



**USAID** | **IRAQ**  
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# USAID/TATWEER PROGRAM DEVELOPING NATIONAL CAPACITY IN PUBLIC MANAGEMENT

ANNUAL REPORT – YEAR 3  
OCTOBER 2008 – SEPTEMBER 2009

October 30, 2009

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# USAID/TATWEER PROGRAM

## DEVELOPING NATIONAL CAPACITY IN PUBLIC MANAGEMENT

ANNUAL REPORT – YEAR 3  
OCTOBER 2008 – SEPTEMBER 2009

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

# TATWEER

National Capacity  
Development in  
Public Management



# تطوير

تنمية القدرة الوطنية  
في ادارة  
مؤسسات الدولة

**USAID/Tatweer Program: Iraq National Capacity Building**

Year Three

**Period:** October 2008 – September 2009

October 30, 2009



**Management  
Systems  
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**Cover Photo Credit:** Sanarya Rasheed

**Cover Photo Caption:** A participant from an Iraqi ministry receives her ISO Awareness Certificate

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# ACRONYMS

BRDG	Building Recovery and Reform through Democratic Governance	MoLSA	Ministry of Labor and Social Affairs
CIP	Capital Investment Program	MoMPW	Ministry of Municipalities and Public Works
COMFAR III	Computer Model for Feasibility Analysis and Reporting	MoO	Ministry of Oil
COMSEC	Council of Ministers Secretariat	MoPDC	Ministry of Planning and Development Cooperation
COSIT	Central Organization for Statistics and Information Technology	MOP-KRG	Ministry of Planning of the Kurdistan Regional Government
COSQC	Central Organization for Standardization and Quality Control	MoWR	Ministry of Water Resources
CSC	Civil Service Committee	MRC	Midlands Refinery Company
DG	Director General	MSI	Management Systems International
DOH	Department of Health	NCCMD	National Center for Consultation and Management Development
DPMO-S	Deputy Prime Minister's Office–Services	NCD	National Capacity Development
FCSC	Federal Civil Service Commission	NDP	National Development Plan
FY	Fiscal Year	NGC	North Gas Company
GIS	Geographic Information Systems	NGO	Non-Governmental Organization
Gol	Government of Iraq	NPM	New Project Manager
GPS	Global Positioning System	OSTP	Organizational Self-Assessment and Transformation Program
HQ	headquarters	PMAC	Prime Minister's Advisory Commission
HR	human resources	PMC	Public Manager Cycle
IG	Inspector General	PMO	Prime Minister's Office
IMF	International Monetary Fund	PMP	Performance Management Plan
ISCM	Integrated Supply Chain Management	PRT	Provincial Reconstruction Team
ISO	International Standards Organization	PTS	post-training survey
IT	information technology	SSN	Social Safety Net
KRG	Kurdistan Regional Government	ToT	Training of Trainers
M&E	monitoring and evaluation	UN	United Nations
MoA	Ministry of Agriculture	US	United States
MoDM	Ministry of Displaced and Migrants	USAID	US Agency for International Development
MoE	Ministry of Electricity	USG	United States Government
MoH	Ministry of Health	VTC	Video Tele-Conferencing
MoHR	Ministry of Human Rights		



# CONTRACT AT A GLANCE

## BUILDING RECOVERY AND REFORM THROUGH DEMOCRATIC GOVERNANCE (BRDG)

### Iraq National Capacity Development Program

#### *'Tatweer'*

<b>Contract Number:</b>	DFD-I-00-05-00221-01
<b>Start Date:</b>	July 31, 2006
<b>Last Modification:</b>	Modification 17, dated September 29, 2009
<b>Ceiling Amount:</b>	\$339,498,700
<b>Obligated Amount:</b>	\$339,433,003
<b>End Date:</b>	January 31, 2011
<b>Programmatic Alignment:</b>	USAID/Iraq Strategic Objective 10: <i>Improve the Capacity of the National Government</i> USAID/Iraq Intermediate Result 10.1: <i>Core Functions of National-Level Institutions Improved</i>

The USAID/*Tatweer* National Capacity Development program (NCD) concludes its third year with a burgeoning portfolio of programmatic successes and an ambitious plan for the coming year. With its unique multi-faceted approach, USAID/*Tatweer* NCD contributes to improvement in the Government of Iraq's (GoI) capacity to provide vital services across the country. This approach is built around the creation of efficient and transparent public administration systems, fostering a willingness to change, and Iraqi ownership of these processes.

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

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

**Technical Assistance** USAID/*Tatweer* works closely with Iraqi officials in ten central Ministries, seven key executive offices, and all 18 provinces to provide on-site advisors in core administrative skills such as budget execution, project management, and strategic planning.

**Training** USAID/*Tatweer* works with ministries, the GoI's National Center for Consultation and Management Development (NCCMD) and regional training centers in Erbil, Basrah, and Mosul to overcome a substantial gap in the training of Iraqi civil servants by conducting public administration training for civil servants in Baghdad and across the nation via regional training hubs.

**Reviving Capacity** USAID/*Tatweer* coordinates with our training partners to establish a vibrant training network in all regions of the country. With project close-out looming, USAID/*Tatweer's* training component emphasizes training of trainers (ToT) and training management skills to ensure the sustainability of a broad Iraqi training capacity. USAID/*Tatweer* scholarships are also giving 120 capable Iraqi citizens the ability to study public administration policy at accredited universities and then apply their new skills as GoI civil servants.



# FOREWORD

Some four years ago I helped guide the design of a new USAID project. Our ambitious goal was to rebuild Iraq's civil service and provide my country with a permanent ability to produce world-class public administrators. At this three year anniversary, I am proud to say the USAID/*Tatweer* program has made enormous strides helping the dedicated civilians of Iraq's government learn and grow to their potential.

Iraq has been known for centuries for the quality of its scholarship and leadership in government. Despite years of hardship, our drive to revive these great traditions remains as strong as ever. In partnership with USAID, the Iraqis and expatriates working on USAID/*Tatweer* have trained 80,000 of our senior managers, returned to Iraq the ability to teach world-class public administration skills, and built modernized administrative systems. The end result of USAID/*Tatweer's* efforts is cleaner water for our children, better health care for our grandparents and energy for our homes and factories.

As USAID/*Tatweer* enters its fourth year, the program is correctly focused on transitioning the skills taught and learned to full Iraqi ownership. This government has made our commitment clear in our ministry training budgets and personnel assignments to the long-term vision of USAID/*Tatweer*. One expression of this commitment is the new Civil Service Law, drafted with assistance from USAID/*Tatweer*. This will provide the legal underpinning for the skills and methods USAID/*Tatweer* has provided for the shaping of a new, increasingly effective government.

It falls now to Iraqis to take the torch from USAID/*Tatweer* in this transitional year and continue on the path we have laid out together. On this basis, USAID/*Tatweer* should be seen as a model not only for bilateral US-Iraqi programs but for cooperative assistance projects worldwide.

Dr. Ali Baban



Minister of Planning and Development Cooperation





# INTRODUCTION AND OVERVIEW OF RESULTS

**U**SAID/*Tatweer*, USAID's National Capacity Development Program, is completing its third year of operation in Iraq. The program was designed by USAID and the GoI with the understanding that meaningful and sustainable capacity development in the ministries rests on three mutually supportive dimensions:

1. **Modernizing administrative systems** and procedures, and the organizational units responsible for their implementation;
2. **Raising management skill levels** of Iraqi public managers to offset years of isolation, autocratic administration, and disruption; and
3. **Internalizing a capacity for change**, revitalization, and staff development.

This year USAID/*Tatweer* greatly expanded its engagement with the Government of Iraq, including the extension of technical assistance to all provinces and the addition of new partners such as the Prime Minister's Advisory Council, the National Investment Commission, and the Social Safety Net (SSN) program of the Ministry of Labor and Social Affairs (MoLSA). This multiplication of USAID/*Tatweer's* support began a similar increase in the project's output that will ripple thru the life of the project.

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

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

*Photo:* Preparations for the dedication of the KRG Ministry of Planning Regional Training Center



## MINISTRY AND EXECUTIVE OFFICES MANAGEMENT SYSTEMS

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Modern public administration operating systems and procedures are being established and re-established, formed and reformed, animated and re-animated in order for the government to support its citizens. Highlights of Iraq's civil servants' commitment to change and to the complex effort of systems development and implementation can be seen throughout the government:

- ◆ **National Development Plan (NDP).** USAID/*Tatweer* assisted the Ministry of Planning and Development Cooperation (MoPDC) to develop a five-year capital investment plan. With USAID/*Tatweer* assistance, 15 GoI committees developed sectoral investment plans based on inputs from ministries, provinces, and stakeholders. Toward the end of the year, this “investment” plan expanded in importance and is becoming the NDP. With the full cooperation of all ministries and provinces, and with the involvement of the United Nations and the World Bank, the NDP is becoming the main framework for national development, replacing the earlier, donor-driven International Compact for Iraq.
- ◆ **Civil Service Reform.** The Iraqi Parliament passed the law to establish the Federal Civil Service Commission and a Provincial Civil Service Commission for every province. This is a requirement of the Iraqi constitution and an essential milestone on the road to a modern civil service. The Prime Minister's Civil Service Committee (CSC), with USAID/*Tatweer*'s significant assistance and encouragement, completed and submitted the draft Civil Service Law providing for the comprehensive reform of federal civil service structures and regulations to foster a professional, competent, and politically neutral civil service for Iraq. In anticipation of the passage of the new Civil Service Law, the Council of Ministers Secretariat (COMSEC) is directing all government ministries, agencies, and provinces to immediately begin transforming their personnel offices into modern human resource management offices, as defined in the draft law. The full spectrum of legal and provincial support USAID/*Tatweer* is able to muster is critical to that effort.
- ◆ **Ministry of Oil: Organizational Self-Assessment and Transformation Program (OSTP).** The OSTP program works with teams of “champions” in 33 directorates of eleven ministries, executive offices, and companies. Its work with North Oil and North Gas is especially successful, leading the teams of champions to move forward on their own to address key needs in the companies' systems. This progress attracted the attention of the Minister of Oil, who requested that the OSTP program be replicated in all 16 Iraqi oil companies and at Ministry headquarters. USAID/*Tatweer* is responding by working with the Ministry of Oil (MoO) to establish an OSTP unit that can service all of the oil companies.
- ◆ **Deputy Prime Minister's Regional Conferences on Provincial Capacity Development and Service Delivery.** USAID/*Tatweer* and the Deputy Prime Minister's Office–Services (DPMO-S) jointly sponsored a series of regional workshops to increase provincial level capacity and to improve the delivery of services. Three workshops have focused so far on the northern provinces (Salah ad



Din, Ninawa, Kirkuk), the central and south-central provinces (Diyala, Anbar, Babil, Karbala, Diwaniyah, Wasit, Najaf), and Baghdad province. These groundbreaking conferences brought real debate and the beginnings of cooperation to the relationship of central and provincial authorities.

- ◆ **National Media Center at Prime Minister's Office (PMO)/COMSEC.** With USAID/*Tatweer's* assistance, PMO/COMSEC is transforming its media department into a modern media information center and executive press office. USAID/*Tatweer* has provided special training on using a major Middle-East press service to keep the highest officials apprised of Iraqi and international press coverage of national policy issues.
- ◆ **Automating the Social Safety Net Payments System.** Late in this program year, USAID/*Tatweer* was asked to take over an existing USAID project dedicated to automating the process of distributing monthly beneficiary payments under Iraq's SSN program. At a time when the number of beneficiaries is increasing from 50,000 to 1,000,000, this automation is crucial to the effective and transparent distribution of benefits through 22 centers covering all of Iraq's 27 million people.
- ◆ **Ministry of Health (MoH) Strategic Planning and Budgeting.** The ministry-wide strategic planning activity, begun in 2008, has taken permanent root in the ministry during 2009. This truly national review is being utilized as the basis for preparation of the ministry's annual operational and capital budgets, and for the MoH's contribution to the NDP. In a dramatic sign of the MoH's desire to represent all Iraq's people, provincial strategic planning units are now official

ministry structures, and the Minister has ordered that they, with USAID/*Tatweer* assistance, be responsible for annually updating their provincial health strategic plan, and for assuring that all new programs reflect the strategy.

- ◆ **The Ministry of Municipalities and Public Works (MoMPW)** is focusing its capacity development on its Provincial Project Management Teams in Baghdad, Babil, Najaf, Anbar, Kirkuk, and Basrah, with USAID/*Tatweer* providing hands-on coaching and workshops on every stage of the project management cycle. USAID/*Tatweer* advisors utilize current construction projects in each of the provinces as grist for learning-by-doing. The ministry has adopted Primavera as its official project management tool, and its provincial units are developing Standard Operating Procedures for every process in the project life cycle. Accelerated budget execution will lead to a more effective delivery of core services to Iraqis.
- ◆ **ISO 9001:2000** is taking root at the Ministry of Water Resources (MoWR). First, a two-week training program laid the groundwork for management systems change across several Iraqi ministries. The Ministry has since established an ISO Implementation Committee, which is working through 12 directorates to introduce the concept of ISO. Results followed surprisingly quickly. The Directorate of Legal Affairs and Contracts designed an Analysis of Tender procedure in accordance with ISO standards, and they are using the new standards effectively in their procurement processes. By the end of September 2009, the MoWR had established an ISO office at its headquarters and drafted ISO procedures for five directorates.



**"Through USAID/  
Tatweer's help,  
COSIT's national  
statistical capacity  
ranking, according  
to the World Bank,  
improved from 28  
to 47 on a scale of  
100 points in one  
year."**

Dr. Mahdi Alallak,  
Chairman of COSIT

- ◆ According to the World Bank, the **Central Organization for Statistics and Information Technology (COSIT)** this year improved its national capacity ranking from a score of 28 to 47 on a scale of 100. USAID/*Tatweer* helped develop COSIT's capacity to generate timely and vital economic statistics through (1) providing a significant investment in state-of-the-art IT equipment, (2) developing a software-training system in which COSIT staff learned to write up-to-date applications using Oracle, and (3) providing a six-week course in Oracle during which COSIT participants used their own computers and applications, allowing a seamless transfer of skills back to COSIT.
- ◆ **Oil Industry International Tenders.** The North Gas Company (NGC) had been trying unsuccessfully to procure much needed control systems and related technical assistance. Twice it issued tenders and received no response. This year USAID/*Tatweer* advisors worked closely with NGC, reviewing the technical terms in their tenders, the advertising of the tenders, and the issues that come up in the contract negotiation process. Based on these improvements, the NGC received bids from four international vendors.

## **NEW DIMENSION OF PROVINCIAL OUTREACH**

Following an October 2008 contract amendment, USAID/*Tatweer* expanded its role in the provinces, providing concentrated technical assistance to the provincial directorates of selected ministries (Municipalities and Public Works, Agriculture, Water Resources, Health, Oil, and Electricity). Priority was given to ministries with active provincial offices, provincial service delivery functions, and high levels of capital project investments. This technical assistance now covers all USAID/*Tatweer* core public administration areas, but focuses particularly on fiscal management, project management, improved communication between the ministry headquarters and their provincial directorates, and improved communication between the line ministries' provincial directorates and the Provincial Councils and Governors.

USAID, under its Local Governance Project, has heavily invested in building up local governments, especially the Provincial

Councils. The expansion of USAID/*Tatweer* technical assistance to the provincial directorates of the line ministries is strengthening the linkages, cooperation, and communication between the two levels of government, especially in the preparation of complementary budgets from the national and provincial accounts, in relation to provincial development plans. This is beginning to reduce some of the earlier disconnects and redundancies between nationally-budgeted projects and locally-budgeted programs. Toward this end, USAID/*Tatweer* established program coordination offices in Babil, Kirkuk and Anbar; expanded the mandate of the training centers in Basrah, Erbil, and Mosul to include the delivery of technical assistance; and embedded staff in government offices in the additional provinces that are being served by the new regional coordination centers.



## SKILLS DEVELOPMENT

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At the beginning of the USAID/*Tatweer* program, the new Government of Iraq faced a critical shortage of skilled and experienced managers. The once proud public service of Iraq had suffered from a catastrophic depletion and long isolation of its managerial cadres. Many public managers who once knew government practices for procurement, developing capital investment projects, or preparing multi-year strategic plans had fled Saddam's regime during its later years. Further compounding the problem, many of the remaining management cadres were removed by "de-Baathification" during the CPA era.

After the Unity Government was formed, the civil service ranks rapidly expanded, filled largely with inexperienced personnel. The USAID and GoI designers of the USAID/*Tatweer* project determined in 2006 that there was a massive skills gap that required immediate attention if the new government was going to have sufficient capacity to carry out its functions. The original training target of 58,000 civil servants (based on 10% of the estimated number of management level employees of the ten USAID/*Tatweer*-assisted ministries listed in the 2006 budget) seemed like an impossible goal for a three-year project under "post"-conflict conditions.

USAID/*Tatweer*, in partnership with NCCMD, initiated a program in public administration training to meet these ambitious targets. As the training initiative gained momentum, the 10 USAID/*Tatweer*-assisted Ministries became active participants in the training of their staff. Iraqi civil servants have displayed a passion for training and learning—even at the risk of their lives, they join in courses on procurement, budgeting, project management, human resources, information technology (IT), and leadership communication.

In order to reach such a large number of civil servants, USAID/*Tatweer* mounted a classic training-of-trainers program targeting ministries' staff to serve as the trainers for their colleagues in order to provide the rapid influx of management skills. The USAID/*Tatweer* program, NCCMD, and ministry training units together exceeded the original target right on schedule in July 2009, achieving 58,391 trained civil servants—including over 35% of trainees who attended more than one course, usually adding advanced classes or a topic closely allied with their main area of expertise.

These USAID/*Tatweer* management courses are substantive, week-long, full-time engagements. The courses are the equivalent, in training hours, to many university semester-long courses. The exposure and learning is substantial, particularly for the over 20,000 civil servants who completed both the competency and advanced level courses in their field.

Despite the expansion of training numbers during this year, the quarterly post-training surveys (taken on a 10% random sample of trainees, three months following their training) continue to report that about 95% of trainees use the new skills in their work, and approximately 60% report that they used their new skills frequently. Over the past eight quarters' of surveys, the percentage of respondents declaring their frequent use of their new skills has steadily increased from a starting point of 33%.



## EXPANDING GOI CAPACITY TO DELIVER MANAGEMENT TRAINING

USAID/*Tatweer* provides crucial support to GoI institutions responsible for in-service training of civil service staff to assure their continuing ability to provide training services, and build internal capacity to adapt and change with the circumstances.

**Ministry Training Capacity.** This year, the ministries assumed additional responsibility for continuing the public administration training begun under USAID/*Tatweer*'s auspices. Over 90% of the competency level training in project management, human resources, leadership communication, and fiscal management is now delivered by certified GoI trainers to their colleagues. Several ministries are supporting their ToT's training efforts with cash incentives to train, prizes for the best performing trainees, and development of new training facilities. USAID/*Tatweer* is working with ministry training departments and centers to introduce and improve their systems of training management and delivery.

Illustrating this commitment is a recent example from the MoH, which has

instructed all of its central and provincial departments to (1) take responsibility for fostering the continued in-service training of their personnel, and (2) provide financial support (including trainee travel allowances) to ministry training,

This is one of a series of steps whereby the MoH is phasing out its dependence on donors and treating training as a ministry priority. At the same time, USAID/*Tatweer* is delivering a comprehensive Master Trainers program to the 32 strongest ToTs in the ministry, representing all provinces, putting the professional responsibility for training development in the increasingly competent hands of trained and dedicated ministry personnel.

**NCCMD.** In addition to delivering its own expanded training program, NCCMD is performing an important quality assurance function for the expansion of the ministries' successful training efforts. It is doing this by assessing the readiness of the ministry trainers (trained by USAID/*Tatweer* and NCCMD), and through their review and certification (along with the US National Academy for Public Administration) of the core area training curricula and supplementary materials.

### Expanded Provincial Access to Management Training.

Meaningful in-service training for civil servants must be accessible beyond the borders of Baghdad, as roughly two-thirds of civil servants work in provincial directorates or in national facilities located outside of Baghdad.

A major achievement of 2008/2009 was the growth of the satellite centers of NCCMD and the Al Quds School for Computers in Basrah and Mosul. Despite the security difficulties in these locations (especially in Mosul) these regional training centers are now delivering significant training services. The regional training center in Erbil is very

**“USAID/*Tatweer* brings the re-activation of people and programs, with the latest programs, software, and training. We're constantly trying to find the gaps in our learning. USAID/*Tatweer* is meeting our needs ... dealing with new techniques, how to get data, and analyze data will lend solid results after six years in which almost all Iraqi agricultural organizations were destroyed.”**

Dr. Saad, senior scientific researcher  
The State Board of Agricultural Research



effectively serving the Kurdistan Regional Government (KRG) ministries as well as training a significant number of civil servants stationed in Kirkuk, Ninawa, and Diyala. Erbil also supports special multi-province workshops in strategic planning and other topics. By the end of FY 2009 over 12,000 civil servants completed courses delivered in Erbil, Sulaymaniyah, and Dahuk.

With the expansion of ministry ToT-delivered training, provincial training moved beyond the three regional training centers,

with especially large numbers of trainees in the south central provinces of Babil, Karbala, Diwaniyah, Wasit, and Najaf. From Baghdad, ministry roll-out trainers, as well as USAID/*Tatweer* expatriate advisors, also delivered courses in Anbar and Diyala provinces. Over 80% of all USAID/*Tatweer* trainees are from provinces other than Baghdad, and every province now has thousands of civil servants trained in modern public administration skills and processes.

## **USAID/TATWEER TRAINING MAKING A REAL DIFFERENCE TO SAVE WOMEN'S LIVES**

The USAID-funded *Tatweer* program is an integral part of the US Government's commitment to build the capacity of key Gol ministries through training and mentoring tens of thousands of Iraqi civil servants. Training and assistance is offered to transform systems and improve public administration skills to enhance departments' planning strategies.

Within this framework, the program is helping Iraqi women unlock their potential and, in many cases, apply their new skills to a range of issues specifically affecting women. USAID/*Tatweer* has trained 60,000 Iraqis, 20,000 of whom have been women. Follow-up meetings and interviews indicate these women are now applying strategic planning skills to innovative uses, including a breast cancer awareness campaign.

Mrs. Jawan al Barazanchi, a Project Manager at the Ministry of State for Women Affairs, who participated in a strategic planning course in December 2007, is an outstanding example of someone who has benefited from the USAID/*Tatweer* program. After learning that seventy-nine percent of Iraqi women do not give themselves regular breast examinations, Mrs. al Barazanchi developed the idea of launching an awareness campaign to focus on prevention through self-examination. She used the planning strategies she learned in the course.

Through the help of USAID/*Tatweer* advisors, Mrs. al Barazanchi developed a strategic plan for her campaign. She then submitted her proposal to the Council of Ministers and received a \$50,000 grant. She began implementing the program in October 2008, and has since received an additional \$50,000 grant for 2009.

"After taking the USAID/*Tatweer* strategic planning course, I had the ability and confidence to effectively outline and write a strategic plan for my vision," Mrs. Jawan al Barazanchi said.

Mrs. al Barazanchi's campaign has held 165 awareness symposiums on "Early Breast Cancer Self-Examination" in 15 provinces around the country. With the help of local NGOs, approximately 50 participants are instructed by a female physician in each symposium, creating a comfortable environment for the exchange of information.

Mrs. al Barazanchi has also worked to print promotional items—brochures, posters, plastic bags, and pens—which are distributed in provincial schools and ministries to help increase awareness. So far, the campaign has distributed almost 90,000 brochures throughout Iraq. Her next project is to improve the campaign's website to reach an even wider audience with this important message.



Jawan al Barazanchi displays a poster for the Breast Cancer Awareness Campaign

# USAID/Tatweer Results Framework 2009

## Strategic Objective 10: Capacity of National Government Institutions Improved

**Intermediate Result 10.1:** National Capacity Development (NCD)-assisted ministries demonstrating sustainable performance improvements in core administrative functions

**USAID PMP IR 10.1 Indicator:** Percentage of approved Government of Iraq (GoI) annual budget spent by NCD-assisted ministries

**Sub-Indicators for IR 10.1:** Value of capital projects approved by the Ministry of Planning  
 Number of capital projects approved by Ministry of Planning  
 Rate of capital projects implementation  
 Framework for a professional and merit based civil service system established  
 Percentage change of capital budgets executed by selected ministries in targeted provinces

### Sub-IR 10.1.1: Project Result 1 Strengthened Public Administration Skills

#### SUB IR Indicators:

- 1.1 Proportion of training graduates reporting that they frequently or sometimes make use of new training skills.
- 1.2 Proportion of training graduates reporting significant improvements or some improvements in the situation regarding their operational or training area in their unit/ministry (PE 2.2)
- 1.3 Number of trained trainers [Cumulative] (PE 2.2)
- 1.4 Number of trained trainers from anti-corruption agencies staff [Cumulative] (PE 2.4)
- 1.5 Number of civil servants trained and certified [Cumulative] (PE 2.2)
- 1.6 Number of anti-corruption agencies staff trained and certified [Cumulative] (PE 2.4)
- 1.7 Number of civil servants (central and provincial) trained by their ministry trainers in public administration areas [Cumulative]
- 1.8 Number of post-graduate scholarship recipients enrolled and studying in post-graduate university programs [Cumulative]
- 1.9 Number of post graduate scholarship recipients that complete courses of study [Cumulative]
- 1.10 Number of SSN staff trained in new information technology business process

### Sub-IR 10.1.2: Project Result 2 Ministries Establish More Effective Administrative Systems

#### SUB IR Indicators:

- 2.1 Number of units/departments implementing USAID/Tatweer recommended changes in administrative systems or procedures [Cumulative] (PE 2.2)
- 2.2 Number of anti-corruption agency offices implementing Tatweer recommended changes in administrative systems or procedures [Cumulative] (PE 2.4)
- 2.3 Proportion of priority systems improvements in human resource management implemented by ministries (central/provincial)
- 2.4 Proportion of priority systems improvements in fiscal management implemented by ministries (central/provincial)
- 2.5 Proportion of priority systems improvements in information technology management implemented by ministries (central/provincial)
- 2.6 Proportion of priority systems improvements in project management implemented by ministries (central/provincial)
- 2.7 Proportion of priority systems improvements in leadership and communication implemented by ministries (central/provincial)
- 2.8 Number of MoLSA sites with installed and functioning SSN information systems (central and provincial)
- 2.9 Number of units/departments in ministries and executive offices with institutionalized self-assessment process [Cumulative]
- 2.10 Value of GoI financial contributions to USAID/Tatweer systems improvement initiatives
- 2.11 Number of workshops and focus groups that address planning and implementation of improved systems and procedures
- 2.12 Federal Civil Service Commission law enacted
- 2.13 Federal Civil Service Commission institutionalized
- 2.14 New civil service law enacted
- 2.15 Number of beneficiaries supported through SSN information systems (central and provincial)
- 2.16 SSN departments in MoLSA re-organized

### Sub-IR 10.1.3: Project Result 3 Public Administration Training Capacity Expanded

#### SUB IR Indicators:

- National Center for Consultation and Management Development (NCCMD) Training Capacity Strengthened**
- 3.1 Training databases developed at NCCMD
  - 3.2 Number of trainees enrolled at NCCMD
  - 3.3 Number of trained trainers at NCCMD
  - 3.4 Number of NCCMD and Al Quds School staff certified as master trainers in different public administration fields by an international accredited organization [Cumulative]
  - 3.5 NCCMD curricula (in the 5 key areas) validated by NAPA as meeting international service standards
- Regional Training Centers Strengthened**
- 3.6 Number of trainees enrolled at regional training centers [Cumulative].
  - 3.7 Number of trained trainers at regional training centers [Cumulative].
- Ministerial Training Centers Strengthened**
- 3.8 Number of ministries that have established a public administration training program [Cumulative]
  - 3.9 Number of anti-corruption agency staff trained by ministry training centers [Cumulative] (PE 2.4)



## PROGRAM ACTIVITIES

The USAID/*Tatweer* program is built around three core tasks: ministerial systems reform, individual training, and the development of a sustainable Iraqi training capacity, as shown in the USAID/*Tatweer* Results Framework. The initial emphasis of the project was on a large volume of individual training. Mid-way through the first year of the project, USAID, in support of the Embassy, the Department of Defense, and the USG leadership for Iraq, re-oriented USAID/*Tatweer's* focus to ministerial reform. In Year Two—the start of the mature middle phase of the program—USAID/*Tatweer* moved to vigorously utilize the relationships developed by the program to gain adoption of systemic changes in GoI administrative procedures. A number of USAID/*Tatweer* initiatives were incorporated into GoI standard operations. During the current reporting period—the apogee of the program's mature phase—the GoI embraced the new systems and began expanding them to the Directors General (DG) in the provinces, a critical indicator of the sustainable impact of USAID/*Tatweer's* approach to capacity development in Iraq. This section delineates the six critical Themes of the program's Year Three:

- ◆ Moving towards Iraqi ownership and sustainability
- ◆ Transitioning out of direct training, following achievement of program goals
- ◆ Accelerating the improvement of systems
- ◆ Formalizing budget execution
- ◆ Rolling out technical assistance to the provinces
- ◆ Lending targeted assistance in three areas: Civil Service Reform, the South Rashidiya Irrigation Project and specialized assistance to two energy ministries (MoE and MoO).

Photo: Staff member utilizing materials delivered by USAID/*Tatweer* to supplement COSQC's library of international quality standards and reference materials.



## A. IRAQI OWNERSHIP AND SUSTAINABILITY

### BUILDING IN SUSTAINABILITY

Sustainability is an integral facet of USAID/*Tatweer's* project design and subsequent implementation. In 2009 the project focus shifted towards promoting sustainability, highlighting the requirement to discuss the long term viability of USAID/*Tatweer* activities. One way to do so is to categorize them into the three sets of "Results" for which the project is responsible under its Performance Management Plan:

- ◆ Improving GoI Management Systems
- ◆ Strengthening Public Management Skills
- ◆ Expanding GoI Capacity to Deliver Public Management Training.

Within this Results framework, there are a variety of measures that can be used to help determine the project's success at achieving sustainability by the end of project date of January 2011. For example, systems improvement will be evident when the GoI formally sanctions changes to operating systems, which in turn will concurrently provide a tangible degree of cost sharing in the implementation. The sustainable benefits will also be apparent as these new systems are scaled up for wider deployment. For skills development, the continued application of

new skills by civil servants trained by GoI ministry staff indicates ongoing demand for training. GoI operating and capital budget support for training institutions is an obvious

measure of sustainability, as are quality control measures for trainers and training curriculum.

By many of these measures USAID/*Tatweer* is on track to achieve a degree of sustainability by project end. A number of events in 2009 evince confidence in the USAID/*Tatweer* approach:

### SYSTEMS

- ◆ COMSEC and MoPDC are revamping the national government's procurement systems, mandating the strengthening of the ministries' procurement structures and decentralizing larger contracting decision-making responsibilities out to the line ministries and down to the provincial governments. USAID/*Tatweer* procurement advisors are working in multiple ministries to help them respond to this new mandate.
- ◆ MoMPW engineers and USAID/*Tatweer* advisors are working hand in hand in instituting end-to-end management systems for the full project cycle for major construction projects in seven provinces. This will serve as the model for improving budget execution in this ministry, which already leads the way in budget execution for the entire government.

### SKILLS

- ◆ In four rounds of the post-training surveys to date, with samples of 10% of the trainees, 3-6 months after the training event, the percentage of those reporting that they "frequently" use their new skills has risen from 38% to 40% to 50% to 58%. Most of the balance report they "sometimes" use their new skills.

### INSTITUTIONS

- ◆ NCCMD is establishing itself, with USAID/*Tatweer's* help, as a certifying agency for public management curriculum and training materials and has developed and implemented a system of review and certification of the ministries' new trainers.



Participants use handheld GPS mapping units in preparation for surveys of the South Rashidiya and Taji Irrigation Canal 42 project areas

## **COST-SHARE AS A MEASURE OF SUSTAINABILITY**

The GoI is taking real ownership of USAID/*Tatweer*-initiated public administration reforms by cost sharing on procurements, and extending and funding USAID/*Tatweer*-originated concepts. This evidence of cost-sharing by the GoI was not originally expected or required as part of the USAID/*Tatweer* program. However, the ministries' sense of optimism for the future increased with the following three factors: (1) the maturation of the relationship between the ministries and USAID/*Tatweer*; (2) the increase in GoI oil revenues; and (3) the improvement of the security situation.

USAID/*Tatweer* ministries are operating on a strong cost-sharing basis, particularly for new capital investment activities. For example, most new projects for IT investments require that the client ministry cover 100% of the capital costs with USAID/*Tatweer*'s role limited to assisting them develop the procurement specifications and create IT management structures. There are numerous examples of government organizations taking concepts initiated by USAID/*Tatweer* and securing funding in their operating budgets to sustain the implementation of these new activities.

- ◆ The MoPDC has committed to allocating substantial funding in its 2010 operational budget for capacity building programs to develop the skills and knowledge of MoPDC staff. A portion of those funds has already been earmarked for a specially tailored scholarship program that MoPDC has begun to implement. This program, modeled on the USAID/*Tatweer* scholarships, is for post graduate studies and is entirely GoI-funded.
- ◆ The MoA's upper leadership showed their commitment to sustainability by including the "Agricultural Strategic Planning Center for Training and Capacity Building" in the 2009 budget and allocating \$5.8 million for

initial construction costs and \$5.1 million as an annual operating budget. Proposals for construction and annual expenditure were jointly developed by MoA and USAID/*Tatweer* teams. This center will become a premiere GoI training facility and will leave a clear USAID/*Tatweer* legacy in Iraq.

- ◆ After USAID/*Tatweer* and the MoWR developed an intensive project management training program for the Najaf, Dhi Qar, and Anbar Water Resources Directorates, each directorate created a team of 25 civil servants directly involved and affiliated with province-specific projects in their respective directorates. This combination of decentralization and embedding of a new capacity in the provinces is a long term improvement in GoI project management.
- ◆ The MoH has recently moved ten USAID/*Tatweer*-trained trainers from their previous positions to become the permanent core of an expanded internal training capacity in their Training Development Center.

While encouraging, these points are by no means a guarantee that a culture of improvement will have taken root in the GoI by the project end date. They are, however, valid indications that very real improvements are being made and that the GoI is buying-in to the idea that systemic improvement is necessary and appropriate. Widespread sustainability will remain on the development agenda for donors and GoI-funded projects for some time, but will build from a base established by USAID/*Tatweer*.

As the USAID/*Tatweer* program enters its fourth year, the programmatic focus is increasingly shifting towards the successful hand-off of responsibility for continued public administration development to the GoI. USAID/*Tatweer* is confident that the GoI is a mature partner in the growth of an organic administrative capacity across Iraq.



## B. TRANSITIONING OUT OF DIRECT TRAINING: TRAINING TARGETS 100% ACHIEVED

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Perhaps the most iconic milestone reached by USAID/*Tatweer* during the 2009 project year was the achievement of the program's main training goal, stated in terms of the number of trainees, enrollees, and trainers trained. In the program's original mandate, the goal was to produce a staggering 58,000 trained individuals by July 2009. This number represented a critical mass of Iraq's management cadres across the government. Despite the challenges faced throughout the program's operation, USAID/*Tatweer* met and exceeded this target, training 58,391 individual civil servants by the July 2009 deadline.

The modular nature of different trainings offered has also facilitated over 80,000 enrollments, highlighting the encouraging notion that some ambitious trainees take multiple courses. In the phases following the fulfillment of the program's direct training goals, USAID/*Tatweer* mounted a classic training-of-trainers program targeting ministry staff to serve as the trainers for their colleagues. The GoI is gradually assuming responsibility for this effort, continuing existing training and creating new courses. By September 30, 2009, the project trained 81,743 enrollees (including 25,917 women) in core public management skills.

USAID/*Tatweer's* support to Iraq's long term training capacity is allied with the programs of the NCCMD and Al Quds School for Computers. These projects expanded in 2009 to encourage cooperation between NCCMD and ministerial training centers across the country. Thousands of GoI personnel emerge from these learning centers with practical skill sets and a contemporary understanding of their field. The program has delivered 3,861 courses to

date. Special Programs which focuses on unique or advanced courses was the category of classes with the largest enrollment this year. The 17 provinces outside of Baghdad hosted about 80% of the classes held during this year, further establishing the USAID/*Tatweer* approach as a national effort.

Training activities have been varied in scope and approach, addressing the skills, systems, and "big picture" institutional theory necessary for long term sustainability. This multi-faceted approach has helped inculcate a broader sense of mission and fostered cooperation among the ministries and government offices affiliated with USAID/*Tatweer*. The commonality of training heightens their understanding that the Iraqi civil service is one entity across ministries.

Further emphasizing the necessity of sustained training within the GoI, USAID/*Tatweer's* Training Management team delivered a workshop on training management systems for COMSEC's training and development unit this fall. From the training systems perspective, USAID/*Tatweer* recently began working with E-Lab software, which will be presented to COMSEC for further consideration. E-Lab software will allow COMSEC to produce its own interactive e-courses and provide content via its internet.

From an institutional standpoint, USAID/*Tatweer* continues to work for the changes necessary to ensure sustainability. USAID/*Tatweer* recommended that the MoA establish a Training Unit and name a Director of Training, and has offered program assistance to train and mentor staff of the new unit. The MoA is in the process of implementing both these ideas, and the



## USAID/TATWEER PROVIDES ASSISTANCE TO IMPROVE THE GOI'S CAPITAL INVESTMENT PROGRAM

The Ministry of Planning and Development Cooperation (MoPDC) is leading a multi-pronged reform program to strengthen the quality and increase the number of successfully-completed capital investment projects. Projects are initiated by ministries and by provincial and local governments. The MoPDC's effort focuses on improving project design, including feasibility studies, and quality control. It also strengthens and streamlines project approval and procurement processes, including automated transparency in the contractor lists. These new requirements and skills will be extended to every ministry and province in Iraq.

USAID/*Tatweer* provided technical support to the MoPDC to adopt a five-year program for the Government's Capital Investment Program (CIP). In addition, USAID/*Tatweer* assisted the Ministry in updating its "Feasibility Studies Instructions" manual. It also recommended the introduction of a recently-adopted law that mandates the incorporation of international standards when submitting feasibility studies for all strategic projects by using the United Nations COMFAR III software.

The adoption of the new CIP for 2010 will help institute significant system-wide reforms in how the GoI funds projects - from its current year-to-year funding to a multi-year cycle. These reforms will change current business practices for all ministries and provincial councils by enforcing a more strategic approach to the selection of projects and by automating the processing and funding of proposals to increase efficiency. In further support of these reforms, USAID/*Tatweer* also provides assistance to the ministries to strengthen periodic performance reports, particularly with regard to budget execution, consistency, and adherence to set timelines.

This significant step towards better budget execution in capital investments also contributes toward Iraqi ownership of the delivery of essential services at a time when Iraq is ready to push the development of its services at the provincial level. The Minister of Planning, Dr. Ali Baban, stressed that Iraq is now at a fortunate crossroads, "We are blessed with adequate financial resources to invest properly in the developmental future of the country."

The role of training and development in decision making and strategic planning for Iraq's civil servants is integral to the GoI's ability to build institutions governed by law and managed with professionalism. The USAID/*Tatweer* program helps the GoI to achieve these goals through multiple approaches to strategic planning that directly address the current capacity deficit in strategic analysis, planning, and implementation in capital investment.



COMFAR III training provides MoPDC with the capacity to perform accurate feasibility studies for capital investment projects

Minister agreed to have a monthly progress meeting with USAID/*Tatweer* regarding these issues.

USAID/*Tatweer* can now point to the fact that over 500 active "Training of Trainers" (ToT) specialists—Iraqi Government instructors prepared by the project—are now working in all of the cooperating ministries. By year's end, these trainers will have delivered over half (54%) of all courses in the program since the beginning. This figure is a powerful indicator of the

program's sustainability beyond the scheduled program completion date. Our emphasis in the training areas will shift to ensuring GoI capacity to carry on training independently. Final delivery of NAPA-approved curricula, Training Management courses and a shift to training Iraqi technical advisors (consultants) will cement the significant gains in Iraqi ownership of training made to date.



## C. SYSTEMS IMPROVEMENTS ACCELERATION

USAID/*Tatweer* has always placed particular emphasis on facilitating sustainable improvements in systems capacity and management. This past year has been an exciting time with both ambitious new ideas as well as the fruition of longer-term endeavors put into motion in 2008. The combination of advances like institutionalized job descriptions and newly trained Human Resource (HR) specialists create a revived atmosphere of professionalism in the Iraqi civil service that will underpin the successful transfer of responsibility for good governance to the GoI.

### EXPANSION

This year was marked by the opening of several facilities to support systems improvement. On August 13, USAID/*Tatweer*'s Chief of Party, Deputy Chiefs of Party, and members of the media were in attendance for

the opening ceremony of newly-modernized Central Organization for Standardization and Quality Control (COSQC) buildings. The project focuses on the integration of new physical infrastructure and the systems to make best use of them, such as the IT modernization of COSQC, which paired a complete hardware and software outfitting with a revised IT department structure and set of SOPs. The Ministry of Human Rights (MoHR) opened the doors to its newly constructed IT Training Center in another well-publicized ceremony, and the Ministry of Planning of the Kurdistan Regional Government (MOP-KRG) inaugurated a new Training Center at the ministry's headquarters in Erbil. This facility, along with a sister facility at Salahadin University, are to become the basis of a Center of Excellence in Public Management which will in turn produce high caliber civil servants for decades to come.

### KRG MINISTRY OF PLANNING OPENS NEW IT TRAINING CENTER WITH USAID/TATWEER SUPPORT

In a ceremony held on August 30, 2009 in Erbil, Mr. Othman Shwani, the KRG Minister of Planning, Nawzad Hadi, governor of Erbil, and senior USAID and USAID/*Tatweer* leadership inaugurated the opening of the "Regional Center for Administrative Development" in the KRG Ministry of Planning.

The Center was furnished by the USAID/*Tatweer* program, and contains two training halls in addition to a computer lab. The facility also has a videoconferencing system that enables the Center to electronically link to lectures, conferences and seminars worldwide.

"The Ministry of Planning is in constant contact with experts and specialized centers to upgrade the Kurdistan Regional Government cadres' levels," Minister Shwani said, pointing specifically to the courses and funding for the Center that USAID/*Tatweer* provided.

Mr. Dennis Wendel, the KRG USAID representative, said the Center is an investment by the people of Kurdistan in the development of administrative capacity and expressed USAID's readiness to provide continued support and assistance.

Through close cooperation between the USAID/*Tatweer* program and the KRG-Ministry of Planning, three training courses are currently being delivered in this new facility in Budgeting, Human Resources Management and Procurement, respectively. It is expected that the number of courses will be doubled in the upcoming months.



Opening ceremonies for the "Regional Center for Administrative Development" in the KRG Ministry of Planning

The installation of a new archive system in the MoPDC is another USAID/*Tatweer* accomplishment in which the benefits are immediately apparent and tangible. The system facilitates the electronic storage and retrieval of all documents entering and leaving the MoPDC, streamlining MoPDC operations and reducing bureaucratic delays. Additionally, the USAID/*Tatweer* and the MoPDC implemented a Contractor Classification Application System which is assisting the procurement of goods and services. The system has been steadily populated with contractor information beginning in 2Q09, and is an invaluable tool in the GoI's contractor and project management.

## **INTEGRATION AND INSTITUTIONALIZATION**

One of the most important steps taken by USAID/*Tatweer* to facilitate systems integration has been promulgating standard practices across all ministries and provinces. For example, the adoption of the COMFAR III feasibility study software by key ministries represents a system improvement that facilitates ministerial uniformity in support of improving budget execution. Also this year, USAID/*Tatweer* received approval by several key Ministries and COSIT on the design for a National Employee Database, which integrates and merges the HR data of 21 out of 37 ministries. The completion of several major procurements, including the roll-out of Video Tele-Conferencing (VTC) equipment to fifteen ministries in five cities, as well as the installation of IT infrastructure in the MoPDC/COSIT, highlight another dimension of improved integration among ministries.

In 2009 USAID/*Tatweer* began the process of including an Integrated Supply Chain Management (ISCM) curriculum in

engineering schools, and has engaged several Iraqi universities in developing a system. This will be a long term complement to ongoing USAID/*Tatweer* assistance to modernize and upgrade ISCM functionality in key ministries, especially in Contracting and Procurement.

USAID/*Tatweer* continues to assist the Iraqi government develop systems to international standards and regulations. USAID/*Tatweer* established an office within the MoWR to mentor the ISO Committee on the ISO process. ISO procedures have been drafted for five Directorates, and the detailed report of ISO activities requested by the DG of Legal and Commercial Affairs was completed and delivered. ISO is a means to an end, creating a culture of self-improvement within key departments that will long outlast USG assistance programs.

USAID/*Tatweer*, the World Bank and Iraqi staff in the Ministry of Labor and Social Affairs (MoLSA) are conducting functional testing on the Social Safety Net (SSN) information system to make the SSN more efficient and egalitarian. The SSN will begin service in coming months, with 22 offices across the country. It will operate on a credit-card based system and will structure basic day-to-day welfare for hundreds of thousands of disaffected Iraqis citizens, including disabled persons, widows, and orphans.

Monitoring and evaluation (M&E) systems are another vital component for sustainability; providing an avenue to consistently track the effectiveness of projects. USAID/*Tatweer* supported Iraqi plans to establish M&E units in pilot ministries and departments. Upon completion of training, new M&E teams within the ministries will continue to be supported by USAID/*Tatweer* in the implementation of M&E systems.

**"I now implement new management approaches and ... new concepts in planning"**

Dr. Imad Al-Shaikhli  
Director, Ministry of Health  
Statistics Department



## TRANSFER OF OWNERSHIP AND SUSTAINABILITY

Looking towards the long-term, USAID/*Tatweer* works hard on sustainability within the framework of accelerated systems improvement. The USAID/*Tatweer* IT team, in conjunction with their GoI counterparts, completed the design of an interactive system that will register professionals within the Iraqi diaspora who are planning to return home. Diaspora involvement in post-conflict reconstruction and development is truly essential to real Iraqi ownership of a development process that maintains any forward momentum.. This system is one component of a revitalized website for the Ministry of Displaced and Migrants (MoDM).

USAID/*Tatweer* has also actively engaged in preparing the GoI to assume responsibility for its interaction with the international community following project completion.



An ISCM Workshop participant prepares to raise a question in group discussion

Over the past year, USAID/*Tatweer* delivered workshops in Protocol and Donor Communication and developed Standard Operating Procedures for MoPDC, COSQC, NCCMD, Al-Quds School, MoWR, MoDM, and MoHR to assist in their dealings with international organizations and donors.

Another measure of sustainability is the degree of cost sharing assumed by the GoI, acting as an indicator of GoI buy-in to the goals promoted by USAID/*Tatweer*. For example, MoWR support for Strategic Planning training courses in Erbil, MoH orders moving project trainers to permanent positions as ministry trainers and MoA investing millions in training facilities are signs of acceptance of the centrality of world-class civil servants to their future operations

## CONCLUSION

In its third year USAID/*Tatweer* is focused on integrating long term systems improvements with the training it has conducted, and ensuring that approach is adopted by the GoI in deed as well as in word. The high quality and great expectations of Iraq's civil servants manifests itself in a close partnership with USAID/*Tatweer* in which Iraqis increasingly take a lead role. Newly trained Iraqis are taking over the process of looking at their own systems and seeking improvements, both through the Organization Self-Assessment and Transformation Program (OSTP) process and in close relationships with project mentors.

## USAID/TATWEER'S FIRST SCHOLARSHIP GRADUATE APPLYING NEW SKILLS TO HEALTH MINISTRY

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Dr. Imad Abdulsalam Al-Shaikhli, Head of the Statistics Department at the Ministry of Health, is USAID/*Tatweer's* first scholarship graduate to return to Iraq after a year of studying public administration in Egypt. He received a Diploma in Public Administration at the Arab Academy for Science and Technology in Cairo. The degree was awarded more than twenty years after he first began his career as a physician in 1976.

Dr. Imad and other Iraqi candidates across the nation were first invited to participate in the scholarship program in 2007 to increase public administration skills among qualified civil servants. Selections were made by national committees on a competitive basis. The success of the initial launch of the scholarship program led to an increase of its scope—from 50 to 120 Master's Degree program candidates attending universities in Cairo, Amman and Beirut.

Despite not receiving a salary during his studies and not seeing his family in Baghdad for almost a year, Dr. Imad continued the program to learn up-to-date administration and project management skills.

Dr. Imad returned to Baghdad in November 2008 and was promoted to a position of head of the Statistical Department at the MoH. "I now implement new management approaches and skills into my field of work on statistics, especially the new concepts in planning," Dr. Imad said. "I think the project management course in English is important for future cooperation with USAID, WHO, and other international organizations."

Dr. Imad describes the step-by-step changes that he has made at the Ministry using his new expertise. This includes implementing a computerized system for registration of births and deaths, implementing an archiving system for medical records and unifying the Ministry's statistical forms under one system. "I believe in computerizing data and web access because it facilitates rapid transformation of information in situations, such as the recent cholera infections," he said.

"Without my higher education level, the picture was vague," he said. "After studying planning, I've been included on the Ministry change team."

"In the next five years I wish to see all MoH statistical information transferred to the Web, from the smallest health facility to the center," Dr. Imad said. "USAID/*Tatweer* is empowering Iraqi government employees."

Up to 118 other candidates will be graduating in the coming months. The goal is to strengthen public administration, strategic planning and project management in various key Iraqi ministries upon their return.



Dr. Imad Al-Shaikhli returned from Cairo in 2008 to become head of the MoH Statistics Department



## D. BUDGET EXECUTION

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Improved GoI budget execution remains a key focus area for USAID/*Tatweer*. Since its inception, USAID/*Tatweer*, has been working with the GoI to build and maintain core skills in financial planning, project design, procurement and project management under a full spectrum approach to helping the GoI move their funds and increase services.

The key area of concern since 2006 has been budget execution—the lack of capability of the GoI to spend its budget, especially its capital investment budget. The first concern is to increase the percentage of the total budget devoted to capital investments. This percentage has increased gradually from 18.2% (2006), to 24.5% (2007), to 34.7% (2008). There was a drop in 2009 to 23.5% resulting from the precipitous fall in world oil prices. This has been adjusted upwards in the 2010 proposed (submitted) budget to 32%. The IMF is recommending that Iraq increase its percentage capital investment budget to 40% of the total budget, and the GoI appears determined to move toward that benchmark if possible.

Budget execution has increased significantly since the rate of 28.2% in 2006. The rate reached 68% in 2008 and, as of August 31, has already reached 52.9% in 2009, with one-third of the year remaining. But key spending ministries such as Oil, Electricity, and Water Resources still had execution rates below 30% in 2008. USAID/*Tatweer* is working closely to help them improve this in 2009.

As one might expect, efficient budget execution faces innumerable hurdles in Iraq. Most of these challenges fall outside of USAID/*Tatweer*'s project scope, but some have been targets of USAID/*Tatweer* assistance. Some of the most prevalent inhibitors for linear budget execution have been a general lack of trained staff with technical contract knowledge, an inefficient procurement system, unclear delineation of spending authority within the GoI, non-transparent practices, and corruption.

Many of these challenges stem from the confusion inherent in a rapidly evolving government as well as the legacy of the fear-driven autocratic political system that predated the current government. USAID/*Tatweer* has confronted these challenges head on, by instilling a culture of knowledgeable decision-making among GoI staff as well as helping foster an institutional environment in which these attitudes may flourish.

In 2009, USAID/*Tatweer* conducted extensive training to help the GoI move forward with substantive capital investment projects. Our support for the World Bank's COMFAR III project management and feasibility studies approach provides senior Iraqi project managers and project finance decision-makers critical tools to conceive, award and implement key projects. USAID/*Tatweer* complimented these courses by revising the GoI's project proposal process, providing cross-ministry training programs as well as a series of ministry-specific presentations on appropriate methods to make use of the GoI's project proposal forms.

The GoI's use of an annual plan for capital spending created complications when attempting to implement multi-year projects. This year, USAID/*Tatweer* advisors supported the MoPDC's switch to a five-year budget called the Capital Investment Program. The adoption of the CIP, to begin in 2010, allows proper long-range planning with multi-year funding. Within the CIP, USAID/*Tatweer* helped the MoPDC introduce a robust and mandatory approach to capital investment project preparation by mandating and automating international standards in project feasibility analysis. There are already indicators that the CIP is being embraced by the ministries. For example, the MoH Project Management Working Group discussed with USAID/*Tatweer* the ramifications of the MoPDC's Capital Investment Budget Guidelines and subsequently ordered feasibility studies for the Rasafa and Karkh Departments of Health (DOH) and the review and update of the studies prior to submission to the MoPDC.

USAID/*Tatweer* has also provided a number of tools to aid budget execution, such as the second version of the Knowledge Base, which includes a budget manual as well as a road map for successful project planning and implementation in accordance with the most up-to-date Iraqi laws and regulations. USAID/*Tatweer* subsequently held a pilot training course for provincial planning staff on how to operate Knowledge Base.

USAID/*Tatweer* advisors are also cooperating closely with engineers from MoMPW. Together they are working on end-to-end management systems for the full project cycle for major construction projects in seven provinces. This partnership serves as a rubric for improving budget execution even further within this ministry, and will be a model for improved budget execution across the GoI.

## CONCLUSION

While Iraq's ability to spend its overall budget has improved each year, capital expenditures remain under-budgeted and under-spent. With USAID/*Tatweer* assistance, the GoI has been able to spend more of its capital budget, but these vital investments still represent a small percentage of the total. USAID/*Tatweer* has helped build the foundation for excellent budget execution through a combination of GoI staff capacity, enhanced requisition systems, and bolstering the institutions in which this improvement is taking place. These activities will continue in 2010 in order to reach the goal of a GoI budget execution process that is productive as well as sustainable.

**"We are blessed with adequate financial resources to invest properly in the developmental future of the country."**

Dr. Ali Baban  
Minister of Planning and  
Development Cooperation

## E. THE ROLL OUT: TECHNICAL ASSISTANCE TO THE PROVINCES

One of the most notable and iconic developments for USAID/*Tatweer* over this past year has been the sweeping expansion of program operations into Iraq's provinces. While previously primarily anchored in Baghdad, USAID/*Tatweer* has truly become a nation-wide program in 2009. In this role, USAID/*Tatweer* has been able to integrate and coordinate parties from across the GoI, including the GoI executive offices, key service ministries, and offices of the provincial director generals. In doing so, USAID/*Tatweer* has facilitated improvements in provincial project management and operational budget execution, which in turn streamlines delivery of services directly to the provincial public.

### EARLY STEPS

The initial phases in the expansion of technical assistance to the provinces began October 1, 2008, as per the Task Order Contract Modification 12:

- ♦ **Task 9:** Assist the Ministries' Director Generals in the provinces
- ♦ **Task 10:** Improve communications between the provincial and national levels
- ♦ **Task 11:** Implementation of the new civil service regulations at the national and provincial levels

Following the adoption of this contract modification, the MoPDC approved USAID/*Tatweer's* plan to start building systems and procedures within 10 planning units in the provinces. Winter 2009 saw intense cooperation with USAID/*Tatweer's* counterpart ministries and GoI executive offices, preparing detailed roadmaps to expand the project's scope of work to the provinces.

The most critical challenge facing USAID/*Tatweer* during its roll out of assistance to the provinces was the creation of communications systems between the many involved components of the GoI that had long been disorganized and uncoordinated. The program subsequently began to establish the physical, administrative, and human infrastructure required for provincial roll-out operations. In undertaking this task, USAID/*Tatweer* constructed several integrated project provincial offices and engaged the DPMO-S to establish regular, formal communications between the various facets of the GoI involved in provincial affairs, as well as with important USG assets such as the Provincial Reconstruction Teams (PRT) and the USAID Local Government Program.



## THE CREATION OF PROVINCIAL PROJECT OFFICES

The construction of project provincial offices helped provide facilitate avenues of communication between provincial authorities and the GoI. These initial provincial offices augment the core training component of USAID/*Tatweer* already operating in the provinces via training-delivery centers in Basrah, Mosul and Erbil. However, the new offices are distinct centers for the coordination and expansion of technical assistance, as opposed to conducting training activities. Over the course of this year, new provincial offices were established in Babil province (Hilla – center-south of Baghdad); Anbar province (Ramadi – in the vast western region); and Kirkuk province (north of Baghdad).

To date, these provincial centers have been coordinating development activity in their respective regions: improving communication, enhancing operational budget execution, and strengthening the ability of ministries to manage projects. The provincial office staff is predominantly native Iraqi, and their presence has helped to make USAID/*Tatweer* more approachable by officials operating outside of Baghdad. For example, the Director General MoMPW in the Hilla provincial office approached USAID/*Tatweer* about the creation of a provincial planning commission. USAID/*Tatweer* endorsed and supported this endeavor, and has facilitated continued improvements in communication between DGs, the office of the governor, and the ministries in Baghdad. Subsequently, other provinces have expressed interest in creating their own planning commissions based on this model.

These provincial offices have also brought USAID/*Tatweer* into much closer support for the PRTs in their areas. Project staff brief PRTs regularly and coordinate a number of activities with them, helping create a united, efficient front to USG reconstruction activities across Iraq.

## DPMO PROVINCIAL ASSISTANCE AND ROLL OUT CONFERENCES

On May 5 and 6, 2009, USAID/*Tatweer* and Iraq's DPMO-S co-sponsored an initial Provincial Assistance Conference in Baghdad. The high-profile event was attended by nearly 500 participants, including the Deputy Prime Minister for Services, the US Ambassador, the USAID Mission Director, and numerous other VIPs. Over 140 ministerial and provincial DGs, and several local and national media representatives were also present. The two-day conference presented USAID/*Tatweer*'s provincial assistance plans and provided participants with an opportunity to reach consensus on improving basic services delivery and capacity building in Iraq's Central Region provinces of Anbar, Babil, Diyala, Karbala, Najaf, and Wasit. The scope and diversity of officials in attendance in itself was an unprecedented feat. For example, the DGs from Anbar province, which is home to some of the most marginalized populations in Iraq and had until very recently been at the heart of the insurgency, were active participants. Equally unprecedented, this conference provided the first forum in contemporary Iraqi history in which ministers, officials, and other GoI actors were able to come together and discuss the numerous key issues facing Iraq that inherently cross-cut into various realms of authority and responsibility. The often energetic exchanges between provincial and national leadership from the many ministries in attendance were perhaps most remarkable for their ordinariness—the frustrations and understandings worked out at the conference are typical examples of the ebb and flow of a functioning bureaucracy.

As a result of this momentous event, the DPMO-S established an inter-ministerial committee to implement the recommendations made in the conference. This represents an incredible step towards institutionalizing cooperation between ministries, DGs, and other various GoI liaisons. One important recommendation stemming from this conference—formally broadening the scope of cooperation between USAID and DPMO—was initiated with the signing of a Memorandum of Understanding between the parties.



A pair of subsequent conferences sought to build on the momentum created by the overwhelmingly positive results from that inaugural conference. The Baghdad conference was the first in a series of three scheduled conferences; with two subsequent meetings scheduled to focus on Iraq's northern and southern region. In August 2009, the DPMO-S and USAID/*Tatweer* jointly sponsored the second conference in Iraq's northern provinces. This conference, held in Tikrit on August 16-17, represented another significant step towards national reconciliation for Iraqis. As the birthplace of Saddam Hussein, Tikrit had long been a hub of the Sunni insurgency against US forces and would have been an impossible meeting location in previous years. Instead, the Iraqi people in this province sponsored a conference in which USAID/*Tatweer* was asked to help address issues of their daily welfare.

Additionally, the success of the first two USAID/*Tatweer* conferences catalyzed the DPMO-S to conduct a third conference using a similar model for Baghdad province in September of this year. Nearly 200 high-level GoI officials were in attendance with a focus on capacity development and service delivery in Baghdad province. Participants in these meetings included the Ministers of Planning, Communication, and Environment, COMSEC's Secretary General, and the Governor and Mayor of Baghdad. Director Generals from all service's ministries, plus several municipality and departmental directors from Baghdad's sub-governorates and districts, were also in attendance. The wide attendance and overall success of this GoI initiative demonstrates both the effectiveness of USAID/*Tatweer* model as well as its success in promoting Iraqi ownership and sustainability.

## PILOT ROLL-OUT

USAID/*Tatweer* undertook a number of more focused interventions in specific provinces. As the project's Baghdad activities have shifted towards targeted technical assistance, so too the provincial activities of the project will shift in turn. In this year, specific provinces, such as Maysan, have been piloting this shift in focus.

**Maysan Province.** USAID/*Tatweer* Ministry of Health Team completed the first two modules in a series of M&E workshops for senior staff of the Maysan Provincial DOH, site of numerous pilot roll-out activities. Following the workshop, the DG for Maysan DOH and several Directors met with the USAID/*Tatweer* Chief of Party, Health Team Advisor, and M&E Director to discuss issues of concern relevant to Maysan DOH with special reference to the use of GIS and its application in their Visitor's Health Monitoring Program. The discussions were conducted within the overall context of Maysan Provincial DOH's capacity development and its service as a pilot case for other provinces. USAID/*Tatweer* conducted a focus group in Maysan on Guidelines of Medical Research to emphasize the importance of research for decision making. Discussions focused on defining the research process, identifying the steps involved, and linking research to improving health conditions in Maysan. In 2010, additional targeted activities will be rolled out beyond Maysan into all other Iraqi provinces.

**"It was an unprecedented event for Iraq made possible by the close cooperation between our Government and USAID/*Tatweer*..."**

Deputy Prime Minister,  
Dr. Rafe H. Al-Eissawi



## USAID AND IRAQI GOVERNMENT COOPERATION HIGHLIGHTED

USAID/*Tatweer* and the Deputy Prime Minister's Office for Services held the first of three jointly-sponsored conferences on capacity development and provincial service delivery improvement. The opening conference of May 2009 focused on the provinces around the center and west of the country—Babil, Karbala, Najaf, Wasit, Anbar and Diyala. The next conference in the series will be held in the city of Tikrit and will address the service delivery issues for the northern provinces, including the Kurdistan Region, as well as Salah ad Din (Tikrit), Ninawa (Mosul) and oil-rich Kirkuk. The third conference focused specifically on the populous governorate of Baghdad, and the last conference is planned for Basrah.

This opening conference was one of the largest such gatherings yet held in Baghdad, with over 500 participants including over 50 cabinet ministers and provincial governors and over 150 provincial directors from service ministries. US Ambassador Christopher Hill and USAID Director Christopher Crowley represented the American Government. Deputy Prime Minister for Services, Dr. Rafe H. Al-Eissawi, presided over the conference.

This conference powerfully stressed and reinforced the practical and budgetary linkages between the central organs of government coordination and the provincial level directorates directly responsible for providing services to the people. In this time of transition to increasingly decentralized processes and responsibilities, the conference, broadcast live on Iraqi television, stressed frank and transparent addresses and discussions of how to assure that provincial offices have the capacity and resources to effectively deliver on their mandated functions.

For USAID/*Tatweer*, the conference provided the public endorsement and cooperation from the highest government authorities for the new USAID/*Tatweer* initiative to reach out and help the most important service delivery ministries improve their administrative capacity in the provinces, and the communication and budget planning processes between the center and the provinces. Small group meetings between USAID/*Tatweer* public administration experts in such fields as civil service development, human resources, fiscal management, project management, leadership, and IT management filled the first day, bringing the 150 provincial officials head to head, in Arabic language discussions with the international technical advisors.

“This conference unites ministerial and provincial officials with the newly-elected governors to discuss openly, and agree on solutions to improve services and capacity building in our central region provinces,” said Dr. Al-Eissawi. “It was an unprecedented event for Iraq made possible by the close cooperation between our Government and the USAID/*Tatweer* National Capacity Development Program, which we wish to see extended to cover all of Iraq’s provinces.”



Iraq's Deputy Prime Minister, Dr. Rafe H. Al-Eissawi, at the first conference jointly-sponsored by DPMO-S and USAID/*Tatweer*

## F. SPECIAL PROJECTS

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### CIVIL SERVICE REFORM

Issues such as corruption, cronyism, and nepotism have come to be viewed by the Iraqi public as some of the most critical problems facing the country. Improvement in these areas is vital to ensuring success and long-term sustainability for the GoI. In order to begin addressing these problems, USAID/*Tatweer* has been at the forefront in facilitating sweeping civil service reforms within the GoI.

The expansion of USAID/*Tatweer's* civil service reform efforts began at the end of last year as one of the three tasks added to the program via Modification 12. Specifically, the modification added the following task:

- ♦ **Task 11:** Implement the new civil service regulations at the national and provincial levels

### FEDERAL CIVIL SERVICE COMMISSION LAW IS DRAFTED, VETTED, AND RATIFIED

In late 2008, the Iraqi Prime Minister approved a set of recommendations from the Civil Service Committee, supported by the USAID/*Tatweer* advisor, regarding new civil service legislation. In January 2009, the CSC distributed a draft Federal Civil Service Commission Law to ministries, government agencies, and other stakeholders. The Commission law, ratified by the Presidency Council in February of 2009, created a formal Federal Civil Service Commission and called for the set-up of similar commissions at the provincial level. The establishment of this Commission served as a springboard to the drafting of a full Civil Service Law in the later months of this reporting year. The new law replaces the current law that is 50 years old and has been amended over 600 times. This law, once ratified, will become a landmark piece of legislation throughout the region.

### CIVIL SERVICE TRAINING INSTITUTED

The NCCMD conducted its pilot Civil Service training course for 82 trainees from various ministries in February and March 2009. At the request of the CSC, USAID/*Tatweer* began working with the Ministry of Agriculture as a pilot case for introducing the new HR management structures and systems that will be required under the new law. Shortly thereafter, at the request of the CSC and the participating ministries, the Ministry of Health and the National Investment Commission, also became pilot organizations to spearhead the expansion of civil service reforms nationwide, stressing values such as transparent hiring and merit-based promotion. This training builds on two years of training and technical assistance to all USAID/*Tatweer* participating ministries in the human resources management skills and systems such as job descriptions, personnel evaluations systems, manpower planning, and Human Resource Management Information Systems.

Provinces such as Baghdad, Basrah, and Salah ad Din have been oriented and mentored in the new requirements of the Provincial Civil Service Commissions and the requirements for HR management practices under the draft civil service law. As a result of these pilot activities in select ministries, agencies and provinces, the Council of Ministers is preparing a nation-wide order for all government agencies to begin implementing the required civil service reforms.



## SEEKING TRANSPARENCY IN HIRING AND COMPENSATION OF IRAQI GOVERNMENT EMPLOYEES

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Corruption and nepotism are viewed by the Iraqi people as two of the most serious problems facing the country. A key component in addressing these problems is the creation of a legal process for transparent hiring and equitable compensation for all government employees. Understanding the importance of such measures in creating long-term stability in Iraq, USAID/Tatweer's Civil Service team has been at the forefront in facilitating ambitious civil service reform on both the federal and provincial levels.

USAID/Tatweer began its support in reforming Iraq's civil service by assisting the government's Civil Service Committee (CSC) in drafting the Federal Civil Service Commission Law, which calls for the formation of a two-tier civil service system on both the federal and provincial levels. Assisted by USAID/Tatweer's direct participation on the CSC and a close working relationship with the Parliamentarian Legal Committee, the Iraqi Parliament enacted the Federal Civil Service Commission Law on February 21, 2009.

This legislation creates a new Federal Civil Service Commission (FCSC) that will have oversight powers for Iraq's civil servants. Acting on input from USAID/Tatweer, the Gol is conducting a transparent, merit-based recruitment for a number of key positions, including the FCSC chairman. The FCSC will then guide the provinces in creating their own autonomous Civil Service Commissions that will work in parallel with the federal system according to the decentralization principles in the Iraqi Constitution.

At the federal level, USAID/Tatweer advisors have mentored HR working groups in the Ministries of Agriculture, Health and the National Investment Commission to transform their personnel departments into HR departments emphasizing key concepts such as transparent hiring and merit-based promotion. At the provincial level, Baghdad, Basrah and Salah ad Din provinces are being mentored in the creation of HR departments for all employees. In June 2009, the governorate of Basrah issued an administrative order creating the first provincial HR department in the history of Iraq. The Baghdad governorate is preparing a legal document to follow Basrah, with the goal that these pilot programs will mentor other provinces in establishing their own HR departments, all managed by a Provincial Civil Service System receiving guidance from the Federal System.

According to USAID/Tatweer Senior Legal Advisor, Touhami Rhaiem, who's guided the program's strategic plan to assist the Gol through the Civil Service reform process, "Iraq will have an effective, transparent Civil Service System, free of corruption to deliver services to people independent of the central level. It fits local needs of the provinces and will match their budgetary and fiscal capability."



Meeting of the Gol Civil Service Committee

## **RASHIDIYA IRRIGATION SYSTEM REHABILITATION: PREPARING BANKABLE INVESTMENT PROPOSALS FOR IRAQ'S WATER RESOURCES**

Over the course of 2009, USAID/*Tatweer* saw the long-developing program in Rashidiya come to fruition. Rashidiya is a 35-square-kilometer area neighboring the Tigris River between Baghdad and Taji, and is a key agricultural center in Iraq. At the onset of this year, USAID/*Tatweer* sought to capitalize on momentum built in the previous year, during which USAID/*Tatweer* completed a comprehensive irrigation survey in Rashidiya that included training civil servants from the MoA and MoWR in assessment methods. In 2009, with newer tools and software, these freshly-trained inter-ministerial teams demonstrated how a Geographic Information Systems (GIS)-based inventory and conditional assessment of irrigation resources can be utilized in a water-distribution rehabilitation program. MoWR staff under USAID/*Tatweer* guidance used collected data to estimate costs to rehabilitate the canals, which the MoWR estimates at US\$6M, including a pumping station that will operate 24 hours a day.

The Rashidiya survey was the first in the series of three such assessments sponsored by USAID/*Tatweer* in cooperation with the USAID-funded *Inma* project and the Taji Irrigation District. The project is training, equipping and institutionalizing a program within the MoWR and MoA for the survey of all irrigation systems and farmland throughout Iraq. It will also permanently document the results of these surveys with GIS. Most importantly, this rare example of ministerial cooperation has led to a desire by the GoI to unilaterally expand this work to address irrigation problems nationally.

The MoWR is now planning a nation-wide inventory and canal rehabilitation program utilizing the assessment tools and cross ministry cooperation patterns established under this USAID/*Tatweer* pilot activity.

## **NEW TOOLS DEMONSTRATED AT JULY 2009 WORKSHOP; US ARMY – USAID/TATWEER PARTNERSHIP**

In coordination with USAID/*Tatweer*, the US Army's 56th Stryker Brigade Combat Team presented a week-long workshop in Baghdad's International Zone to MoWR and MoA technicians, to learn the newest GIS mapping tools. Twenty technicians learned data processing procedures that they will use to inventory the Iraqi farmland and irrigation infrastructure. The workshop showed participants how to compile data, gathered recently by field technicians in the Rashidiya pilot project, to measure canal layouts and amounts of acreage used for growing various crops. Ministries are now using the raw data to conduct cost analyses of improvement projects. Such projects are sorely needed, as many parts of the canal system in rural Iraq are over 30 years old and in various states of disrepair.

## **BUSINESS PROCESS MAPPING**

Additionally, Rashidiya provides a fine example of the benefits of Business Process Mapping as a tool to improve the efficiency of basic government processes. A USAID/*Tatweer* milestone was reached at the end of March 2009, with several ministries coordinating efforts and concurrently working on a series of important applications. In Rashidiya, teams of civil servants mapped-out the processes for "internal and external communication" (MoA), established approved Standard Operating Procedures for key directorate functions (COMSEC), and specified construction project oversight functions (MoWR and MoMPW). This linear coordination allowed the project to be implemented smoothly and bypass layers of bureaucracy that would have been inhibiting without this interaction and cooperation.



## **USAID/TATWEER SUPPORT CRITICAL TO SUCCESS OF AGRICULTURE**

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Ministry collaboration is essential to rebuilding a solid agri-business sector in Iraq, a critical part of Iraq's economy. The USAID/*Tatweer* Program is currently assisting two Iraqi Ministries to ensure that they have the latest technology and know-how to inventory all agricultural land and irrigation infrastructure. This support is currently being provided to the Ministries of Agriculture and Water Resources, following on the heels of initial support for a pilot irrigation inventory.

USAID/*Tatweer* completed a comprehensive irrigation assessment in Rashidiya during 2008 that included training civil servants from each ministry. With newer tools and software, inter-ministerial teams are now demonstrating how a GIS-based inventory and conditional assessment of irrigation resources can be used to target a rehabilitation program.

Dr. Saad Mohammed, a senior scientific researcher for the State Board of Agricultural Research, said USAID/*Tatweer's* training is what his Ministry needs at this critical juncture. "Dealing with new techniques, how to get data, analyze data will lend solid results after six years in which almost all Iraqi agricultural organizations were destroyed," he said.

Dr. Saad said, "I know we have educated farmers in Iraq. *Tatweer* allows the re-activation of people and programs, bringing the latest programs, software and training. We're constantly trying to find the gaps in our learning. The Ministry will start at least five new surveys combining *Tatweer* and our own approaches."

The Rashidiya survey was the first in the series of three surveys sponsored by USAID/*Tatweer* in cooperation with the USAID-funded *Inma* project and the Taji Irrigation District. The project will train, equip and institutionalize a program within the MoWR and MoA for the survey of all irrigation systems and farmland throughout the Iraq. It will also permanently document the results of these surveys within geographic information systems.

"The Ministry of Water is there to provide water resources when and where needed," said USAID/*Tatweer* Senior MoWR Advisor, Robert Kirkman, who has led the GIS-mapping and irrigation canal surveying efforts. "Ninety percent of water in Iraq is used for agriculture, so ninety percent of the reason for the existence of the Ministry of Water Resources is agriculture. Right now the Ministry is not sure of the cost-effectiveness of fixing deteriorated canals and pumping stations. They need the numbers to give key decision makers the knowledge to make strategic decisions."



Workshop participants practice taking readings on USAID/*Tatweer*-provided handheld GPS units in preparation for irrigation system survey efforts

## **ACCOMPLISHMENTS IN THE ENERGY SECTOR: ELECTRICITY AND OIL**

USAID/*Tatweer* added technical assistance in the oil, gas and electricity sectors to its activities in the previous reporting year. 2008's successes in lending engineering expertise; in offering assistance on procurement and contracting methodology; in commencing courses on high-level project management topics; and in facilitating communications and the exchange of ideas between the two ministries, opened the door to significant engagement in process reforms in 2009. Over the course of 2009, USAID/*Tatweer* continued to augment its work in Iraq's Energy sector with a multi-faceted approach. The following section briefly highlights some of the year's notable accomplishments:

### **THE NEW PROJECTS DIRECTORATE**

The MoE no longer has access to the project design capabilities that it once enjoyed when it was part of the Ministry of Industries. USAID/*Tatweer* responded to the MoE's needs to build this capacity by helping it to establish the New Projects Directorate. The MoE is counting on this new Directorate to manage the construction of over 6,000 megawatts of power plants across Iraq. USAID/*Tatweer* contributed by establishing the organization structure and job descriptions, helped the Ministry to select and train candidates to work in the Directorate, and facilitated the implementation of inventory and warehousing software to support this crucial component of Iraq's transformation.

### **NEW PROJECT MANAGER (NPM) SEMINARS**

USAID/*Tatweer* worked with Midlands Refinery Company (MRC) to revive the New Project Manager training course. NPM once was the starting point for employees at all major refineries in Iraq, as young graduates would start their tenure with Daura Refinery by taking this course. A graduate of this course, and now a USAID/*Tatweer* Senior Advisor, led the development of updated training materials, and trained over 100 young engineers. Midlands Refinery has once again adopted this course as mandatory for all incoming engineers.

### **MINISTRY OF OIL TRAINING CENTER OPENS**

This summer saw the opening of the Training Center for the MoO, housed in the MRC. In addition to directly advising the MoO on training operations,

USAID/*Tatweer* also provided a number of substantial procurements that were intrinsic to the creation of the MoO Training Center. In his speech at the dedication ceremony, MRC Director General Dathar Al Khashab thanked USAID, the American people, and USAID/*Tatweer* for the support provided to MRC and the Daura Refinery.

### **INTEGRATED SUPPLY CHAIN MANAGEMENT**

The USAID/*Tatweer* Contracts and Procurement team had a substantial impact on the MoO's efforts at procuring goods and services during 2009. Using an approach taken from ISCM, the MoO's attendees of USAID/*Tatweer* workshops made significant changes to procurement processes; revamped tender announcements, tender documents, and contracts to meet international standards; and significantly increased the transparency of their procurement processes. The results have already been demonstrated as tenders that previously were met with no responses, now received multiple responses from major international firms.

### **SAFETY MANAGEMENT TRAINING PLANS**

In an effort to institutionalize internationally acceptable safety practices in its operations, the MoE requested USAID/*Tatweer*'s assistance to train management and staff on modern safety procedures. Management received training in Health, Safety, and Environment which goes into their project planning, while employees received safety procedures training. This training has led to the development of safety manuals, which the MoE will roll out in 2010.

### **PUBLIC MANAGER CYCLE**

In April 2009, 53 employees of the Ministries of Oil and Electricity graduated from USAID/*Tatweer*'s groundbreaking leadership training course, the Public Manager Cycle (PMC). The PMC exposed future leaders to each of six areas of public administration; project management, procurement and contracting, strategic planning, human resources, information technology, and finance and budgeting. Both ministries have adopted this program as their standard leadership development training, and MoO will begin rolling it out with the assistance of USAID/*Tatweer* in November 2009. USAID/*Tatweer* is working with both ministries to ensure they have the capability to fully manage and deliver this program in house.



## USAID/TATWEER ENGINEER RETURNS TO HELP FELLOW ENGINEERS

Over fifty years ago, Iraq began sending its top engineering graduates to study abroad with the idea they would return home and lead the oil industry. Hussain Aziz was one of these students. He then returned to Iraq and began his career at the Daura refinery in 1969. It was his first job in Iraq's storied oil industry.

In November 2008, he returned to the refinery again with a unique mission. As a USAID/*Tatweer* program advisor, he paired Daura's top engineers with program mentors to share project management knowledge and learn the latest in international best practices. The project idea is not unlike the opportunity Iraq gave Hussain Aziz as a young engineer: Although Iraqis can no longer leave their country easily, they still have a great desire to improve the energy sector, prompting the Director General of Midlands Refinery to request USAID/*Tatweer's* assistance in mentoring.

"Daura has a prestigious location in the capital," Aziz said. "It supplies fuels to all of Baghdad's gasoline stations and provides a specific fuel line from Daura to Baghdad Airport. The insurgents tried to isolate Daura because they knew its strategic importance. Being in Baghdad, a lot of industries were built around Daura. In this way it represents the stability of the country."

But the retirement age for many of Daura's top engineers is fast approaching. "The people with experience are due for retirement, and if we lose them, they will be very difficult to replace," Aziz said. USAID/*Tatweer* addressed the retirement age issue at the refinery by creating an active learning program through mentoring and improving systems. In

November 2008, thirteen new and five experienced engineers selected by the refinery's training department, participated in the first of a series of interactive workshops at the Program's Karada compound. Engineers with all levels of experience, from recent university graduates to procurement managers, shared their concerns and insights on how to improve key aspects of project management at Daura. Two more groups of engineers participated in subsequent deliveries of the workshop series.

"*Tatweer* has helped in many ways," said Director General, Dathar Al-Khashab, "I have a letter from one of the members of *Tatweer's* new project manager workshops asking me to gather their information for a follow-up task, which shows they're already using their knowledge here at the refinery."

"We need to get in touch with the best international companies," said Ahmed, a young engineering participant. "We want to be in touch with the world."

As for Mr. Aziz's perspective on returning to help his countrymen, "I'm only repaying (Iraq) for the opportunity it gave me," he said.



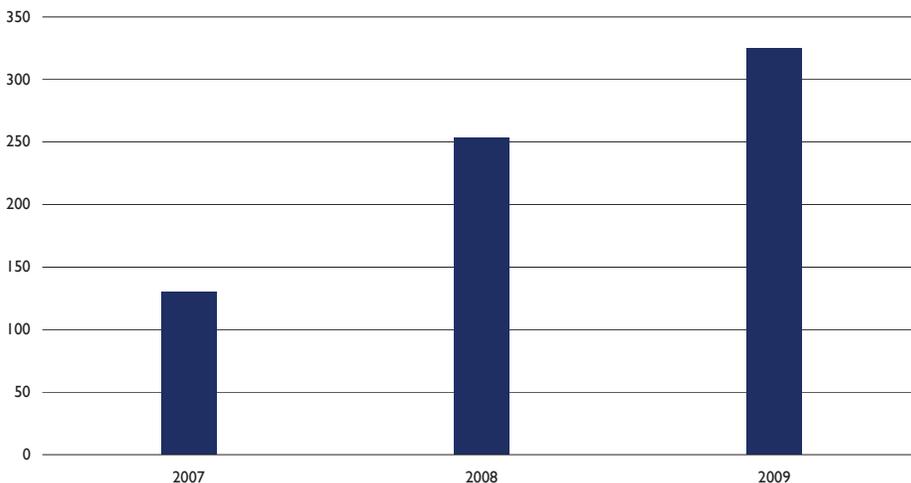
Mr. Hussain Aziz greets the new generation of engineers at Daura.



## PERSONNEL

Chart 1 depicts USAID/*Tatweer's* hiring trend over the last three years. In the last nine months, the new provincial initiative has resulted in an increase of field staff from 240 to over 320. In addition, several organizational changes and a new management structure have been introduced to better serve Provincial Roll-out activities. One of those changes involves a new Deputy Chief of Party for Government Coordinating Institutions and a Provincial Roll-out Director.

**Chart 1. Three-Year Hiring Trend**



## COMMUNICATIONS AND OUTREACH

The USAID/*Tatweer* communications and outreach team produces continuous stream of news summaries, success stories, articles, photographs, and promotional materials to ensure that the program's message is distributed locally, nationally, and internationally. As USAID/*Tatweer* has hit its stride over the past 12 months and been actively involved in conferences with the DPMO-S, COSQC, and MoPDC, among others, the team has been producing promotional materials, signage, media advisories, and press releases, as well as coordinating media coverage for each event. During the past year, the team has also covered six IT center openings, produced program brochures in English, Arabic, and Kurdish, and drafted and updated 30 fact sheets that encompass every aspect of USAID/*Tatweer's* partnership with the GoI. The team also maintains the USAID/*Tatweer* website—[www.tatweer-iraq.com](http://www.tatweer-iraq.com)—and updates content on a weekly basis.

Photo: Ministry of Oil and Ministry of Electricity staff engrossed in a presentation of the Training Management System



## MONITORING AND EVALUATION

M&E in post-conflict settings presents a number of challenges including problematic data sources and a security situation that constrains survey work and monitoring activities. With these challenges in focus, USAID/*Tatweer* through rigorous collaboration with the USAID Capacity Building Office developed an effective means of tracking results at both output and outcome level in its Performance Management Plan (PMP). Program results are tracked from training courses delivered, to utilization of skills acquired through training, to systems improvements resulting from new skills and methods of operating, which are the result of targeted technical assistance from USAID/*Tatweer*. In 2009 the PMP was revised to reflect the program's expansion into all 18 Iraqi provinces and the inclusion of the MoLSA SSN project. Currently, the program's results framework reports on 35 indicators.

The M&E department implements quarterly post-training surveys (PTS) targeted at 10% sample of ministry staff trained in the three months prior to the survey period. USAID/*Tatweer* conducted four post-training surveys across Iraq's 18 provinces in 2009. The latest survey results indicate 95% of trainees reported that they utilize newly acquired skills and 83% of graduates reported improvements in the operational or training area at their unit/ministry. The PTS is critical for

identifying linkages between training, skill utilization, and system changes in GoI institutions.

USAID/*Tatweer* utilizes an effective information management system comprised of a training database and a systems improvements database. While the training

database provides information for PTS, the systems improvements database contains reported changes in GoI institutions' systems, methods, procedures, and processes—the focus of USAID/*Tatweer*'s support to assist ministries to establish effective administrative systems. The M&E system tracks and reports on USAID/*Tatweer* recommended changes and, to date, contains over 200 improvements implemented in GoI institutions.

A major component of the USAID/*Tatweer* M&E system is the verification of systems changes in GoI Institutions as a direct result of program interventions. In order to promote and sustain changes in GoI institutions, USAID/*Tatweer* conducts quarterly improvement verification visits to assess the status of implemented improvements and systems changes. These provide program management with information for decision making and recommendations for effective program implementation especially as the program emphasizes anchoring change and transferring ownership to GoI institutions. The latest verification visits were conducted over a two month period, included 17 sites in Baghdad and Northern Iraq, and covered verification of 83 improvements.

USAID/*Tatweer* has begun responding to requests for Evaluation Capacity Development from some GoI institutions and is providing assistance to those institutions as they establish monitoring and evaluation systems in order to ensure more effective decision-making and accountability. Evaluation capacity is being developed in the Ministries of Planning, Health (including the Maysan Department of Health), Oil, Electricity, and the NCCMD. This year a M&E unit was institutionalized in the MoH Human Resources Training and Development Center and a draft performance management plan developed.

**“*Tatweer* has an extensive, integrated, and properly designed approach that also undergoes periodic adjustments and revisions in concert with the *Tatweer* customer, USAID.”**

Scientia Global, 2009.  
Iraq Ministerial Capacity  
Development Assessment Project,  
U.S. Embassy, Baghdad, Iraq

## ADMINISTRATION

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The major administrative challenge for 2009 has been negotiating the registration process with the Iraqi Ministry of Trade which, in turn, allowed MSI to be certified as a company licensed to do business in Iraq. Once certification was received, it reopened a number of doors that had been shut when the GoI reclaimed sovereignty on January 1, 2009. Until final registration on August 30, 2009, USAID/*Tatweer* was unable to obtain visas for incoming or outgoing staff, license its vehicles, or obtain the release of two vehicles that had been held in Iraqi customs since September 2008.

The second major challenge also flows from our new status as a registered foreign company. MSI is required to make deductions for all local staff for taxes and social security. The law requires that MSI retain legal representation and a public accountant to handle the complicated formulas, processes, and interactions with the GoI. Employees were strongly concerned about the impact of these new deductions from their salaries as well as the exposure of providing private information to the GoI. USAID/*Tatweer* has taken every precaution to minimize the negative impact of both concerns.

## MANAGEMENT SYSTEMS AND PROCUREMENT

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### PROJECT MANAGEMENT

USAID/*Tatweer* has executed over 120 procurement actions with a cumulative budget of more than \$10 million to support program activities in ten GoI Ministries and Executive Offices. These actions, administered by USAID/*Tatweer's* Procurement Management Unit, represent the following major accomplishments:

- ◆ MoPDC – Al-Quds School IT Infrastructure
- ◆ MoPDC – Simultaneous Translation Equipment
- ◆ MoH – Training Center
- ◆ PMAC – Training Center Hall Renovation Works
- ◆ Training Center – Erbil and KRG
- ◆ Provincial Rollout Offices – Hilla, Anbar, Kirkuk, and Basrah

### FACILITIES

The availability of adequate office space and housing for staff has been a primary challenge. In 2009, the Mansour compound secured three additional properties to alleviate the need for working and living spaces.

The program also faced the challenge of over-utilization of generators due to the heat and personnel growth. USAID/*Tatweer* joined the other Mansour compound programs and

contractors in acquiring an 859-KVA generator to sustain uninterrupted power throughout the year, especially during the hot season. Additional generators were acquired through the USAID surplus program to service provincial offices and provide significant backup to the Mansour power units.

### SECURITY

The most apt description of the security situation in Iraq for 2009 has been “uncertain.” Apparently dormant insurgent factions resurfaced to mount continued intermittent attacks throughout the country. Intelligence reports anticipate a gradual increase in violence leading up to national elections at the end of the year. Overall, however, FY 2009 has seen a steady decline in the numbers of reported violent incidents in most parts of the country, including Baghdad. This improved security situation has greatly facilitated USAID/*Tatweer's* ability to carry out programs, and facilitated our GoI counterparts' ability to work with us. The withdrawal of US troops from checkpoints, cities and towns since June 30, 2009 has increased the danger for staff travel within and outside of Baghdad. One mitigating factor is the cadre of trained Iraqis that are now undertaking program responsibilities and representing USAID/*Tatweer* throughout the provinces.







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