Division; and, (5) Planning, Evaluation and Certification Division. Divisions shall carry out FCSI's functions through their respective units. Therefore, duties and responsibilities of FCSI's divisions and units have also been defined, so as to enable FCSI to perform its functions and achieve objectives.

1.8 Mandate of FCSI has been elaborated in **Chapter-2** of this document. A variety of models for institutional design of FCSI have been discussed in **Chapter-3**. Functions of FCSI have been defined in **Chapter-4**. An overview of the organization structure of FCSI has been provided in **Chapter-5** of this document. **Chapter-6** provides a description of duties and responsibilities of divisions and units of FCSI. Organisation chart of FCSI has been prepared and placed at **ANNEX**.

2. Mandate of Federal Civil Service Institute (FCSI)

Introduction

2.11 The mandate of FCSI flows out from the Federal Civil Service Commission (FCSC) Law (#4 of 2009). Article-4 (1) of FCSC law states that a Federal Civil Service Institute (FCSI) shall be established, by law. Article 9 (7) of FCSC law authorizes FCSC to design training policies for FCSI. The FCSC law [Article 4 (2)] also mandates for establishment of a training centre in each ministry, for the purpose of civil servants' development.

2.12 Therefore, intent¹ of FCSC law is to establish and operationalize FCSI, to ensure that all civil servants have the requisite competencies (knowledge, skills and attitude) for delivering high quality service to the Iraqi people, in an effective manner. In order to fulfill this mandate, FCSI should be able to assume responsibilities in the following two main areas:

(A) Implementation of civil service training and development policies of FCSC

- (i) FCSI shall be responsible for implementation of FCSC's training and development policies. It will be responsible for developing and implementing training programs, which will support implementation of national civil service training & development policies and strategies of Government of Iraq;
- (ii) FCSI shall develop and implement training and development programs for the senior civil servants, according to training and development policies of FCSC and national strategic priorities;
- (iii) FCSI, in cooperation with other entities shall develop and deliver training programs in core administrative functions according to competency framework, developed by FCSC;

¹ Article-4 of FCSC Law needs to be read in conjunction with Article-3 of the law, which reads as under;

Article-3: " The Commission aims at:-

- 1) Improving and developing the civil service, providing equal opportunities and ensuring equality between the qualified candidates to civil service positions.
- 2) Planning, monitoring and supervising civil service.
- 3) Developing public administration , improving government organizational structure, training civil servants and providing them with appropriate social welfare, in coordination with competent authorities."

- (iv) FCSI shall ensure that training centers in the ministries have necessary capacities to implement training and development policies and standards;

(B) Managing Standards for civil service training

- (i) FCSI shall be responsible for development of certification standards, for trainers and HR development practitioners, working for/in the public sector in Iraq;
- (ii) It shall be responsible for creating and implementing national accreditation system for training and development programs, delivered for the public sector.

Priorities for FCSI

2.21 Training programs offered in the FCSI are to be tailored specifically to the needs of the public organizations and strategic direction of government. Primary objective is to create a pool of well-trained general administrators, who could be used for a variety of common functions, across the public organizations. Therefore, focus of FCSI shall be on the general aspects of training, as distinct from specialized ministry-specific technical training, which shall be the concern of training centers of the ministries/agencies.

2.22 Due to limited national training infrastructure and network of trainers, FCSI has to address many urgent public administration needs. Therefore, rapid re-skilling of civil servants through in-service training should be given precedence over pre-service education/ training, at least in the short-term. FCSI could make a major contribution to training of trainers (ToT) and developing civil service curricula for national training systems or, private training centres. Its consultancy function could also become a key stimulus for capacity building, in medium term. These priorities for FCSI, in order of preference, may be described as under;

- (i) Immediate development of practical, PAR related in-service training for civil servants;
- (ii) Development of capacity by strengthening training centres; identifying, developing and networking high quality training programmes; and, training civil service trainers (ToT), to deliver civil service training;

- (iii) Expansion of specialist provision for pre-service and in-service university-level academic education, in the longer term, for the next generation of senior civil servants.

Target groups

2.31 Taking into account the needs and priorities in Iraq; in-service training has a higher priority than pre-service education and it is important to define target groups for FCSI, as follows;

(i) Top management/executive level civil servant

Work at the executive level is extremely demanding, requiring engagement in policy making rather than micro-management of departments or units. Training of these groups is especially crucial since they will be responsible for inter and intra-ministerial co-ordination and implementation of crucial public policies.

(ii) Young professional level and mid-career civil servants under age of 40

They have the potential to become top managers or senior policy makers.

(iii) Trainers and researchers responsible for development of practice-oriented training programmes, and applied research

These groups include trainers who work either inside the public institutions or, outside the remit of public administration structures as private or NGO providers of PA training.

3. Models for Designing FCSI

Introduction

3.11 Purpose of FCSI will be to facilitate sharing of best practices and training. It will develop high quality civil servants and public administration trainers, by means of specific programmes and learning resources. It would add value by raising the profile and esprit de corps of civil servants and accelerate development of a politically-neutral, merit-based civil service. It would do this by building a network with various training institutions. In this context, three broad priorities emerge:

- (i) An urgent need for practical in-service training of both senior and mid-career professional rank civil servants;
- (ii) Need to train civil service trainers (ToT), to accelerate dissemination of high quality programme development;
- (iii) Longer-term need to transform pre-service academic preparation of civil servants.

3.12 The above-mentioned priorities can be addressed by considering three 'school types' and two institution types (structures) for FCSI.

School Types

3.21 The three likely 'school types' for FCSI are shown in the Table-1, below. Each school type (A, B or, A+B) has advantages and disadvantages, but any one of them could:

- (i) Link the trainers/faculties and participants/students to best practices;
- (ii) Build understanding and skills of individual civil servants;
- (iii) Focus on pre-service preparation or, in-service training or, both;
- (iv) Enhance the capacity for PAR and training in country's training institutions;
- (v) Contribute to improving the performance and culture of civil service.

Table-1: School Types for FCSI

School Type		Description
A	Academic School	FCSI, as an ‘Academic School’– the ‘university approach’, a specialist institution for civil service education offering mainly pre-service post-graduate degree programmes and research.
B	Professional School	FCSI, as a ‘Professional School’– the ‘training centre approach’, a specialist institution for civil service in-service training, offering practical work-related programmes for mid-career and ‘high-flyer’ civil servants.
A + B	A combined Professional and Academic School	FCSI, as both an ‘Academic and Professional School’ combining the functions of both A and B.

Institution Types

3.31 The two likely ‘institution types’, as a basis for designing the structure of FCSI are shown in the Table-2, below. Both ‘structural models’ are possible for FCSI. Any one of them could:

- (i) Accommodate school types A, B or A+B;
- (ii) Provide either pre-service education or in-service training or both;
- (iii) Offer education and/or training, both directly to civil service practitioners and to civil service trainers.

Table-2: Institution Types for FCSI

Structural Models		Description
1	Single Institution	FCSI, as a ‘stand-alone’ institution that trains and/or, educates individual civil servants and trainers.
2	Networked Institution	FCSI, as a significant institution in its own right, but is also networked with various training centres in public, private and non-government sector, to train and/or, educate individual civil servants and trainers.

3.32 The first model is a ‘stand-alone’ institution in the sense that it is not structurally related to institutions beyond its own walls. It has a functional relationship with other public administration training institutions but only through its students who pass through FCSI programmes or, through visiting staff from other institutions.

3.33 The second model is structurally connected (or, networked) with the external training institutions as well as individuals and offers more potential for capacity building. In the Network model, FCSI serves as a full fledged training institution,

offering its own courses in its own right as well as co-ordinating centre for a network of institutions. The external 'schools' in the network are connected for their expertise and could be specialist departments within academic/ research institutions. They might be awarded FCSI's 'centre of excellence' status, subject to meeting certain quality standards and requirements. They could also be offered specific contracts to run specialist programmes, accredited by FCSI.

3.34 The likely combination of three 'school types' and two structures (institute types) for FCSI are summarised in **Table-3**, below. It is evident from the table that;

- (i) All these options can provide either in-service training or, pre-service education or, both, with a focus on public administration reform;
- (ii) School type A+B is organizationally most complex; school types A and B less so;
- (iii) Model 2 A+B is the most complex, as it encompasses both the academic and professional schools as well as a network of institutions of both academic and professional types.
- (iv) The models lend themselves to an evolutionary planning process that starts small and expands in complexity, as progress is reviewed, allowing organisational learning.

Assessing and Choosing appropriate model for FCSI

3.41 FCSI could be founded on the models of three types of 'school', academic, professional or, a combination of two. All of these models have something to be said on their behalf and have considerable potential for delivering high quality Public Administration education and training. The question now arises as to which model is most appropriate for, and feasible to introduce?

3.42 The immediacy of the need for a professional school suggests that it should take a priority place in proceeding with FCSI. The academic school would face more complications in building capacity in the traditionally independent and change-averse academic (university) sector. The combined school is much more complex, though ultimately desirable, if approached gradually by building on successes of modest structures.

Table3: Combination of ‘school types’ and ‘institute types’ for FCSI

School Type → Structural Models (Institutional Type) ↓			(A) ‘Academic School’ (Higher Education Approach) Degree Bearing Programmes		(B) ‘Professional School’ (Practical Training Approach) Work-Related Programmes		(A)+(B) ‘Academic + Professional School’ Approach	
			Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages
			Meets a long-term need; Builds the next CS generation through pre-service education but also provides in-service; Adds a PA research dimension; Able to provide training and capacity building, in a fixed place quickly.	Major challenge to embed in resistant, conservative university structures; high risk of ‘brain drain’; more expensive form of provision.	Meets an immediate need flexibly; precise targeting on priority areas; potential rapid impact; could include private trg. centers and NGOs in addition to ministry Training Centers.	Training Centres, are hardly functioning, thus may be difficult to promote their institutional development.	Combines the advantages of both, A and B.	Combines the disadvantages of both, A and B.
1. Single Institution	Advantages	Disadvantages	Description (A1)	Description (B1)	Description (1 A+B)			
	A conventional organisation, focusing only on education and training individuals, of functions and activities; A ‘grand institution’ with a high profile.	Many unknowns to be resolved before launch can be justified; long lead-time to launch of any activity; can only be launched on the basis of large, long-term funding; ‘Grand institution’ may-be an inflexible ‘one-off’ solution.	Stand-alone institution, FCSI staffing; practice-related academic study, internships and research in Pub. Admin., mainly pre- but also in-service. Modern training for academic staff.	Stand-alone institution; short and longer work-related FCSI certificate courses; practical skills training, consultancy, internships and training of trainers.	Combination of A1 and B1			
2. Networked institution with oversight over the govt. and approved private training centres	Advantages	Disadvantages	Description (A2)	Description (B2)	Description (2 A+B)			
	More likely than stand-alone institution to embed new programmes; Stronger linkage, synergy and monitoring; Networks achieving non-duplication of scarce expertise through cost-effective, shared and targeted delivery; Institutional members have contractual relationship with FCSI, thus are accountable for each ‘project’ that they implement	May be difficult to reach agreement and collaboration, given inherited mistrust; Inter-institutional rivalry will have to be filtered through FCSI co-ordinating process; Danger of perceived competition to already weak existing institutions and systems.	A full-fledged teaching and research institution actively training trainers and developing programmes as well as educating and training its own student enrolment and a networked relationship with other institutions to which FCSI trainers, and programmes are disseminated.	As in A2, but for the practical training establishments, with oversight over ministry training programmes, civil service training centres, private and NGO institutions. As with A2, has accrediting and monitoring role and is a channel for grants and scholarships based on performance standards.	Combination of A2 and B2.			

Starting with a Professional School Networking Model (B2)

3.51 Institution building and organisational development are not exact sciences. This is particularly true, when they must respond to complex needs and priorities. In our view, establishing FCSI through networked professional school (Model 2B) has the best chance of operationalization. This does not preclude its evolution to a networked professional & academic school (Model 2 A+B). Thus, Model 2B may not remain the final model of a school. It is a way of initiating the process of establishing a national civil service training institute, as the most flexible and adaptable approach in the face of uncertain circumstances.

3.52 The networking approach to FCSI would initially meet the urgent need for in-service practical training and trainer development (ToT). It would meet current needs and priorities of civil service training, while at the same time offering an adaptive strategy to allow flexibility and readjustment in overcoming risks and obstacles. As the experience evolves, it may be so successful that it may continue to be the core structure of the future institution. But such a decision is for the future, in the light of experience earned.

A Strategy of Gradual Evolution

3.61 It is possible to adopt a step-by-step approach for the development of FCSI. In the initial phase, the priority shall be rapid up-skilling and a generalist focus. Subsequently, there could be an increase in specialist provision and also expansion of research and consultancy capacity. Periodic review of structure, financing and performance would guide the continuous process of development of FCSI. If major implementation problems arise, a strategy of gradualism would allow postponement, or, redirection in the light of changing circumstances.

3.62 Keeping in view uncertainties, a step-by-step, two phase and long-term adaptive strategy is recommended for establishing FCSI. It involves starting quickly, but modestly, and then expanding by building on success and experience. Phase-1 would involve initiation of 'fast-start' events and to develop a networked professional school (Model 2B). In Phase-2, conditional on the success of the first phase, FCSI could evolve

into a more ambitious model (2 A+B), a combined academic and professional school, based on network institution concept and can be a long-term vision.

Recommendations on FCSI's Model

3.71 In the light of above discussion, the key recommendations for the FCSI model can be summarized as under;

- (i) A step-by-step gradual strategy should be adopted;
- (ii) A professional institute, focusing on in-service training for the civil servants should constitute the first phase;
- (iii) The initial emphasis should be on providing practical programmes for civil servants, related to every day work skills, particularly those for implementing government's priority policies and programmes;
- (iv) Initial target groups should be senior and mid-career civil servants and their trainers in ministries and other training centres (ToT);
- (v) The FCSI's future development plan should include the addition of an academic school function and pre-service education in the long-term prospect.

4. Functions of FCSI

Introduction

4.11 As structure follows function in designing an institution, the detailed functions of FCSI have been discussed in this chapter. FCSI shall be an institutional 'centre of gravity' and a beacon for good governance and professional learning. It shall be at the hub of regional best practice and shall develop itself into a resource centre for the material as well as consultancy support for other education and training centres, across the region.

Functions of FCSI

4.21. FCSI shall be a model of 'state-of-art' programme design and delivery in the region. Top quality programmes and collaborative problem-solving would be a major added value for FCSI. The core functions of FCSI shall be as under;

- (i) To implement FCSC's training & development policies and strategies
- (ii) Curriculum development
- (iii) Building capacity for training and consultancy support
- (iv) Quality assurance and assessment
- (v) Training delivery
- (vi) Providing scholarships
- (vii) Public relations/ image building

4.22. The detailed description of these functions and their rationale is discussed below;

(i) To implement Federal Civil Service Commission's training and development policies and strategies

As per the FCSC law (#4 of 2009), Department of Public Administration Development of Federal Civil Service Commission (FCSC) shall be responsible for establishing training and development policies for Iraqi civil servants. FCSI, along with training centres in the ministries, will have a primary role in implementing these policies. They shall be responsible for ensuring that implementation of

national and ministerial training strategies are supported by their training and development programs.

(ii) Curriculum development

FCSI shall not only offer technical curriculum content but also focus on the basic values of contemporary civil service. Three types of courses could serve the executive and professional target groups of civil servants, as explained below;

a) Courses for developing public administration skills

Such courses are urgently needed and should be designed to ensure application of new skills in the participants' workplace. This performance-related purpose would be enhanced by adopting a problem-based approach, involving real situations from practice and addressed through projects or action research, conducted by participants. A sequencing of seminar/workshops followed by work-based experiment, repeated several times over a couple of months, shall have high impact. If formal assessment is used, it can be based on the project reports, rather than academic examinations. Skills areas might include:

- Managing PAR and Institution Building;
- Modern Public Sector Management and Human Resource Management;
- Policy making, Policy Coordination, and Policy Analysis;
- Strategic Planning, Programme Design and Programme Cycle Management;
- Public Finance and Procurement Management;
- Public Accounting and Auditing;
- Accountability, Transparency and Anti-corruption Strategies;
- Leadership and Management Skills;
- Communication, Negotiation and Interpersonal Skills;
- ICT in Public Administration and e-Government.

b) Courses for trainers and educators of civil servants (ToT)

These would relate to the role and practice of trainer and coach in professional development in Public Administration system. They would include methodological modules on curriculum development, module design and

assessment and adult learning skills for trainers and coaches. Such courses would need to be of substantial duration to overcome the shortcomings of training cascade model. The participants should be able to develop tailor-made modules for their clients and receive follow-up support and coaching from FCSI faculties. A strong multiplier effect at this case is evident.

c) Knowledge-focused programmes

Substantive modules relating to state-of-art theory and practice for becoming a competent and modern civil servant. These could range from conference presentations, on-line learning units to modules taught at post graduate level, with a research element that lead to post-graduate awards, e.g. MPA. Some of these might be taught by staff contracted in from the Centres of Excellence for Higher Studies & Research. Some suggested topics are:

- Comparative Public Administration Systems and Their Evolution;
- Public Administration Reform Strategies- Cases of Success and Failure in Developing Countries.

(iii) Building Capacity for Training and Consultancy Support

The importance of close liaison between FCSI and training centres and with relevant university faculties would be achieved by the training of trainers by FCSI. They would then improve the quality and capacity of their own institution's public administration education and training, by introducing modules developed as part of their FCSI programme. Designating local institutions as 'FCSI's designated Centre of Excellence' would be a reward for achieving a higher capacity and standards. If the FCSI academic and research function is implemented, then surveys as well as applied and action research could underpin consultancy services from FCSI staff and graduates.

(iv) Quality assurance and assessment

It is essential that FCSI earns its prestige through excellent programmes and a strong quality control approach. Participant assessment in modern in-service programmes is increasingly based on coaching and on-the-job supervision.

Consultancy by FCSI to partner institutions could emphasise quality assurance approaches, based on best practices. Priority for rapid development of FCSI's work-related civil servant and trainer training programmes may postpone the development of its academic function. For academic programmes, the quickest route to high-value accredited qualifications would be through a prestigious partner institution. This will entail the FCSI's activities in following two areas;

(a) To provide technical assistance to training centres in Ministries/ Governorates

FCSI shall be responsible for providing technical assistance to the training centres in the ministries/governorates. This technical assistance shall be provided by FCSI to ensure that the training centres have requisite capacities to implement FCSC's training policies and meet the standards of strategic HR development requirements of the ministries/governorates.

(b) To certify external training providers and accredited training programs

FCSI shall be responsible for certification of external training providers, such as private companies, non-governmental organizations, individuals and other entities, willing to deliver training and development services for the government organizations. The FCSI shall be responsible for creating and implementing an accreditation system for training programs, delivered for public sector organizations according to the competency frameworks, developed by FCSC and HR divisions in ministries/ governorates. The certification process will be according to training and development principles defined in the training and development policies of Federal Civil Service Commission.

(v) Training Delivery

Three locations for both formal and experiential learning activities may be considered as desirable:

a) At the FCSI Centre itself

FCSI shall be responsible for developing and implementing systematic long term training and development programs for the senior and middle-level civil

servants. These training programs shall be designed to assist them to improve managerial and leadership skills. The senior executive training shall also assist the senior management to improve their individual work performance and overall performance of the divisions/departments, which they are managing. The release of civil servants from everyday duties, especially at senior levels is problematic and taking this into account, the programme elements would need to be short, but intensive. Mainly basic, generic strategic skills for senior civil servants and training of trainers, starting with summer and winter schools, then building to full time award-bearing study programmes. Summer schools (between mid June and mid August) are field-proven and could be envisaged as the first FCSI activity. In this regard, networking between institutions and individuals would share the best practices.

b) In a network of local associate centres

The FCSI courses should not replicate what is better offered at local level, by local institutions. The principle of subsidiarity should be applied, for example, in ICT instruction. The Federal Civil Service Institute, in coordination with Ministry of Finance and Ministry of Planning and Cooperation, shall develop and deliver training and development programs for the common administrative functions within the government. These training programs will be developed according to competency frameworks provided by FCSC and will be a mandatory requirement for the senior and middle-level civil servants. The FCSI will coordinate the technical training, based on modular programmes, with the ministerial training centres and the local training providers.

c) In specialist International centres

Conventional placements (outsourcing) on existing courses relevant for Iraqi civil servants- some for specialist purposes, e.g. state auditors, treaty drafters and others more general e.g. leadership in the civil service, quality assurance processes, management skills etc. shall be fruitful.

d) In public administration systems of other countries

Study investigations and experiential internships in another country's public administration system or National Civil Service Training Institute will provide an opportunity for experience-sharing and action-learning.

(vi) Providing scholarships

Scholarships would be essential, given the limited income of civil servants and post-graduates. Quotas of students becoming 'FCSI Scholars' should be supported by the concerned ministries, funding students on post-graduate courses that have won a high reputation, through partnership with foreign universities. The question of potential scholarship schemes will become clearer after the FCSI's institutional model and activity plans are determined.

(vii) Public relations/image building

There is a need to promote public administration as a desirable career for talented young professionals. The creation of FCSI should raise the status and public image of the civil service in the country. Therefore, an effective communication strategy has to be developed from the beginning of FCSI's activities. Information leaflets, brochures and newsletters are an obvious start, but a web-site should also be established. FCSI graduates should be supported in organising alumni activities to become a pressure group for public administration reform. An Alumni Association- a network of reformers- could be an effective vehicle of spreading knowledge across different institutions. This will establish trust and co-operation amongst people.

5. Organization Structure of FCSI

Introduction

5.11. In order to carry out mandate and functions, discussed in the previous chapters, the organization structure of FCSI shall consist of;

- (i) Governing Board, the apex decision-making body of FCSI; and,
- (ii) The Directorate General of FCSI.

5.12. Proposed organisation chart of FCSI, depicting its divisions/units is placed at **Annex-I.**

Governing Board

5.21 Governing Board shall be the apex governing body for FCSI. It will work on strategic, operational, and technical issues relating to civil service training and development and provide policy direction and operational guidance to FCSI. The governing board shall approve the strategic plan, annual plan and annual budget of the FCSI. It will review the quarterly and annual reports of FCSI and ensure that it is meeting the approved annual and strategic objectives. Moreover, any change or, modification in the organization structure of FCSI will require the approval of the governing board. The governing board shall consist of following members (including chairperson and vice chairperson of governing board);

- (a) Chairperson, FCSC- Chairperson of FCSI Governing Board;
- (b) One Commissioner, FCSC (to be nominated by Chairperson, FCSC)– Vice Chairperson of FCSI Governing Board;
- (c) Director General, Department of Public Admin. Dev., FCSC- Member of FCSI Governing Board;
- (d) Director General, Department of Finance & Admin., FCSC- Member of FCSI Governing Board;
- (e) Director General, Ministry of Finance nominee, Member of FCSI Governing Board;
- (f) Director General, Ministry of Planning nominee, Member of FCSI Governing Board;
- (g) Director General, Federal Civil Service Institute- Member-Secretary of FCSI Governing Board.

Directorate General of FCSI

5.31 The Directorate General of FCSI consists of a Director General, as executive head of FCSI and five divisions under him/ her to carry out identified mandate and functions of FCSI, elaborated in the previous chapters. The directorate general of FCSI will consist of following;

- (i) Director General & his/her Executive Office; and,
- (ii) FCSI's Divisions/ Units

5.32 The Director General shall be the executive head of FCSI and shall provide leadership to FCSI in achieving objectives, in accordance with FCSC's strategic priorities and training policies. S/he will ensure that FCSI programs meet the quality standards and government regulations. The Director General's executive office will assist him/ her in overseeing the work of all divisions of FCSI.

5.33 Based on the identified mandate and functions, the organization structure of Federal Civil Service Institute shall have following divisions;

1. Finance and Administration Division
2. Curriculum Development Division
3. Training Delivery Division
4. Training Centers Division
5. Planning, Evaluation and Certification Division

Units under each division of FCSI

5.41 Based on the mandate and functions of FCSI, organisation structure of each division shall have following units;

1. Finance & Administration Division

To be headed by a Director, this division shall be responsible for FCSI's finance & budget, general administration, human resource management of FCSI staff and, information & communication technology services. This division shall consist of following units;

- (i) Finance, Budget & Procurement Unit

- (ii) General Administration Unit
- (iii) Coordination & Public Relations Unit
- (iv) Human Resource Unit
- (v) Information & Communications Technology (ICT) Unit

2. Curriculum Development Division

To be headed by a Director, this division shall be responsible for FCSI's curriculum development, research and publication and e-learning activities. It shall consist of following units;

- (i) Curriculum Development Unit
- (ii) Research and Publications Unit
- (iii) E-learning Unit

3. Training Delivery Division

To be headed by a Director, this division shall be responsible for the training needs-analysis and delivery of training programs, which are part of the core function of Federal Civil Service Institute. This division will deliver the senior management leadership programs and other in-service training programmes. The Training Delivery Division will consist of following units;

- (i) Training Needs Analysis Unit
- (ii) Senior Management Training Unit
- (iii) In-Service Training Unit

4. Training Centres Division

To be headed by a Director, this division shall be responsible for providing technical support to training centres, develop the trainers and coordinate civil service training activities. It will also manage the FCSI library, as a resource centre. Training Centres Division shall consist of following units;

- (i) Training Centres Management Support & Coordination Unit
- (ii) Trainers Development Unit
- (iii) Library Unit

5. Training Planning, Evaluation and Certification Division

To be headed by a Director, this division shall be responsible for training policy-planning, scholarships, monitoring & evaluation of impact of training and development programmes, and certification of training and development providers. This division will consist of following units;

- (i) Training Policy-Planning & Scholarship Unit
- (ii) Training Monitoring & Evaluation Unit
- (iii) Training Providers Certification Unit

Federal Civil Service Institute (FCSI)

6. Duties And Responsibilities of Divisions/Units

Introduction

6.11 FCSI's divisions shall carry out their functions through respective units. Therefore, duties and responsibilities of divisions/units have been defined in this chapter, so as to enable them to achieve FCSI's identified functions.

Duties and Responsibilities of Divisions/Units of FCSI

6.21 Keeping in view the mandate and functions of FCSI, the duties and responsibilities of the divisions/Units of FCSI have been designed as follows;

(1) Finance & Administration Division

To be headed by a Director, this division shall be responsible for FCSI's finance & budget; general administration (including logistics, transport & assets management, protocol; office management, safety & security and, reception and general services); human resource management of FCSI staff and, information & communication technology services. It will consist of following units;

- (i) Finance, Budget & Procurement Unit
- (ii) General Administration Unit
- (iii) Coordination & Public Relations Unit
- (iv) Human Resource Unit
- (v) Information & Communications Technology (ICT) Unit

Specifically, the Terms of Reference (ToR) of above mentioned units will include, but not limited to following duties and responsibilities;

(i) Planning, Finance, Budget & Procurement Unit

This unit shall be responsible for planning, preparation, execution and monitoring of FCSI's budget and procurement. Specifically, its responsibilities will include following;

- a. To draft annual plan of activities of FCSI and coordinate participation of all divisions of FCSI, in its preparation;
- b. To prepare reports on implementation of annual strategic plan and business plan;
- c. To prepare draft annual budget and supplementary budget (if any) of FCSI and collaborate with other divisions in the budgeting of their activities;
- d. To prepare monthly and quarterly reports for budget monitoring and execution;
- e. To undertake the processing of current and capital expenditure and, make the payment of expenses authorized;
- f. To process salaries and other allowances for the staff of FCSI;
- g. To develop and implement mechanisms for accounting of budgetary expenditure;
- h. To develop and maintain a system for recording and archiving of expenditure documents, for internal and external audit;
- i. To report on the management of imprest fund (petty cash);
- j. To ensure that procurement processes for purchase of goods, services and work comply with current legislation and are conducted with the ethical means;
- k. To formulate and implement policies that ensure procurement of goods, services and work of best quality, at lowest price;
- l. To promote competition and fair and equal treatment to all providers;
- m. To ensure that decisions of procuring goods, services and work are made in transparent and consistent manner, while safeguarding the commercial interests of FCSI;
- n. To establish indicators to monitor the consumption needs of consumer goods;
- o. To assist in procurement (and management of contract) of external experts and trainers;
- p. To establish a system for storage and safekeeping of equipment/ office supplies, stationary, stock control, its periodic inventory and initiating action for purchase, where necessary;

- q. To maintain a file of all procurement actions, conducted by FCSI, for the purpose of audit.

(ii) General Administration Unit

This unit shall be responsible to provide overall support for the operations of FCSI by providing logistics, transport & assets management, protocol; office management, safety, security, reception and general services. Specifically, its responsibilities will include the following;

- a. To establish a management system for the use of vehicles and control the fuel consumption;
- b. To produce reports on vehicle usage and fuel consumption by vehicles;
- c. To arrange for FCSI's official lunch and other meetings.
- d. To take care of reservation and preparation in commemorative events, ceremonies, conferences, courses and meetings of FCSI;
- e. To make the necessary in-country and abroad travel arrangements for the staff and students of FCSI;
- f. To assist FCSI delegations in preparing and conducting their missions abroad;
- g. To manage assets of FCSI and ensure its proper maintenance- office premises, including cleanliness and, repairs for civil and electrical works;
- h. To take care of horticulture- lawns, gardens, indoor and outdoor plants, rockery, floral arrangements etc;
- i. To take care of utilities- electricity and water supply, maintenance and liaison;
- j. To establish a system for registration of assets (inventory) of FCSI;
- k. To maintain an updated inventory, indicating stocks, book value and their physical location;
- l. To produce category-wise inventories of transport, equipment, IT and communication, electronic and, audiovisual equipments, which are incorporated in the overall inventory;
- m. To conduct a physical inspection of the overall inventory on annual basis;

- n. To manage and ensure maintenance of premises, buildings, car park, vehicles and equipments;
- o. To manage maintenance contracts for repairs of buildings, facilities, vehicles and equipments;
- p. To ensure cleanliness, hygiene and good appearance of the premises of FCSI;
- q. To ensure quality and efficiency of operation of facilities, equipment and supplies, electricity, lighting, air conditioning, plumbing and others;
- r. To recommend purchase of goods, materials, equipments and services;
- s. To propose replacement of unusable assets of FCSI and their disposal;
- t. To develop and implement mechanisms for assistance to users (help desk), particularly for booking rooms, car park spaces, communication- failures and malfunctions at reception.
- u. Attending and escorting of Experts/trainers invited by the FCSI for seminar/lectures to the respective venues;
- v. To organise official visits of foreign delegations- to assist and escort the members of foreign delegation and guests to the office of Director General, during their visits to FCSI;
- w. To ensure the protocol of Director General and delegations of FCSI under warrant of precedence and for their movement in the country and abroad, particularly with regard to hotel reservations, purchase of travel tickets etc.;
- x. To advise the Director General on the safety and security matters, addressing prevention, control, surveillance, protection of staff, premises and, assets of FCSI;
- y. Maintenance and checking of fire fighting equipments, organizing mock drills, liaison with fire service;
- z. To develop rules regarding access, movement and stay of persons in the premises of FCSI;
- aa. To coordinate with Information and Communication Technology (ICT) unit regarding implementation of new security technologies and maintenance of related equipments;

- bb. To issue temporary passes and permanent identity cards to regular staff, casual staff, advisers etc;
- cc. To liaise security matters with the police officials;
- dd. To produce standard administrative procedures and manuals to standardize processes that apply to all administrative services;
- ee. To ensure receipt, registration and, forwarding of any correspondence received;
- ff. To ensure registration and dispatch of correspondence issued by FCSI;
- gg. To develop a classification system to maintain the record of correspondence, sent and received.

(iii) Coordination & Public Relations Unit

This unit shall be responsible for coordination, follow up and public relations with the FCSC, other federal and provincial entities and the media.

- a. To coordinate FCSI's reporting activities to FCSC;
- b. To facilitate and support FCSI's work with the federal and provincial entities and FCSC in the process of consultation, coordination, implementation and monitoring of laws, policies, rules, regulations and procedures relating to civil service training and development;
- c. To design and operate a comprehensive strategic communications program to support FCSI's policies relating to civil service training and development;
- d. To promote internal communication amongst the divisions of FCSI;
- e. To design a system of communication and circulation of information and documents amongst the divisions of FCSI;
- f. To develop and manage the content of website of FCSI, with the technical collaboration of Information Technology and Communication (FCSC) unit;
- g. To promote communication between FCSI and the federal and provincial entities and FCSC and expand the use of information and communication technologies for this purpose;
- h. To arrange radio and television coverage of the FCSI's events;
- i. To promote dissemination of publications and other materials of FCSI in all appropriate media, in coordination with the public relations unit;

- j. To promote the dissemination of FCSI's activities, through brochures, pamphlets, electronic media, website and internet;
- k. To carry out public relation activities to public organizations, civil society organizations, citizens, and other provincial and national institutions;
- l. To organize press conferences and prepare and disseminate press releases;
- m. To analyze the information produced by the media about FCSI and prepare appropriate response of FCSI;
- n. To develop and implement an effective communication strategy to enhance the public image of civil service, as a desirable career for talented young professionals.

(iv) Human Resource Unit

This unit shall be responsible for planning and implementation of policies and strategies for organisation development and human resources management of FCSI staff. Its duties and responsibilities shall include the following;

- a. To carry out organisation development and HR planning and maintain and update the personnel profile and job descriptions of FCSI's staff positions;
- b. To implement HR procedures of merit based recruitment & selection, promotion, performance management, career progression and, training & development for the FCSI staff;
- c. To coordinate and carry out other operational aspects of human resource management;
- d. To design, develop and implement, in collaboration with other divisions of FCSI, training plans including professional courses, conferences, lectures, seminars and workshops, internships, field trips and study inside and outside the country;
- e. To draft a manual for induction training of newly recruited employees of FCSI;
- f. To provide personnel support in the management of contract staff;
- g. To implement, coordinate the HR procedures and carry out operational aspects of employees' relations & welfare, employees' pay roll, HRMIS and, ethics and discipline;

- h. To process records of leave and attendance, benefits and allowances and remit them to Finance & Budget Unit for processing of the salaries and allowances;
- i. To maintain ethics & discipline and assist in conducting of disciplinary proceedings;
- j. To ensure the good employees' relations in the FCSI;
- k. To implement standards of hygiene, health and safety at work.

(v) Information and Communication Technology (ICT) Unit

This unit will be responsible for designing and implementing policies and strategies for information and communication technology (ICT) and maintaining and updating the training database of civil servants. Responsibilities of ICT unit include the following;

- a. To design and implement policies and strategies for information technology to ensure its development as well as supply of services to FCSI;
- b. To design, develop and maintain the website of FCSI;
- c. To design, develop and maintain a system of communication network for sharing of documents through local area network (LAN) in the FCSI;
- d. To design, develop and maintain a system for access to internet, electronic mail and, services for video-conferencing in the FCSI;
- e. To assist the Curriculum Development Division in developing the e-learning material;
- f. To carry out technical studies to purchase and/or, upgrade the ICT materials and equipment;
- g. To procure and maintain computer hardware/ software/ spares/ consumables / computer stationary and, computer furniture;
- h. To procure user specific software and hardware for user specific requirements of various divisions of FCSI;
- i. To ensure the management and licensing of software;
- j. To ensure the maintenance of information and communication technology (ICT) infrastructure;
- k. To implement security measures of software and hardware resources;

- l. To develop and maintain procedures and rules of safety equipment, software and systems;
- m. To ensure the management and maintenance of ICT servers- www, email, firewall and others.
- n. To devise preventive measures for data recovery from disasters, covering aspects of mobility and migration, backup, infrastructure protection, and training on disaster management;
- o. To promote, in collaboration with the HR unit, IT training of FCSI staff;
- p. To provide assistance to the users of information and communication system of FCSI (help desk services);
- q. To create and maintain a service telephone communication, including PBX and network of internal communication by telephone;
- r. To prepare and update internal telephone directories of FCSI;
- s. To design, develop, implement and operate training management information system (TMIS), to generate user-specific reports for effective planning and management of civil service training.

(2) Curriculum Development Division

To be headed by a Director, this division shall be responsible for FCSI's curriculum development, research and publication, and e-learning activities. It will prepare and manage learning and development materials and will be responsible for developing and managing the content of an e-learning system for civil servants. The Curriculum Development Division will consist of following units;

- (i) Curriculum Development Unit
- (ii) Research and Publications Unit
- (iii) E-learning Unit

Specifically, the Terms of Reference (ToR) of above mentioned units will include, but not limited to following duties and responsibilities;

(i) Curriculum Development Unit: This unit shall be responsible for preparation of learning and development materials in the area of civil service management, public administration and civil service training for FCSI and other training delivery facilities

of the line ministries and governorates. Specifically, its responsibilities will include the following;

- (a) To design and develop course content that meet the national education and training standards;
- (b) To collaborate with other divisions to seek out and design innovative training modules;
- (c) To review course and content data, making recommendations regarding revisions;
- (d) To identify quality content providers;
- (e) To identify and review externally produced content and resources;
- (f) To research new and innovative curriculum practices;
- (g) To stay current with curricular trends and standards changes, by maintaining regular communication with all stakeholders to incorporate their needs and requirements in the curriculum design;
- (h) To develop curriculum of training courses, associated with introduction of new procedures or services, to upgrade skills for current employees;
- (i) To develop training courses based on requirements for performance improvement of civil servants identified during training needs assessments and performance appraisals;
- (j) To identify and partner with technical experts within the ministry/governorate to develop sectoral/technical training curriculum;
- (k) To promote adult learning principles and ensure that all training and learning materials are prepared according to requirements of Federal Civil Service Commission;
- (l) To ensure that learning and training materials are regularly updated, according to requirements of ministries/ governorates;
- (m) To pilot newly developed training programs and make necessary adjustments.

(ii) Research and Publication Unit: This unit shall be responsible for carrying out research, related to public administration best practices and civil service

training and development and make recommendations to the concerned government agencies. Specifically, its responsibilities will include following;

- (a) To pursue studies and research on issues related to public administration reform, organisational development and civil service management and organize conferences, lectures and seminars;
- (b) To undertake research on civil service organizational climate and motivational factors;
- (c) To design and deliver qualitative and quantitative research in the technical areas of the ministries/ governorates;
- (d) To design and deliver qualitative and quantitative research in the area of public administration, service delivery and management of ministries/governorates;
- (e) To analyse data from surveys, interviews, observations and documents using the appropriate analysis tools;
- (f) To keep track on emerging techniques, trends and innovation in the technical field of the ministries/governorates;
- (g) To translate research findings into strategic recommendations and learning materials;
- (h) To prepare reports with findings from the researches and disseminate these reports to the relevant internal stakeholders;
- (i) To contribute in development of training and development curriculum;
- (j) To provide advice to FCSC on organisational issues on the status of civil servants and related matters;
- (k) To hire experts for specialised studies and researches related to civil service development in Iraq;
- (l) To collect, analyze, produce summaries, process, archive and promote the dissemination of information relevant to the work of FCSI;
- (m) To coordinate preparation of annual reports on FCSI's activities for the FCSC and the Council of Ministers;
- (n) To organize and update the literature, legislation, case law and administrative, scientific and technical information related to the activities of FCSI.

(iii) E-Learning Unit: This unit shall be responsible for development and management of an interactive Internet portal, for easy access to learning materials. An Internet-portal with a chance to download high quality learning materials would boost the interactivity of FCSI network. The provision of distance-learning, as an element of FCSI approach, will supplement the face-to-face provision. Specifically, its responsibilities will include the following;

- (a) To analyze training needs assessment and consult the stakeholders, to identify performance improvement opportunities that can be addressed through training and e-learning interventions;
- (b) To ensure that e-learning content is developed according to the identified training and development needs;
- (c) To develop e-learning objectives that drive course design, ensuring that the content and outcomes are targeted to the specific needs of target audience;
- (d) To develop e-training schedules to ensure that the departmental needs are met in a timely manner, and e-materials adhere to regulatory constraints;
- (e) To develop, write and edit e-learning materials and cost-effective programs and e-learning and development tools;
- (f) To develop training project plans including timelines, milestones, and accountabilities;
- (g) To collaborate with vendors to analyze all performance reporting and ensure that anomalies are reported.

(3) Training Delivery Division

To be headed by a Director, this division shall be responsible for delivery of training programs, which are part of the core function of Federal Civil Service Institute. This division shall carry out the training needs analysis and deliver the senior management programs and other in-service training programmes. The FCSI shall play a critical role in building skills and abilities of senior civil servants in carrying out common functions across the government machinery. The training curricula, to be developed by the FCSI shall adequately reflect the priorities set by the FCSC for the establishment of a competency based, professional, politically-neutral, and highly motivated civil service. The teaching methods used in the training programmes shall

not be limited to only one approach, but cover a wide range of options. Apart from the traditional lecture, these could include case studies, panel discussions, working groups, role plays, field visits and simulation exercises. The selection of teaching staff would have to take into account the need to provide not only one, but a variety of teaching methods. Specifically, the Terms of Reference (ToR) of this division will include the following duties and responsibilities;

- (i) To identify training and development needs of civil servants, through job analysis, appraisal schemes and regular consultation with senior management and HR departments of line ministries and governorates;
- (ii) To design and develop training and development programmes, based on both- the organisational needs and the individual needs;
- (iii) To devise a training strategy for the civil service and manage delivery of training and development programmes;
- (iv) To ensure that statutory training requirements are met;
- (v) To produce training materials for in-house courses;
- (vi) To revise training programmes to adapt to changes in the work environment, based on the feedback from the training M&E unit;
- (vii) Where relevant, to create and/or deliver e-learning packages, in coordination with the curriculum development division.

The Training Delivery Division will consist of following units;

- (i) Training Needs Analysis Unit
- (ii) Senior Management Training Unit
- (iii) In-Service Training Unit

Specifically, the Terms of Reference (ToR) of above mentioned units will include, but not limited to following duties and responsibilities;

- (i) Training Needs Analysis Unit:** This unit will carry out training needs analysis for the programs delivered by FCSI. Specifically, the terms of reference of this unit shall be as under;

- (a) To develop and maintain effective training needs analysis system/procedure;
- (b) To create and pilot quantitative and qualitative data collection instruments for collecting training needs information;
- (c) To coordinate and conduct data collection activities, including interviews, structured observations, focus groups, and collection of specified documents as required;
- (d) To work in close coordination with the HR Departments of ministries/ governorates to identify performance problems and propose training and development solutions;
- (e) To analyse data from surveys, interviews, observations, and documents using the appropriate analysis tools;
- (f) To prepare reports with findings about the requirements for training and development programs;
- (g) To work with supervisor, trainers and external training contractors to plan and implement the training and development programs.

(ii) Senior Management Training Unit: This unit shall be responsible for developing and implementing systematic training and development programs for the senior and middle-level civil servants. Focus of this unit would be on training of senior civil servants, working at the federal level as well as at provincial level, who are responsible for government's policy making and its effective implementation. These training programs shall be designed to assist them to improve managerial and leadership skills. The senior executive training shall also assist the senior public managers to improve their individual work performance and the overall performance of their departments, which they are managing. Specifically, responsibilities of this unit will include the following;

- (a) To deliver training interventions for senior civil servants, with the objective to promote administrative homogeneity throughout the country and to support development of national solidarity and a shared destiny within the public administration;

- (b) To prioritize training delivery in common functions, required across the government machinery (areas like-leadership, strategic planning & management, decision-making and communication skills; constitutional law; public policy management; programme management; public finance management; HR management of civil service; procurement management; integrity, accountability & transparency, anti-corruption etc.).

(iii) In-Service Training Unit: This unit shall be responsible for in-service training of existing civil servants, at the entry level as well as along their career path. The essential training shall be provided to civil servants: (i) at the time of their entry into civil service; and, (ii) at appropriate intervals in the course of their career. It will manage the entry level compulsory training (say, for 18 months) for the newly recruited civil servants. It will also be responsible for in-service training, wherein the training programmes shall help the existing civil servants to gain a fresh and profound insight in the nature of problems, which s/he faces in daily work, and to equip him/her with the practical skills to solve these problems, efficiently. Regular participation in refresher courses shall constitute an important prerequisite for further promotion of existing civil servants. The concerned ministries/ departments shall nominate those civil servants, who are likely to benefit the most from such refresher training programmes and who have the ability to put their newly acquired skills to the maximum use in the interest of their ministry/ department. Specifically, responsibilities of this unit will include the following;

- (a) To plan and deliver induction training (entry level training) to the new entrants into civil service;
- (b) To manage the entry level compulsory training (say, for 18 months) for the new recruits, selected in the civil service on merit principles;
- (c) To plan and deliver the class-room teaching curriculum, consisting of compulsory courses as well as optional courses;
- (d) To coordinate entry-level training programme, including class-room courses at the FCSI and internships in different parts of public administration at federal as well as provincial levels;
- (e) To conduct the written and oral examination on the compulsory as well as optional subjects;

- (f) To coordinate the internship visits of the entry level trainees to the line ministries, governorates and the field offices.
- (g) To tailor the refresher training programmes in line with the relevant needs, in close cooperation with the concerned ministries or, governorates;
- (h) To plan and deliver refresher training, in the form of training courses of four to six weeks' duration;

(4) Training Centres Division

To be headed by a Director, this division shall be responsible for providing technical support to the training centres and coordinate the civil service training activities. It will also manage the library of FCSI, for collecting and managing learning and development materials. This division will work with the training centres to assist them in setting up the training management mechanisms such as planning, needs analysis, training design & delivery, monitoring and evaluation etc. work toward building the capacity of trainers & development practitioners, responsible for civil servants' development. The Training Centres Division will consist of following units;

- (i) Training Centres Management Support & Coordination Unit
- (ii) Trainers Development Unit
- (iii) Library Unit

Specifically, the Terms of Reference (ToR) of above mentioned units will include, but not limited to following duties and responsibilities;

- (i) Training Centre Management Support & Coordination Unit:** This unit shall provide the management support to the training centers in the line ministries and governorates. This support shall be provided by FCSI to ensure that the training centres have requisite capacities to implement FCSC's training policies and meet the standards of strategic HR development requirements of the ministries/governorates. This unit shall also coordinate the civil service training activities of FCSI, based on modular programmes, with the training centers of line ministries and governorates Specifically, the Terms of Reference (ToR) of this unit will include the following duties and responsibilities;

- (a) To carry out institutional assessment of the training centers- organization structure, staffing, budget, training infrastructure, systems and processes;
- (b) To provide management support to improve the structure, systems, processes and training infrastructure, to improve the effectiveness of delivery of civil service training in the line ministries/ governorates;
- (c) To coordinate and support the training centres in training needs analysis, curriculum development, e-learning activities, training delivery and evaluation;
- (d) To coordinate the civil service training activities of FCSI with the training centres and other training institutions;
- (e) To maintain close liaison between FCSI and training centres and relevant university faculties, so as to avoid duplication of training efforts;
- (f) To develop the synergies for civil service training systems and processes, through networking of the training institutions in the country.

(ii) Trainers Development Unit: This unit shall design, develop, implement and evaluate the training of trainer (ToT) programme for the civil service trainers for the staff in line ministries and governorates. Objective is to create a pool of civil service trainers in the country, who could multiply the gained skills and knowledge and act as a change agent for public administration reform. The trainers would then improve the quality and capacity of their own institution's public administration education and training, by introducing modules developed as part of their FCSI programme. Specifically, the Terms of Reference (ToR) of this unit will include the following duties and responsibilities;

- (a) To carry out a training needs assessment for the ToT;
- (b) To contribute to the development of training curriculum for the ToT, in consultation with the curriculum division;
- (c) To train the trainers in the identified areas of civil service training, by using participatory, action learning and experiential methodologies;
- (d) To design and develop a training manual for trainers, for the purpose of knowledge-building and sharing;

- (e) To support the participants in preparation of an action plan for follow-up civil service training activities.

(iii) Library Unit: This unit shall be responsible for managing the library and act as a resource centre. Specifically, its responsibilities will include following;

- (a) To manage the Library and act as official depository of all documents produced by FCSI on its activities, both in digital and on paper- a computerized database and an archive of relevant documentation- and make such material available to users for consultation;
- (b) Publish a bibliographic catalog of the library and another catalogue of activities and reports of FCSI;
- (c) Organize and update the literature, legislation, and administrative, scientific and technical information related to the activity of FCSI;
- (d) To provide photocopying facility to the users, provide documents for consultation and on loan, according to Library rules;
- (e) To ensure, for consultation, a collection of official gazette and the journal of public administration as well as promoting the binding of annual collections;
- (f) To ensure interpretation and document translation services for FCSI activities;
- (g) To manage the subscription of news papers, magazines, journals and periodicals;
- (h) Receipt, maintenance and weeding out of old records (files)/magazines/books for retention;
- (i) To obtain approval for purchase of books, make related correspondence and process payment of bills;
- (j) To provide reading room services;
- (k) To bind books and journals and, maintain the Catalogue and various registers;
- (l) To issue "No Demand Certificate".

(5) Training Planning, Evaluation and Certification Division

To be headed by a Director, this division shall be responsible for training policy-planning, monitoring & evaluation of training and development programmes, and certification of training and development providers. This division will consist of following units;

- (i) Training Policy-Planning and Scholarship Unit
- (ii) Training Monitoring & Evaluation Unit
- (iii) Training Providers Certification Unit

Specifically, the Terms of Reference (ToR) of above mentioned units will include, but not limited to following duties and responsibilities;

(i) Training Policy-Planning and Scholarship Unit: This unit shall be responsible for the training policy-planning and award of scholarship to civil servants, for higher learning. Specifically, responsibilities of this unit will include the following;

- (a) To plan a civil service training strategic plan to implement the training policy, in coordination with other divisions of FCSI;
- (b) To design and implement strategic training plan, including professional courses, conferences, lectures, seminars and workshops, internships, field trips and study inside and outside the country;
- (c) To coordinate the assessment and evaluation of objectives, as outlined in the training strategic plan;
- (d) To assist in management of agreements on cooperation in education and training of civil servants;
- (e) To plan and implement the scholarship program, including pre-service scholarships and in-service scholarships;
- (f) To plan, coordinate and monitor the progress of the FCSI towards a professional and academic school;
- (g) To prepare annual training and development plan for FCSI;
- (h) To contribute to the reports of the Assessment, Evaluation and Certification Division.

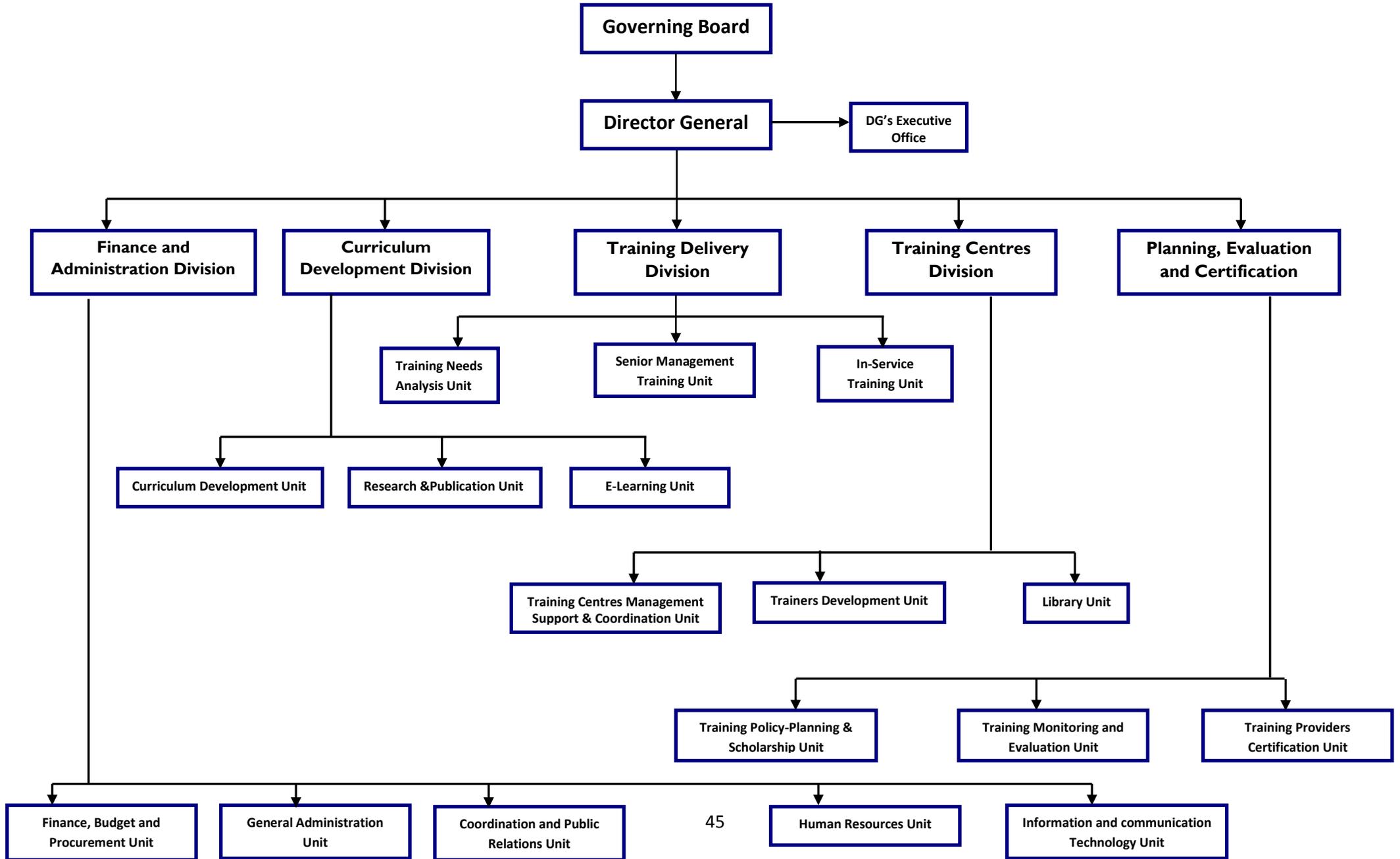
(ii) Training Monitoring & Evaluation Unit: This unit shall be responsible for monitoring and evaluation of training programs delivered by FCSI and external training providers, in order to ensure that they have positive impact on performance of individuals, teams and departments. Specifically, the terms of reference of this unit shall be as under;

- (a) To develop and maintain effective training and development monitoring and evaluation system;
- (b) To create and pilot quantitative and qualitative data collection instruments for training effectiveness and impact on performance;
- (c) To coordinate and conduct data collection activities for training and development, including interviews, structured observations, focus groups, and collection of specified documents as required;
- (d) To analyse data from surveys, interviews, observations, and documents, using appropriate analysis tools;
- (e) To prepare reports with findings about training and development programs quality, effectiveness and impact on the performance;
- (f) To work with supervisor, trainers and external training contractors to plan and implement the recommendations for improving the training and development programs effectiveness and impact;
- (g) To manage a data system of training and development programs and their effectiveness;
- (h) To ensure that the reports for delivered training and development programs are prepared and meet the quality standards.

(iii) Training Providers Certification Unit: This unit shall be responsible for identifying training and development providers (private companies, NGOs and education institutions) and ensuring that they meet the training quality standards of FCSI. It is essential that FCSI earns its prestige through excellent programmes and a strong quality control approach. For this purpose, it will develop a certification process, which shall be in accordance with training and development policies of Federal Civil Service Commission (FCSI). Specifically, the terms of reference of this unit shall be as under;

- (a) To create and manage a database for external training and development providers;
- (b) To produce terms of reference for contracting external training providers, according to the needs and priorities for civil service training;
- (c) To coordinate with relevant educational institutions (universities, colleges and professional schools) provision of technical assistance for the FCSI, ministries/governorates, according to identified needs;
- (d) To coordinate with professional associations and other relevant institutions accreditation and certification for the civil servants;
- (e) To issue certification of external training providers, such as private companies, non-Governmental organizations, individuals and other entities, willing to deliver training and development services for governmental organizations;
- (f) To create and implement an accreditation system for training programs, delivered for public sector organizations according to the competency frameworks developed by FCSC and HR divisions in ministries/governorates.
- (g) To ensure that external training providers meet the quality standards established by the Monitoring and Evaluation unit of FCSI;
- (h) To organize and deliver assessments and tests in coordination with the monitoring and evaluation unit, for employee participating in external training programs;
- (i) To prepare regular reports about external training programs provided for the civil servants and their impact on performance.

Organization Structure of FCSI (Federal Civil Service Institute)



Federal Civil Service Institute (FCSI)

Identification of Staffing Needs

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January 2013

Federal Civil Service Institute (FCSI)

Identification of Staffing Needs

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1. Executive Summary

1.1 Purpose of this document is to describe the staffing needs of Federal Civil Service Institute (FCSI), for its establishment and operationlization. It will enable FCSI to identify requisite qualification, experience and skill levels, required in a candidate to successfully carry out a particular job in FCSI. Thereafter, FCSI can fill up every identified position in its divisions and units through merit based recruitment. Filling up identified positions in this manner will facilitate FCSI to perform functions and achieve its objectives, efficiently and effectively.

1.2 FCSI is a federal institution, whose existence is mandated by Article-4 (1) of FCSC Law (#4 of 2009). Intent of the FCSC law is to establish and operationalize FCSI, by law, to ensure that all civil servants have the requisite competencies (knowledge, skills and attitude) for delivering high quality service to Iraqi people. It is based on the idea of creating a national level nodal institution for building a competency based, professional, politically neutral, and highly motivated civil service, which is responsive to the needs of citizens and could effectively serve as administrative backbone of the democratic state of Iraq. The USAID/ Tarabot-CSR team has designed, developed and documented the FCSI's '*Mandate, Functions, Structure and ToRs*' (December, 2012). The proposed organization structure of FCSI is placed at **Annex-I**.

1.3 The staffing needs of FCSI, identified in this document, are based on the defined functions, organisation structure and the duties and responsibilities of FCSI's various divisions and units. The staffing needs for the FCSI are 52 regular posts and their grade-wise distribution is as under;

- (a) Director General-1 post (Grade-B)
- (b) Director-3 posts (Grade-2)
- (c) Deputy Director- 17 posts (Grade-3)
- (d) Executive Assistant- 19 posts (Grade-4)
- (e) Civilian Motor Driver- 4 posts (Grade-8)
- (f) Office Assistant-5 posts (Grade-8)
- (g) Hygiene and Sanitation Worker-3 posts (Grade-9)

Total: 52 Posts

1.4 Apart from the regular staff, FCSI will also hire the subject– matter specialists through different modalities, such as secondment from other government departments or, on contract through open competition, based on its actual needs and requirements.

1.5 The **Chapter-2** of this document introduces to certain basic assumptions, made to identify staffing needs of FCSI. Division wise staffing needs of FCSI have been specified in the **Chapter-3** of this document. The **Chapter-4** provides a description of grade-wise staffing needs of various divisions and units of FCSI. The organisation charts of FCSI, reflecting the staff-positions of FCSI, as a whole, as well as the staff-positions in its various divisions have been prepared and placed in the **ANNEX**.

2. Introduction

2.1 FCSI is a federal institution, whose existence is mandated by Article-4 (1) of FCSC Law (#4 of 2009). Intent of the FCSC law is to establish and operationalize FCSI, by law, to ensure that all civil servants have the requisite competencies (knowledge, skills and attitude) for delivering high quality service to Iraqi people. In pursuance of this mandate, FCSI is to support sustainable capacity building for developing civil service education and training, to deal with challenges of public service delivery and efficiency in public administration. In this context, three broad priorities emerge:

- (i) An urgent need for practical in-service training of both senior and mid-career civil servants;
- (ii) Need to train civil service trainers (ToT), to accelerate dissemination of high quality programme development; and
- (iii) Longer-term need to transform pre-service academic preparation of civil servants.

2.2 The above objective and purpose of FCSI can be achieved in following steps;

- (i) To design, and initiate FCSI as a 'Professional School', based on a long-term development plan;
- (ii) To develop, promote, organise and assure the quality of high profile training events for the senior and mid-career civil servants and trainers of civil servants, drawing on 'best practices';
- (iii) To expand gradually a co-ordinated network of FCSI programmes and consultancy through a network of training institutions (public and private), using FCSI trained trainers and consultants;
- (iv) To further develop FCSI as an 'Academic School' with curriculum and training development for pre-service university-level programmes, and to expand applied research capacity in the field of public administration.

2.3 As staffing needs follow the structure & functions in designing an institution, which have been defined in the USAID/ CSR team's document, titled "*FCSI- Mandate, Functions, Structure and ToRs*" (January, 2013). In this document, seven core functions of FCSI have been identified viz. (i) Implementation of FCSC's training & development policies; (ii) Curriculum

development, for civil service training; (iii) Capacity building for training and consultancy support; (iv) Quality assurance and assessment; (v) Training delivery; (vi) Providing scholarships; and, (vii) Public relations/image building.

2.4 FCSI shall be able to carry out above-mentioned functions by means of an organization structure, consisting of; (i) A Governing Board; and, (ii) The Directorate General of FCSI. The Governing Board shall be the apex body of FCSI. It will work on strategic, operational, and technical issues relating to civil service training and development and provide policy direction and operational guidance to FCSI. The Directorate General shall consist of a Director General, as executive head of FCSI. S/he will provide leadership to five divisions of FCSI. These divisions are- (1) Finance and Administration Division; (2) Curriculum Development Division; (3) Training Delivery Division; (4) Training Centers Division; and, (5) Planning, Evaluation and Certification Division. Divisions shall carry out FCSI's functions through their respective units.

2.5 Staffing needs of FCSI, identified in this document, have been worked out on the premise of its stated role. Apart from the regular staff, FCSI will also hire the subject- matter specialists through different modalities, such as secondment from other government departments or, on contract through open competition, based on its actual needs and requirements.

2.6 Advantage of this approach is that if FCSI opts to expand its role in future, it can easily switch over to later option. The reverse of this does not hold good.

3. Division wise Staffing Needs of FCSI

5.1 The organisation chart of the FCSI, reflecting the structure its various divisions/ units, is placed at **ANNEX-I**. The FCSI's structure consists of a Director General and five divisions. The Director General and his executive office consists of the following staff;

A. Director General and his Executive Office

- (i) Director General (DG)- 1 post (Grade-B)
- (ii) Executive Assistant to DG- 1 post (Grade-4)

Total= 2 posts

5.2 The establishment of FCSI (division-wise) consists of following personnel;

1. Division of Finance and Administration

- (i) Director -1 post (Grade-2)
- (ii) Deputy Director-5 posts (Grade-3)
- (iii) Executive Assistant- 6 posts (Grade-4)
- (iv) Civilian Motor Driver – 4 posts (Grade-8)
- (v) Office Assistant - 5 posts (Grade-8)
- (vi) Hygiene and Sanitation Worker- 3 posts(Grade-9)

Total= 24 posts

The staffing chart, reflecting staff-positions of Finance and Administration Division, is placed at **ANNEX-II**.

2. Division of Curriculum Development

- (i) Director -1 post (Grade-2)
- (ii) Deputy Director-3 posts (Grade-3)
- (iii) Executive Assistant- 3 posts (Grade-4)

Total=7 posts

The staffing chart, reflecting staff-positions of Curriculum Development Division, is placed at **ANNEX-III**. Apart from the above mentioned permanent staff, FCSI will also hire the subject-matter specialists (viz. curriculum development specialists, Researchers or, E-

content specialists) through different modalities, such as secondment from other government departments or, on contract through open competition, based on the actual need and requirement.

3. Division of Training Delivery

- (i) Director – 1 post (Grade-2)
- (ii) Deputy Director-3 posts (Grade-3)
- (iii) Executive Assistant-3 posts (Grade-4)

Total=7 posts

The staffing chart, reflecting staff-positions of Division of Training Delivery, is placed at **ANNEX-IV**. Apart from the above mentioned permanent staff, FCSI will also hire the subject– matter specialists (viz. Training Needs Analysts, Senior Management Trainers and In-Service Trainers) through different modalities, such as secondment from other government departments or, on contract through open competition, based on the actual need and requirements.

4. Division of Training Centres

- (i) Director – 1 post (Grade-2)
- (ii) Deputy Director-3 posts (Grade-3)
- (iii) Executive Assistant-3 posts (Grade-4)

Total=7 posts

The staffing chart, reflecting staff-positions of Training Centres Division, is placed at **ANNEX-V**. Apart from the above mentioned permanent staff, FCSI will also hire the subject– matter specialists (viz. Training Management Specialists and Trainers of Trainers) through different modalities, such as secondment from other government departments or, on contract through open competition, based on the actual need and requirements.

5. Division of Planning, Evaluation and Certification

- (i) Director – 1 post (Grade-2)
- (ii) Deputy Director-3 posts (Grade-3)
- (iii) Executive Assistant-3 posts (Grade-4)

Total=7 posts

The staffing chart, reflecting staff-positions of Planning, Evaluation and Certification Division, is placed at **ANNEX-VI**. Apart from the above mentioned permanent staff, FCSI will also hire the subject– matter specialists (viz. Training Strategy Specialists, Training Evaluators and Training Accreditation Specialists) through different modalities, such as secondment from other government departments or, on contract through open competition, based on the actual need and requirements.

3 Grade wise Staffing Needs of FCSI

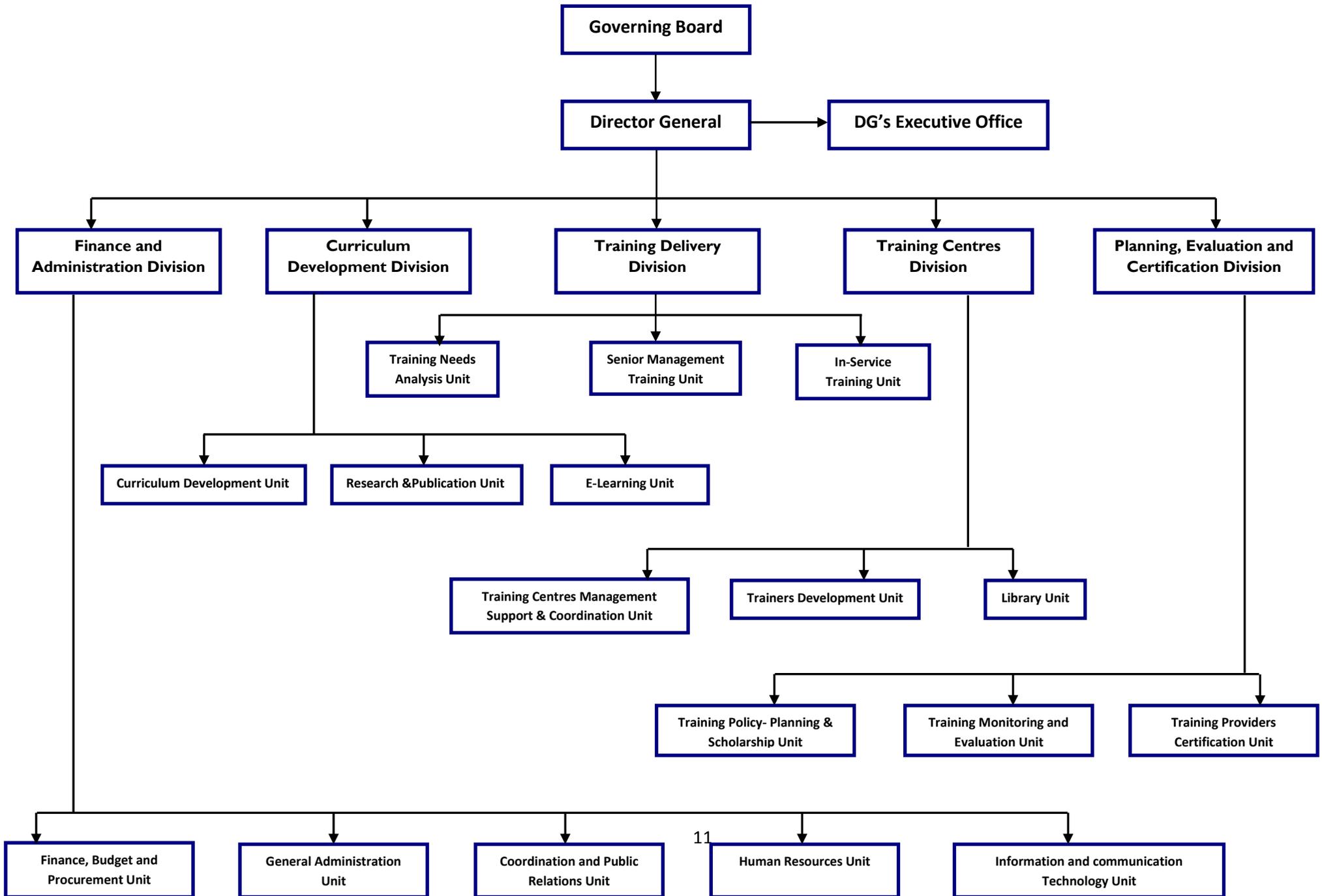
3.1 Summary of Grade wise Establishment of FCSI

The establishment of FCSI (Grade-wise) consists of following personnel

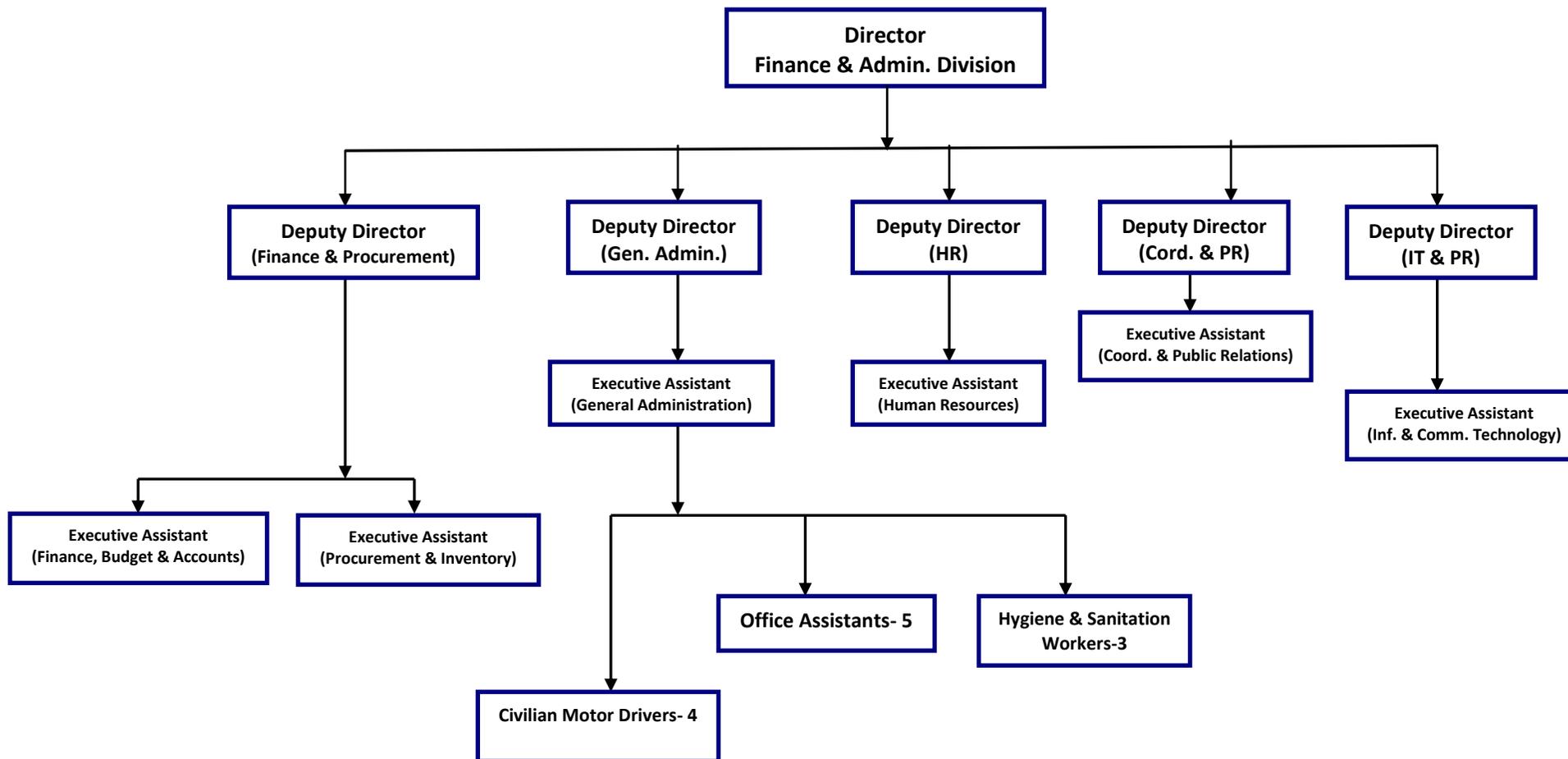
- I. **Director General- 1 post** (Higher Grade- 'B')
- II. **Director -5 posts** (Grade-2)
 - a. Division of Finance and Administration (1 post)
 - b. Division of Curriculum Development (1 post)
 - c. Division of Training Delivery (1 post)
 - d. Division of Training Centres (1 post)
 - e. Division of Planning, Evaluation and Certification (1 post)
- III. **Deputy Director -17 posts** (Grade-3)
 - a) Division of Finance and Administration (5 posts)
 - b) Division of Curriculum Development (3 posts)
 - c) Division of Training Delivery (3 posts)
 - d) Division of Training Centres (3 posts)
 - e) Division of Planning, Evaluation and Certification (3 posts)
- IV. **Executive Assistant- 19 posts** (Grade-4)
 - a) Director General's Executive Office (1 post)
 - b) Division of Finance and Administration (6 posts)
 - c) Division of Curriculum Development (3 posts)
 - d) Division of Training Delivery (3 posts)
 - e) Division of Training Centres (3 posts)
 - f) Division of Planning, Evaluation and Certification (3 posts)
- V. **Civilian Motor Driver-4 posts** (Grade-8)
 - a) Division of Finance and Administration
- VI. **Office Assistant-5 posts** (Grade-8)
 - a) Division of Finance, Administration & Coordination
- VII. **Hygiene and Sanitation Worker-3 posts (Grade-9)**
 - a) Division of Finance, Administration & Coordination

The staffing charts of the FCSI and its various divisions are placed at **ANNEX**.

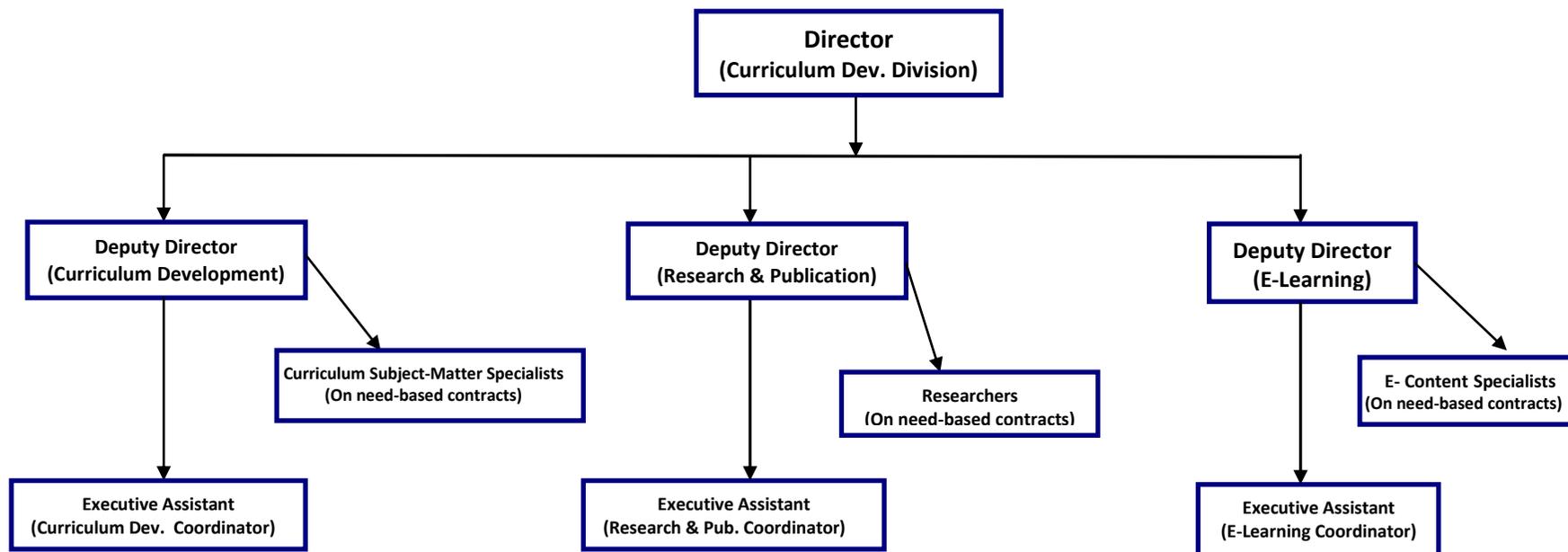
Organization Structure of FCSI (Federal Civil Service Institute)



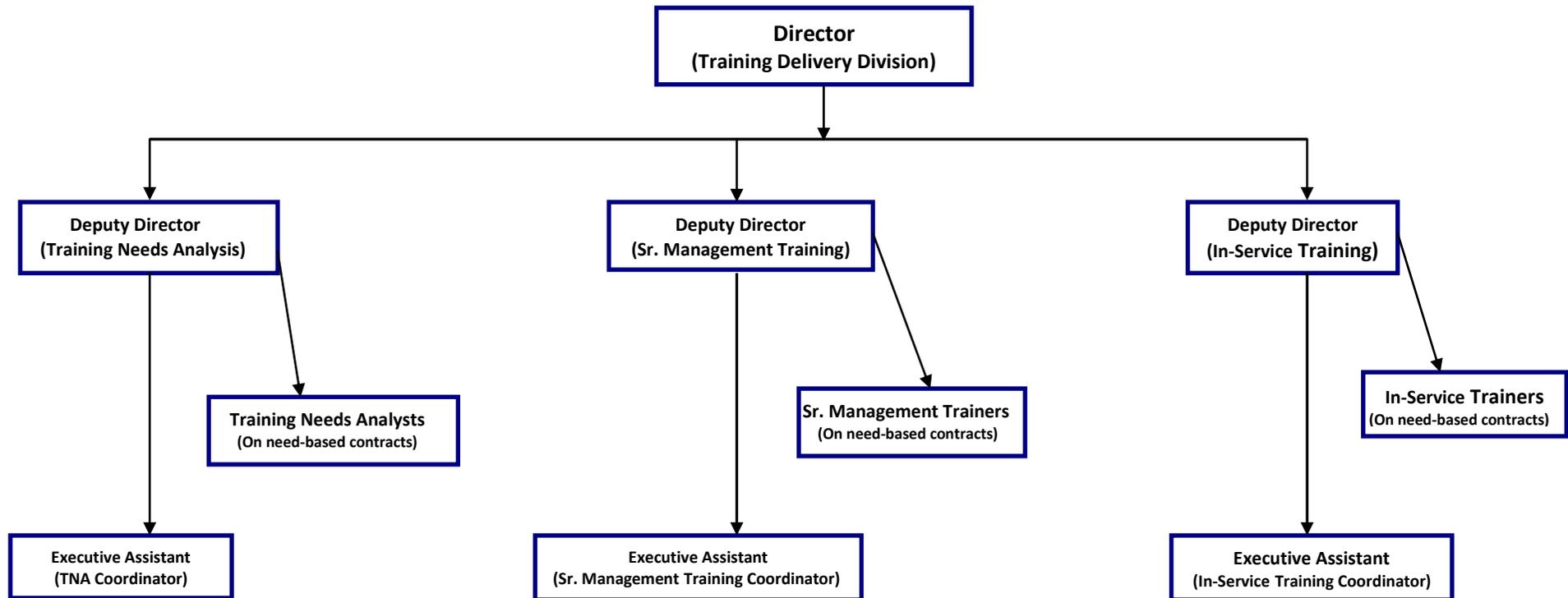
Staffing Chart of Finance and Administration Division



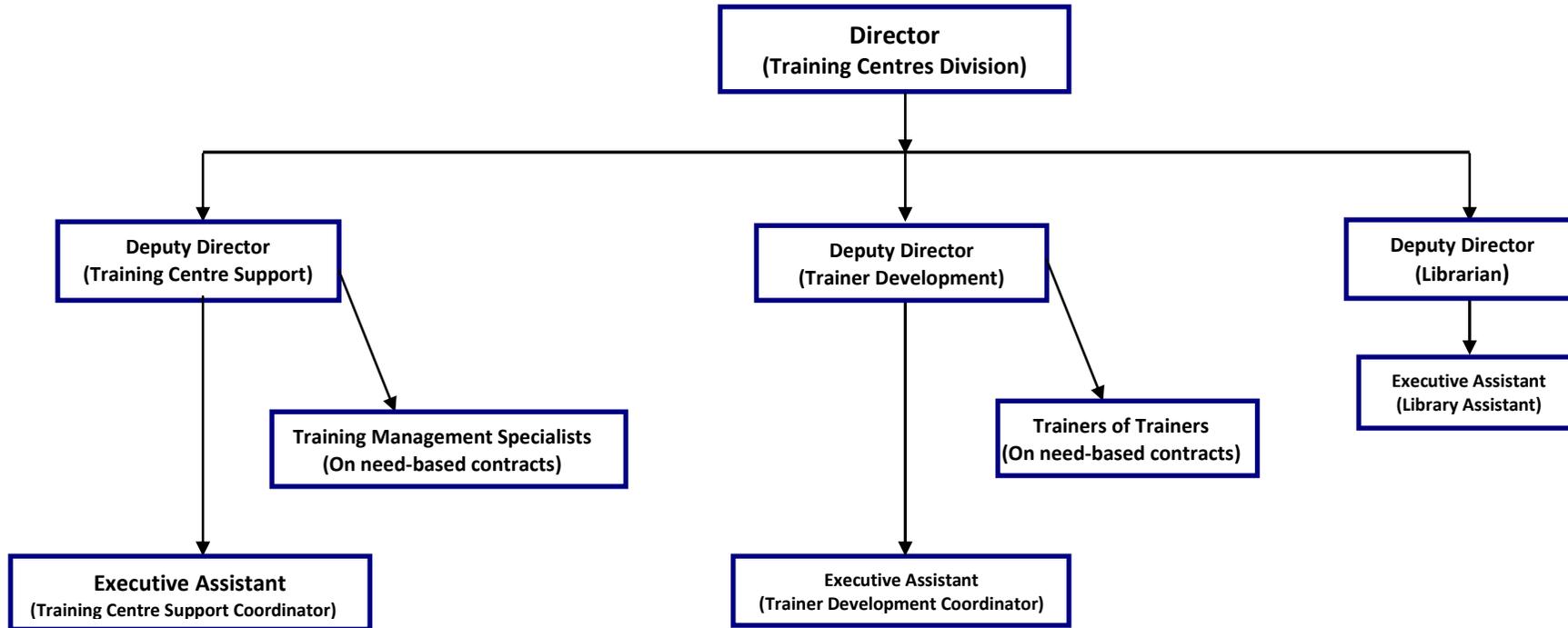
Staffing Chart of Curriculum Development Division



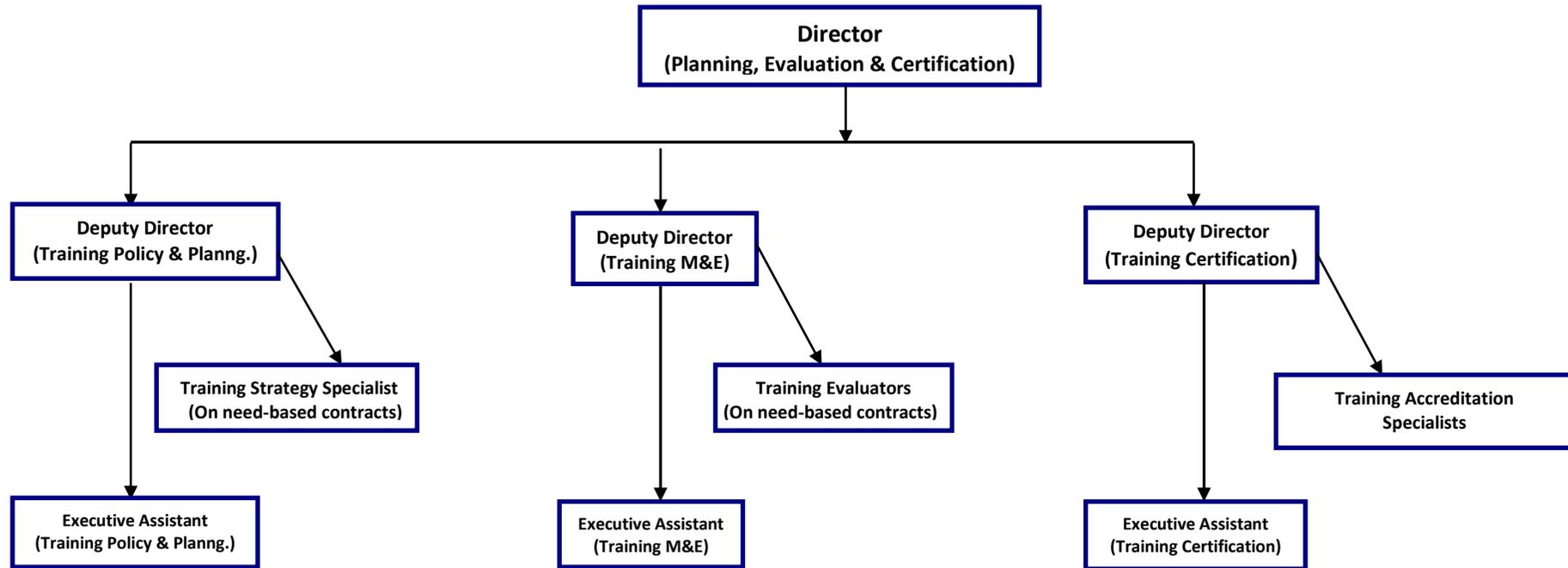
Staffing Chart of Training Delivery Division



Staffing Chart of Training Centres Division



Staffing Chart of Planning, Evaluation & Certification Division





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Civil Service Training

Division of Responsibilities Amongst Public Institutions

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February, 2013

Civil Service Training

Division of Responsibilities Amongst Public Institutions

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Chapter-1

Executive Summary

1.1 This document provides an institutional framework for coordination, organization and collaboration of civil service training function amongst various public organizations. A coherent and systematic approach towards civil service training will require not only clear role and responsibilities of civil service training institutions, but also coordination and cooperation between main stakeholders. This will provide opportunity to government of Iraq to improve the efficiency of training and development activities, establish mechanisms for systematic development of civil servants, and avoid duplications.

1.2 This institutional framework should be able to create a “landscape” for successful implementation of civil service training in Iraq, by defining and regulating the roles, responsibilities and institutional relationships of these public organizations. Main purpose of the framework for civil service training is as following;

- (i) To define responsibilities of civil service training amongst various public organizations, including federal civil service commission, federal civil service institute, human resource departments and training centers of ministries/ governorates;
- (ii) To define a mechanism for capacity development of training institutions as well as trainers in the ministries/ agencies/ governorates;
- (iii) To identify a system for civil service training in core administrative functions (public policy management, project/ programme management, public finance management, procurement management, civil service management, and anti corruption strategy).

1.3 Generally speaking, every public organization has to play an important role in civil service training. As different public organization- federal civil service commission (FCSC), federal civil service institute (FCSI), and ministries/ agencies- play their unique role in civil service training; their efforts need to be integrated. On the other hand, a

national training institution, like FCSI, lies at the heart of civil service training system. It is the repository of expertise, distilled from the real world. The quality and manner of its functioning has a direct impact on what its trainees imbue and take with them. It continues to be the mainstay for training of senior and middle level civil servants. Given its role, it provides leadership in the process of learning and change. These issues have been discussed in **Chapter-2**, titled as 'civil service training'.

1.4 Chapter-3 of this document discusses current institutional arrangement for civil service training, in Iraq. Government of Iraq has initiated a series of reforms to change the human resource management practices for recruitment, training, performance appraisal, promotion and discipline (FCSC law; forthcoming civil service law; and, executive orders of COMSEC to all ministries/ governorates for- (i) transforming their personnel administration divisions to HR divisions; and, (ii) establishing a training & development section). The USAID/Tarabot team made a rapid assessment of civil service training, in nine ministries and seven governorates during Nov.2011– Feb.2012 and noted some positive trends with regard to civil service training in Iraq. In terms of quantity, the number of civil servants trained is an indication of the value attached with training and development by civil servants and their supervisors. However, the significant numbers achieved in terms of civil servants trained in 2011 (40% in Babil governorate, for example) cannot be called adequate, in terms of international standards and more needs to be done in terms of both- increasing quantity as well as improving quality of civil service training programs. The assessment also found significant differences in total number of civil servants trained in different ministries and provinces. The majority of training programs are too conceptual and there is no clear linkage between training program and actual performance needs. Apart from training programs in financial management delivered by Ministry of Finance, there are no systematic training programs in the core administrative functions. Further, the assessment could not find any systematic training mechanism for senior civil servants. The areas of civil service training, which need to be addressed, are;

- (i) To develop necessary capacities of training & development function in all ministries/ governorates, so as to contribute more effectively in improvement of

performance of ministries/ governorates and to ensure that training and development policies of FCSC are implemented;

- (ii) Design, development and establishment of a comprehensive institutional framework for training and development of Iraqi civil servants, under the leadership of FCSI, to ensure that public administration performs effectively and efficiently;
- (iii) Design, development and establishment of systemic training system for senior civil servants.

1.5 Chapter-4 of the document discusses proposed institutional framework for civil service training in Iraq. Analysis of current legislation and institutional framework for civil service training shows that the coordination and cooperation mechanism amongst public organizations is yet to be developed. Every public organization has a role to play in the civil service training and the efforts of all public organisations- federal civil service commission, ministries/ agencies, federal civil service institute and the governorates- are required to be integrated. The following mechanisms/areas are important for establishing/ improving coordination and cooperation between the public institutions for efficiency and effectiveness of civil service training;

(A) Federal Civil Service Commission (FCSC): Responsible for; (a) designing civil service training policies; (b) civil service training oversight; and, (c) capacity development programs in common administrative functions.

(B) Federal Civil Service Institute: Responsible for (a) training of senior civil servants; (b) development and implementation of training and development programs in common administrative functions; (c) capacity development of training centres; (d) training of trainers (ToT); (e) standards for training and development practitioners; and, (f) knowledge management.

(C) Role of Ministries/Governorates in Civil Service Training: Ministries/ governorates will focus on the design, development and implementation of ministry/ governorate-wide staff training plans.

(D) Training Centers: Development of specialized (technical) skills shall be an important feature of on-job training, for which primary responsibility shall be with the training centres of ministries/ governorates. Their focus would be on the

development of sector-specific technical skills such as, building roads, improving primary/secondary education, designing and implementing drinking water and sanitation projects, medical care etc. and give priority to the training of junior managers and subordinate staff, to improve customer-orientation and quality of delivery of public services to citizens.

Table at **Annex** depicts the responsibilities of different public institutions in civil service training, based on the analysis of legislation, and needs of the Iraqi public organizations.

Chapter-2

Civil Service Training

2.1 Objective

2.1.1 Training is a systematic process of altering the behaviour of employees in a direction that will achieve organization goals. Objective of civil service training is to develop a competency based, professional, politically neutral, and highly motivated civil service that is responsive to the needs of citizens. In doing so, development of proper ethics, commitment to work and empathy for vulnerable sections of society is also emphasized. This is because if basic expectations of the citizens are not adequately met, credibility and authority of the government is adversely affected.

2.1.2 For transforming civil service, it is imperative to move to a strategic human resource management system, which looks at the individual as a vital resource to be valued, motivated, developed and enabled to achieve the Ministry/ Agency's mission and objectives. Within this transformational process, it is essential to match individuals' competencies with jobs they have to do and bridge competency gaps for current and future roles through training. This document aims at providing guidelines on how the coordination and collaboration between governmental entities responsible for training and development of the civil servants in Iraq could be organized.

2.2 Competency Based Framework

2.2.1 In order to ensure that civil servants have the requisite competencies (knowledge, skills and attitude) to effectively perform their functions, a competency framework is used. The fundamental principle of a competency based framework is that each job should be performed by a person, who has required competencies for doing that job. Success of training lies in actual improvement in the performance of civil servants to deliver public services, as per needs and requirements of citizens. Therefore, training is to be based on the duties of the person that s/he performs in a particular post.

2.22 Competencies may be broadly divided into those that are core skills, which civil servants would need to possess with different levels of proficiency, for different functions or, levels. Some of these are common competencies required by every public organisation e.g. leadership and communication, policy management, programme management, people management and, information technology. The other set of competencies relate to technical or specialized skills, which are relevant to specialized functions of a ministry/agency such as building roads, improving primary/secondary education systems, designing and implementing drinking water and sanitation projects, medical care etc.

2.3 Role of Public Organisations in Civil Service Training

2.31 Training and development is a function which enable governmental organizations to meet the performance needs and to develop the civil servant according to strategies and policies. A successful implementation of this function will require coordination and cooperation between different public, private and non-governmental organizations. Technical competence, adherence to rule of law, loyalty to democratically elected government and impartiality in discharge of public duties- are core qualities of a modern public administration in a democratic state. Different public organisations play their unique role to achieve this common goal. Every public entity has a role to play in the civil service training and the efforts of all public organisations- civil service commission, ministries/ agencies, governorates and the national training institution- are required to be integrated.

2.4 Role of National Training Institution in Civil Service Training

2.41 The National Training Institution lies at the heart of civil service training system. It is the repository of expertise, distilled from the real world. The quality and manner of its functioning has a direct impact on what its trainees imbue and take with them. It continues to be the mainstay for training of senior and middle level civil servants. Given its role, it provides leadership in the process of learning and change, as under:

- i. To assist the ministries/agencies in the process of shifting to a competency based training framework;
- ii. To provide technical advice to the ministry/agencies in preparation of its annual staff training plan and in outsourcing specialized training requirements;

- iii. To equip the senior and middle level civil servants with appropriate values, workplace skills and competencies for their current jobs and provide development opportunities for their future jobs;
- iv. To enhance the leadership and management skills of senior and middle level civil servants to carry out common functions across public organizations e.g. leadership, strategic planning & management, decision-making and communication skills; constitutional law; public policy management; programme management; public finance management; HR management of civil service; procurement management; integrity, accountability & transparency etc.;
- v. To assimilate technologies with a view to enable learning anywhere, anytime for its clients;
- vi. To supplement its current programmes with distance and e-learning courses;
- vii. To constantly review and modify its curricula, contents and training methodologies to take into account training feedback and needs of clients;
- viii. To develop domain-specific trainers and provide stability of tenure and opportunities for faculty-development;
- ix. To put in place a rigorous system of evaluation of training programmes and assessment of their impact on civil servants' performance;
- x. To network with other national and international institutions to share learning resources, expertise, knowledge management and enter into agreement for international cooperation and exchange programmes on civil service training;
- xi. To become model of excellence in the quality of training and as a learning organization through a process of self-assessment and bench-marking;
- xii. To provide advisory and/or consultancy services;
- xiii. To conduct field studies and research as part of the process of becoming repositories of knowledge in the areas of its sectoral and functional specialization;
- xiv. To have the requisite staff, infrastructure and finances to perform its functions.

Chapter-3

Present Status of Civil Service Training in Iraq

3.1 Introduction

Development of a coherent human resource approach with a tight coupling between human resources and strategies of public organizations is critical for the successful implementation of public policies and strategies. In this connection, the Government of Iraq has initiated a series of programs to improve the public service management both in terms of quality and increasing the quantity of delivered public services. These management reforms also include changes to human resource management procedures by which public servants are recruited, trained, appraised, promoted and disciplined (FCSC law; forthcoming civil service law; and, Executive Order of COMSEC for transforming the Personnel Administration Divisions to Human Resource Divisions).

3.2 Framework for Civil Service Training

3.21 Legal framework: In Iraq, civil service training and development function is regulated by following three laws:

- (a) **Federal Civil Service Commission (FCSC) Law (#4 of 2009)** specifies the mandate, role and functions of Federal Civil Service Commission. Under the law, FCSC's department of public administration development is responsible for establishing training and development policies for Iraqi civil servants. For this purpose, a Federal Civil Service Institute (FCSI) is to be established, as a national level nodal training institution and operationalized for implementation of these training and development policies for Iraqi civil servants. Article 4 (1) of FCSC Law states that FCSI shall be established by law. Article 9 (7) of FCSC Law authorizes FCSC to design training policies for Federal Civil Service Institute. FCSC law also gives mandate to establish a training centre in each of the ministries for the purpose of civil servants' development [Article 4 (2)]. Further, FCSC law also mandates the establishment of a training centre in each ministry [Article 4 (2) of FCSC Law] and to design training policies for them [Article 9 (8) of FCSC Law] for the purpose of

development of civil servants. FCSI, together with Training Centres in Ministries, shall have a primary role in implementing these policies for the training and development of Iraqi civil servants;

(b) Financial and Accounting Training Center Law (# 93 of 1981, amended in 2010), which requires Ministry of Finance to establish training center, responsible for developing the expertise and competencies of employees in all financial departments in governmental entities; and,

(c) Organic Laws of the Ministries, specifying their mandate and structure, which require each Ministry to have a Division for Research and Development, as part of Department of Planning. It is also to be noted that in several laws for clarifying the mandate, functions and structures of ministries (e.g. Ministry of Finance and Ministry of Planning) it is stated that Ministries should establish training and development institutions for developing the capacities of governmental entities.

3.22 The above legal framework provides guidance as to how the civil service training shall be organized and managed in Iraq. However, it FCSC is yet to be operationalized, Training Centres are yet to be established in the Ministries, and FCSI law is yet to be enacted. In addition, stakeholder-deliberations and consultations regarding mandate and functions of civil service training institutions in Iraq, are still in progress.

3.23 Executive Orders: An Executive Order, issued by COMSEC for transforming Personnel Administration Divisions to Human Resource Divisions requires ministries to establish a Training and Development Section with following three units;

(a) A training unit: Responsible for planning, designing, delivering and coordinating training programs;

(b) A training development Unit: Responsible for identifying training needs and monitoring and evaluation of training programs;

(c) A Scholarship and Fellowship section: Responsible for organizing scholarships, fellowships and study tours.

3.3 Current institutional arrangement for civil service training

3.31 Current institutional arrangements for civil service training in Iraq are as under;

- (a) **Divisions for Research and Development** are established as a part of Planning Departments, under the organic laws of the ministries. They are responsible for developing, organizing and delivering training and development programs. These training programs are delivered to the civil servants from the ministry, state owned enterprises, private companies, non-governmental organizations and sometimes individual citizens. Due to this broad target group and focus outside civil service, these divisions are a public service provider, rather than responsible divisions for civil service training in the ministries/governorates. Nonetheless, these divisions are the only internal structure for civil service training, generally. The capacity of these centers varies from ministry to ministry. For example in the ministries like Finance or, Planning, there are more than 150 staff working in this division; in others such as Ministry of Communication there are only two staff members. Some of the training centres have more than 10 training rooms and annually train about 4000 participants, others do not have dedicated training rooms and train less than hundred civil servants annually. The training management practices and procedures (such as training needs analysis, curriculum development, monitoring and evaluation) are either limited or, non-existent in many of them.
- (b) **Divisions for Training and Development** are established as a part of Human Resource Departments (HRD), under the Executive Order of COMSEC. They are responsible for organizing, coordinating and implementing training and development programs for the civil servants of the respective ministries. This is a new function for HR Departments and majority of their staff members are not trained in the civil service training and overall performance improvement in their organization. The current activities of this division is to coordinate civil service training programs for civil servants, working in the ministry. These units consist of three to five staff members, who are working without clear responsibilities and job descriptions.
- (c) **Training in common functions:** Current institutional set up with regard to training in core administrative function is that the Ministry of Finance (MoF) is responsible for

developing the competencies of finance staff in all government entities¹, while the Ministry of Planning and Cooperation Development (MPCD) is responsible for developing the capacity in project management. The MPCD is also responsible for overseeing and providing assistance to the procurement units in government entities. The Federal Civil Service Commission (FCSC), after its establishment, shall be responsible for developing the capacity in the area of Human Resources Management of civil servants. The responsibilities for the rest of the core administrative functions are currently not clearly defined and there is no single entity responsible for their development and implementation.

3.4 Assessment of current capacities for civil service training

3.41 A rapid assessment conducted by USAID/Tarabot in nine ministries and seven governorates, during Nov.2011– Feb.2012, identified following training and development capacities in ministries and governorates:

- (a) **Number of civil servants trained in ministries/governorates, in 2011:** The results show significant differences in total civil servants trained in different ministries and provinces. For example, Babil Governorate managed to deliver training programs for 40% of their staff-members, while in Wasit Governorate, no staff member received training in 2011. Ministry of Agriculture delivered training for 1500 civil servants, while Ministry of Planning trained only 225 civil servants, in 2011. The assessment found that priority was given to computer training, which accounted for 31% of the overall training programmes delivered in 2011, followed by 27% of training on core administrative functions (such as procurement, finance and planning) and 16% on technical (sectorial) training programs.
- (b) **Lack of linkage between training delivered and actual needs:** In the context of Iraq, there has been no comprehensive review of all civil service posts, in accordance with functions that are to be performed and competencies required thereto. Thus, the issue of whether an individual has the necessary competencies to be able to

¹ Financial and Accounting Training Center (FATC) of Ministry of Finance was established by law #93 of 1981 and has the mandate to support all finance departments in governmental entities.

perform the functions of his/her post has not been addressed. In the absence of impact-assessment procedures, assessment team was unable to collect quantitative information about training programs, their relevance to performance needs, and their impact on individual or, organizational performance. However, interviews with different stakeholders (HR directors, training centre managers, supervisors and employees) indicate that the majority of training programs lack practicality, they are too conceptual and there is no clear linkage between training program and actual work and performance needs.

(c) **Absence of a systemic training system for senior civil servants:** There is no systematic training system for senior civil servants. Overall there are no clear performance mechanisms and the senior civil servants are not supported through capacity development programs to implement the necessary reforms and deliver the expected results. In order to address this issue, some ministries (Ministry of Oil, for example) send their senior officials for overseas training. However, this approach is expensive and usually the training programs undertaken are not focused on the specific contextual requirement of Iraqi public administration.

(d) **Training in common administrative functions:** Main purpose of common administrative functions is to ensure that public resources are managed, in accordance with regulations, towards achieving public goals. In 2011, training programs delivered for civil servants in Iraq in core administrative functions made up approximately 27% of total training and development programs. The topics of these training programs covered areas such as project management, procurement, public finance, and human resource management.

The assessment of USAID/ Tarabot- CSR team (Feb. 2012) showed that Financial and Accounting Training Center (FATC) of Ministry of Finance has some capacities to carry out its mandate and functions (for example, total number of trained participants in the center in 2011 was approx. 2800). The topics of training programs delivered in 2011 included: Government's Management of Financial Administration, Financial Planning, Accounting, and Auditing. The center is in the

process of shifting to a new building which will provide additional training space (12 training rooms). With regard to training management procedures, the FATC is in the process of implementing training needs analyses and training monitoring and evaluation systems.

Apart from training programs in financial management delivered by Ministry of Finance, there are no systematic training programs which allow the civil servants to develop their skills and knowledge in the core administrative functions. Most of the administrative departments and divisions operate under (old) bureaucratic procedures, without clearly defined functions and responsibilities and staff members don't have job descriptions. Consideration is required to be given to the fact that administrative procedures of government are in the process of reform and change, which shall require new skills and knowledge. In order to address these requirements, new training programs need to be developed and delivered to the civil servants.

3.5 Improving capacity of civil service training institutions

3.51 Above assessment presents some positive trends with regard to civil service training in Iraq. In terms of quantity, the number of civil servants trained is an indication of the value attached with training and development by civil servants and their supervisors. However, the significant numbers achieved in terms of civil servants trained in 2011 (40% in Babil governorate, for example) cannot be called adequate, in terms of international standards and more needs to be done in terms of both- increasing quantity as well as improving quality of civil service training and development programs. The areas of civil service training, which need to be addressed are;

- (iv) To develop necessary capacities of training & development function in all ministries/ governorates, so as to contribute more effectively in improvement of performance of ministries/ governorates and to ensure that training and development policies of FCSC are implemented;
- (v) Design, development and establishment of a comprehensive institutional framework for training and development of Iraqi civil servants, under the leadership of FCSI, to ensure that public administration performs effectively and efficiently;

(vi) Design, development and establishment of systemic training system for senior civil servants.

3.52 The assessment indicates that training and development function in ministries and governorates need further support to improve the training management process. First step in this direction should start with assigning all training and development responsibilities to a single department viz. Human Resource Department, in each ministry/governorate. It will provide better coordination of Human Resource Management functions, clarify the responsibility and accountability of training function and ensure that organizational restructuring process is supported by training and development activities. It will establish a linkage between civil service training and performance, thereby contributing towards improved efficiency and effectiveness of civil servants.

3.53 Current institutional framework with regard to responsibility and accountability for civil service training is not adequate. A national level nodal training institution, in the name of Federal Civil Service Institute (FCSI), is to be established and operationalized for implementation of civil service training policies. Since FCSI is the main institution for implementation of training policies of Federal Civil Service Commission (FCSC), it shall be responsible for implementation of civil service training programs in core administrative functions. FCSI, together with training centres in ministries, shall have a primary role in implementing these training policies. FCSI shall work in close coordination with Ministry of Planning with regard to designing and implementation of training programs in the areas of procurement and project management. FCSI will also design and implement training programs in public finance, in close cooperation with Ministry of Finance.

3.54 Target group of training activities of FCSI is defined by its primary objective- to assist in creating a homogeneous group of capable administrators which will increase the effectiveness of the government action in delivering key public services. Within the civil service, the priority shall be given to the training of higher civil servants. In order to cover short term capacity building of civil servants, FCSI will have to cooperate closely with the training centres of the ministries, other training institutions in the private sector and in

the foreign countries, This is because its involvement in the short term capacity building activities should not interfere with its long term mission of building skills and abilities of senior civil servants in carrying out common functions, across the government machinery. The training and development of civil servants shall, therefore, be conceived as a multi-layered system with the FCSI as its focal point.

3.55 FCSI should also facilitate establishment of standards, certification and accreditation procedures for civil service training. Unified standards need to be created and implemented for accreditation and certification for civil service training. Presently, no single institution is responsible for coordinating or, managing this process. Therefore, Federal Civil Service Institute should develop these standards and procedures and ensure that all training providers should maintain the standards of civil service training.

Chapter-4

Proposed Institutional Framework for Civil Service Training In Iraq

4.1 Introduction

4.1.1 Considering the current needs of line ministries and governorates and specifically, the needs for improvement of civil service performance, a new institutional framework for civil service training is required to be implemented. As noted earlier, majority of government administrative processes in Iraq are in the process of revision and adjustments to new institutional and political realities. These processes of restructuring will require new capacities to be developed. Once the role, responsibilities and procedures are (re)defined, Federal Civil Service Commission will facilitate the development of competency frameworks for civil service positions, defining specific competencies required to perform the core administrative functions.

4.1.2 In order to move towards a competency-based approach, it would be necessary to classify distinct types of posts and to indicate competencies required for performing work in each of such posts. Once competencies are laid down, an individual's development can be more objectively linked to competencies, needed for current or future jobs. Career progression and placement can be based on matching individual's competencies to those required for a post. Staff annual training plan of each ministry/ agency will then address the gap between existing and required competencies and provide opportunities to employees to develop their competencies. These annual staff training plans will then be implemented by the government training institutions, to develop requisite competencies amongst civil servants.

4.2 Coordination of Training and Development Activities

4.2.1 The analysis of current legislation and institutional framework for civil service training shows that the coordination and cooperation mechanism amongst government entities is yet to be developed. Every public entity has a role to play in the civil service training and the efforts of all public organisations- federal civil service commission, ministries/ agencies, national training institution and the governorates- are required to be

integrated. The first step in this direction would be to define the role and responsibilities of civil service training institutions, in Iraq. A coherent and systematic approach for civil service training will require not only clear role and responsibilities of civil service training institutions, but also coordination and cooperation between main stakeholders. This will provide opportunity to government of Iraq to improve the efficiency of training and development activities, establish mechanisms for systematic development of civil servants, and avoid duplications. According to current legal framework, the responsibility for developing and establishing this mechanism is part of the mandate of FCSC and FCSI.

4.22 The following mechanisms/areas are important for establishing/ improving coordination and cooperation between the public institutions for efficiency and effectiveness of civil service training;

(E) Role of Federal Civil Service Commission (FCSC)

FCSC is responsible for designing and overseeing implementation of policies and strategies for civil service training & development. In order to achieve success, following coordination mechanisms are required to be established and managed by FCSC;

a. Designing Civil Service Training Policies

According to Federal Civil Service Commission Law, FCSC's department of public administration development is responsible for establishing training and development policies for civil servants. The training and development policies shall outline strategic directions for civil service development, provide guidelines on standards and principles of civil service training and assist in formulation of performance management approaches. In order to effectively implement these policies/ strategies for civil service training, following principles need to be adhered to;

- (i) The main purpose of civil service training policies is to support implementation of national strategies and therefore, it should serve as a tool for achieving national priorities;
- (ii) A comprehensive analysis of needs of ministries/ agencies (both in terms of performance and professional development) shall be carried out. This analysis

shall include collection and processing of data about needs and forthcoming changes in the government;

- (iii) The civil service training policies shall outline strategic objectives and performance indicators. This will facilitate in establishing good training management mechanisms.

b. Civil Service Training Oversight

FCSC is responsible for overseeing implementation of civil service training policies. This process will include collecting and analysing information on performance of governmental entities and information on the progress toward achieving the results of training policies and strategies. Further, FCSC will disseminate information to the relevant stakeholders on the process of implementation of training policies and strategies, so that necessary action could be taken for achieving results of training policy implementation. Monitoring will require government entities to submit regular reports to FCSC and FCSI, on the progress towards implementation of civil service training policies. Once the Training and HR management information systems are established, FCSC and FCSI will be able to generate reports directly from these systems.

c. Capacity Development Programs in Common Administrative Functions

Common functions are the core administrative functions, common to all ministries/agencies. FCSC, in coordination with COMSEC, Ministry of Planning, and Ministry of Finance shall identify the common administrative function areas, in which civil servants need to be trained across the governmental entities. Once such common-function areas are identified, working groups comprising training practitioners from the relevant governmental entities could be established. Main purpose of these groups will be to analyse the training needs and prepare training programmes for meeting those needs. Implementation of these training programs will be delegated to relevant governmental entities. However, FCSC and FCSI will provide technical support and oversee their implementation. It is also expected that such cross-sectoral programs will provide opportunity for exchange of training and development

expertise, resources and improve the communication between civil servants, horizontally.

(F) Role of Federal Civil Service Institute

Establishment of a Federal Civil Service Institute is based on the idea of creating a national level nodal institution for building a competency based, professional, politically neutral, and highly motivated civil service, which is responsive to the needs of citizens and could effectively serve as administrative backbone of the democratic state of Iraq. Primary objective behind establishment of FCSI is to create a pool of well-trained general administrators, who could be used for a variety of common functions, across the public organizations. Therefore, focus of FCSI shall be on the general aspects of training, as distinct from the specialized ministry-specific technical training, which shall be the concern of training centres of the ministries/ agencies. It will be working to implement FCSC's training and development policies and assist in implementation of federal government's national strategic priority areas, through training and other capacity development means.

Training programs, offered by FCSI, shall be tailored to the strategic direction of the government and cater to the needs of the line ministries/ agencies. While it cannot be ruled out that FCSI may be involved in the training activities for specialized/ technical areas of public administration, priority shall be given to establish a reliable framework for skills development in common administrative functions, required across the government machinery. FCSI will play following role in the civil service training and development;

a. Training of Senior Civil Servants

Focus of FCSI shall be on training of senior civil servants, working at the federal level as well as at provincial level, who are responsible for government's policy making and its effective implementation. The FCSI activities shall be focused on this target group, for promoting homogeneity of administrative structures throughout the country and to support development of national solidarity and shared destiny within public administration.

FCSI shall play a critical role in building skills and abilities of senior civil servants in carrying out common administrative functions across the government machinery e.g. areas like leadership, strategic planning & management, decision-making and communication skills; constitutional law; public policy management; programme management; public finance management; HR management of civil service; procurement management; integrity, accountability & transparency etc.

With this objective, FCSI shall have a broad mandate to ensure that senior civil servants have the appropriate skills and knowledge to deliver high quality public service, in an effective manner. The training curricula, to be developed by FCSI shall adequately reflect the priorities set by FCSC, for establishment of a competency based, professional, politically-neutral, and highly motivated civil service. The essential training shall be provided to the senior civil servants;

- (i) at the time of their entry into service; and,
- (ii) at appropriate intervals in the course of their careers.

For new recruits, selected in the higher civil service on merit principles, entry level training shall be compulsory. The length of entry level training shall range from 12 to 18 months. The training programme shall include a combination of class-room courses at FCSI, interspersed with internships in different parts of public administration at federal as well as provincial levels. Each class-room teaching curriculum of two to three months' duration shall consist of certain compulsory courses and a number of optional courses. Each class-room interval would be followed by an internship. At the end of each class-room teaching interval, recruits shall appear in a written and oral examination on the compulsory as well as optional subjects. Their performance during the internship shall be the subject-matter of a written evaluation by their superior.

Refresher training shall be provided in the form of courses, lasting four to six weeks. Their contents shall be developed in close cooperation with the concerned ministries, in order to tailor the programmes to the relevant needs. In general, the courses shall

help participants to gain profound insight in the nature of problems, which s/he faces in daily work, and to equip him/her with the practical skills to solve these problems efficiently. Regular participation in refresher courses shall constitute an important prerequisite for further promotion of serving senior civil servants. The concerned ministries/ departments shall nominate those civil servants, who are likely to benefit the most from such refresher training programmes and who have the ability to put their newly acquired skills to the maximum use in the interest of their ministry/ department.

Teaching methods used in the training programmes shall not be limited to only one approach, but cover a wide range of options. Apart from the traditional lecture, these could include case studies, panel discussions, working groups, role plays, field visits, simulation exercises and others. The selection of teaching staff shall take into account the need to provide not only one, but a variety of teaching methods.

b. Development and Implementation of training and development programs in common administrative functions

Common functions are the core administrative functions, common to all ministries/ agencies, and include areas like leadership and management, public policy-making & implementation, strategic planning, program/ project management, constitutional law, human resource management, public finance management, procurement management, integrity, accountability & transparency etc. Due to high demand of these training programs in all ministries/ agencies, it is anticipated that no single government entity could be able to meet the training requirements, individually. Therefore, FCSI, in coordination with Ministry of Planning and Ministry of Finance shall establish work-teams, consisting of training practitioners from different government entities. Purpose of these work-teams shall be to build the capacity of ministries/ agencies' staff in core administrative functions. The FCSI, Ministry of Finance, Ministry of Planning and training and development practitioners will work to establish mechanisms and procedures for on-job support (coaching and mentoring) for facilitating transfer of skills in the common functional areas. The work teams shall

also work as a community of practice groups for exchange of knowledge and experience between practitioners in the area of core administrative functions.

c. Capacity development of training centres

FCSI shall be responsible for development of capacity of training centres and training-practitioners in ministries/ agencies. Support to the ministries and governorates to improve the training management process needs to be provided in all areas of training management viz. (i) Training Needs Analysis; (ii) Curriculum Development; (iii) Training Program Management; (iv) Training Delivery; (v) Trainers Development; and, (vi) Training Monitoring and Evaluation. Currently there is no public institution, responsible for providing such support. Therefore, FCSI, as a nodal national level training institution, shall have the mandate to provide technical support to training centers in ministries/ governorates in all areas of training management.

d. Training of Trainers (ToT)

A core responsibility of FCSI shall be to develop and deliver training and development programs for trainers and development practitioners. These programs could serve not only as a tool for developing their skills and knowledge, but also a forum for communication and cooperation between them. Therefore, during FCSI ToT Programmes, space and time shall be provided to participants, for coordination activities. For example, during and after training of trainers program, training practitioners can work on projects, which involve civil servants from different ministries.

e. Standards for training and development practitioners

FCSI shall facilitate the process of establishing standards for training and development of Iraqi civil service. These will include standards for competencies of training practitioners and quality standards for civil service training and development activities. Successful implementation of these standards will require broad participation of main stakeholders, during all stages of their development. For this purpose, FCSI shall establish and manage committees for creating and overseeing implementation of these standards. The committees will include representatives

from government entities, responsible for civil service training (e.g. HR Managers from the ministries/ agencies). Further, FCSI will regularly disseminate information on the standards to all stakeholders and collect their feedback on it. The standards shall be periodically reviewed and adjusted according to changes in public policies and requirements of the government.

f. Knowledge Management

FCSI shall be responsible for knowledge management. This will be helpful in establishing communication between training practitioners and facilitate their professional development. In order to achieve this, the FCSI will have to ensure following areas of coordination and cooperation;

(i) Knowledge Database

One of the responsibilities of FCSI shall be to establish, categorize and manage a database with training and development materials and methodologies. The materials in the database shall be developed by FCSI and collected from training centres of ministries/ governorates. A procedure for collecting training and development materials from the government entities shall be developed and implemented by FCSI. Once collected, the material will be categorized and uploaded on internet/intranet, where they will be accessible to all training practitioners, working in the public organizations in Iraq. FCSI will disseminate regular information regarding content of database to stakeholders.

(ii) Communication

FCSI shall also be responsible for ensuring that communication amongst training centres of different ministries/ agencies is in place. This communication could include information for different training and development programs, successful practices or general information in the area of training and development. In order to achieve this, FCSI could issue magazines, organizing conferences and create and manage online information platforms. Once established the FCSI should develop a communication strategy, which will identify specific target groups and the best methods to reach those target groups.

(iii) Communities of practice²

FCSI shall facilitate the establishment of communities of practice for training practitioners, working for the public sector in Iraq. The community of practice could be delivered through different methods e.g. workshops, online platforms, deputations or study visits between government entities. FCSI could also facilitate annual training and development conference, which will provide opportunity for training practitioners to exchange knowledge and expertise.

(iv) Action learning groups³

FCSI shall identify topics of training and development programs, which are of common interest to government entities. Once topics of such programmes are identified, action learning groups could be established to work for development of approaches, methodologies and materials for implementation of these programs. FCSI will coordinate the work of these groups and provide necessary resources for the development of training programmes. Delivery of such training programs shall be carried out by the staff-members from different government entities, which will further contribute to creation of horizontal connections between training practitioners in public sector. Examples of action learning groups are– to establish standards for training and development; and, design & implementation of training programs in core administrative functions.

(v) Trainers market place

In order to facilitate the exchange of resources between governmental entities, FCSI will establish, manage and popularize a database with profiles of trainers, working for Iraqi public sector. This database will provide information about their areas of expertise, education, contact information and other relevant information. FCSI will work with FCSC, to develop and implement a procedure for temporary transfer of training practitioners to other government entities. This procedure will enable government entities to search for technical expertise

² Community of Practice is a group of people with common interest in a particular area, which are learning from each other by sharing information and experiences, in order to develop professionally.

³ Action Learning is group of people, who work together on a specific project and by doing so they learn from each other. The group meets regularly and the learning is centred around the need to find a solution to a real problem.

within public sector and it is expected to contribute to exchange of knowledge, skills and expertise.

(G) Role of Ministries/Agencies in Civil Service Training

Though, establishment of FCSI will make an important contribution to the improvement of efficiency of civil service, this will not free the ministries/ agencies and their training centres from the obligation to deliver complimentary training, catering to the specific needs (technical skills, for example) of their own employees. Development of specialized (technical) skills shall be an important feature of on-job training, for which primary responsibility shall be with the ministries/ agencies and their training centres. Each ministry/agency shall follow a systematic approach to civil service training, as under;

- (i) HR department of the ministry/agency shall classify all posts with a clear job description and requisite competencies;
- (ii) Head of training & development section (under HR department) shall act as training manager (nodal person) for implementation of training function in that ministry /department;
- (iii) The training & development section shall consist of following three units;
 - (a) training needs and evaluation unit (for identification of training needs and monitoring and evaluation of training programs);
 - (b) training centre unit (for planning, designing, delivering and coordinating training programs); and,
 - (c) Scholarship and Fellowship unit (for providing incentives to high performance employees through scholarships, fellowships and study tours).
- (iv) Services of FCSI or, ministry's training center unit shall be utilized for obtaining training consultancy services for the ministry/ agency and/or, for outsourcing specific training;
- (v) Any non-training interventions that need to accompany training interventions shall also be taken up suitably by the ministry/agency;

- (vi) Training & development of competencies of individuals shall be linked to their career progression. For this purpose, the service rules shall be suitably amended;
- (vii) Immediate supervisor shall be made responsible for training of civil servants, working under him/her;
- (viii) An appropriate provision shall be incorporated in any new scheme, to ensure that suitable training is imparted for its proper implementation;
- (ix) Adequate resources and funds shall be allocated to the ministries' training centers, to enable them to carry out competency based training;
- (x) At least 2.5% of salary budget in each ministry/department shall be set aside for civil service training, given the likely increase in moving to a competency-based training system;
- (xi) A separate section in the ministry/department's annual report shall be incorporated on civil service training and capacity building activities, undertaken during the year;
- (xii) The ministry/ agency shall periodically review the implementation of annual staff training plan and functioning of their training centre, with particular reference to:
 - (a) Utilization of their training capacity;
 - (b) Quality of training conducted;
 - (c) Adequacy of physical and training infrastructure, faculty, finances and delegation of powers for carrying out training centre's mandate;
 - (d) Training of subordinate staff, particularly those at the cutting-edge level;
 - (e) Proper selection and development of faculty, incentives for them, and stability of their tenure; and
 - (f) Ensure allocation of adequate funds to meet the training requirement.

(H) Role of Training Centers

Training Centers of ministries/ governorates will focus on development of ministry/ governorate-wide training plans. Their focus would be on the development of sector-specific technical or specialized skills such as, building roads, improving primary/secondary education systems, designing and implementing drinking water

and sanitation projects, medical care etc. and give priority to the training of junior managers and subordinate staff, to improve customer-orientation and quality of delivery of public services to the citizens. Training centers shall follow a systematic approach to civil service training, as under;

- (i) To develop ministry/ governorate's annual staff training plan, based on competencies required and training needs, for ensuring that all employees (from lowest functionaries to highest levels under ministry/sub-ordinate offices) have a clear scheme for development of their competencies, while also indicating training programmes that are mandatory;
- (ii) To utilize the services of training needs and evaluation unit, for developing annual staff training plans for the ministry/ governorate;
- (iii) To implement annual staff training plan, either on its own or, through outside training institutions, so that limitations on internal training capacity do not constrain the implementation of annual staff training plan;
- (iv) To deliver training programmes for development of sector-specific technical or specialized skills such as building roads, improving primary/secondary education systems, designing and implementing drinking water and sanitation projects, medical care etc.;
- (v) To ensure that all trainers in the training centre unit are periodically deputed to undergo 'Training of Trainers' (T.O.T) programmes;
- (vi) To prioritize training of front-line staff, to improve customer orientation and quality of service delivery to citizens.

Table at Annex depicts the responsibilities of different public institutions in civil service training, based on the analysis of legislation, and needs of the Iraqi public organizations.

Table: Civil Service Training Responsibilities of Public Institutions

Sl. No.	Institution	Responsibilities
1	Federal Civil Service Commission [FCSC]	<ul style="list-style-type: none"> (a) To design training and development policies for civil servants; (b) To draft laws and rules relating to organization and development of civil service; (c) To conduct studies and research related to civil service development, recommend them to concerned government agencies in coordination with competent authorities; (d) To prepare methodologies and guidelines for development of competency framework, including competency framework for senior leadership and common administrative positions, in coordination with concerned ministries e.g. Ministry of Planning and Ministry of Finance; (e) To design training and development policies for the Federal Civil Service Institute (FCSI); (f) To design training and development policies for civil servants through training centres in the ministries; (g) To provide oversight on implementation of civil service training policies through FCSI and through training centers in ministries/governorates.
2.	Federal Civil Service Institute [FCSI]	<ul style="list-style-type: none"> (a) To act as a nodal agency for the Iraqi civil service's training & development, under the leadership of FCSC; (b) To implement FCSC's training and development policies and strategies, by way of development of training & development curriculum, devise implementation mechanisms and deliver and evaluate training programs; (c) To carry out an annual training needs assessment for senior and middle level civil servants; (d) To design and deliver civil service training programs for senior managers, according to competency based framework of FCSC; (e) To equip the senior and middle level civil servants with the appropriate values, workplace skills and competencies for their current jobs and provide development opportunities for their future jobs; (f) To provide training and development opportunities to the senior and middle level civil servants at the mandated points of civil service career <ul style="list-style-type: none"> (i) at the time of their entry into civil service; and, (ii) at appropriate intervals in the course of their careers; (g) Such mandated opportunities shall be aimed at enhancing leadership and management skills of senior and middle level civil servants to carry

		<p>out common functions e.g. areas like-leadership, strategic planning & management, decision-making and communication skills; constitutional law; public policy management; programme management; public finance management; HR management of civil service; procurement management; integrity, accountability & transparency etc.</p> <p>(h) To carry out an annual training needs assessment for HR managers and staff, working in line-ministries/ agencies;</p> <p>(i) To design and deliver training and development programs for HR managers and staff, working in line-ministries/ agencies;</p> <p>(j) To design and deliver civil service training programs for common administrative functions, in coordination with concerned ministries viz. Ministry of Finance and Ministry of Planning;</p> <p>(k) To promote lifelong learning amongst civil servants through a mix of conventional courses, distance learning and e-learning courses;</p> <p>(l) To facilitate distance and e-learning in a wide range of subjects and courses, providing individuals with enormous choice and flexibility in learning. This will provide opportunities for meeting training needs of large number of civil servants dispersed across the country in different cities and towns;</p> <p>(m) To evaluate the results of training programs delivered by the FCSI;</p> <p>(n) To design and deliver capacity development programs for training centres of ministries/governorates;</p> <p>(o) To provide technical assistance to the training centers of the federal ministries and governorates in implementation of training policies and strategies of FCSC, by way of conducting training of trainers (T.O.T) programs, curriculum development, and management and implementation of training programs;</p> <p>(p) To take the lead in developing the competencies of training managers in the ministries/ governorates, so that they are better able to provide support and guidance to their ministries/ governorates in the design and implementation of capacity building schemes;</p> <p>(q) To provide technical support to the ministries and provinces in development of need based training schemes through creation/ augmentation of training infrastructure, faculty development and out-sourcing of training;</p> <p>(r) To identify the best practices in training techniques and develop a cadre of trainers in such techniques through conducting ‘Training of</p>
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		<p>Trainers' (T.O.T), under the Trainer Development Programmes;</p> <ul style="list-style-type: none"> (s) To issue certification of trainers under trainer development programme, on a renewable basis related to their actually conducting a required number of training programmes and also attending courses meant for upgrading their skills; (t) To identify reputed international institutions for foreign training of civil servants and enter into agreement of cooperation and exchange programmes with them; (u) To identify senior civil servants for nominating them to long-term or, short-term foreign training programmes with a view to expose them to the different models of governance and development and to enable them to understand broader global context of public management; (v) To provide financial support, including loans, grants, scholarships and aids to employees or, students for the purpose of promoting competency standards in Iraqi civil service; (w) to develop cadres of trainers in different sectoral and functional specializations of public organizations; (x) To design and deliver training programs for training practioners, in the public sector; (y) To promote organizational excellence in the public organisations; (z) To provide organizational development and consultancy services to public sector organizations; (aa) To engage in research relevant to the development of civil servants in public sector; (bb) To set up and manage a learning resources centre, for building a sustainable indigenous training capacity; (cc) To conduct research and produce learning materials in the area of civil service training and development. (dd) To develop and manage libraries (including e-learning content) with training curriculum and other development materials in the area of public management, HR management and training and development; (ee) To provide and hold tests/examinations, grant certificates/other qualifications, for attainment of relevant skills, competencies and achievements; (ff) To build up a database for the available training resources, such as calendars of training programmes of different institutions, faculty in
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		<p>different subjects, etc.;</p> <p>(gg) To design and implement quality and certification standards for civil service training programs, to be delivered for government entities;</p> <p>(hh) To issue certification to external training providers, such as private companies, NGOs, academic institutions, individuals and other entities willing to deliver training and development services to government organizations, as per the policy guidelines laid down by FCSC;</p> <p>(ii) To carry out such other functions as may be directed by the FCSC, from time to time.</p>
3	Human Resource Departments (HRDs) in ministries/ governorates	<p>(a) To prepare competency frameworks for specific departments and divisions of the concerned ministry/governorate;</p> <p>(b) To prepare performance appraisal reports, outlining performance difficulties and recommendations for performance improvement;</p> <p>(c) To conduct studies in the area of organizational development and human resource management within the ministry and prepare reports for organizing training and development programs;</p> <p>(d) To prepare career and succession plans for civil servants in the ministry/governorate;</p> <p>(e) To prepare reports and recommendations for training and development of newly recruited civil servants.</p>
4	Training Centres in Ministries/ governorates	<p>(a) To implement Federal Civil Service Commission's civil service training policies;</p> <p>(b) To assess the training needs of civil servants and prepare annual training and development plan of the concerned ministry/ governorate;</p> <p>(c) To design and deliver mid-level and junior management and leadership programs;</p> <p>(d) To design and deliver technical training programs for the civil servants of the concerned ministry/ governorate;</p> <p>(e) To evaluate the impact of training and development programs on the performance improvement of the participants and adjust the training programs accordingly;</p> <p>(f) To conduct research and produce learning and development materials in the technical area of the ministry;</p> <p>(g) To develop and manage libraries with knowledge and learning materials in the technical area of the ministry.</p>

5	Ministry of Finance	<ul style="list-style-type: none"> (a) To develop a competency framework for common financial management positions; (b) To conduct regular assessments of training and capacity development needs for financial departments in ministries/ agencies; (c) To prepare and deliver financial management training and development programs, according to the competency framework and training standards, defined by FCSI;
6	Ministry of Planning and Development Cooperation	<ul style="list-style-type: none"> (a) To develop a competencies frameworks for common positions, relating to- procurement, project management and project evaluation; (b) To conduct assessments of training and capacity development needs of the procurement and project management divisions in ministries/ agencies; (c) To prepare and deliver training and development programs with the aim to build/improve competencies of the concerned civil servants, working in the area of procurement, project management and project evaluation.
