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PALESTINIAN AUTHORITY CAPACITY ENHANCEMENT

**CREATING A MORE EFFECTIVE, EFFICIENT, AND
RESPONSIVE GOVERNMENT FOR THE BENEFIT OF THE
PALESTINIAN PEOPLE**

**FINAL REPORT
2008-2013**

March 2013

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ACRONYMS

COE	Centers of Excellence
CSO	civil society organization
GPC	General Personnel Council
IT	information technology
PA	Palestinian Authority
PACE	Palestinian Authority Capacity Enhancement project

CHAPTER 1. OVERVIEW

Context: An Opportunity for Change

The Palestinian Authority (PA) was established as a governing mechanism in 1994, after the Israeli government and the Palestinian Liberation Organization signed the Oslo Accords. Since its creation, the PA has provided basic public services, including infrastructure, education, and health care. Early in its history, however, it had become an inefficient bureaucracy that failed to live up to the ideals of transparency, accountability, and democracy and achieved little to improve the lives of ordinary Palestinians. In 2000, it was further weakened by the financial problems and severe economic conditions precipitated by the Second *Intifada*.

In response to a growing sense among citizens that government institutions were ineffective and rarely responded to public needs, the PA created the first Palestinian Reform and Development Plan in 2008. Developed by Prime Minister Salam Fayyad, the plan served as a road map for building a more professional, transparent, accountable, and responsive government. By providing strong leadership and a clear agenda for reform, the plan engaged government employees in the reform process and improved governance. New development plans were issued subsequently on an annual basis.

USAID's Palestinian Authority Capacity Enhancement Project

USAID designed the Palestinian Authority Capacity Enhancement (PACE) project to complement national efforts to create more effective and responsive PA institutions. The project started in September 2008 and finished in March 2013, providing approximately \$28.8 million in assistance. In a 2010 speech, Prime Minister Fayyad placed PACE at the core of government reform efforts.

Prime Minister Fayyad on PACE's Importance

"I would like to thank our partners, USAID, for all their efforts in this important program and for their interest in helping us in our attempts to improve our institutional performance ... this program ... has a core role in supporting our plans and intention to change ... I strongly believe that this will lead to positive change and want to stress the importance of the purpose of this program, which is to benefit the Palestinian citizens, the most important thing to us."

— Dr. Salam Fayyad,
prime minister, Palestinian
Authority

During its first three years, PACE's main partners were the Ministries of Finance, Interior, Public Works and Housing, Telecommunications and Information Technology, and Transportation. The project also provided targeted assistance to the Palestinian Land Authority and Palestinian Central Election Commission, and grants to 10 local civil society organizations (CSOs). In PACE's final two years, the General Personnel Council (GPC) joined as a major partner. Furthermore, the project provided targeted assistance to the Higher Judicial Council in partnership with the USAID Palestinian Justice Enhancement Program and to the newly created Ministry of Higher Education in partnership with the USAID Palestinian Faculty Development Program. The box on the next page summarizes the project's objectives and partners.

Palestinian Authority Capacity Enhancement Project

USAID mission: West Bank and Gaza

Task Order: DFD-I-00-05-00219-00

Indefinite Quantity Contract: Building, Recovery, and Reform through Democratic Governance (BRDG) (DFD-I-00-05-00219-00)

Value of Assistance: \$28.8 million

Period of Performance: September 2008 - March 2013

Prime Contractor: Chemonics International Inc.

Subcontractors:

- The Kaizen Company
- Massar Associates
- Partners for Democratic Change
- Center for International Development, State University of New York

Project goal:

A more professional and competent public administration and civil service within the PA that provides more effective, efficient, and responsive services and benefits to the Palestinian people.

Project objectives:

- Improved delivery of key services by targeted PA ministries and institutions that result in immediate tangible benefits to citizens
- Increased financial transparency and accountability by the PA in public finance management
- Enhanced and sustainable capacity of PA officials
- Strengthened public communications about, and participation in, PA decision-making

Palestinian Ministry Partners/Services Improved:

- Ministry of Transportation, car and driver licensing
- Ministry of Telecommunications and Information Technology, Palestinian Post
- Ministry of Interior, Civil Affairs Department, issuance of passports and other documents
- Ministry of Finance, property and income tax collection and related services
- Ministry of Public Works and Housing, road repair and planning
- GPC selected civil service procedures

Additional Palestinian Authority Agencies Assisted/Services Improved:

- Higher Judicial Council, Ramallah Conciliation Court
- Ministry of Higher Education, certification of diplomas received abroad and other services
- Palestinian Land Authority, land registration offices
- Palestinian Central Election Commission, communications and branding

USAID selected partners based on their services to Palestinian citizens, opportunities they presented for immediate and tangible impact, and their commitment to change. The project's overall objectives were:

- Improved delivery of key services by targeted PA ministries and institutions that result in immediate tangible benefits to citizens
- Increased financial transparency and accountability by the PA in public finance management
- Enhanced and sustainable capacity of PA officials
- Strengthened public communications about, and participation in, PA decision-making

As USAID's original task order stated, PACE was not intended to be a "broad-based public sector capacity development project"; it was designed to achieve quick improvements in the delivery of basic government services at targeted ministries, contribute to the long-term impact of USAID efforts in other sectors by building

institutional capacity, and address issues related to overall financial accountability and public integrity. Within this contractual framework, PACE provided short- and medium-term capacity building assistance to achieve tangible results benefiting Palestinians throughout the West Bank.

PACE improved basic government services by using an integrated approach that included facility renovations, business process re-engineering, information technology (IT) upgrades, training in customer service, and other interventions that produced measurable improvements in transparency, efficiency, and the public's satisfaction.

At the institutional level, PACE empowered civil servants with the knowledge and skills for sustained ongoing government reform through the Centers of Excellence (COE) framework. More than 380 COE team members from six ministries, through hard work and using available resources, identified and implemented approximately 100 government reform initiatives, many with technical support, coaching, and other assistance from the project. Targeted technical assistance, capacity building, and training also strengthened key effective governance areas. For example, the project improved the capacity to regulate prices in the telecommunications sector, strengthened communications and training functions in government institutions, institutionalized methods to seek citizen feedback on government performance, removed barriers to women's access to services, and strengthened service and human resources procedures in the civil sector overall.

In late 2010, USAID recognized the project's achievements in a mid-term technical evaluation and in 2011 in a performance audit by the USAID Regional Inspector General. In 2013, a PACE case study examined institutional improvements at major government partners and the project's contribution to these improvements, demonstrating project results in building more effective government institutions.

The first three chapters of this report cover PACE's achievements: improvements of government services ("better services"), targeted technical assistance and capacity building at the government institutions ("better governance"), and the COE program ("sustained excellence"). The fourth chapter contains lessons learned and recommendations for the future. The annexes include links to the project's videos, a list of procedures manuals developed, and lists of major capacity building, technical assistance, and training activities.

CHAPTER 2. BETTER SERVICES

Overview: An Integrated Approach to Improving Government Services

PACE improved government services and raised citizen satisfaction by providing tailored assistance to its PA partners. The project took an integrated approach to improving service delivery that combined facilities and IT upgrades, human resource development, process re-engineering, technical assistance, and public information campaigns. The Office of the Inspector General of USAID credited the approach for generating impact.

Effectiveness of PACE's Integrated Approach

"The [project's] integrated approach of renovations, business process reengineering, and training led to the overall impact."

— PACE audit, Office of the Inspector

The PACE team assigned an advisor to each ministry to assess human resource needs, quality management, communications, and IT infrastructure, and met with partners to review possible areas of assistance and identify links between project activities, ministry initiatives, and other donor programs. This process ensured integrated project assistance, prevented duplication of effort, leveraged other donor initiatives, and guaranteed stakeholder buy-in.

PACE and its partners documented results using the project's robust monitoring and evaluation system. A weighted index of customer satisfaction at targeted service centers operated by the Ministry of Finance, Ministry of Interior, Ministry of Transportation, and Ministry of Telecommunications and Information Technology rose by 21.5 percent between 2009 and 2012.

With support from the project and other donors, the Ministry of Finance increased property tax revenues and the Ministry of Public Works and Housing repaired more than 400 kilometers of roads. PACE's broad approach to improving service delivery at the Ministry of Interior helped to significantly reduce the time required to process applications for passports, birth certificates, and other official documents. Improvements to technology and offices helped the Ministry of Transportation to issue new, credit card-style driver's licenses and to automate written testing across the West Bank. PACE also revived the Palestinian postal service, helping it to increase revenues by more than 130 percent between 2009 and 2013 and introduce a wide range of new services.

In addition to working with PA ministries, PACE partnered with local CSOs to offer citizens a bridge to communication with PA ministries. The project's grants program dispersed approximately \$800,000 to fund 10 locally run projects that improved the relationship between the PA and CSOs and engaged thousands of Palestinians in efforts to improve government performance and services (see Exhibit 1, next page).

Exhibit 1



Streamlining Issuance of Passports and Other Official Documents

Palestinians registering a marriage or change of address — or obtaining a passport, identification card, or birth or death certificate — do so through the PA’s Civil Affairs Directorate, a division of the Ministry of Interior. Realizing that improvements to these services would have a visible, positive impact and increase satisfaction with government performance, PACE partnered with the directorate to conduct high-impact initiatives. A reduction in wait times and increase in service level increased citizen satisfaction by 19 percent at targeted offices. The Office of the Inspector General found that the project’s efforts resulted in significant improvements in customer experience. A telephone survey conducted at the end of the project found that of the 83 percent of adult Palestinians in the West Bank who used civil affairs services in the previous three years, 87 percent thought the services had improved, an index of customer satisfaction rose by almost 20 percent at targeted offices, and the time required to receive some services dropped by as much as 50 percent.

Improved Customer Experience

“Customers at different [refurbished] offices reported that their experiences were much improved, with shorter transaction times, good customer service, and comfortable waiting areas. They also indicated that they knew which documents to bring. Before, people had to wait for hours or return the next day and often had to bring a lawyer to navigate the processes. Although the program focused on the PA receiving credit for government reforms, citizens were still aware that funding for the service center renovations came from USAID.”

— PACE audit, Office of the Inspector General, September 2011

PACE helped to develop standard operating procedure manuals for the Civil Affairs Directorate, which identified and approved procedures. PACE technical experts then trained a team of directorate staff to review procedures and make revisions that would streamline processes. The revised manuals standardized procedures and helped to reduce processing times for key services. The directorate printed and distributed instructional posters for citizens.

In Hebron, Jenin, Jericho, Qalqiliya, and Ramallah/Al Bireh, full remodeling and renovation of directorate facilities led to substantial improvements in citizen satisfaction with service delivery. The redesigned facilities included modern IT equipment, queuing systems, and comfortable furniture for employees and citizens. PACE also worked with the directorate to upgrade IT equipment, furniture, and citizen services areas in satellite offices in Bida, Tubas, Hawara, Yatta, and Dura, in some cases converting these proxy locations into convenient, full-fledged service providers for thousands of Palestinians living in rural areas. The European Union funded a new civil affairs facility in Nablus, with PACE providing upgraded IT equipment and furniture. GIZ upgraded offices in Bethlehem and Tulkarem. As PACE came to a close in March 2013, civil affairs offices in the eight largest cities and a majority of smaller, satellite offices had been fully refurbished and remodeled.

PACE also offered a citizen service improvement program to directorate staff. The program trained front desk employees and managers in high-quality customer service and conflict resolution. Civil Affairs leadership continued this training program after the initial iteration funded by USAID ended.

The COE process helped directorate staff to realize the need for a complaints unit. In conjunction with staff, PACE developed a manual for the unit and installed complaint boxes in facilities across the West Bank. From its establishment in mid-2012 to the end of the year, the unit received 176 complaints, suggestions, and requests to address personal issues; it resolved the majority of these requests for assistance. With PACE support, staff also institutionalized systems to regularly survey citizens using Civil Affairs Directorate services across the West Bank.

Modernizing Licensing Bureaus and Improving Road Safety

The Ministry of Transportation is a frontline provider of government services to Palestinians, issuing driver's licenses and vehicle registrations and providing other transportation-related services. Prior to receiving PACE assistance, Palestinians suffered inconvenient licensing testing times, long and chaotic lines, and extended wait times. The ministry had also failed to prioritize traffic safety issues, also within its mandate.

PACE worked extensively with licensing bureaus to improve service through renovations and installation of new IT equipment. The project fully renovated the strategic locations of Hebron, Nablus, Jenin, Tulkarem, and Ramallah. It helped the ministry to document and streamline procedures, improve customer service, and automate systems. PACE-provided IT equipment helped to fully automate written tests for driver's licenses in these five locations, as well as in six other locations throughout the West Bank. Automated testing is expected to reduce opportunities for fraud and allow testing to take place at more convenient times.

PACE also provided improved IT equipment, including servers, to support ministry efforts to switch from paper to credit card-style licenses, as well as to link driver and car licensing records to a central data center in Ramallah. By September 2012, USAID's assistance to the Ministry of Transportation had helped to raise an index of customer satisfaction by 40 percent at car and driver licensing bureaus in targeted locations throughout the West Bank. A telephone survey conducted at the end of the project found that of the 23 percent of adult Palestinians in the West Bank who had used licensing bureau services in the previous three years, 80 percent thought the services had improved.

As chair of the Higher Council for Traffic, an intra-ministry entity established with support from PACE, the Ministry of Transportation is responsible for developing a proactive approach to improving traffic safety. When the council partnered with two local organizations to implement traffic safety campaigns targeting elementary and middle school students in several governorates, PACE leveraged its grants program to support these campaigns.

PACE also addressed vehicles that exceed acceptable weight limits, which damage infrastructure and are more likely to cause accidents. The project provided mobile scales and training, which the council used to conduct spot checks and issue citations to drivers carrying loads that exceeded permitted limits.

Maintaining Investments in Infrastructure

More than 3,000 kilometers of roads connect West Bank villages and cities to facilitate travel for hundreds of thousands of Palestinians. In recent years, many of these roads were rebuilt with assistance from USAID and other donors. The Ministry of Public Works and Housing is responsible for road infrastructure between cities. PACE partnered with this ministry to build its capacity to meet citizens' needs, maintain infrastructure built with donor support, and improve services that significantly influence public perceptions of the government.

The ministry's road repair units once engaged in small-scale repair and maintenance operations, but when PACE started, they were not operating because vital equipment had fallen into disrepair. Short-staffed units were not carrying out needed repairs. PACE approached officials with the goal of revitalizing units in Hebron, Nablus, and Ramallah to cover key areas of the West Bank. After conducting an assessment, PACE re-established the units through capacity building, vehicle and equipment repairs, and other technical assistance, and partnered with another USAID project to engage 18 workers who were later hired by the ministry. For six months, unit staff used PACE-provided material; after that, the ministry allocated funds for continued operation. USAID continued to supply some raw materials and equipment to the road repair units through the Water and Infrastructure Office when the PA experienced financial difficulties in 2012 and 2013. The direct impact of this partnership included the repair of more than 400 kilometers of roads. The road repair units also cleared snow and installed road safety features such as speed bumps and traffic circles throughout the West Bank.

To date, most major road infrastructure projects have been planned and executed by donor-funded projects, including major projects funded by USAID. At the start of

PACE, the Ministry of Public Works and Housing lacked the capacity to plan and monitor road infrastructure maintenance. PACE established the initial building blocks of a comprehensive road maintenance and management system, starting with the introduction of geographic information system, partnering with a local CSO to collect and enter survey data on road conditions throughout the West Bank. PACE also purchased needed IT equipment, including a high-quality plotter and global positioning devices, and provided training in survey techniques. The CSO provided extensive training on the proper use of the geographic information system, which provides a comprehensive overview of infrastructure across the West Bank, allowing the ministry to develop a prioritized list of maintenance and construction needs.

Taking a Citizen-Centric Approach to Tax Collection

Property taxes are the main source of revenue for Palestinian municipalities. The Ministry of Finance's Property Tax Department collects property taxes, 90 percent of which it redistributes to the municipalities to fund public services and infrastructure projects. Aware of the importance of effective property tax collection, the PA launched an initiative requiring citizens to submit proof of tax payment when applying for certain government services. PACE partnered with the Ministry of Finance to support this initiative by introducing a citizen-centric approach to tax collection. The partnership contributed to a 97 percent increase in property tax revenues from 2008 to 2012, an achievement recognized by the World Bank and International Monetary Fund¹ (see Exhibit 2 on the next page). A telephone survey conducted at the end of the project found that of the 20 percent of adult Palestinian in the West Bank who had used property tax services in the previous three years, 70 percent thought the services had improved.

In five years, PACE, other USAID initiatives, and other donors have helped to transform the Property Tax Department into a more dynamic government service provider that emphasizes citizen needs, professionalism, and transparency. A team trained by PACE's technical experts developed the department's first operating procedures manual, standardizing fees and processes and ensuring consistent services across the West Bank. Once fees and processes had been standardized, the team worked with PACE to streamline 15 key services, including tax payment and property transfers. Reducing the number of processes required for each service shortened wait times for citizens and increased employee efficiency.

The project also bolstered the Property Tax Department's public outreach efforts. Before PACE partnered with the Ministry of Finance, government officials were the public's only sources of information about property tax processes. As a result of PACE's partnership with the ministry, citizens at property tax offices and other public institutions have easy access to posters and pamphlets that clearly explain tax processes and list required documentation, based on the department's standard operating procedures manuals.

¹ *Macroeconomic and Fiscal Framework for the West Bank and Gaza: Seventh Review of Progress*, International Monetary Fund, April, 2011; *Building the Palestinian State: Sustaining Growth, Institutions, and Service Delivery*, *Economic Monitoring Report to the Ad Hoc Liaison Committee*, World Bank, April 2011.

Exhibit 2



Further advancing the department’s public outreach and transparency efforts, PACE in Year 2 helped officials to design a campaign to promote a cascading discount for early taxpayers and to explain how funds are distributed and used by local governments. The campaign, which the department hoped would increase revenue, was a great success and continued in subsequent years with support from the government budget and other international donors.

Beyond its successful work in quality management and communications with the Property Tax Department, PACE brought extensive upgrades to the department’s physical and IT infrastructure. The project installed servers to facilitate faster service delivery at satellite offices and renovated three large offices in Hebron, Nablus, and Bethlehem based on a citizen-centric design that improved the workspace for customers and employees. PACE also installed other modern IT equipment, including queuing systems, to improve general operations. It also improved safety and security infrastructure at a new office providing services for residents of Ramallah and Al Bireh and housing Property Tax Department management offices.

Noticeable Increase in Taxes Collected

“Developments have also occurred in the tax administration system. These changes have improved the effectiveness of enforcement activity since mid-2009 and in conjunction with the stronger economy there has been a noticeable increase in the taxes being collected. Further reforms are proposed for the tax administration system with technical support being provided by the United States Agency for International Development and IMF.”

—*Towards a Palestinian State: Reforms for Fiscal Strengthening, Economic Monitoring Report to the ad-hoc liaison committee, World Bank, April 2010.*

Upgraded facilities have positively affected landowners, improved the department’s public image, and led to greater satisfaction with services. PACE also helped the

Ministry of Finance to launch a specialized office in Ramallah to serve large taxpayers, a major source of government revenue and a priority for the PA, World Bank, and USAID.

Targeting the main source of interaction between the Property Tax Department and citizens, PACE implemented a citizen service improvement program for front desk employees and managers. Employees participated in classroom and on-the-job training incorporating key service-delivery guidelines leading to the new mindset that “*citizen = customer.*” The program concluded with the identification of action items for participants to implement to improve citizen satisfaction. The results were that employees were able to better manage conflicts with citizens.

Revitalizing PalPost

With 86 locations across the West Bank, the Palestinian postal service, PalPost, has a huge government footprint. Palestinians visit the post offices to send local and international mail, purchase postage, check P.O. boxes, and buy fiscal stamps required for a variety of government services. Though PalPost is potentially a major logistics provider, years of neglect and competition from the private sector reduced it to an unreliable service provider that could no longer operate without large government subsidies. With extensive support from PACE, PalPost is transforming itself into a modern logistics provider and regaining public confidence. It is also increasing revenues for the government by introducing new and expanded services and through partnerships with the private sector.

An Important Business Partner

“The Palestine Post is an important partner in providing better services to citizens. Through their network of offices in every town and village in the West Bank, we will be able to reach more customers.”

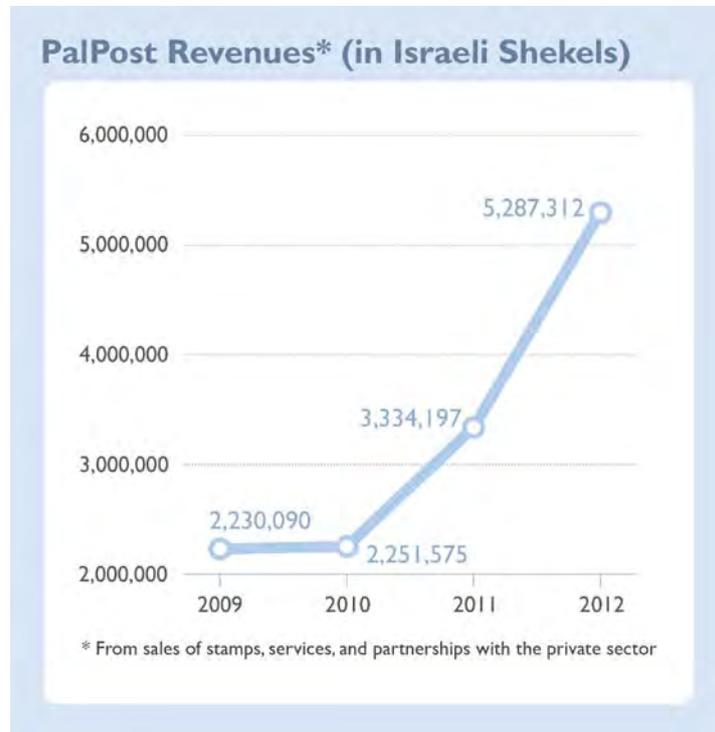
— *Bassam Hanoun,*
CEO, *Wataniya Mobile*

PACE launched its assistance with a new branding strategy and logo and a commercial strategy to expand services and revenues. PalPost readily adopted the logo and implemented a branding and marking strategy detailing acceptable colors, sizes, and other features, and guidelines for applying the logo to buildings, uniforms, vehicles, and envelopes. PACE helped rebrand a few post offices; PalPost did the remaining locations. To introduce the new brand, PalPost also launched multiple campaigns during Christmas and other holidays to promote its services, making use of special displays and stamps.

Also early in the project, PACE helped develop a commercial strategy identifying six business areas where PalPost could expand services and increase revenue. Based on this strategy, PalPost launched domestic express mail and government mail services, and negotiated new partnership agreements with the private sector, including major Internet and mobile phone companies. After signing an agreement to partner on the delivery of mobile phone services and bill payments, Wataniya Mobile CEO Bassam Hanoun noted the importance of the postal service and its unique geographical reach. PACE also supported PalPost’s efforts to improve service delivery by renovating post offices in Nablus, Bethlehem, and Jenin. The renovated facilities were redesigned to create spaces that encouraged and accommodated private-sector partners, and to promote the post office as a modern provider of different services. PalPost’s revenues increased significantly. After a decline in 2007 and 2008, revenues jumped by 137 percent between 2009 and 2012 — a massive increase for any business. Exhibit 3

tracks increases in PalPost revenues over the life of the project. A telephone survey conducted at the end of the project found that of the 19 percent of adult Palestinians in the West Bank who had used post office services in the previous three years, 71 percent thought the services had improved.

Exhibit 3



Building on the new brand, commercial strategy, and revenue success, PACE helped PalPost staff to develop a three-year business plan as the project came to a close. The plan offers multiple recommendations to spur growth, such as marketing to other government agencies and an expansion of public-private partnerships. If implemented, the return on investment should be significant, about \$3.6 million over five years, reducing or eliminating PalPost as a drain on scarce budget resources.

Finally, PACE designed a postal code system for PalPost to improve mail delivery. The system divides the Palestinian territories into numeric regions based on geographic size and population and incorporates the locations of post offices and municipal, city, and village boundaries. As the project came to a close, PalPost was in the process of adopting the postal code system internally and planning a postal code marketing campaign for the public. Private companies, including major telecommunications companies and banks, have indicated that they will use the postal codes to help standardize billing, marketing, and other functions.

CHAPTER 3. STRONGER INSTITUTIONS

Overview: Identifying Immediate Needs, Producing Results

In addition to working at the level of the five services discussed in Chapter 2, PACE worked with PA partner institutions and USAID to identify and address key areas of internal ministry governance — areas with the potential for an immediate impact on government performance, civil service capacity, and financial accountability. The project implemented more than 70 major capacity building, technical assistance, and training initiatives, not including constant, day-to-day coaching and mentoring. Many of these interventions were identified by ministry teams during the COE self-assessment and transformation planning process (discussed in Chapter 4). Ministry leadership identified others based on immediate needs and priorities.

In this section, we highlight six of these major capacity building initiatives and the results they produced.

Better Governance through Public Outreach

Whether explaining government initiatives, broadcasting public service announcements, or soliciting feedback on government services or citizen needs, the PA had rarely engaged in public outreach prior to receiving PACE assistance. With project assistance, partner ministries strengthened their communication departments and launched campaigns to increase public awareness of citizen services and government reform efforts. Although ministries initially required substantial support to launch communication campaigns, they gradually came to see the value of effective communications and independently designed and launched campaigns and distributed informational service guides to citizens during the second half of the project. They also improved and now maintain up-to-date and informative websites and actively engage the local print and broadcast media. An October 2011 audit performed by an independent consultant found significant gains in the development of strategic communications capabilities among project partners.

The PA's public awareness campaigns included a successful cartoon series, *Benhebek ya Baladna* ("We Love Our Country"), broadcast on local television stations and available online. By using humor, creativity, and multiple communication platforms, *Benhebek ya Baladna* came to symbolize the PA's newfound commitment public outreach. More than 30 episodes were aired over the life of the project on Facebook, the cartoon's website, and local radio and television stations. (See Exhibit 4 on the next page)

The public received the show positively. From October 2010 to December 2011, the cartoon's website attracted more than 8,000 visitors and had nearly 21,500 page views. The average visitor spent longer than four minutes on the site, and 53 percent of visitors came from referrals through a targeted Facebook advertisement campaign. Additionally, a local Palestinian website that hosted the videos, at no charge, reported more than 15,000 clicks per video. Topics addressed in the cartoons included littering, the importance of taxes, and workplace ethics. PACE also partnered with USAID's Palestinian Health Sector Reform Project on two episodes to deliver

health-related messages and to educate the public about the proper use of prescription medicines.

Exhibit 4



PACE leveraged its grants program to create a forum for government-citizen dialogue about government reform and service improvement. More than 11,000 Palestinian citizens participated in more than 300 dialogues, town hall meetings, and roundtables that covered topics related to the Ministries of Interior, Transportation, and Agriculture. After the meetings, PA officials responded to citizens' complaints.

More Transparent and Effective Human Resources Systems

During the initial stages of the COE process, teams from all five original PA ministry partners identified deficiencies in human resources procedures, particularly related to forecasting human resources needs, training and orientation of new employees, and incentives for good performance. Ministry teams drafted new procedures manuals in these areas in 2011, with PACE technical assistance. In 2012 and 2013, USAID expanded PACE's scope to include the GPC as a project partner. From the onset, the council saw the benefit of the new procedures, and requested help to further develop standardized procedures manuals for introduction at the national level. The GPC produced these manuals by the end of the project, as well as internal procedures manuals for six key departments.

Across the PA, institutions generally use unscientific methods of forecasting human resource needs that are not closely tied to program priorities, development plans, or expected employee attrition. Development of better human resources forecasting is part of larger GPC efforts to develop a civil service classification system that will rationalize and standardize positions and needs across PA institutions, including the requirements for these positions. Better forecasting and civil service classification can reduce overall civil service costs while increasing transparency and fairness in hiring and promotion, a major anti-corruption priority noted by the World Bank.²

“We recently recognized that any governmental institution without a method of planning for needed resources will soon face hard difficulties and challenges that will jeopardize its overall performance. Human resource forecasting, operating procedures manuals, and other Centers of Excellence solutions [implemented with PACE] are effective tools for institutional capacity building that I would like to see implemented on the national level by all public sector institutions.”

—Mousa Abu Zaid, GPC Chair

The new human resource forecasting system makes use of modern techniques for analyzing future needs in line with development priorities and demand for services, including statistical analysis. The new system was rolled out on a pilot basis at the GPC and PACE’s five partner institutions by the end of the project.

Introducing the new forecasting system to an audience of more than 60 PA ministry representatives at a workshop in December 2012, Council Chairman Mousa Abu Zaid linked improved human resource planning to better government performance.

Incentives are also a way of fostering good performance and promoting excellence, if distributed transparently and fairly. At present, there are few incentives, financial or otherwise, available to reward good performance, and ministries and the GPC are constrained by what is possible under the current civil service law and regulations. With a council team, PACE helped to develop the first standardized procedure for distributing incentives that do exist. As with human resources forecasting and civil service classifications systems, standardizing procedures for incentives is expected to increase transparency and accountability while fairly encouraging and rewarding good performance.

Finally, PACE worked with all partners to strengthen training departments and functions. With the General Personnel Council, it went a step further by developing procedures to establish the same high-level standard of training needs assessment, delivery, and assessment across the whole PA, including linking training priorities to job responsibilities and development objectives. This initiative, in particular, built on substantial increases in internal training capacity at PACE’s original five ministry partners. (See Chapter 4 for more details.)

“The training covers the full procurement cycle, including design, award, contract management, and rules and regulations. Our trainer is a real expert with intimate knowledge of local laws and is teaching us how to be better stewards of public funds by designing and awarding projects of higher quality for less money.”

— Fatemeh Abu Ghaboush,
Ministry of Public Works and Housing,
participant in the procurement training
program

² *West Bank and Gaza: Improving Governance and Reducing Corruption*, World Bank Middle East and North Africa, 2011, p. 65.

Improved Protection of Public Funds

The Organization of Economic Cooperation and Development views public procurement as the government activity most vulnerable to corruption. In the West Bank, public procurement accounts for up to 10 percent of the total gross domestic product. The Ministry of Public Works and Housing manages a majority of these procurements with an annual budget that ranges from about \$90 to \$170 million, most of which is used to build roads, schools, and government buildings. The ministry also provides support in procuring goods and services to other government institutions.

“Strengthening our procurement systems is very important. The World Bank estimates a potential 10 percent cost savings for the government through procurement strengthening. USAID’s support will help us achieve this [goal].”

— *Fayeq Al Deek, deputy minister, Ministry of Public Works and Housing*

PACE partnered with the ministry to increase the integrity of procurements through a tailored training program. The six-stage program covered best practices for the entire procurement cycle, from development of specifications for solicitations through bid evaluation, contract award, and post-award contract oversight. It was specifically tailored to help the ministry fully implement recent changes to Palestinian law and regulations regarding procurement procedures and accord with international best practices. More than 60 ministry staff from six departments participated; with ministry leaders, they stressed the importance of this capacity building initiative.

In addition, PACE installed rolling cabinets and a pilot electronic document management system for better handling of files in the ministry. The systems allow for improved archiving and auditing of procurement files.

Complementing these efforts, PACE helped the Ministry of Finance to document and streamline procedures for the General Directorate of Supplies. The new procedures cover procurement of supplies, planning for needs, and warehousing, areas vital to reducing costs and opportunities for corruption. Finally, PACE and many other ministry teams documented and streamlined internal administrative and finance procedures, including better and more transparent procedures to procure goods and services.

Increased Capacity to Foster Competition in the Telecommunications Industry

Throughout the world, telecommunications services — calls, mobile phone service, Internet, and data services — drive economic growth and development. In the West Bank, the telecommunications market is relatively new, and, for a variety of reasons, the range of services remains limited and costs are comparatively high by international standards. The Ministry of Telecommunications and Information Technology has the statutory authority under the law and licensing agreements to regulate costs, but it did not have the technical and human capacity fulfill this important role. Through PACE, USAID improved the ministry’s capacity to regulate the costs of interconnection rates (or wholesale rates) between telecommunications companies using international best practice methodologies.

This project initiative built on the groundwork established by previous USAID projects and other donors, including the World Bank. While these efforts established a

general understanding of cost modeling and related regulatory issues, they did not create the capacity at the ministry to develop such models. PACE helped the ministry build to create and implement the models in its final year, responding to a request from the newly appointed minister and to address a high-priority objective of the PA.

An international consulting team worked closely with ministry staff and representatives from all of the West Bank's major telecommunications companies to develop long-run incremental cost models that the ministry can use later to help establish fair interconnection rates. Ministry of Telecommunications and Information Technology team members worked with PACE consultants throughout the process of developing the models, building their skills to manipulate and build on these initial efforts in the future. Consultants delivered the cost models at the end of the project in February 2013. Further assistance may be required from USAID or other donors during the implementation of the models, a major regulatory task that has the potential to yield substantial benefits for the Palestinian economy and credibility of PA institutions.

The box below explains why it is important to regulate interconnection rates and the types of cost models regulators use to set these rates.

Why Is Regulating Interconnection Rates Important?

Interconnection (or wholesale) rates are those rates that one company charges another for access to its network. In the simplest example, it is what a landline or mobile network charges another network to complete, or terminate, a call. By its nature, the termination of calls and network access are a *de facto* monopoly — you cannot avoid using the other company's network to reach their customers. Larger companies can use interconnection rates as a way of driving out new and smaller entrants to the market.

In the regulation of telecommunications markets, the approval of interconnection rates is crucial to the development of healthy competition and a level playing field that allows new service providers to enter the market and have a fair chance of surviving. Where competition is lacking, there is less impetus for operators to improve networks and provide a broad range of modern services to customers at reasonable prices, improve coverage and performance for voice and data services, and introduce higher speed, broadband Internet. This affects the economic development of a country, because the investment climate and competitiveness of a national economy depend on a vibrant telecommunications sector.

How Do Regulators Determine Fair Interconnection Rates?

The international best practice in the telecommunications industry is for the regulator to set interconnection rates based on cost models. In most countries, long-run incremental cost methodologies are used. These methodologies focus on forward-looking costs development based on increments in costs caused by third-party usage of the networks. Long-run incremental cost models can be:

- *Based on the actual cost data of the network operators, corrected for inefficiency factors (so-called "top down" models).* Top-down models are typically provided by operators themselves. Regulatory authorities then analyze and audit cost data and its allocation to specific services, because operators may exaggerate results to drive up costs for competitors.
- *Developed by the regulatory authority as a theoretical model reflecting, as closely as possible, the structure (and hence the costs) of an efficient network if it were built today.* In developing the network design for a specific country, special circumstances that drive up the costs are considered, but the burden of proof is with operators. These "bottom-up" models avoid taking into account historic inefficiencies when setting prices. Applying these models also makes the regulatory authority more independent from operators in setting price levels, as they do not depend solely on access to and accuracy of costing data received from these sources.

New Systems to Listen to Citizens

Part of improving any service and institutionalizing overall quality management systems is listening to customer feedback. This is true for the private and public sectors. Shortly after the project started, PACE developed and conducted baseline surveys of customer satisfaction at targeted government service centers throughout the West Bank. These surveys were repeated in subsequent years of operation to gauge improvements in service delivery, as well as to adjust implementation to citizen needs. The project's partner ministries had no institutionalized systems or capacity to solicit and analyze customer feedback on service delivery without PACE's assistance. That changed in the final year of the project.

With PACE technical assistance, the four partner ministries providing direct citizen services — Finance, Transportation, Interior (Civil Affairs), and Telecommunications and Information Technology — developed and implemented surveys of customers at their offices across the West Bank. Then, ministry teams analyzed results, led focus groups, and identified issues and recommendations for further service improvement. Throughout the process, ministry teams received training in survey design and implementation, as well as in analyzing results using statistical software packages. The Ministry of Public Works and Housing also developed systems to survey its major stakeholder group: contractors and construction service providers.

In addition to surveys, the Civil Affairs Directorate led others in the creation of a robust and active complaints and suggestions system covering its offices throughout the West Bank. Complaints and suggestions systems are mandated by a PA Council of Ministers decree, but few ministries have fully developed and implemented such systems. PACE provided assistance by tailoring procedures and procuring complaint boxes and communications materials, and the Civil Affairs Directorate assigned a central director to respond to complaints and issues, as well as individuals in each of its offices. Citizens can also lodge complaints and ask for assistance through a dedicated phone line and on the ministry website. At the end of the project, the system was very active, with the ministry using citizen feedback to change some policies and procedures, and resolve cases in which people had trouble with civil affairs documents and services. Using Civil Affairs procedures as a model, the Ministry of Transportation plans to develop a similar complaints and suggestions system to implement a recommendation emerging from the COE process.

Gender Mainstreamed in Institutional Development and Service Delivery

A study commissioned by the Local Aid Coordination Structure, which helps coordinate all donor assistance in the West Bank, concluded that, “We, as actors in the Local Aid Coordination Structure, want to create equal access to state services, so that men and women can help themselves.” The PA has also mandated that all institutions develop gender strategies, establish gender units, and consider gender in budgeting, strategic and operational planning, and program monitoring and evaluation. Despite these policies, women account for only 29 percent of the civil service (which is low, but higher than their participation in the private-sector) and 17

percent of management positions at the director level or above.³ In addition, a PACE Gender Integration Strategy found that gender units in the project's partner institutions tended to be inactive and that gender is not mainstreamed throughout program planning and implementation, particularly in the delivery of key government services. The plan also found that women are poorly represented at higher levels of the civil service.

Throughout implementation, PACE worked to mainstream gender across program activities, empowering women and improving access to services. In refurbishment projects, it added male and female toilet facilities where they did not exist and queuing systems to allow women more comfortable access to services. It also encouraged women to participate in the COE program, including as team leaders. Women accounted for 21 percent of the first COE teams, then 36 percent of second COE teams in the project's six institutional partners. Many women demonstrated their competence and gained leadership responsibilities through the COE program, with some receiving promotions to more senior positions.

Based on the Gender Integration Strategy, PACE further mainstreamed gender across the COE program in self-evaluation criteria and transformation solutions, working closely with gender specialists and other staff in its six ministry partners. It also encouraged ministries to include gender-neutral language or language referring to both sexes in public awareness materials and service guides and posters.

Finally, PACE and two ministry partners conducted pilot assessments, including surveys, focus groups, and case studies, on differences between the sexes in access to basic government services. The two services, civil affairs and car and driver licensing, are important to all Palestinians. Though most formal legal and procedural requirements for these services are gender-neutral, the studies examined how Palestinians from different regions and socio-economic backgrounds experienced and perceived these services. For both partners, it was the first time to conduct such a survey or assessment. With PACE assistance, ministry teams used the results of the studies to strengthen gender strategies and identify concrete interventions for inclusion in ministry strategies and operational plans.

The Ministry of Transportation survey showed that only 16 percent of users of its services were women, and that these women tended to be more urban and likely to work outside the home than women in the general population. That said, the percentages of women and men renewing driver's licenses and taking driver's exams were approximately equal, and a higher percentage of women were receiving driver's licenses. A higher percentage of men than women surveyed were seeking other services, such as car registration and renewal of car registration. The phone portion of the survey showed that only 12 percent of adult women in the West Bank had used a Ministry of Transportation service in the past three years, as opposed to 30 percent of men.

Combined with findings of focus groups, the Ministry of Transportation survey shows that, though there are few differences between perceptions and experiences between

³ Riyada Consulting and Training. "Women's Economic Empowerment in the West Bank, Palestine." October 2010. P. 47; and Palestinian National Authority Ministry of Women's Affairs and UN Women. "Cross-Sectoral National Gender Strategy: Promoting Gender Equality and Equity 2011-2013." 2011. p. 32

the sexes in the delivery of services, there are underlying cultural and social constraints that make women less likely than men to seek driver's licenses, register cars, and seek other services in the first place. These and other issues were being addressed in the ministry's gender strategy at the end of the project.

A much higher percentage of both men and women have used Ministry of Interior Civil Affairs services in the previous three years: 85 percent of adult men and 68 percent adult women in the West Bank. Among customers at Civil Affairs offices, men and women were roughly equal (within the margin of error) in the type of service they requested. The survey also found that only 11 percent of women (and 21 percent of men) traveled to Civil Affairs offices by private automobile; the vast majority of customers used some sort of public transportation or walked. These findings make easy access to services in multiple locations and increasing access services over the Internet or by mail particularly important for both sexes, particularly for women.

CHAPTER 4. SUSTAINED REFORM

Overview: Creating Centers of Excellence

Beyond providing assistance that immediately affected citizens' satisfaction with government services and improved institutional capacity in targeted areas, PACE engaged hundreds of civil servants to lead sustainable changes in their

ministries. COE is a development approach that shifts the way civil servants view their roles and helps them to lead internally driven, bottom-up transformations of government agencies. It leverages the vast experience of career civil servants, who know their organizations best, and provides them with the understanding of governmental and managerial best practices, the motivation to effect change, and the means to do so. A program audit conducted by the USAID Office of the Inspector General credited COE with helping to develop a "citizen-centered, results-focused institutional culture with staff as change agents." Prime Minister Dr. Salam Fayyad publicly stated the PA's commitment to the COE process, seeing it as a valuable method of promoting overall effective governance and improved services: "The Centers of Excellence program is extremely valuable for PA institutions to achieve high levels of performance by civil servants. The improvement in service delivery and the expansion of the culture of excellence within PA institutions demonstrates the very commitment of our own government to providing the best possible services."

Empowering Palestinians for Change

"The Centers of Excellence (COE) initiative ... has contributed to the development of a citizen-centered, results-focused institutional culture with staff as the change agents."

— PACE audit, Office of the Inspector General, September 2011

COE is a comprehensive effective governance framework that includes assessment criteria and standards in five core areas: leadership (overall management and planning), people (human resources), process (procedures and quality management), financial management, and knowledge management (including internal and external communication). Pioneered by USAID in Jordan, COE incorporates most elements of other, better-known,

organizational excellence and quality management models, such as that promoted by the European Foundation for Quality

Management, but tailored to government institutions. On PACE, Chemonics partnered with the Kaisen Company, a U.S. small enterprise, to implement COE.

More than 380 civil servants from six PA institutions participated in the COE program over the life of the project, internalizing its three core values: a focus on results, a focus on citizens, and transparency. Teams assessed their institutions using quantitative and qualitative methods, identified gaps and areas for improvement, then designed and implemented reform solutions. Exhibit 5 (next page) is an overview of the COE program cycle.



Prime Minister Fayyad announced his support for the continuation of the COE program.

Photo: PACE

Exhibit 5



The COE program achieved three important objectives. It introduced a sustainable, internally driven reform and institutional development program within partner ministries; it allowed ministry teams to identify and then address major organizational gaps and weaknesses; and it encouraged ordinary civil servants, most for the first time, to become involved and take ownership of the reform process itself, instead of passively receiving donor assistance or taking direction from senior leadership.

A survey conducted midway through the program indicated that 84 percent of the COE team members said they would support implementation of the COE program in other PA institutions, 68 percent believed the program positively affected their ministry, and 73 percent believed that the PA effectively supported the program. Through two rounds of the COE process, teams implemented more than 100 reforms. The following subsections summarize results achieved by ministry COE teams in the five criteria areas.

Leadership

Leadership examines an organization's ability to mobilize and direct resources, and contribute to citizen-centered, results-oriented national goals. Under the leadership criterion, COE teams examined the strategic planning process, the culture and values of their institutions, and systems for monitoring and evaluating performance. They identified a total of 32 transformation solutions (reform initiatives) in two rounds of COE implementation. Ministry teams had implemented or were implementing 16 of these solutions as the project came to a close.

For example, when PACE started in 2008 and 2009, the Ministry of Interior's strategic plans focused only on the security sector, with little mention of strategy or activities with respect to civil affairs services, the focus of PACE assistance. Using skills learned during the COE program and other initiatives, the ministry's Civil Affairs Directorate constructed a detailed strategic plan linked to overall service improvement objectives and expected results. The strategy incorporates findings from the COE self-assessments, and the accompanying operation plan identifies concrete

steps and resources needed to implement these findings. Similarly, the Ministry of Public Works and Housing updated its strategic plan account for deficiencies identified during the COE process, again focusing on results and current PA priorities.

Ministries also developed and strengthened mission and vision statements and communicated these with ministry employees through banners, posters, and on websites. The weakest area of improvement was monitoring and evaluation, an area where future institutional development initiatives should consider focusing.

People

People management focuses on the organization's efforts to build and maintain a supportive work environment that encourages excellent performance on both the personal and organizational levels. The criteria area includes an evaluation of personnel management policies and procedures, human resources planning and succession, training and development, and employee welfare and retention. In these areas, ministry teams identified a total of 50 transformation solutions (reform initiatives) in two rounds of COE implementation, and they had implemented or were implementing 35 of these solutions as the project came to a close.

For example, at the start of the project, most partner ministries had weak and inactive training departments with little capacity to plan, deliver, or evaluate training “in house.” Rather, most training was delivered by external organizations and consultants funded by international donors. COE teams also found weak links between training needs identification, individual job requirements, and overall ministry priorities. PACE addressed these shortcomings by conducting training-of-trainers programs and developing training strategies and manuals with ministry partners, as well as other capacity building interventions. The Ministry of Public Works and Housing and Civil Affairs stand out as successes. By the end of the project, both ministries had developed training strategies and manuals and built staff capacity in their training departments. Both were also starting to identify training needs tied to job requirements, and to design and deliver training programs using “in house” capabilities, reducing the need for donor support.

In its final year, PACE and the GPC scaled up assistance to its initial five partner ministries by developing a training and new employee orientation manual for use across PA institutions. The new manual provides standardized policies for the entire training cycle and links training needs to job classification, job descriptions, development plans, and other factors. Also in partnership with the GPC and partner ministries, PACE developed a new system for human resources planning and incentives, both topics discussed earlier in this report. In addition, ministry people criteria teams documented hundreds of job descriptions and engaged in other interventions to strengthen internal human resource management capacity.

Knowledge

This criterion examines an organization's knowledge management systems and strategies, and how it uses these systems and strategies to collect and provide information to key internal and external stakeholders to support performance excellence. It includes an examination of the understanding of knowledge

management operations and organizational commitment, development and implementation of knowledge management systems, and internal and external communications. At the start of PACE and during the initial COE self-assessments, PA partners demonstrated little to no understanding of the basics of knowledge management. With the exception of limited external communications work, implementation of knowledge management initiatives did not exist at ministries. COE teams identified 30 knowledge management transformation solutions (reform initiatives) in two rounds of program implementation, and they had implemented or were implementing 15 of these solutions as the project came to a close.

For example, PACE and COE teams focused on improving external communications capacity, especially engaging citizens in dialogue, providing more information on services, and implementing mechanisms for receiving citizen feedback. Overall capacity of communications departments improved. As the COE program continued, ministry teams turned their attention toward internal communications and knowledge management. PACE helped increase understanding of basic principles and strategies of knowledge management with an international consultant. As a result, ministry teams started implementing new knowledge management solutions, such as establishing knowledge corners in ministry offices to share information and ideas, upgrading websites to convey more information, increasing information conveyed through internal e-mails, and requiring return trainees to give presentations to their colleagues.

Ministries also launched new mechanisms to receive employee feedback through surveys and focus groups, and PACE provided pilot report writing and presentation training to the Ministry of Public Works and Housing staff and senior management and helped the GPC develop its first knowledge management plan. Despite these results, all ministry partners could benefit from further assistance improving internal knowledge management planning and implementation.

Process

The process criterion examines the design and implementation of the processes that an organization uses to deliver key products and services. It includes documentation and streamlining of procedures, customer and stakeholder feedback, and systems to monitor and continuously improve service delivery. This area more closely mirrors that of the major elements of overall quality management systems, such as ISO 9001. In this criteria area, COE teams identified a total of 24 transformation solutions (reform initiatives) in two rounds of program implementation. They had implemented or were implementing 19 of these solutions as the project came to a close.

PACE partners achieved significant success in this area by documenting and streamlining procedures for basic government services, such as car and driver licensing, passport and civil affairs, property tax, and road repair. These achievements are discussed in Chapter 2, “Better Services.” Ministry teams also documented and streamlined procedures for a wide range of internal governance functions. In total, PACE helped partners document and improve more than 500 procedures over the life of the project. Exhibit 6 (next page) summarizes PACE’s procedures manual improvement efforts.

Exhibit 6

Improved Manuals, Procedures, and Services

	 MANUALS	 PROCEDURES	 SERVICES
Year 1	4	141	0
Year 2	7	186	24
Year 3	12	62	95
Year 4	22	54	5
Year 5	21	129	2
Total	66	572	126

For example, teams at the Ministry of Telecommunications and Information Technology documented and strengthened procedures for 12 departments, using models, coaching, and technical assistance from the project. These procedures included major functions, such as the regulation of telecommunications companies and radio and television stations, as well as internal governance functions such as strengthened procedures for administration, finance, legal affairs, and monitoring and evaluation. The operating procedure manuals are vital to the administrative development of the ministry. The manuals clarify processes and strengthen follow up; provide staff with a better understanding of their roles and responsibilities; simplify specific services related to the ministry and clarify requirements to citizens or companies; and strengthen the ability of the ministry to train employees. The manuals also establish the groundwork for eventual automation and e-government solutions.

Other ministries also leveraged PACE resources to document procedures. Public Works and Housing developed eight new procedures manuals for major departments, including all-important road planning, construction, and maintenance operations; construction of public buildings; cooperative housing; and supervision of major contractors. The GPC also documented internal procedures for six key internal functions in a pilot initiative that it plans to continue. Other partners undertook similar efforts.

Documenting and streamlining of procedures is the basic building block in the creation of an overall quality management system. Such systems require establishing overall mechanisms for document and record management, internal audit of procedures implementation and corrective and preventive actions, and mechanisms for continuous feedback from customers of services. With project assistance, four partners providing direct services to the public developed and piloted new customer satisfaction measurement systems. Civil Affairs and Ministry of Finance also worked with the project to develop overall procedures for record and document management, internal audit, and related areas. In the future, ministries should complete procedures documentation and develop the remaining building blocks of a comprehensive quality

management system along the lines of ISO 9001:2008. Though most institutions have basic capacity and understanding of needs in this area, full implementation of such systems will likely require additional technical assistance.

Finance

The finance criterion examines an organization's financial and budgeting processes, including financial systems, procurement, asset management, and audit systems. Protection of public funds and effective budget development and monitoring were key priorities of Prime Minister Salam Fayyad, and several international donors have expended considerable resources strengthening the PA's overall systems in this regard. PACE and COE teams concentrated at the ministry level to identify and address needed areas of improved performance linked to national initiatives being implemented by the Ministry of Finance and other donors. COE teams identified 36 transformation solutions (reform initiatives) in two rounds of program implementation. They had implemented or were implementing 19 of these solutions as the project came to a close.

For example, after the Ministry of Finance developed a new system for “program and performance based budgeting” in 2011, PACE provided training to representatives from its other four partners at the time — the Ministries of and Information Technology, Transportation, Interior, and Public Works and Housing — on implementation. The training was co-delivered by a PACE consultant and a Ministry of Finance team member. In 2012, COE teams working with PACE identified the need to strengthen finance knowledge, including budgeting, among non-finance managers and directors, and financial management and budgeting knowledge among finance staff at partner ministries. Again, PACE delivered training, coordinating content with the Ministry of Finance's Central Budgeting Department.

PACE also helped partners document and strengthen procurement procedures, including all-important procedures at the Ministry of Public Works and Housing, which executes the PA's largest procurements, and the Ministry of Finance's General Directorate for Supplies, which procures expendable supplies for the entire PA.

In the future, ministries and other government institutions will require additional support to further develop budgeting skills, especially in linking program goals and objectives in strategic and operational plans to costs and expected outcomes, and in monitoring the implementation of budgets at all levels of the institution.

CHAPTER 5. DIRECTIONS FOR THE FUTURE AND LESSONS LEARNED

The respective progress of PACE’s ministry partners varied over the life of the project, in accordance with the COE methodology and partner priorities and circumstances. Therefore, most recommendations for future development projects and lessons learned are specific to those partners. Within the body of this report and the case study conducted at the end of the project, PACE provides partner-specific recommendations. This chapter presents major recommendations and descriptions of lessons learned that are common across all or most partners and relate to overall program implementation.

Civil Service-Led Government Reform Initiative Proved Effective and Should Be Continued

PACE launched the COE program in 2009 as a civil service-led reform and change management initiative. As noted in Chapter 4, more than 380 civil servants from six ministry partners participated in COE orientation and in basic principles of citizen-centric good governance training, and also assessed their ministries’ capabilities in core institutional areas. Based on the self-assessment results, they identified, prioritized, and implemented more than 100 reform initiatives over the life of the project. Ministry teams also established plans to continue the COE program, after the project’s end, under their own leadership.

The COE methodology leveraged the dedication and capabilities of civil servants. Instead of bringing in external consultants or project staff to conduct assessments and implement reforms, PACE trained and coached civil servants to take the lead. As a result, civil servants felt empowered, took ownership, and were motivated to undertake many reform initiatives.

The dedication of ministry COE team members was matched by high-level support from Prime Minister Salam Fayyad and senior leaders of each ministry partner, an essential element of the COE program’s success. More important, COE has established a process of continuous reform around key objectives and a culture of change.

Moving forward, the six partner institutions should maintain the momentum of the COE program, focusing the initial 12 to 18 months on implementing the remaining reform initiatives identified during the COE process. Then, ministries should consider forming new COE teams to conduct another round of self-assessments to gauge progress and identify additional reform initiatives. Achieving results and continuing this change-management initiative is the best chance of instilling a sustained government reform effort that will rely less and less on the leadership and resources of external donors.

Overall Institutional Development Efforts Should Be Paired with Immediate Service Improvements and Other Tangible Gains

By design in the task order and Chemonics’ technical approach, PACE launched efforts on two tracks at the beginning of the project: immediate improvements to key

government services and longer-term, institutionalized reform through the COE program and targeted technical assistance. Working on two levels in parallel was instrumental to the project's success because it allowed institutional partners to see immediate, tangible benefits. Demonstrating such benefits is particularly important in the West Bank, where many Palestinian institutions have grown weary of internationally funded projects that expend considerable time and resources on assessments, planning, and related initiatives before embarking on programming that will produce actual change and improvement.

PACE produced immediate improvements in services, in many cases basing its approach on previous expert assessments and recommendations. At the same time, PACE launched the COE program to uncover additional areas for improvement and programming. Even as targeted technical assistance and training needs emerged during the COE program, it launched parallel assistance to address these needs instead of waiting until the self-assessment and transformation (reform) solution planning process concluded. This way, the project built credibility with both senior leadership and rank-and-file civil servants.

When funding was scarce in the first quarter of fiscal year 2011 and then slowly returned in the second and third quarters, PACE was unable to leverage resources to continue or expand efforts to help institutions implement COE reform solutions and strengthen services. In short, it temporarily lost the financial capacity to operate on two parallel tracks. At the same time, the PA's financial resources were severely limited. While institutional partners continued to implement some reforms on their own and/or with minimal assistance from the project's long-term team, program momentum slowed and partners expressed frustration at the slow pace of change and inability to implement key reforms and service improvements that required external assistance. Ministry COE teams also reported that they were losing credibility with their colleagues because of the slow pace of implementing reform initiatives. Additional funding in the third quarter of fiscal year 2012 allowed PACE to help partners and COE teams achieve dozens more shared results before the project closed. As one minister said, PACE was again "up to speed."⁴

Integrated Service Improvements Yielded Gains in Citizen Satisfaction

PACE used an integrated approach to improve the services that the PA provides to citizens throughout the West Bank. Interventions included refurbishing citizen service centers; upgrading technology; preparing documentation; improving operating procedures, customer service and other training; and communications campaigns. Though work remains to be done, these interventions yielded significant gains in operational efficiency and customer satisfaction. The improvement in PA services was noted as a major accomplishment in independent reports and publications from the World Bank, United Nations, and others. In addition to increasing the credibility of the PA government, service improvements have the added effect of improving employee satisfaction and related job performance.

Moving forward, PA ministries should continue to improve services on their own and with resources from other donors. Ministries could also learn from the example of the

⁴ Dr. Maher Guneim, minister of Public Works and Housing, at the opening of the ministry's improved training room, October 16, 2012.

Ministry of Telecommunications and Information Technology. After PACE refurbished two post offices, the ministry started refurbishing post offices with its own funds and partnerships with the private sector. As the project came to a close, the ministry also leveraged private-sector funding to build a new licensing bureau in Jericho. This model could be replicated across the PA.

Ministries Should Build on Initial Steps to Create Comprehensive Quality Management Systems

Documentation and streamlining of procedures, development of mission and vision statements and strategic plans, strengthening operational plans, and other achievements under PACE were only the first steps to creating comprehensive quality management systems. Internationally, government institutions are increasingly turning toward standards such as ISO 9001⁵ or the European Foundation for Quality Management to strengthen operations and ensure consistently high-quality service delivery. PACE helped partners establish the initial building blocks of such systems, but further work is required, most likely requiring external assistance.

Future assistance might include benchmarking services against international standards and practices in both regional and international countries, full development and implementation of procedures for internal audit of program implementation and corrective and preventive actions, and institutionalization of quality management units in ministries. Ministries might start this work with service delivery functions and eventually expand to ministry operations as a whole. PACE has worked with the Ministries of Finance, Public Works and Housing, and Interior/Civil Affairs Directorate to draft an initial set of such procedures and implementation, but further work is required to bring these procedures into full implementation and, eventually, choose and work toward certification under an international quality management standard. As part of these efforts, ministries should also focus on results-based monitoring and evaluation systems, a major area of weakness across institutions. Such a process may not be easy, but it will yield benefits in service quality and credibility with the public.

Ministry Organization and Government-Wide Issues Limit Impact in Some Areas

All six PA partners exhibited great commitment to PACE's service improvement and overall effective governance mandates, but a case study examining partners over the life of the project showed some institutions improved more than others. It also indicated that in some cases progress was limited by the need for decisions and movement on PA-wide issues. For example, the Civil Affairs Directorate made the most progress in the seven core areas examined by case study. Though it posted major improvements in public services, the Ministry of Transportation and Ministry of Finance showed less change in other governance areas. In the project's analysis, the differences can be attributed to stronger and more focused leadership in the Civil Affairs Directorate, and more fragmented leadership structures, sometimes with

⁵ Many government institutions are applying ISO 9001 principles, including in Ireland, France, Mexico, and Malaysia, which has chosen to implement ISO 9001 for its entire public administration. See Maurice Buckley, CEO of the National Standards Authority of Ireland, "What role for International Management Standards?" a presentation to OECD, September 2008.

independent sources of political power, in the other two ministries. Fragmented leadership and alternative power sources (primarily political) made it difficult for ministry leadership, though committed, to press to achieve some institutional changes.

In addition, some major areas showed less improvement across all institutions due to larger constraints. This phenomenon is clearest in the human resources area, where strengthening incentives, improving systems for assessment, hiring, and promotion, and human resources planning rely on larger government-wide policies and, in some cases, changes to the civil service law. Changes to law have been very slow and difficult in recent years due to the suspension of the Legislative Council. PACE was successful in raising several issues — including incentives and human resources forecasting — to the PA level by partnering with the GPC in its final year.

The existence of such larger, national issues demonstrate the limits of focusing only on individual ministries and not including institutions with a PA-wide mandate like the GPC as partners during project implementation.

Ministry Commitment and Project Synergies Allowed for Greater Impact with Fewer Resources and Should Be Continued

As the project progressed, partner ministries started leveraging USAID/PACE assistance to extend reform and capacity building initiatives, multiplying project impact. PACE moved gradually from a position of leader of initiatives to one of coach and mentor. On the whole, PACE designed every major technical assistance activity to be implemented in partnership with working groups in partner ministries and institutions.

Nowhere is this more apparent than in the documentation and improvement of operating procedures. In PACE's initial two years, its embedded advisors and business process re-engineering team drove the process of documenting and improving procedures, engaging a wide range of ministry employees. As the project moved into its third and fourth years, ministry teams started to identify and document additional procedures, approaching PACE for templates, technical assistance, and coaching. At the Ministries of Telecommunications and Information Technology and Finance, for example, teams drafted more than 14 additional procedures manuals in fiscal years 2012 and 2013, drawing on PACE training, templates, and technical assistance.

At the project implementation level, PACE increased operational efficiency by leveraging cooperation and staff sharing with other projects. With the encouragement of Mission Director Mike Harvey, it increased overall coordination among Chemonics projects operating in the West Bank, conserving valuable funds while successfully completing and then expanding work-planning activities. In the final year, it also partnered with the Palestinian Justice Enhancement Program and Palestinian Faculty Development program to extend assistance to the Higher Judicial Council and Ministry of Higher Education, respectively.

Future USAID efforts should continue to be designed and implemented in a way that motivates counterparts and beneficiaries to take an active role in development efforts and to leverage synergies and cooperation across USAID and other donor projects.

Ministries Should Continue to Develop and Implement Gender Strategies

The PA requires ministries to develop gender strategies, institute gender-based budgeting, and integrate gender-based indicators in their monitoring and evaluation plans, but few ministries and other government institutions implement these requirements. Gender units, also required for all government institutions, also tend to be inactive and un-integrated into the day-to-day operations. Future development efforts should build on the example set by PACE's initial work with the Ministries of Transportation and Interior/Civil Affairs Directorate, using data and survey research to develop concrete gender strategies with actionable recommendations and initiatives. Gender units would likely lead these processes, but representatives from the entire ministry — men and women — should be involved in strategy development and implementation. Such efforts should focus on at least two levels: creating opportunities for both sexes, especially women, to serve at all levels of the civil service, including the senior civil service; and ensuring equal access to government services by both men and women, including addressing reasons why some women choose not or are unable for a variety of reasons to access some services at all.

Combining Government Reform with Delivery of Services Yielded Development Gains in Both Areas

PACE operated across a wide range of USAID sectors, from transportation and infrastructure to economic development and agriculture. As such, it is a model for integrating democracy and governance objectives with other development efforts. Along with service improvements and technical assistance, PACE increased

transparency and accountability by helping ministries document services and then produce guides. Thus, citizens not only knew what to expect but could also hold government officials accountable to provide those services as specified by law. To institutionalize such systems, the program encouraged implementation of citizen feedback surveys at ministries and systems to take and respond to complaints and suggestions. Through the PACE grants program, CSOs brought citizens and government officials together to discuss how services could be improved and transparency increased. Government officials, many of whom were hesitant to receive such feedback, soon came to realize that listening to citizens helped improve services and that developing surveys to measure satisfaction strengthened their ability to increase awareness of improvements among government leadership and with citizens as a whole.

Future USAID efforts should expand integration of democratization, transparency, and anticorruption with other development efforts across sectors. Such an approach champions USAID Administrator Dr. Rajiv Shah's vision of integrating democracy and good governance across USAID sectors as a way of promoting long-term democratic change.

Rajiv Shah on Democracy and Governance

"If we can expand our engagement with citizens, if we can successfully integrate democracy, rights and governance into our broader development portfolio, and if we can embrace the momentous opportunity presented by the Arab Spring, then we can deliver this truer understanding of human welfare."

— Rajiv Shah, USAID administrator,
at the Democracy, Rights and Governance 2.0
Conference, Arlington, Virginia, June 20, 2011

ANNEX A. REFERENCES TO PROJECT VIDEOS

Final Report Video, March 2013

<http://youtu.be/jZv7mJ3xBAw>

Partner Ministry Service Improvement Video Series, March 2013

- *Ministry of Finance (MOF), Property Tax Services*
http://youtu.be/ny3Jn_a8jAc
- *Ministry of Interior (MOI), Civil Affairs Services*
<http://youtu.be/AawO7-0f7Fs>
- *Ministry of Telecommunications and Information Technology (MTIT), Postal Service*
<http://youtu.be/-CydFtuvsAs>
- *Ministry of Public Works and Housing (MOPWH), Road Repair and Maintenance*
http://youtu.be/Zu3T_xjc_ZY
- *Ministry of Transportation (MOT), Car and Driver Licensing Services*
<http://youtu.be/3Rw0hm-aIQI>

Project Videos

- *Ministry of Interior Jenin Opening Ceremony, September 2010:*
http://www.youtube.com/watch?v=Xaa7YyAx_k0
- *Ministry of Interior Jericho Opening Ceremony, July 2011:*
<http://www.youtube.com/watch?v=jVmoRyuRcyE>
- *USAID Improves Citizen Services at Tulkarem Car and Driver Licensing Bureau, August 2012:* <http://www.youtube.com/watch?v=qVZgUWwkJx8>
- *Three Opening Ceremonies, 2010:*
<http://www.youtube.com/watch?v=9w0GARTAzug>
- *Al Hares and Palestinian Youth Promote Traffic Safety, Bethlehem, 2011:*
http://www.youtube.com/watch?v=B_QDnylgsog
- *Palestinian Voices: Road Signs, Ramallah, 2010:*
<http://www.youtube.com/watch?v=Ix3LKxYHTZ0>
- *The Vehicle Weight Control Program, 2011:*
<http://www.youtube.com/watch?v=tjnCP24wSDE>
- *Palestinian Voices: Islam Ghazawi - Road Repair in Hebron, 2010:*
<http://www.youtube.com/watch?v=5LfGGDGuUTA>
- *Palestinian Voices: Road Repair Units, Ramallah, 2010:*
<http://www.youtube.com/watch?v=U2SamW3H-uo>

- *Road Repair Units: GPS and GIS system improvements, 2010:*
<http://www.youtube.com/watch?v=Wb5At65aroQ>
- *Palestinian Voices: GIS Training, 2010:*
http://www.youtube.com/watch?v=kbF0v8_zc4U
- *Palestinian Voices: Hebron Property Tax Campaign, 2010:*
<http://www.youtube.com/watch?v=vvD5aN1hrGU>
- *MOF Property Tax Department Hebron Opening Ceremony, May 2010:*
<http://www.youtube.com/watch?v=fqHdndKVJ-c>
- *Restoring the Palestine Post:*
<http://www.youtube.com/watch?v=xDcQ20IPoCE>
- *PACE Communications Strategy*
http://www.youtube.com/watch?v=cPiuUGz_TOE
- *One Cup of Coffee - Benhebek ya Baladna, 2011:*
<http://www.youtube.com/watch?v=tnC8OdsJu6k>
- *Nadafeh, Benhebek ya Baladna, 2011:*
<http://www.youtube.com/watch?v=Hq4-6TQVveU>
- *Cars Like Airplanes, Benhebek ya Baladna, 2010:*
<http://www.youtube.com/watch?v=rOKXfe3Exyw>
- *Proper Use of Medicine: Benhebek ya Baladna, 2011:*
<http://www.youtube.com/watch?v=VUkDjscMjAs>
- *Palestinian Voices: Women of the Palestinian Authority, 2011:*
<http://www.youtube.com/watch?v=5IcHH8fy0Bc>
- *First COE video – COE Interviews:*
<http://www.youtube.com/watch?v=L-ifeiT8qFQ>
- *Second COE video - Palestinian Voices: Change from Within:*
http://www.youtube.com/watch?v=95YCL2aY_00
- *Third COE video - Centers of Excellence:*
<http://www.youtube.com/watch?v=UyG0k9Gm3nQ>

ANNEX B. PROCEDURES MANUALS DEVELOPED AND/OR STREAMLINED

		Factor	
		HR	Operating Procedures Manuals
MOF	<ol style="list-style-type: none"> 1. Property Tax Job Description – Customer service staff and others with direct relations with customers 		<ol style="list-style-type: none"> 1. Property Tax (11 procedures) 2. Income Tax (24 procedures) 3. Operating Procedures Manuals for five pilot departments (24 procedures) <ol style="list-style-type: none"> a. Civil Expense Control b. IT c. Military Expense control d. Payroll e. Public debt 4. Public Supplies: <ol style="list-style-type: none"> 2. 1 Purchasing 2. 2 Purchasing Needs Assessment 2. 3 Warehouses 2. 4 Tendering 2. 5 Technical Committees Management (needs assessment, purchasing, etc.) 5. Administrative and Financial Procedures Manual (24 procedures)
MTIT	<ol style="list-style-type: none"> 1. Organization Structure for all ministry departments 2. Proposed New Organization Structure for PalPost 		<ol style="list-style-type: none"> 1. Development Licenses, Post Office, & Public Institutions Services Guidebook 2. Operating Procedures Manuals (Phase 1, 7 manuals) <ol style="list-style-type: none"> 2. 1 General Services 2. 2 Personnel Affairs 2. 3 Administrative Affairs - Archiving and correspondances 2. 4 Licensing 2. 5 PalPost 2. 6 Development and Planning 2. 7 Ministry Cabinet Affairs 3. Operating Procedures Manuals (Phase 2) (5 manuals) <ol style="list-style-type: none"> a. Frequencies and transmissions b. Information Technology <ol style="list-style-type: none"> i. Building New Computer Software ii. Planning and Consulting iii. Project Management iv. Internet Applications c. Legal Affairs d. Monitoring and Internal Auditing e. Public Relations

		Factor	
		HR	Operating Procedures Manuals
MOI	<ol style="list-style-type: none"> 1. Completion of 155 job description 2. Completion of job descriptions of civil affairs and passports related to high and middle management - deputy, deputy assistants, directors generals DG, deputies of DG, etc. 3. Several workshops in development of organization structure & job descriptions 4. Review & develop organization structure related to civil affairs 5. Responsibilities of all departments allocated at the monogram 	<ol style="list-style-type: none"> 1. Civil Affairs Operating Procedures Manual (45 procedures) 2. Civil Affairs Service Guidebook 3. Passports Operating Procedures Manual (13 procedures) 4. Passports Service Guidebook 5. Complaints Operating Procedures Manual 6. HR Operating Procedures Manual (9 procedures) <ol style="list-style-type: none"> a) Attendance Control b) Recruitments c) Employees Vacations d) Changes in Social Status e) Transportation Compensation f) Bank Accounts Transfer and Health Insurance g) fRetirements and resignation procedures h) Promotions i) Salary Management 7. Procurement Operating Procedures Manual 8. General Services and Fleet Management Operating Procedures Manual (2 procedures) 	
MOT	<ol style="list-style-type: none"> 1. Job Description for all posts 	<ol style="list-style-type: none"> 1. Trucks and heavy equipment licensing and monitoring (63 procedures) 2. Equipment and materials certification and licensing manual (20 procedures) 3. Training Schools (27 procedures) 4. Profession vehicle, truck, bus, and other licensing (29 procedures) 5. Traffic Monitoring and safety (50 procedures) 	
Crosscutting	_____	<ol style="list-style-type: none"> 1. Customer Satisfaction System and Measurement procedures 2. Institutionalization of the Documented Operating Procedures (MOF, MOI, MOPWH) <ol style="list-style-type: none"> a. Document and Data Control b. Quality Records, c. Internal Auditing, d. Corrective and Preventive Actions 	
MOPWH	<ol style="list-style-type: none"> 1. Repair Unit Organization Structure 2. Job Description for Supervision, Roads, and Buildings 3. Responsibilities & Tasks Matrix for Road Repair Unit and its relations with other departments 	<ol style="list-style-type: none"> 1. Job Description Manual 2. Building dept. procedures 3. Roads dept. procedures 4. Supervision dept. procedures 5. Tendering dept. procedures 	
GPC	_____	<ol style="list-style-type: none"> 1. Human Resources Forecasting 2. Training and New Employee Orientation 3. Incentives System 4. Internal Procedures Manuals for six departments 	

ANNEX C. SELECTED TECHNICAL ASSISTANCE INITIATIVES, 2008-2013

Ministry of Telecommunications and Information Technology

- Created brand for the Palestinian Postal Service (PalPost), raising the organization's profile.
- Developed and launched commercial strategy for PalPost, to increase private sector partners, customers, and revenue.
- Provided technical assistance to launch of domestic express mail, providing next-day delivery service.
- Developed three-year business plan to drive future development of PalPost.
- Produced service guide for PalPost and licensing of IT and telecommunications service providers, and helped ministry teams document and improve procedures for 12 core departments.
- Developed cost models to help the ministry regulate interconnection rates in the telecommunications industry, a task expected to eventually help open the market to increased competition, lower prices, and new services.

Ministry of Transportation

- Provided technical assistance, training, and equipment to launch the Higher Council of Traffic and conducted traffic safety campaigns and initiatives, including joint initiatives with Palestinian CSOs.
- Provided equipment and training to launch pilot weight monitoring program for vehicles on Palestinian-controlled roads.
- Developed communication plan to increase ministry public outreach and education initiatives.
- Helped streamline procedures for car and driver licensing to increase service consistency and reduce time required for service delivery; developed service guides and other information to increase transparency.
- Conducted an assessment of gender in the delivery of key services and helped the ministry to develop a gender strategy informed by quantitative and qualitative data.

Ministry of Interior, Civil Affairs Department

- Helped ministry teams to streamline operational procedures manuals, ensuring consistent service delivery and significantly reducing process times across the West Bank.
- Developed and partially implemented a population register record system.
- Worked with ministry teams to draft more than 155 job descriptions and develop manuals and procedures for a wide range of departments, promoting accountability.
- Produced annual training plan to build employees' capacity; provided technical assistance to create a strong training department.
- Helped ministry develop internal HR procedures to boost internal governance.
- Helped ministry launch citizen complaints and suggestions system for civil affairs services throughout the West Bank.

- Assessed gender dynamics in the delivery of key civil affairs services and updated the Civil Affairs Directorate's gender strategy informed by quantitative and qualitative data.

Ministry of Finance

- Streamlined operating procedures manuals for property tax and income tax collection, ensuring consistent procedures and reducing process times across the West Bank. Provided service guides and other informational material to communicate service requirement.
- Developed and streamlined seven operating procedure manuals to improve internal functions in seven key ministry departments, including administration, public supplies and tendering, IT, and others.
- Recommended IT solutions and upgrades, most of which were implemented by other donors, including USAID.
- Development of an assessment study and action plan to bolster capacity of ministry's
- Income Tax Department to generate more revenue and increase transparency; many of the recommendations are being implemented in partnership with other donors, including USAID.
- Partnered with the ministry to conduct public information campaigns about property tax discounts and income tax collection, helping increasing tax collection.
- Recommended changes to improve income tax law and related regulations, which were subsequently endorsed by the government.

Ministry of Public Works and Housing

- Helped to revive three road repair units, allowing for the repair and maintenance of more than 600 km of roads, many of which were originally built with U.S. government assistance; units are currently supported by the PA and other USAID-funded initiatives.
- Provided GIS to operate as a maintenance management system and enhanced the ministry's capacity to plan and execute infrastructure projects through training.
- Worked with a national committee to draft the first Palestinian Road Standards Manuals.
- Provided technical assistance to produce the PA's first affordable housing strategy with recommendations that are currently being used to guide government housing projects.
- Supported ministry teams in the development and streamlining of operating procedures manuals for eight key departments including roads, building, supervision, and tendering departments.
- Implemented pilot electronic document archiving and management system that can later be scaled up to the ministry as a whole; improved physical archiving for essential procurement-related documents.
- Improved ministry skills in best practices for procurement, from development of solicitations through contract award and management. Improved ministry presentation skills and prepared to launch program to improve reporting systems and skills.

General Personnel Council

- Documented and strengthened procedures in six core departments, increasing work efficiency and constancy.
- Developed three key HR related manuals: forecasting human resource needs, standards training, and incentives — for eventual introduction across all Palestinian authority ministries and institutions.

Ministry of Higher Education

- In partnership with the USAID Palestinian Faculty Development Program, helped ministry improve systems for accreditation of academic degrees and improve the overall strategy and organizational structure of the newly created ministry.

Central Election Commission

- Produced a new branding and communications strategy, outlining means of improving communication about the commission's core mission to various stakeholder groups and the general public.
- Provided recommendations and technical assistance to improve voter education, public information during election periods, and overall reorganization of the commission's communications functions.

Communications (Crosscutting)

- Helped build communication capacity within all five ministry partners through training, coaching, and developing manuals, leading to increased public outreach.
- Public awareness campaigns launched in partnership with the Ministry of Finance, Ministry of Transportation, Ministry of Telecommunications and Information Technology, and Ministry of Public Works and Housing to promote ministry-specific issues.
- Created and broadcasted 30 episodes of *Benhebek ya Baladna*, a cartoon campaign to serve as a fun and creative communication tool for the PA, conveying public service messages and bolstering the government's credibility.

Other Crosscutting

- Provided ongoing technical assistance and training to more than 300 civil servants from six Palestinian institutions implementing the employee-led Centers of Excellence methodology.
- Developed internal ministry capacity allowing civil servants to develop and implement systems to measure customer and employee satisfaction.

ANNEX D. MAJOR TRAINING INITIATIVES

Fiscal Year 1. Sept. 2008 to Sept. 2009		
Training	Ministry	No. of Trainees
Management & strategic planning (three workshops conducted in three West Bank governorates)	Multiple partners	65
Basic communication	MOT	21
Public relations	Multiple partners	16
Operation of road repair units	MOPWH	17
Hebrew language training (two extended programs targeting two ministry groups)	MOT	27
Training of trainers, including program design and delivery	Multiple partners	25

Fiscal Year 2. Oct. 2009 to Sept. 2010		
Training	Ministry	No. of Trainees
International computer driving license training (training were conducted in Jenin, Ramallah (twice), Hebron and Nablus over a period of six months)	MOT, PLA	70
Behavioral & Managerial skills (conducted twice for both income tax and property tax departments)	MOF	67
Cycle 1 COE training (Six training workshops in topics related to team building, change management, communication, self-assessment, and culture of excellence concepts were delivered to COE teams from five partner ministries)	Multiple partners	138
Customer service training (20 workshops targeting four ministries in different West Bank governorates over a period of six months during Years 2 and 3)	MOI, MOT, MOF, MTIT	335
Training of trainers (targeting training department personnel in various partner ministries)	Crosscutting	33
Geographical Information System (GIS) training	MOPWH	48
Utilizing of GIS in road maintenance management	MOPWH	12
English language	Multiple partners	25
Road maintenance & performance-based budget training	MOPWH	25
International standards for postal service operations	MTIT	25
Road design and maintenance standards training	MOPWH	21
Conducting needs assessments	MOI, MOT	52

Fiscal Year 2. Oct. 2009 to Sept. 2010		
Training	Ministry	No. of Trainees
Media relations training	Crosscutting & other PA institutions through PACE grantees	—
Road repair management training	MOPWH	23
Management planning	MOI	25

Fiscal Year 4. Oct. 2011 to Sept. 2012		
Training	Ministry	No. of Trainees
Training of trainers for COE program participants (“resource group”)	Multiple partners	21
Second cycle COE training (11 workshops targeting new COE teams on topics related to COE concepts, communication, team building, change management, and self assessment process and tools)	Multiple partners	244
Using SPSS for survey analysis	Multiple partners	17
Archiving system implementation training	MOPWH	22

Fiscal Year 4. Oct. 2011 to Sept. 2012		
Training	Ministry	No. of Trainees
Procurement training (five workshops covering five different phases of the procurement process)	MOPWH	65
Training of trainers in procurement	MOPWH	13
Presentation & communication skills training (two workshops targeting two ministry groups from district offices over the West Bank)	MOPWH	27
Financial management and compliance training (three training workshops targeting both finance and non-finance staff from six partner ministries)	Multiple partners	95
Report writing training (four training workshops targeting various ministry groups)	MOPWH	75