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GOVERNANCE STRENGTHENING PROJECT (GSP/TAQADUM)

Final Report



DECEMBER, 2017

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Final Report

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



CONTENTS

CONTENTS	III
FOREWARD	I
INTRODUCTION	5
<i>GSP/TAQADUM</i> MAIN ACHIEVEMENTS/ DELIVERABLES	17
TOOLS AND FRAMEWORKS	29
LESSONS LEARNED	63
LEGACY	73
CONCLUSION	93

LEFT: Yet another direct result of *GSP/Taqadum's* Service Delivery Improvement Plan (SDIP) work in the provinces, workers complete repairs to school desks.

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INSIDE FRONT COVER: Yet another direct result of *GSP/Taqadum's* Service Delivery Improvement Plan (SDIP) support work in the provinces, workers complete renovations at a school.

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GSP/TAQADUM

Chief of Party Cameron Berkuti
USAID/Iraq, Governance Strengthening Project
GSP/Taqadum (“moving forward” in Arabic)
New Year’s Eve Message to Staff, 2016-2017.

FOREWARD

After six years of implementation, the USAID/Iraq *GSP/Taqadum* project leaves a legacy for the Iraqi people for generations to come of bringing the government closer to the people. By continuing to create hope for many desperate young people in this country who do not see a viable future, the project built people's trust in their democratic system and elected officials. The decentralization system we are working on with our Iraqi partners and local and federal governments is built on a sound and practical foundation, despite the enormous political, security, and economic challenges. This decentralization project may end, but the legacy of empowering people to make decisions, build their communities, and improve services will have an unending and sustainable effect. The project team's dedicated, loyal, committed, and tireless

efforts have and will continue to make government entities respect the people's wishes and desires for services and at the same time continue to pave the way to ensuring transparent and accountable governance.

As we are seeing, decentralization is happening in Iraq and, against all the odds, is beginning to remedy the ills of corruption, economic instability, and inadequate, hard-to-access, and in some cases, absolute, lack of much-needed, life-stabilizing services. The *GSP/Taqadum* project staff can take pride in being responsible for contributing to building a foundation and moving forward a paradigm shift that is opening a previously closed and seemingly impenetrable system. Provinces are beginning to compete with each other to provide better services, as they sharpen their focus on economic and



In cooperation with GSP/Taqadum, members of Ninawa's Field Technical Team (FTT) develop an after-liberation checklist, and identify needs and immediate response actions.

private sector development and create new jobs. More importantly, the provinces and officials within them are beginning to communicate with each other; sharing and comparing ideas, tools, and solutions; and discussing what works and what doesn't. Their goal is to move the country forward in the best way possible.

The biggest achievements this year have been the breakthrough workshop on October 28-29 with the Ministry of Finance, which included several provincial governments and high-level officials including the deputy minister of finance, Council of Representatives Financial Committee members, the prime minister's economic advisor, and the chair for the High Commission for Coordination among Provinces Secretariat. Participants agreed on the organizational structure

and management between the provincial Financial and Administrative Affairs Directorates (AFADs) and the Ministry of Finance; opening operational and investment accounts in the Financial and Administrative Affairs Directorates; and transferring ministerial directorates budgets to provincial budgets. AFADs will now receive and redistribute grants, allocated by the Ministry of Finance and approved by concerned ministries, to self-financed departments. For **GSP/Taqadum**, this was a monumental final step in the project's efforts to make decentralization sustainable.

I also know in my heart of hearts that through the team's efforts — working 24/7, day and night with the "So What" motto in mind and heart — the legacy of **GSP/Taqadum** is guaranteed to be unforgettable.



GSP/TAQADUM

Baghdad Provincial Council Chairman Riyadh al-Adhah

CHAPTER ONE

INTRODUCTION

“The transfer of authorities depends on two principles: one is democracy, the fact that the local council is elected. The second is transparency, which is represented by smoothing the procedures to deliver the best services to citizens.”

**BAGHDAD PROVINCIAL
COUNCIL CHAIRMAN
RIYADH AL-ADHADH**

In September 2011, the United States Agency for International Development (USAID) launched Governance Strengthening Project *GSP/Taqadum*. Designed to strengthen the capacity of local governments to respond to citizen service needs by bolstering relationships and accountability between provincial councils (PCs) and their constituents, *GSP/Taqadum* had a remarkable six-year run. Unusual for USAID-funded projects, this longevity is attributed to the project’s high level of and numerous successes, as well as the commitment, dedication, and stamina of its staff — 99 percent of who were Iraqi and lived in all of Iraq’s provinces. An Iraqi-born Chief of Party and Deputy Chief of Party were among the project’s five expatriates. Both had immigrated to the United States and Canada, respectively, in their youth, only to return in 2003 to repair and

rebuild their homeland. Together, these elements laid a solid foundation for administrative decentralization, which by the end of the project, was welcomed and accepted by most federal and local government entities, including Prime Minister Haider Al-Abadi and other high-level notables.

Originally slated as a 33-month project (September 2011 – June 2014), *GSP/Taqadum* worked with the 16 provinces of Anbar, Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Erbil, Karbala, Kirkuk, Maysan, Muthanna, Najaf, Ninawa, Salah ad Din, and Wasit, and three of the seven citizen-centered service ministries slated for decentralization: Education, Health, and Municipalities and Public Works (which was later merged with the Ministry of Construction and Housing to become the Ministry of Construction, Housing,



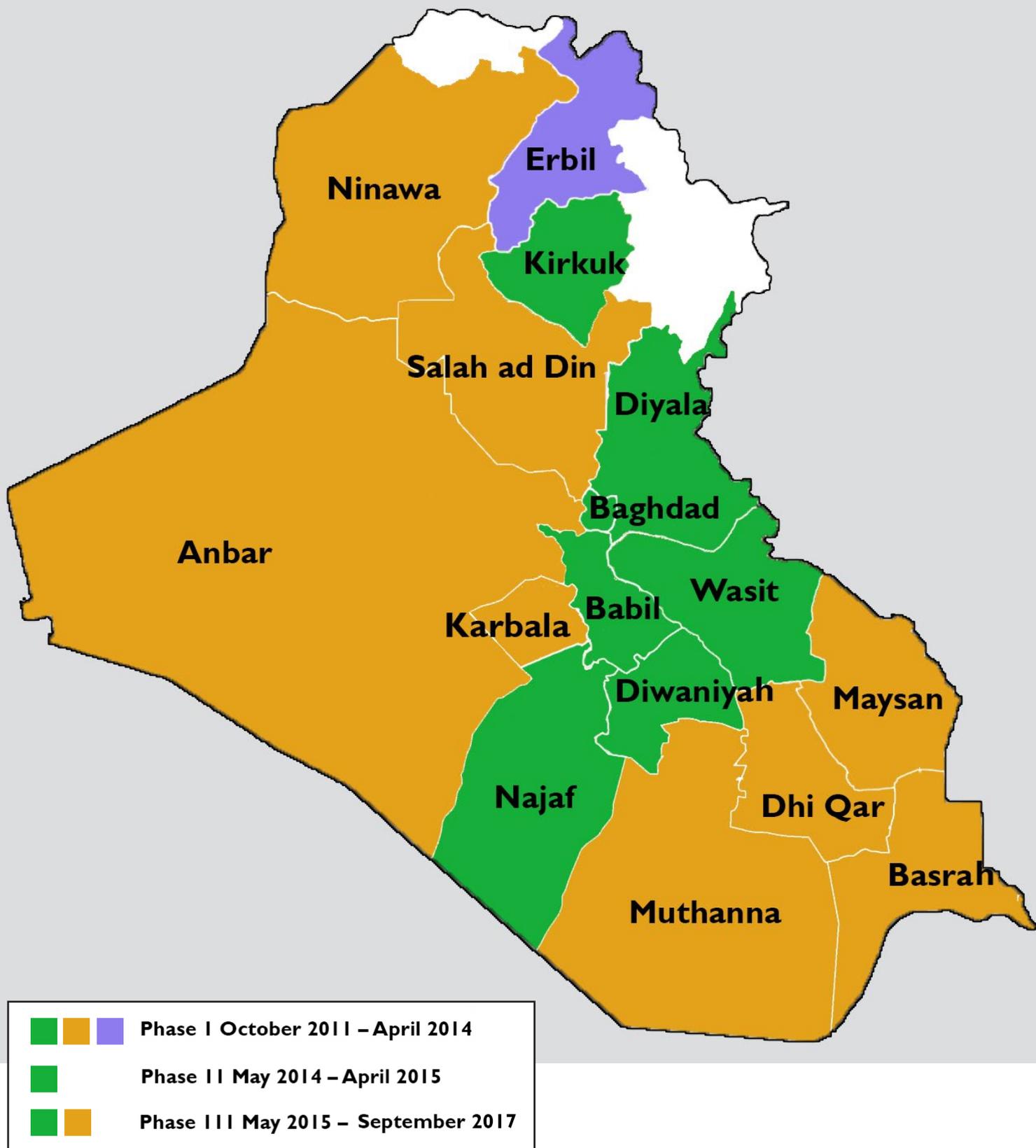
GSP/TAQAQADUM

and Public Municipalities). Early successes and the Iraqi government's decentralization mandate for a devolution of authorities from the country's central ministries to provincial governments by August 2015 set in motion the first of the project's three extensions, as well as a complete shift in focus.

[Note: This report represents the period from July 2014 through the project's September 2017 end date. The original 33-month period (September 2011 – June 2014) and its final achievements can be found in a separate final report dated July 2014, Deliverable No. XX.]

The first extension (May 2014 - April 2015) saw **GSP/Taqaadum** shift its objective — to the point of becoming a new project — to focus on administrative decentralization of the same three of the seven ministries (mentioned above) slated for decentralization: the ministries of Education, Health, and Municipalities and Public Works, but only five (initially) targeted provinces: Babil, Baghdad, Diwaniyah, Najaf, and Wasit. This work involved identifying, analyzing, and finally transferring these three ministries relevant authorities to these five provinces, while adhering to the project's ultimate goal of providing better services to Iraq's citizens.

MAP I. GSP/TAQADUM'S INTERVENTION



With this new mandate to support Iraq's scheduled August 2015 devolution of powers from federal ministries to provincial governments, provinces were primed to accept the authority and embrace the responsibility of improving public services for citizens. *GSP/Taqadum* management and leading technical team members moved early on to prepare themselves for the task ahead and identified staff resources and adjusted their departmental plans as needed. In late October 2014, two additional provinces — Diyala and Kirkuk were added to *GSP/Taqadum*'s work plan, bringing the number of targeted provinces to seven.

In May 2015, a second extension saw the remaining eight provinces of Anbar, Dhi Qar, Diyala, Karbala, Maysan, Muthanna, Ninawa, and Salah ad Din added to the project's work plan, bringing the number of provinces targeted to 15. In July 2016, the project received a third extension representing an unprecedented sixth year of funding. The associated revised work plan added another four service delivery ministries targeted by Iraq's decentralization mandate — Agriculture, Construction and Housing, Labor and Social Affairs, and Youth and Sport — and included partnering activities with local authorities in the 15 targeted provinces and central-level counterparts at the above-mentioned targeted ministries (thus working with a total of seven ministries), as well as with the Ministry of Finance, and, to a lesser degree, the

Ministry of Planning, the Prime Minister's Office, High Commission for Coordination between Provinces (HCCP), Council of Representatives (COR), and related entities.

Although the Ministry of Finance (MOF) was among the eight ministries designated in Law 21 to be decentralized, considered a hard nut to crack it was not included at first in the project's Year 6 extension. However, due to Iraq's financial challenges and based on a request by the Iraqi government, *GSP/Taqadum* eventually worked with the MOF developing financial systems and processes at the provincial level that would sustain the decentralized system of governance.

GSP/Taqadum's addition of the MOF to its work plan proved to be crucial to ensuring acceptance of the project-developed fiscal decentralization implementation processes and roadmap — the crux of all decentralization efforts and their sustainability — and opened floodgates that set in motion related strides of historical proportions.

Throughout these extensions and expansions, *GSP/Taqadum* maintained two components:

Component I: Institutional Strengthening — Institutionalize core authorities and responsibilities of provincial and local government

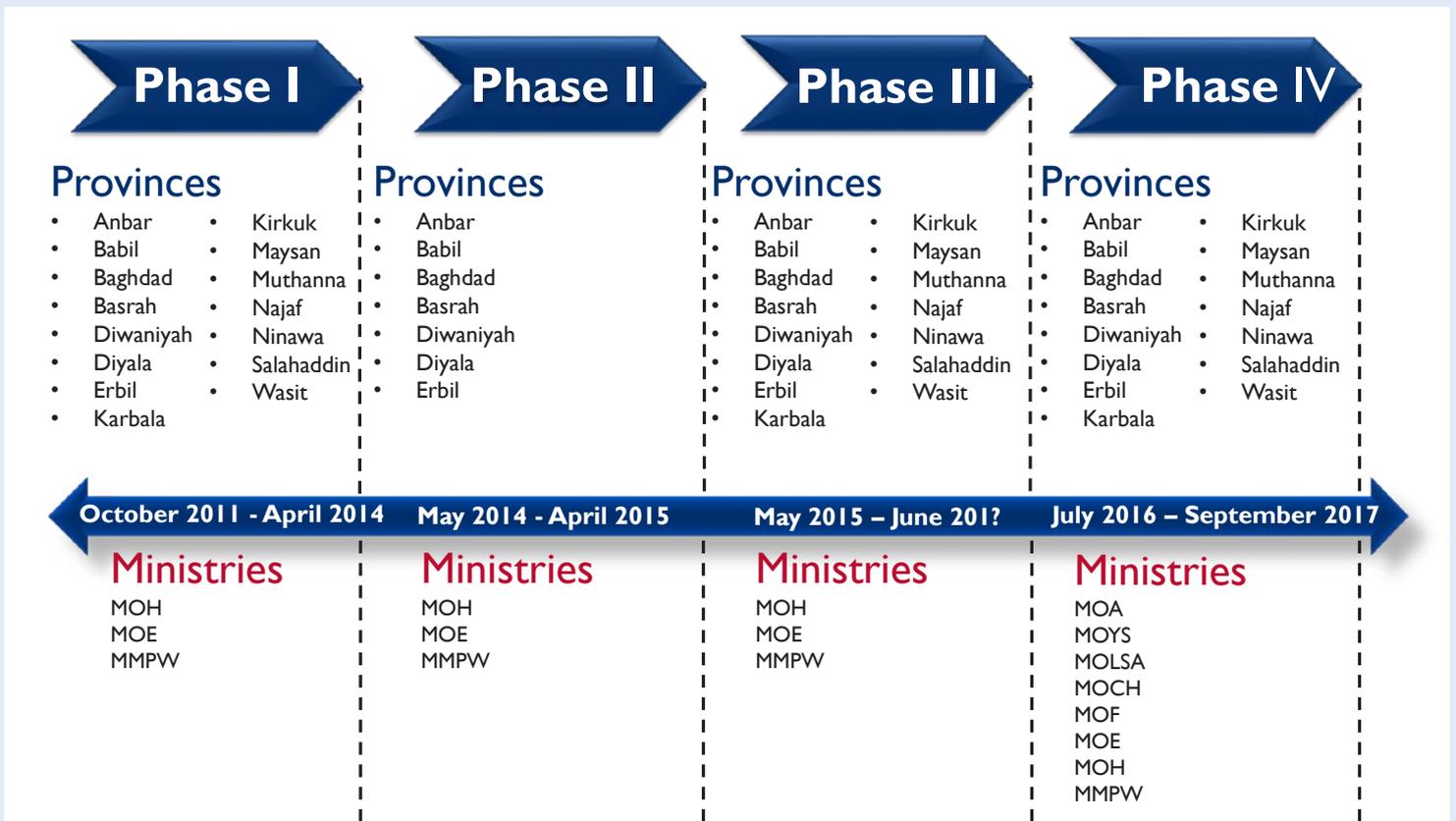
Component II: Executive Oversight — Provincial and lo-

cal elected officials hold executive ministries accountable for improved services

Under each component, the project promoted provincial and local government institutional development to build constructive Provincial Council (PC) and

Governor's Office (GO) capacity and oversight mechanisms. *GSPITaqadum* activities were Iraqi-led and supported government and civil society efforts to strengthen the responsiveness of provincial and local governments to meet community needs.

EXHIBIT I. GSP/TAQADUM PROJECT PHASE TIMELINE



BACKGROUND

Beginning with its launch in 2011, USAID/Iraq's *GSP/Taqadum* project engaged with provincial leaders to increase accountability and transparency in local governance and improve provincial-level service delivery. The key element throughout the project has been building the capacity of the local government to better provide services to its citizens. *GSP/Taqadum* made advances in building the capacity of provincial governments to plan and deliver services with the participation of their constituents. Designed to transfer knowledge and strategies through innovative standardized systems and effective methodologies, the project worked side-by-side with provincial leaders and their staff to develop a unique and wide-ranging set of tools. The transfer of these tools, processes, and methodologies to local governments ensures replication and will sustain Iraq's provincial government organizational structure far into the future — thus benefitting citizens for generations to come.

Leveraging technical expertise, decades of shared experience, and a deep commitment to supporting Iraq's decentralization process in ways best for the country and its citizens, the project's goal was to prepare plans whereby Article 45 of Law 21, as amended, (also known as the Provincial Powers Act 2008 or Transfer of Functions Law), would be implemented.

In doing this, *GSP/Taqadum* was guided by the following six main steps:

1. Forming and training provincial task forces and sectoral committees
2. Identifying and diagnosing "as is" situations related to functions, roles, relationships, structures, laws, regulations, and instructions within local directorates and their relationships with the targeted ministries, GOs, and provinces
3. Defining, analyzing, categorizing, and assigning ministerial functions to the appropriate level of government based on comprehensive criteria and elements based on a project-developed process, called Decentralization and Mapping and Analysis Planning (DMAP).
4. Developing financial, administrative, and legal frameworks for the transfer of functions
5. Discussing and agreeing on the functions mapped and those to be transferred between central and provincial governments
6. Building the capacity of provincial directorates and GOs to receive and perform the functions transferred efficiently and effectively

Law 21 of 2008 was amended a second time in August 2013

to include the Provincial Powers Act, which articulates a legal framework for administrative decentralization. A seminal event that greatly influenced *GSP/Taqadum*'s direction to the point of becoming a new project, passage of this second amendment mandated that governance be decentralized by delineating certain powers to the provincial levels of government. This mandate enabled the provinces to enact provincial legislation, regulations, and procedures; and transfer suitable technical, legal, and administrative powers or ministerial "functions" of the eight targeted ministries to provincial governments in all provinces not incorporated into a region.

Where Iraq's citizens were receiving essential services from directorates within central government ministries, under decentralization citizens receive these services from these ministerial directorates once they were transferred from the ministries to the provinces. Essentially, this transfer put delivery of services in the hands of provincial government entities, which due to their proximity to citizens, have a greater

understanding of service-related issues and are able to deliver higher-quality services in more superior and transparent ways. This transfer also makes these entities accountable to their constituents.

The passage of the Provincial Powers Act amendment presented a unique window of opportunity for the U.S. government to sustain and deepen its investment in local governance and provincial service delivery. At the same time, it represented an urgent challenge for USAID to maximize provincial capacity building in an admittedly short time frame and where corruption and gaps in capacity still pervade provincial-level legal, financial, and human resource systems.

GSP/Taqadum developed a Law 21 Road Map in 2014 that was adopted at all provincial levels of government. This unprecedented consensus anchored project activities, which were backed by a May 2014 modification to *GSP/Taqadum*'s contract that made its new mandate official: to help set the stage for administrative decentralization in Iraq.

GOALS AND OBJECTIVES

MAJOR ELEMENTS

GSP/Taqadum worked with 15 targeted provinces: Anbar, Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Maysan, Muthanna, Najaf, Ninawa, Salah ad Din, and Wasit); and the eight ministries targeted

for decentralization: Education, Health, and Municipalities and Public Works at first, then later adding Agriculture, Construction and Housing, Labor and Social Affairs, and Youth and Sports, and finally the Minis-



GSP/TAQADUM

try of Finance to develop and implement plans for administrative decentralization, based on Law 21, as amended. This work consisted of two major components:

- Transfer of Functions — develop/implement an Inter-governmental Coordination Implementation Plan (ICIP) by way of consensus, which identifies tasks, services, and competencies to be gradually transferred from the federal to provincial level of government, based on Article 45 of Law 21, as amended, and supported by legal, administrative, and financial frameworks. *GSP/Taqadum* worked in
- Delivery of Citizen-centered Community Services — develop/implement Service Delivery Improvement Plans (SDIPs) with the goal of improving the lives of the Iraqi people. *GSP/Taqadum* worked in cooperation with local government entities to complete and apply plans that ensure delivery of citizen-centered services (Municipality, Sewer, Water, Primary Education,

cooperation with the various levels of government to apply these plans and frameworks, as well as to build their capacity and systems to successfully and sustainably complete the transfer process.

Primary Health Care, Vocational Training, Orphanage, and Youth services) in provincial communities.

These two components combined — the transfer of functions and the delivery of citizen-centered community services — are agents of stability and security that *GSP/Taqadum* laid the foundation of and will foster the sustainable, and peaceful coexistence of all Iraqis. This included partnering activities with local authorities in 15 provinces, and central-level counterparts at the eight targeted ministries, as well as the Ministry of Planning; Prime Minister's Office; HCCP; Supreme Audit Board; COR, and related government entities.

GSP/Taqadum followed a roadmap mechanism that was directed by the following tools and frameworks:

- Decentralization Mapping and Analysis Planning (DMAP)
- Legal
- Financial
- Organizational Development
- Service Delivery Improvement Planning

These roadmap elements facilitated the transfer of functions to the provinces and developed an organizational structure that is now used in each of the 15 targeted provinces, along with roles and responsibilities for their GOs, PCs, and provincial directorates. *GSP/Taqadum* also

identified and drafted amendments to Iraqi laws and regulations in conflict with and blocking full enactment of Law 21, as amended. This involved: 1) Identifying and writing amendments for the three originally targeted ministries; and 2) replicating that work for the four added ministries. This led to: 1) instituted legal mechanisms that facilitated implementation of the transferred functions; 2) determination of a horizontal and vertical accountability framework; and 3) helped establish Administrative and Financial Affairs Directorates (AFADs) and Local Revenue-generation Units (LRUs) in each targeted province. In addition, *GSP/Taqadum*, in cooperation with the provinces, facilitated implementation of the short-term solutions listed in the project-developed Service Delivery Improvement Plans (SDIPs), which improved service delivery and were based on the provinces' adoption of a project-developed Service Delivery Improvement Standard Performance Management System.

GSP/Taqadum's impact is evident not only in the ministries and offices of their provincial Directorates, GOs, and PCs, but even more so on the ground and in the day-to-day lives of Iraq's citizens. Positioned directly at this intersection, *GSP/Taqadum* provided wide-ranging and effective assistance, while working with Iraqi government entities to ensure the sustainability and legacy of this highly complex and comprehensive project.



GSP/TAQADUM

The Neel sub-district Youth Action Committee recruited youth of all ages to participate in its volunteer cleanup campaign. The committee coordinated the event with the Neel Municipality.

These youth activation committee campaigns undertaken in Neel and Qasim Sub-districts are significant in that they represent the first time youth have conducted volunteer activities in coordination with the local government. **Becoming well known and popular within their communities, thanks to their tremendous outreach and participatory efforts, the committees promise to be sustainable.**

SUCCESS STORY

Babil's Popular Youth Activation Committees Bring Out Volunteers and Develop Future Leaders

BABIL Engaging youth in community activities and local governance is an important part of developing future leaders. In Babil, eight youth activation committees have been established across four Districts. These committees, established in cooperation with *GSP/Taqadum* as part of the project-

developed Service Delivery Improvement Planning (SDIP) process for the Youth and Sport Sector, are coordinating with local government to implement volunteer activities for the good of their communities.

In May 2017, youth of varying ages from the Neel Sub-district

participated in a volunteer cleanup campaign organized by their local youth activation committee. Planning and conducting the campaign in coordination with the Sub-district government of Neel, particularly the Municipality, all those who participated were volunteers. Conducted under the slogan "Volunteer Clean-up Campaigns are an Indication of a Sophisticated Society," the campaign was well received by other youth activation committees in Babil, all of which then planned similar campaigns in their areas.

Photos of the campaign's activities can be found here:

https://m.facebook.com/story.php?story_fbid=461864224148278&id=100009741129862

Qasim sub-district's youth activation committee participated in its community's weekly Knowl-

edge Path Festival by presenting a play focused on developing a sense of responsibility among youth toward community needs and raising youth awareness of community issues.

The Babil Directorate of Youth and Sport shared the event on its Facebook page: https://m.facebook.com/story.php?story_fbid=1953637601572280&id=100007781771106

These youth activation committee campaigns undertaken in Neel and Qasim sub-districts are significant in that they represent the first time youth have conducted volunteer activities in coordination with the local government. Becoming well known and popular within their communities, thanks to their tremendous outreach and participatory efforts, the youth activation committees promise to be sustainable.



GSP/TAQADUM

Participants of *GSP/Taqadum* Phase II Streamlining Processes training workshops in Erbil.

CHAPTER TWO

GSP/TAQADUM MAIN ACHIEVEMENTS/ DELIVERABLES

Valued by counterparts for its political neutrality, responsiveness to current and oft-times changing needs, and caliber of its technical and management staff, *GSP/Taqadum* worked hand-in-hand with the Iraqi government at the federal and provincial levels to help establish a successful foundation for decentralization efforts. These efforts have aligned with the Iraqi Constitution and Law 21, as amended, and have led to improved delivery of services to Iraqi citizens. Project interventions include activities in Administrative, Legal, Financial, Organizational Development, and Service Delivery

areas. Below are *GSP/Taqadum*'s main achievements in support of the Iraqi government's decentralization efforts.

DECENTRALIZATION MAPPING AND ANALYSIS PLANS (DMAPs):

All 15 provinces have adopted DMAPs for their seven targeted ministries (not including the Ministry of Finance) and relevant directorates. Each province sent an official request to the High Commission for Coordination between Provinces Secretariat asking for action to be taken to enable the ministries to complete transfer of functions as agreed. A total of 816 func-

tions were analyzed and mapped for 18 directorates of the seven devolved ministries. As a result of the DMAP and follow-up focus group meetings, capacity building needs of the provincial governments to perform the devolved functions were determined, and a capacity building plan was developed and implemented.

MINISTERIAL TRANSFERS TO PROVINCIAL DIRECTORATES:

Four of the targeted ministries — Agriculture, Education, Health, and Youth and Sport — transferred directorate staff and financial allocations to the provinces. At a July 16, 2017, meeting of the HCCP, Prime Minister Haider al-Abadi set a 30-day deadline for the Ministry of Construction, Housing, and Public Municipalities to complete its transfer. It is anticipated that the three remaining targeted ministries — Agriculture, Labor and Social Affairs, and Municipalities and Public Works — will follow suit soon. The provinces handled the transference of staff of the ministries of Agriculture, Education, Health, and Youth and Sport smoothly, and their salaries and other related functions, all of which are now managed by the *GSP/Taqadum*-developed Administrative and Financial Affairs Directorates (AFADs) operating in 12 provinces. (Ten were targeted.)

ADMINISTRATIVE AND FINANCIAL AFFAIRS DIRECTORATES:

AFADs were established in all 15 provinces. In 12 provinces, the AFADs are processing salary payments for

the GOs and staff of the provincial Directorates of Agriculture, Education, Health, and Youth and Sport. AFAD staff in these provinces is fully trained on all procedures, including standard auditing procedures, in cooperation with the Supreme Audit Board (SAB), and have been provided with all forms needed to effectively manage the financial affairs of their provinces.

INVESTMENT AND OPERATIONS BUDGETING:

Twelve provinces (Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Maysan, Muthanna, Najaf, and Wasit) gained required skills and knowledge on procedures and processes for integrated provincial Investment and Operations budgeting, in accordance with the adopted investment, and Operation and Maintenance (O&M) budget procedures and manuals developed and institutionalized in cooperation with *GSP/Taqadum*. (The target was 10 provinces.) The O&M budgets of the eight provinces of Anbar, Baghdad, Dhi Qar, Diyala, Kirkuk, Muthanna, Najaf, and Wasit were sent to the Ministry of Finance.

GOVERNOR'S OFFICE ORGANIZATION STRUCTURE:

The GOs in all 15 provinces redesigned their organizational structures and developed and implemented management models capable of effectively managing the 18 transferred provincial Directorates. (Eight provinces were targeted.) This includes implementation of e-Communication systems in the nine provinces of Baghdad, Basrah,



GSP/TAQADUM

Dhi Qar, Diyala, Karbala, Kirkuk, Muthanna, Najaf, and Wasit.

PROVINCIAL PLANNING AND DEVELOPMENT COUNCILS (PPDCs):

In cooperation with *GSP/Taqadum*, the HCCP Secretariat launched the newly restructured PPDC configuration approved by Prime Minister Dr. Haider al-Abadi. The 11 provinces of Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Maysan, Muthanna, Najaf, and Wasit have established PPDCs in accordance with this new structure, and the PPDCs in the six provinces of Babil, Baghdad, Dhi Qar, Diwaniyah, Diyala, and Najaf have begun work.

PROCESS MAPPING AND STREAMLINING OF SERVICE DELIVERY PROCEDURES:

By *GSP/Taqadum*'s end, 67 ministerial and 176 provincial sector citizen-centered service delivery functions/services procedures were process-mapped, streamlined, standardized, and posted (only by the Directorates, not the ministries). In addition, 143 citizen-centered functions/services in eight Directorates (of the three initially targeted ministries), and GOs and PCs were process-mapped, streamlined, standardized, and posted in both public areas and the media.

ENABLING LEGAL ENVIRONMENT:

The PCs and/or GOs in



A Water Directorate worker oversees operation of the newly installed compact water treatment unit transferred from Al-Kahla'a District to Alf Dar.

“We no longer have to buy tanker water,” said resident Kasim Dagher. “It is a great relief.”

Echoing this sentiment, resident Um Mohammed said, “Before the installation of this compact unit, we would not have water for up to three days, when it would rain. The water tankers could not access our neighborhood. Now, we have water continuously flowing into our homes.”

SUCCESS STORY

Water Flows into Homes of Low-Income and Poverty-Level Families

On September 3, *GSP/Taqadum* joined Essential Service Delivery Oversight working group members and conducted a site visit to Alf Dar (Arabic for 1,000 houses) community, located 20 kilometers south of Amarah, in the city center of Maysan. The local government constructed the 1,000-house community in

February 2016 for low-income and poverty-level families. An estimated 5,000 people currently live in Alf Dar, which suffers from a lack of services, including those of education, electricity, health, and water.

Due to Iraq's ongoing economic crisis, the community was not

supplied with a compact water treatment unit to pump drinking water to households. This left residents needing to buy tanker or bottled drinking water, which added a burden to their already limited income.

In June 2016, the Water Service Delivery Improvement Plan Implementation Committee (SDIPIC) developed in cooperation with **GSP/Taqadum**, oversaw implementation of long-term solution # 5: "Installation of a Compact Water Unit in Anticipation of Population Growth," cited in the Water Directorate's Service Delivery Improvement Plan. Implementing this solution involved the Water Directorate's transfer of a water compact unit from Al-Kahla'a district to Alf Dar. The site visit verified satisfactory implementation of this solution, thanks to the unit's capacity of 240 cubic meters an hour has seen the water coverage indicator increase to 100 percent.

Residents interviewed expressed relief and satisfaction regarding the quantity and continuity of drinking water supplied to their homes. "We

no longer have to buy tanker water," said resident Kasim Dagher. "It is a great relief." Echoing this sentiment, resident Um Mohammed said, "Before the installation of this compact unit, we would not have water for up to three days, when it would rain. The water tankers could not access our neighborhood. Now, we have water continuously flowing into our homes."

The solution to transfer the compact water treatment unit instead of buying a new one signals a significant success, in terms of improving the delivery of drinking water to citizens and therefore engendering community appreciation and satisfaction, as well as showcasing the strength of the Water Directorate's SDIP-related resource management. Given that installation of a new water compact treatment unit in Alef Dar would have cost the directorate 1.7 billion Iraqi dinars, the transfer has provided great savings to the local government.

GSP/Taqadum's official video on Alf Dar can be viewed here: <https://youtu.be/bBV8Zg5mtzM> [Length: 2:29 minutes]

all 15 provinces drafted proposed amendments to the laws in conflict with decentralization and referred them to the HCCP Secretariat, Council of Ministers, and/or COR. In addition, **GSP/Taqadum** developed seven legal mechanisms used by provincial governments to perform the transfer functions. Twelve provinces have adopted all seven mechanisms.

DISTRIBUTION OF INTER-GOVERNMENTAL RELATIONSHIPS AND ACCOUNTABILITY: Roles, responsibilities, and authority relationships were defined between Governors and Directors of the transferred Directorates.

ACCOUNTABILITY AND OVERSIGHT: Accountability and technical relationships between the national and provincial governments were defined via numerous **GSP/Taqadum**-developed models. Between seven and 14 provinces adopted these models. In addition, the **GSP/Taqadum**-developed, online Social Accountability System and related program were adopted by 12 provinces and implemented in eight.

SERVICE-BASED PERFORMANCE MANAGEMENT SYSTEM: This system was adopted by the eight provinces of Babil, Dhi Qar, Diwaniyah, Karbala, Maysan, Muthanna, Najaf, and Wasit, and is used to develop SDIPs based on standards, criteria, service gaps, implementation, monitoring, and follow-up.

SERVICE DELIVERY IMPROVEMENT PLANS IN 12 PROVINCES FOR SERVICE AREAS IN THE SEVEN MINISTRIES:

A total 112 SDIPs (the target was 96) were developed in 12 provinces (the exceptions being Anbar, Ninawa, and Salah ad Din) in the transferred sectors of seven ministries as follows:

- **Babil, Basrah, Diyala, Kirkuk, and Maysan:** Each province developed one SDIP for each of eight targeted sectors: Health, Education, Water, Sewer, Municipality, Youth, Vocational Training Centers (VTCs), and Orphanage Care in the central cities of the provinces.
- **Baghdad:** Developed 19 SDIPs as follows: in addition to one SDIP for each of the eight targeted sectors, Baghdad developed an additional five SDIPs for education (Baghdad has six education directorates), one for health (Baghdad has two health directorates), two for youth, two for agriculture (non-targeted service delivery sector), and one for VTC.
- **Diwaniyah, Najaf, and Wasit:** Each province developed one additional SDIP for the agriculture sector.
- **Dhi Qar and Karbala:** Each province developed one additional SDIP for the municipalities sector (outside the center city of the provinces).
- **Muthanna:** Developed eight SDIPs: seven for the targeted

sectors (the exception is VTC because the province does not have any VTCs), and one for the agriculture sector.

[Note: GSP/Taqadum's end state deliverables targeted 648 short-term solutions to be implemented. However, the project implemented 715 solutions, representing a 110 percent success rate regarding targeted solutions and far surpassing expectations.]

ESSENTIAL SERVICE DELIVERY OVERSIGHT EXPANSION TO YOUTH AND SPORT, VOCATIONAL TRAINING CENTERS, AND ORPHAN-AGE CARE: Twelve provinces (the exceptions being Anbar, Ninawa, and Salah ad Din) expanded their essential service delivery oversight efforts to include orphanage care, VTC, and youth and sport services, and

adopted monitoring and oversight standard operating procedures developed in cooperation with *GSP/Taqadum*.

TRASH COLLECTION MANAGEMENT SYSTEM (TCMS):

An effective and efficient TCMS was developed by *GSP/Taqadum* and was successfully implemented in the six provinces of Baghdad, Karbala, Kirkuk, Maysan, Najaf, and Wasit.

POST-DISASTER SERVICE RESTORATION CAPACITY BUILDING:

Provincial capacity to address post-disaster service restoration was built in five provinces: the four ISIL-afflicted provinces of Anbar, Diyala, Ninawa, and Salah ad Din; as well as Wasit, which showed a specific interest in the topic and directly affected by Internally Displaced Persons (IDPs).



(Left to right) Volunteer Basmat Al-Amal; GSP/Taqadum Service Delivery Specialist Uday Mohammed; Al-Adhameyah Orphanage Headmistress Iman Nasir; and USAID COR, Mr. Abdul Kareem Kasim discuss the outdoor renovations of the orphanage.

“It is important to care for the underprivileged,” said USAID/Iraq COR, Mr. Abdul Kareem Kasim. “I commend Ms. Nasir, her team, GSP/Taqadum’s team, the volunteers, and the organizations that made donations and committed to such an important cause.”

SUCCESS STORY

Private Sector Companies, NGOs, and Citizens Work Together to Repair and Renovate Baghdad’s Al-Adhameyah Orphanage

BAGHDAD The children who call Al-Adhameyah Orphanage home are excited about ongoing renovations and repairs made possible thanks to the generosity of their community. Soon after the Directorate of

Labor and Social Affairs held a public meeting and shared the Service Delivery Improvement Plan (SDIP), developed in cooperation with *GSP/Taqadum*, addressing solutions that had been identified to make Baghdad’s

orphanages more hospitable. One proposed SDIP solution said that coordinated efforts should be made with local and international organizations to secure the necessary resources to repair and renovate the orphanages. The Directorate's outreach efforts to, and coordination with, NGOs, private sector entities, and citizens proved to be successful in securing the badly needed assistance. Organizations and citizens were generous and more than happy to donate time and materials to improve the orphanage and bring smiles to the children's faces.

Built in the 1950s, Al-Adhameyah Orphanage had not been renovated since 2001. The entire building needed to be repainted, the outdoor play area was filled with trash and unusable, electrical and plumbing repairs were required, new furniture was needed, and there was not enough space to meet the demand of orphaned children in need of a home. Despite the enormity of the task, high temperatures, and long days of Ramadan fasting, all work was completed in record time.

Kia Motors of Baghdad donated swings for the playground and two caravans to add housing space. Al-Merjan Company donated all the indoor and outdoor paint. Volunteers from the

Basmat Al-Amal NGO (Imprint of Hope) removed the rubble and cleaned outdoor areas, transforming them into a garden and playground, and painted the entire interior with bright colors and fun murals, as well as the external walls and curbs. Professionals from the community made the needed repairs, particularly to the plumbing in the bathroom and the air conditioning units.

On May 31, USAID/Iraq Contracting Officer Representative (COR), Mr. Abdul Kareem Kasim joined **GSP/Taqadum** Service Delivery Specialist Mr. Uday Mohammed and met with Headmistress Iman Nasir to review the progress of the renovations and repairs. Ms. Nasir took the lead coordinating with the international and local organizations, as well as citizens from the community to make the Al-Adhameyah dream a reality.

"It is important to care for the underprivileged," said Mr. Kasim. "I commend Ms. Nasir, her team, **GSP/Taqadum's** team, the volunteers, and the organizations that made donations and committed to such an important cause."

Photos of the renovations have been posted on the orphanage's Facebook page: <https://tinyurl.com/y86xrgrb>



Wasit Deputy Governor, Mr. Rashid Edan (c) points to areas to be targeted by the implementation of GSP/Taqadum's Trash Collection Management System, developed in cooperation with local government officials.

Thanks to a cooperative Trash Collection Management System (TCMS) initiative between GSP/Taqadum, Wasit's Governor's Office (GO), and the Kut Municipality citizens can now access the names of their trash collector and trash collection supervisor, along with their phone numbers, and neighborhood garbage pickup times and days.

SUCCESS STORY

Wasit's Use of e-Communication Moves Trash Collection Management System Into the Future

A growing population, rapid economic growth translating into increased personal incomes, and ongoing sectarian conflicts and terrorist activities have created enormous challenges for Iraq's solid waste manage-

ment. An estimated 31,000 tons of solid waste is produced daily, with per capita daily waste generation estimated at between 0.8 and 1.4kg. Baghdad alone produces in excess of 1.5 million tons of solid waste yearly. Rapid

growth in solid waste production combined with inadequate trash collection services, has put increasing strain on an outdated and mismanaged infrastructure heavily damaged by years of conflict.

A true technological advance was initiated in Iraq this week as Wasit launched an online Trash Collection e-Monitoring service available to both citizens and government entities - the first of its kind countrywide. Thanks to a cooperative Trash Collection Management System (TCMS) initiative between **GSP/Taqadum**, Wasit's Governor's Office (GO), and the Kut Municipality citizens can now access the names of their trash collector and trash collection supervisor, along with their phone numbers, and neighborhood garbage pickup times and days.

Thanks to the cooperation of **GSP/Taqadum** Service Delivery specialists who, working with provincial trash collection staff, used Google's "My Map" service to draw and then number the garbage truck routes in the neighborhoods targeted in Wasit's pilot TCMS, with a simple click of their mouse or touch of their Smart-phone, anyone can access the Trash Collection e-Monitoring website and see the following:

- Start and end points of these routes
- Registration panel of garbage trucks
- Day and the time of trash pick-up schedules
- Phone numbers of the

responsible Sector and its supervisor

- Route lengths (shortest and longest)

The advantages of this amazing technology are myriad.

Citizens:

- Know the day and the time of pick-up schedules and their home garbage pickup route number
- Can call and place a comment or complaint with the trash collection supervisor if pickup is late, doesn't come at all, or if the garbage truck does not take its determined route
- Will come to know their trash collection driver and supervisor through their photos which are fixed to the end of each route
- Can hold the Municipality accountable if there is a problem or if the garbage truck does not follow the determined routes

Government:

- The e-Monitoring system will assist in recording (inventory) and numbering processes.
- Assist the identification of problems given route number can help pinpoint exactly where problems are occurring
- Improve the waste collection service via "Solid Waste Collection Route Optimization"
- Monitor service performance of waste pick-up and garbage truck operation to better identify defects in the TCMS service



GSP/TAQADUM

GSP/Taqadum's Service Delivery Improvement Plan (SDIP) work, done in cooperation with Iraq's provinces, improves delivery of citizen-centered services.

CHAPTER THREE

TOOLS AND FRAMEWORKS

“Decentralization means to distribute the roles, responsibilities, authorities, and financial resources between the federal and local governments. The federal government assumes the strategic role and sets national policies, while the local government is responsible to provide the required services since they are close to their citizens.”

**GSP/TAQADUM CHIEF
OF PARTY CAMERON
BERKUTI**

Decentralization. Even those most knowledgeable in the international community do not quite understand what decentralization is or what is involved in implementing it in real terms. This is understandable given each country's decentralization efforts must meet its situationally-specific needs, which differ greatly. Although charged with implementing decentralization by law, Iraqi government officials met this assignment with skepticism, hesitation, and questions: What is decentralization? How will it manifest? Will it take power away from those who have it now, or worse, transfer it to those incapable of appropriately carrying out the associated responsibilities? How exactly will decentralization materialize?

GSP/Taqadum Chief of Party Cameron Berkuti had an answer. Iraqi-born with years of experience as a project manager in Kuwait and Iraq, and later after migrating to the United States, as an assistant city engineer in National City and public works director in La Mesa, San Diego County, California, he returned to Iraq in 2003 to rebuild his homeland. Rolling up his sleeves, he spent more than a decade working with many USAID, Army Corps of Engineer, and State Department projects. Who better to address decentralization and its focus on supplying better services to Iraq's people?

“The project conducted a visit for 20 select federal and local Iraqi officials to Indonesia, which shifted to decentralization in 2004. The officials spent 10 days engaged in examining federal and local systems.”

**CHIEF OF PARTY
BERKUTI**

TOOLS

FACT-FINDING TRIP TO INDONESIA

Mr. Berkuti’s prescient planning abilities saw him organize a fact-finding trip for select federal and local Iraqi government officials to Indonesia, which had begun its rapid transition from a strongly centralized system to a decentralized one in 1999. There, the Iraqi officials met with their Indonesian counterparts and discussed the many

challenges, pitfalls, and benefits of a decentralized system in action. This important first step set the stage of *GSP/Taqadum*’s approach to decentralization and development of tools and frameworks, chief among them, the project-developed, Decentralization Mapping and Analysis Planning tool, or DMAP.

DECENTRALIZATION MAPPING AND ANALYSIS PLANNING (DMAP)

To implement decentralization in Iraq, it was necessary to: 1) first analyze functions of the directorates within the ministries that fell under the mandate of Law 21 of 2008, as amended; and then: 2) to determine which Directorates, functions, and equipment should be transferred to the provinces and which would remain at the ministerial level. Entering new territory for which no precedent existed, *GSP/Taqadum* recognized that provincial leaders would need to deeply understand the structures, functions, responsibilities, resources, and day-to-day workings of each of the ministerial Directorates slated for transfer — before their transfer, and how these Directorates would be constituted after their transfer. Using scientific methods, *GSP/Taqadum* devised the DMAP tool, which reviewed and assessed 1) each ministry’s laws, regulations, and organizational structure; 2) each Directorate and its vertical and horizontal links with its ministry

and department; 3) organizational structures and functions of each Directorate and GO; 4) then-current core services and delivery status; 5) all functions of the targeted ministries, including criteria, current resources, and skill sets in each relevant office; and 6) capacity needs of staff, as well as properties to be transferred.

The DMAP identified and listed the many functions within each ministerial Directorate, staffing numbers, and equipment used. It then determined which of these should be transferred and which should remain. The DMAP analysis was completed through regional *GSP/Taqadum*-hosted workshops with representatives from the three ministries of Education, Health, and Municipalities and Public Works; specialists from the provincial Directorates; and GO and PC representatives from the seven provinces of Babil, Baghdad, Diwaniyah, Diyala, Kirkuk, Najaf, and Wasit. Once

“I would like to extend my appreciation to *GSP/Taqadum* for their huge efforts that created a good environment for the transfer of authorities and identified mechanisms to this effect. The project classified functions and showed us experiments in other countries that have transferred authorities. All of this helped us to implement the article specified in Law 21.”

BAGHDAD DEPUTY MINISTER OF ADMINISTRATIVE AFFAIRS YALMAZ SHABAZ

this analysis was complete and these DMAPs approved, further workshops were then held with representatives from the other eight provinces of Anbar, Basrah, Dhi Qar, Karbala, Maysan, Muthanna, Ninawa, and Salah ad Din that shared the results of work with the aforementioned provinces, replicated their DMAP work, and approved their respective DMAPs.

Once all 15 provinces had completed the DMAP analysis, the results were unified and reviewed by project specialists, presented to three ministries and representatives of the provinces, the HCCP, and relevant COR committees that: 1) determined the transfer and transition periods 2) and, in cooperation with *GSP/Taqadum*, developed a road map for transition of these three ministries with detailed steps for conducting inventories and transferring staff, assets and liabilities, funds, and records from the ministries to the provinces.

The project's third extension in July 2016 saw *GSP/Taqadum* replicate this DMAP work with the following four additional service delivery ministries targeted by Iraq's decentralization mandate: Agriculture, Construction and Housing, Labor and Social Affairs, and Youth and Sport. This

effort included finding consensus on the road map used by the first three ministries.

DMAP CLOSING STATEMENT

The results of *GSP/Taqadum*'s DMAP efforts met the project's main goals of: 1) ensuring the ministries identified in Law 21, as amended transfer their functions, staff, and assets to the provinces; and 2) build and enhance the capacities of the transferred directorates to best assume these functions. The DMAP laid the foundation for: 1) transfer of ministerial Directorates and related staff (Agriculture, Construction and Housing, Education, Health, Municipalities and Public Works, Labor and Social Affairs, and Youth and Sport); 2) capacity building efforts that facilitated transferred Directorate staff's then-current ability to carry out the transferred functions transferred effectively and efficiently; 3) the proper defining of roles, responsibilities, and technical relationships; 4) streamlining of service procedures and development and implementation of strategic plans that have improved services delivery; and 5) formation of Administrative and Financial Affairs Directorates (AFADs) and Provincial Planning and Development Councils (PPDCs) in the provinces.



FRAMEWORKS

GSP/Taqadum developed, worked within, and implemented four decentralization frameworks: 1) Financial, 2) Administrative (Organizational Development), 3) Legal, and 4) Service Delivery Improvements. This was done via: 1) periodic regional or national workshops where provincial staff would be invited to Baghdad or Erbil to

learn about high-level concepts; and 2) on-the-job training under guidance of five or six project specialists embedded in each provincial office who would meet daily with staff and walk them through the financial, administrative, legal, and management tasks applicable to their technical areas.

FINANCIAL FRAMEWORK

In accordance with *GSP/Taqadum*'s Local Financial Management Module of the framework, which was presented and approved at the project's February 2015 National Local Finance Management Workshop held for provincial officials and representatives from the ministries of Health, Education, Municipalities and Public Works; Ministry of State for Governorates' Affairs; and Council of Ministers Secretariat; project finance specialists worked with the 15 provinces to implement the module in stages. (Note: Due to the Ministry of Finance's initial resistance to the financial module, the module did not receive MOF support until August 2015.)

GSP/Taqadum's budgeting team focused on three major areas, with progress differing in each area according to each provincial government's capacities and resources. These areas are interrelated and combined, represent a practical and functional Decentralized Financial Management Framework. Creating a local revenue system is critical to

financing local services, fostering local government accountability, and improving service delivery. Development of a clear and reliable budgeting process will combine these revenues with provincial resources transferred from or allocated by the federal government. Taken together, these two functions should be managed by a provincial financial authority (Provincial Finance Management System) that will control resources, conduct financial planning, and oversee spending of budget allocations in accordance with finance policies and regulations. The three major areas are defined below.

FI. DEVELOPMENT AND IMPLEMENTATION OF A PROVINCIAL MANAGEMENT SYSTEM — ADMINISTRATIVE AND FINANCIAL AFFAIRS DIRECTORATE

- The initial process of establishing a provincial financial management system was restructuring of finance staff

roles and responsibilities and establishment of provincial AFADs responsible for 1) financing provincial directorates, 2) combining provincial O&M budgets and tracking execution, 3) performing auditing and financial control, 4) reporting to the MOF, and 5) providing other related services as needed.

F2. DEVELOPMENT AND IMPLEMENTATION OF A LOCAL REVENUE-GENERATION SYSTEM

- Establishing local revenue-generation systems ensures provinces are able to finance devolved service delivery functions without total reliance on federal government funding. Revenue-generation activities include 1) developing fiscal policy; 2) forming Local Revenue-generation Units (LRUs); 3) conducting economic-based line studies; and 4) developing laws and processes for using, managing, evaluating, and auditing the system. *GSP/Taqadum* trained provincial governments on guiding principles, structures, and collection mechanisms for user-fee and other revenue collection. This included taking steps to create a favorable legal environment able to direct payments and conduct public surveys that determine the willingness of constituents to pay for clearly identified services. Project staff supported provincial governments in analyzing the national and provincial legal frameworks governing revenue generation by providing a roadmap and assisting them in drafting local and national laws to establish a local user-fee collection, management, and enforcement systems.
- The revenue-generation system provides provincial governments with a transparent means to collect and spend local revenue to meet community service needs. This system also makes local government more accountable to its citizens. Having a local revenue-generation system in place, even a surcharge system, and having access to local revenue increases the accountability of provincial governments to their citizens. The service delivery incentives facing provincial governments may improve if they have to raise their own revenues through tax or user-fee increases, rather than relying on federal transfers. In the long run, in addition to increasing accountability, local revenue generation-systems reduce the blame attributed to the federal government for poor service delivery.
- Understanding the importance of local revenue generation as a means to support service delivery, accountability, and citizen satisfaction, *GSP/Taqadum*'s local financial management approach called for the establishment of LRUs responsible for reporting on, financially managing, and eventually collecting local revenues from within each

provincial GO.

F3. DEVELOPMENT AND IMPLEMENTATION OF AN INVESTMENT AND OPERATION BUDGET SYSTEM

Budget preparation, and budgeting in general allows for the development of a spending plan based on provincial funds (on-hand or estimated) and ensures there will be enough funds available to support provincial expenses (planned or actual). The budget process requires a prioritization of needs and a balancing of income to expenditures.

Since 2006, when the Accelerated Reconstruction Development Plan fund was launched, there have been many challenges facing the Investment Budget process in the provinces. *GSP/Taqadum* identified several of these challenges, among them: 1) a lack of coordination between the financial and technical planning processes; 2) no clear policy to drive the Investment Budget process in the provinces; and 3) a lack of integration among projects mentioned in the Investment Budget. The decentralization process provided the provincial governments with opportunities to address these challenges, as well as to plan and manage their budgets in an integrated manner.

To this end, *GSP/Taqadum* proposed a 20-step process to formulate a well designed, integrated, and applicable Investment Budget, as well as a

clear mechanism for identifying roles and responsibilities of all entities that participate in the budgeting process. Taken as a whole, the 20-step process ends with a monitoring and evaluation process that feeds or cycles back into the next fiscal year's investment budget preparation process. Unfortunately, the absence of investment funds in the 2017 budget caused local governments to begin to lose interest in the implementation of this process. However, thanks to the efforts of the project's Service Delivery team, significant progress was made in identifying the status of services in provinces and establishing realistic indicators to measure services according to national standards; these are important first steps in the formulation of the local investment budget. With the restructuring of the PPDCs, a window of opportunity opened for local governments to start working on the investment budget formulation process. As a result, PPDCs have begun to play a critical role in synchronizing planning efforts among provincial directorates to achieve the objectives of local policy and reach out to citizens to fulfill their needs.

OPERATION AND MAINTENANCE BUDGET SYSTEM (NEWLY ADDED ACTIVITY)

The O&M Budget is a major element of any financial management system. It represents the backbone of the day-to-day work in a directorate and allows that directorate to conduct its duties related to the delivery of

essential citizen-centered services, such as maintaining water pumps or providing food and clothing for patients in hospitals.

Formulation of an O&M Budget requires following a set of procedures as well as a flow of information between a directorate's financial and technical sections. *GSP/Taqadum* identified several weaknesses in the then-current O&M Budget formulation process that adversely affected service delivery to citizens. To alleviate these weaknesses, *GSP/Taqadum* developed and proposed a series of actions and procedures to enhance the O&M Budget's formulation in all targeted Directorates. These actions and procedures included estimation of different maintenance expenses, goods requirements, and service requirements.

FINANCIAL FRAMEWORK CLOSING STATEMENT

When *GSP/Taqadum* began working on decentralization, there was no clear vision of what could be done on the fiscal side and tremendous pushback from the Ministry of Finance regarding decentralizing its functions. Justified to a degree due to a fault in Law 21 and compounded by a lack of international experience in support of decentralizing MOF functions, a Financial Framework needed to be developed that supported decentralization process without crossing the legal boundaries of MOF functions. As a result, *GSP/Taqadum* proposed a Local Financial

Management Module, which enabled provinces to gain reasonable control over their financial resources, including significant decision-making independence on how to use those resources.

At its core, the module saw the establishment of AFADs in all 15 provinces. *GSP/Taqadum* prepared roles and responsibilities for its sections, developed related job descriptions, and offered several training courses to AFAD staff that enabled them to manage the new functions they are now responsible for. No easy task, it took some time for the provinces to get MOF approval to establish and officially recognize their AFADs as the entities responsible for all directorates transferred to the provinces, provincial financial functions, and monitoring and controlling all financial transactions in the province.

A second important module element: generation of local revenues, saw *GSP/Taqadum* propose a roadmap for local governments to start generating their own revenues, and to address the lack of PC ordinance drafting experience, project financial staff shared typical elements of a local revenue-generation ordinance. To date, nine provinces have passed local revenue laws, and 13 have established L revenue-generation units to manage and control local revenues.

To support the final module element, Budget Formulation, *GSP/Taqadum* presented a systematic 20-step Investment Budget for-

mulation process that integrates financial planning with technical planning processes. Combining the processes of several local government entities into one overall provincial Investment Budget process, the process itself is now at the core of the PPDCs' Investment Budget formulation.

GSP/Taqadum gave special attention to the other side of the planning process — budget formulating for operation and eminence needs — by developing and providing better O&M Budget estimation tools, taking into consideration the differing needs of investment budgeting and O&M budgeting. This effort saw 12 provinces adopt these two processes.

CONCLUSION

There is still a lot of work to do at the federal and local levels on establishing a solid decentralized financial system in Iraq. Given the correct application of these first steps, we are confident the process will continue. The Local Financial Management Module requires additional shaping to make it more responsive to transferred directorates needs. The relationship between the AFADs and the MOF needs to be clearer and more systematic. The assignment of revenues and expenditures also must be clearer and must give provincial authorities a true role in local generation powers. The investment budget formulation process has not been tested yet due to the financial crisis Iraq is experiencing.

ORGANIZATIONAL DEVELOPMENT FRAMEWORK

Organizational Development is an ongoing, systematic process of implementing effective structural change by using organizational resources to improve efficiency. It can be used to solve problems within the organization or to analyze processes and find more efficient ways of meeting goals. In *GSP/Taqadum*'s work, the process is designed to enable the provinces to:

- 1) receive the departments transferred to them from the ministries;
- 2) be smoothly linked to the structure of the GO; and
- 3) be more effective, efficient, and closer to Iraqi citizens.

GSP/Taqadum strengthened the GO by building a stable organi-

zational structure and identifying a management system that will be able to develop a reporting system and relationships between and roles and responsibilities of, each of the key players.

Regarding work processes, all organizations have them. For example: When an employee wants a salary increase, what is the process for making this request? i.e., to whom does he or she make the request and when and from whom can he or she expect an answer? What is the process of the person who receives the request? Who approves or disapproves the request? If it is approved, what is the process to ensure the

employee actually receives the increase? In this one example, there are many steps, i.e., a “process” that needs to be followed.

Mapping such processes provides a common framework for all involved, one that not only strengthens and clarifies the lines of communication in an organization but also allows an individual to easily understand the roles and responsibilities of staff in the organization. Process mapping techniques focus first on identifying, and then planning and implementing, improvements to each process, with the goal of improving the organization’s efficiency levels.

Once the steps of a given process are identified and mapped, they are analyzed and streamlined. This involves collectively re-examining key steps and sub-processes with stakeholders — all the individuals who are involved with inputs and outputs of a specific process. The act of process mapping involves recording and preparing written “as-is” steps that illustrate or visually “map” the entire process, as well as the resources, timeline, and external issues that affect that process. Streamlining involves questioning each step of the process: Is this a relevant step? Does it comply with rules and laws? Where is this step placed in the overall sequence of steps? What resources are allocated to support it? After these questions and others are answered, the identified steps in the process are simplified and reduced, some are eliminated,

and others are combined, or their sequencing is changed. Once this visualization of the process occurred, Iraqi officials were able and will continue, to diagnose which steps need to remain and which need to be discarded. Hence, streamlining to reduce the time needed for staff and citizens interested in accessing a “service,” which is the desired goal at the end of the process.

For example, the process to obtain permits to build a new home might not be understood or even known by applicants. The streamlining analysis provides results that reduce and/or reorganize the steps in the process and thus decrease the time it takes to complete it. **GSP/Taqadum**’s decentralization work saw the steps of a given process streamlined, then shared with all provinces for adoption, and made public via government outreach and campaigns to ensure transparency. In some cases, the process has been placed online to allow citizens greater and easier access. In addition, applying online for such items as building permits eliminates human interaction and thus works to reduce corruption. Also, documenting and standardizing processes will allow for a continual organizational learning system that can get the work done in cases when the person normally in charge of that area or task is absent or no longer employed.

To this end, **GSP/Taqadum** worked in the following organizational development areas.



GSP/Taqadum Legal staff leading a working group in the process mapping of the service “Delegate Staff to Attend Workshops”.

A1. DEVELOPMENT OF A PROVINCIAL ORGANIZATIONAL STRUCTURE AND MANAGEMENT MODEL

A2. BUILDING CAPACITY IN PERFORMING TRANSFERRED FUNCTIONS

A3. PROCESS MAPPING AND STREAMLINING CITIZEN-CENTERED FUNCTIONS AND INCREASING CITIZEN AWARENESS IN 12 PROVINCES

ORGANIZATIONAL DEVELOPMENT FRAMEWORK CLOSING STATEMENT

Organizational Development is the processes of helping organizations improve through changes in policies, power, leadership, control, or job redesign. Development of an organization can be achieved via a change in communication systems or support by various software applications. Employee behavior patterns allow organizational development professionals to monitor and examine cases and consider related modifications that can be put into practice to achieve effective organizational change.

GSP/Taqadum's Organizational Development team developed an organizational structure for the GOs that matched requirements of Article 45. Working closely and in cooperation with the 15 targeted provinces, *GSP/Taqadum* developed a related and suitable management model that was approved by Prime Minister Dr. Haider Al-Abadi and now supports this approved organizational structure, thus making it more efficient and effective.

Regarding systems and in relation to the organizational structure cited above, *GSP/Taqadum* restructured Iraq's PPDCs. The 11 provinces of Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Maysan, Muthanna, Najaf, and Wasit have established PPDCs in accordance with this new structure, and the PPDCs in Babil, Baghdad, Dhi Qar, Diwaniyah, Diyala, and Najaf have begun actively working. Initially formed by the Ministry of Planning in 2012 as advisory bodies, PPDCs were to be responsible for developing and setting provincial policies and providing technical advice on the provincial development of strategies and plans. However, due to an overly large number of members and unclear mandates, these original PPDCs were not effective or sustainable.

In addition, *GSP/Taqadum* disseminated the use of process mapping as a tool to streamline citizen-centered services. To date, 67 ministerial and 176 provincial sectors (in the ten di-

rectorates that were targeted in the project's 13th Modification) citizen-centered service delivery functions/services procedures have been process-mapped, streamlined, standardized, and posted (only in the Directorates, not by the ministries). In addition, 143 citizen-centered functions/services in eight Directorates (of the three initially targeted ministries), and GOs and PCs have been process-mapped, streamlined, standardized, and posted.

CONCLUSION

Unable to delve into a more detailed structure, the provincial organizational structure approved by the Prime Minister focused on main departments, sections, and supported councils only. It would be ideal if a future project could develop a more detailed organizational structure for the GO that addresses the Directorates and the relationships between the district and sub-districts, and obtain required approvals from the Prime Minister and HCCP Secretariat. This would leave a great legacy — one that would steer decentralization for decades to come.

It is widely known that each function may include several services, and each complete service may include many processes. *GSP/Taqadum* provided support to provincial officials from different sectors in the instruction and use of the process mapping technique to streamline procedures involved in delivering services to citizens. This was done by selecting services (not a full function)

for each selected sector. Due to the project's timeframe and approaching closeout, *GSP/Taqadum* was not able to focus on certain functions or process map and streamline all related services and processes. In addition, the project was unable to meet all the requirements related to streamlining citizen-centered services, especially changing laws to clarify roles, responsibilities, and authorities, which in their current state have a negative effect on the delivery of services to Iraqi citizens. The project simply ran out of time and hope a follow-up project takes the lead on this. *GSP/Taqadum* also recommends a future

project continue updating and reviewing the streamlined services to check for any changes have occurred to authorities, equipment, or supporting laws.

And last, regarding the delay of forming federal civil service councils by the government, it is unfortunate that *GSP/Taqadum* could not support the targeted provinces to develop the councils, which were to be formed in accordance with Law 4 of 2009. A future project can support civil service council development and empower provincial officials to secure its place in local government.

LEGAL FRAMEWORK

Implementation of decentralization requires a sound legal environment that addresses transfer from centralization into decentralization.

To this end, *GSP/Taqadum* worked in the following legal framework areas:

LI. ENABLING DECENTRALIZATION ENVIRONMENT

GSP/Taqadum legal specialists built a legally enabling environment for the transfer and performance of functions at a local level through two parallel approaches:

- Assisting in the formation and training of Legal Working Units (LWUs) from PC Legal Committees to research, prioritize, analyze, and

advise; draft laws, rules, and regulations; and follow-up on implementation of legislative actions.

- Identifying 55 national laws, rules, and regulations that conflicted with the administrative decentralization process of the targeted ministries, essentially blocking implementation of Article 45 of Law 21 of 2008, as amended. Working collaboratively with federal and provincial entities, particularly the Provincial Legal Committees, *GSP/Taqadum* compiled recommendations and related draft amendments to address and harmonize these conflicts within the laws.

To that end, *GSP/Taqadum* selected four pilot provinces matched to the LWUs from

their PC Legal Committees, GO legal sections, and legal staff in related Directorates by ministry affiliation, and worked with each, reviewing, researching, prioritizing, and analyzing all related information in preparation for writing the first draft amendments to laws in conflict with Law 21, as amended.

L2. DEFINE AND DEVELOP ADMINISTRATIVE ROLES, REGULATIONS, AUTHORITIES, AND RELATIONSHIPS BETWEEN THE GOVERNOR'S OFFICE AND THE 10 NEWLY TARGETED DIRECTORATES

- 2.1 Review of the seven *GSP/Taqadum*-proposed legal mechanisms by which the transferred legal functions can be practiced.
- 2.2 Defining their roles, responsibilities, authorities, and working relationships through on-the-job training. Legal functions were then institutionalized in accordance with the *GSP/Taqadum*-developed and proposed Roles, Responsibilities, and Authorities Distribution Model.

L3. DEVELOP MONITORING, OVERSIGHT, AND ACCOUNTABILITY FRAMEWORK AMONG NATIONAL

AND PROVINCIAL GOVERNMENTS — GOs, PCs, DIRECTORATES, AND CITIZENS ACHIEVEMENTS

GSP/Taqadum developed a general accountability framework that included seven mechanisms for vertical accountability mechanisms such as federal authorities; and horizontal accountability mechanisms such as PC, Governor's Office, and local departments. This framework also defined the technical relationships between the transferred directorates and their counterpart ministries. The roles and responsibilities of each of these entities were identified in accordance with the public policies included in Article 45. This general accountability framework also includes clear definitions regarding the role citizens and civil society organizations have in holding local governments accountable for the services they provide.

The following are the seven *GSP/Taqadum*-proposed legal mechanisms that were presented to the provinces, along with their status regarding review and adoption.

- I. **Endorsement of Contracts, Undertakings, and Guarantees** — All PCs reviewed the *GSP/Taqadum*-proposed Notary Public Authority draft legislation granting legal staff in the transferred Directorates the authority to ratify contracts, pledges, and guarantees related to their Directorates. The 13 provinc-

es of Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Maysan, Muthanna, Najaf, Ninawa, and Wasit have adopted the proposed draft legislation. The exceptions are Anbar and Salah ad Din.

2. Legal Representation — *GSP/Taqadum* provided a proposed Power of Attorney draft form granting legal staff in the transferred Directorates the authority to represent their Directorate in court. The 13 provinces of Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Maysan, Muthanna, Najaf, and Wasit have adopted the draft mechanism. The exceptions are Anbar and Ninawa.

3. Administrative Investigation — *GSP/Taqadum* worked with all 15 targeted provinces on Administrative Investigation draft instructions. The draft instructions have been adopted by the 14 provinces of Anbar, Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Muthanna, Najaf, Ninawa, Salah ad Din, and Wasit. The exception is Maysan.

4. Legal Counselling — The Legal Counselling draft instructions have been adopted by the 14 provinces of Anbar, Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Muthanna, Najaf, Ninawa, Salah ad Din, and Wasit. The remaining province, Maysan, has pre-

pared proposed draft legislation for eventual submission to its GO for adoption.

5. Property Management — The proposed Property Management draft instructions have been adopted by all 15 provinces: Anbar, Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Maysan, Muthanna, Najaf, Ninawa, Salah ad Din, and Wasit.

6. Eminent Domain — The proposed Eminent Domain draft instructions were adopted by the 14 provinces of Anbar, Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Muthanna, Najaf, Ninawa, Salah ad Din, and Wasit. The exception is Maysan.

7. Contract Drafting — *GSP/Taqadum* developed a (draft) unified mechanism: Contract Drafting, to exercise the contract drafting function and submitted it to all provinces. The 12 provinces of Anbar, Babil, Basrah, Dhi Qar, Diwaniyah, Karbala, Kirkuk, Muthanna, Najaf, Ninawa, Salah ad Din, and Wasit have officially adopted it and instructed all directorates to implement the instrument as proposed by *GSP/Taqadum*. The exceptions are Baghdad, Diyala, and Maysan.

L4. PUBLIC POLICY DEVELOPMENT

The concept of public policy-making is relatively new to local

Iraqi officials because ministries have traditionally done most of the policymaking. Now, with the ongoing decentralization process, the concept of policymaking has begun to be transformed. A final *GSP/Taqadum* workshop series prepared local governments for their new public policy development role, one that harmoniously brings together federal and local levels of government. As result of decentralization, the federal government should now shape public policies in cooperation with, and involvement of, the local governments. However, there is not yet a commonly agreed-on definition of public policy and of how both levels of government should in practice consult and involve each other when designing their policies.

LEGAL FRAMEWORK CLOSING STATEMENT

Since the beginning, the objective of *GSP/Taqadum*'s legal work was to provide a proper legal environment for administrative decentralization and build the capacity of local governments to: 1) receive the functions transferred from the ministerial to local levels; and 2) exercise their roles in accordance with the administrative decentralization as per the provisions of Iraq's Constitution (as amended) and Law 21 of 2008 (as amended).

LI. ENABLING DECENTRALIZATION ENVIRONMENT

To this end, *GSP/Taqadum* enabled an external legal environ-

ment for administrative decentralization, addressed the legal system and identified articles inconsistent or in conflict with implementation of decentralization, and prepared amendments that would ensure optimal implementation of the functions transferred in accordance with provisions of Article 45. Over the course of two phases, *GSP/Taqadum* reviewed all laws regulating the work of the seven service delivery ministries covered by Article 45: Agriculture, Construction and Housing, Education, Health, Labor and Social Affairs, Municipalities and Public Works, and Youth and Sports.

Phase I: Assisted local governments to create and build the capacity of legal teams to study laws and legislations (collective groupings of laws) governing the work of the Ministries of Education, Health, and Municipalities and Public Works, and to review and analyze laws relevant to the work of these ministries. Through this process, 240 national laws, rules, and regulations were analyzed, of which 35 were found to contradict the provisions of administrative decentralization and thus prevented the best exercise of the functions transferred from the ministries to the provinces. Of these 35, 20 regulated the work of the ministries mentioned, and 15 were general in nature regarding all of Iraq's ministries. Recommendations and amendments proposed by 12 provinces were officially brought before the Council of Representatives (COR) and the Council of Ministers (COM) to

take the necessary measures to ensure ideal implementation of administrative decentralization in accordance with provisions of Law 21 and the 2005 Iraqi Constitution.

Phase 2: Four provinces were targeted to replicate the review and amendment development work completed in Phase 1 with the remaining four ministries of Agriculture (Wasit), Labor and Social Affairs (Babil), Construction and Housing (Baghdad), and Youth and Sport (Najaf). The results of this effort — 20 initial draft amendments related to each ministry — were presented to all provinces in a national workshop that included representatives from all concerned provinces and ministries, the federal government, and the HCCP. Recommendations developed during the workshop were then submitted by 15 provinces to the COR, Council of Ministers Secretariat, HCCP, and relevant ministries.

L2. DEFINE AND DEVELOP ADMINISTRATIVE ROLES, REGULATIONS, AUTHORITIES, AND RELATIONSHIPS BETWEEN THE GOVERNOR'S OFFICE AND THE 10 NEWLY TARGETED DIRECTORATES

This involved *GSP/Taqadum* focusing on enabling internal local government legal environments to: 1) support Governors and Directors of the transferred Directorates to regulate their

transferred authorities and functions and distribute them between the Governors and the Directorate Directors; and 2) work with the Governors to develop legal mechanisms allowing for the practice of the legal functions transferred from the ministries to the provinces. To this end, *GSP/Taqadum* worked with representatives from the GOs and the transferred Directorates to develop a Roles, Responsibilities, and Authorities Distribution Model between the Governors and Directorate Directors aimed at helping the Directors take responsibility and manage their departments without total reliance on the Governors for the issuance of decisions related to their Directorates. The following standards were used when considering the distribution of authorities:

- Authorities granted to the Directorate Directors by the Ministers before implementation of Article 45 will be the minimum level of authorities for the Director to assume.
- Technical authorities are to be fully granted Directorate Directors.
- Grant Directorate Directors financial, administrative and legal authorities to enable them to manage their departments on a daily basis.

This model, been implemented by most Governors and at different levels, enables the Governors to devote their time to making key decisions and focusing on more important

supervisory, inspection, and province management planning roles granted in accordance with the authorities laid out in Article 31 of the Provincial Law. *GSP/Taqadum* assisted the local governments in issuing directives and legislations to support them to exercise the legal functions mentioned above on page XX.

L3. DEVELOP MONITORING, OVERSIGHT, AND ACCOUNTABILITY FRAMEWORK AMONG NATIONAL AND PROVINCIAL GOVERNMENTS — GOs, PCs, DIRECTORATES, AND CITIZENS' ACHIEVEMENTS

GSP/Taqadum met and worked on the preparation of a general accountability framework to determine implementation mechanisms related to the functions transferred in accordance with the public policies drawn by the federal ministries with representatives from the HCCP Secretariat, Council of Ministers Secretariat, Supreme Audit Board, Integrity Commission, and Inspectors General. This effort ensured implementation of decentralization and ensured the functions were transferred in accordance with the general regulations and in line with provisions of Article 45 of Law 21 and included the development of the following:

- Mechanisms for federal authorities to hold local governments accountable

- Technical relationships governing the work of the transferred functions and defining the roles and responsibilities of each ministry and transferred directorates

- Local monitoring and oversight mechanisms within the authorities of the governor and PC

- A clear role for citizens and civil society to play in terms of holding the local government accountable for services delivered, promoting community accountability, and participating in local decision-making

Thanks to *GSP/Taqadum* efforts, the proposed Accountability Model, which includes the above-mentioned points, was adopted by 15 provinces and officially submitted to the HCCP and relevant ministries. Local departments intend to apply this system in the greater context of their work within their department and in relation to the transferred functions.

In addition, 12 provinces have adopted the e-Social Accountability System and related program software developed by *GSP/Taqadum*, which saw a surprisingly high level of broad acceptance from the provincial governments thanks to its many benefits, chief among them — support of local government transparency and responsiveness to local needs and allowing citizens to hold their local governments accountable for services delivered. An important tool, this e-Social Ac-

accountability System organically manifested as a direct result of decentralization efforts to make local government more transparent and responsive to its constituents. A survey-based program, the e-Social Accountability System empowers citizens to take a more involved role in government proceedings by allowing them to evaluate the quality of the services offered by local government based on criteria they can access online and shows them the immediate results of their evaluation.

Through this system, citizens are afforded a way to voice their opinions, contribute to holding local government accountable, and take part in local decision-making.

The 12 provinces of Babil, Baghdad, Basrah, Dhi Qar, Diwaniyah, Diyala, Karbala, Kirkuk, Maysan, Ninawa, Najaf, and Wasit have adopted this model.



SERVICE DELIVERY IMPROVEMENTS FRAMEWORK

The heart of *GSP/Taqadum*'s service delivery work focused on improving delivery of vital services to Iraq's citizens by enabling local, provincial governments to respond more effectively and efficiently to needs of their communities. Local governments know best their constituents needs. Citizens can better monitor and hold accountable the actions of locally elected officials.

GSP/Taqadum's SDIP system involved the establishment of SDIP Development Committees in each provincial Directorate. Consisting of Directorate experts, these Development Committees are chaired by that Directorate's planning department manager. Their main responsibility is to identify and define objective and measurable performance standards and indicators for each service that is then used by government officials to realistically address service management issues.

The Development Committee measures the current or "as-is" status of each service and compares it to the standard of what should be. The difference or "gap" between the standard and the as-is situation needs to be closed for the standard to be reached. Solutions to close these gaps are then developed into an SDIP solution framework, which is then presented to citizens for feedback through public meetings, surveys, and local government websites, and also sent to the GO task force

of technical experts chaired by the Governor or a Directorate-related official. The task force reviews and provides the Development Committee feedback on possible modifications. Once the task force's review process is complete, the SDIP is submitted to the Governor for adoption and ready to be implemented.

An SDIP Implementation Committee is then formed within the directorate to oversee the implementation process. Chaired by the Governor or Deputy Governor, this committee prioritizes implementation of the solutions as short- and long-term. Available funding, whether the solution will have a quick or gradual impact, and each solution's effect on its respective "gap" are all taken into consideration. The Implementation Committee then develops two action plans — short- and long-term — with each outlining how each solution will be implemented and identifying by who, when, where, why, and how each solution will be implemented and begins implementing the solutions.

The Directorate informs the Governor as each solution is implemented, and the province's Essential Service Delivery Oversight (ESDO) working group of technical experts undertakes a monitoring process measuring the effectiveness and efficiency of each solution's implementation. The ESDO experts compare the current as-is indicator data collected to the standard

SUCCESS STORY

Network Maintenance Prevents Annual Rainy Season Flooding and Sewer Backup



Thanks to identification of the SDIP solution that called for funding to be requested from the Ministry of Construction, Housing, and Public Municipalities, the network received maintenance in October 2016 and Amara City's 2017 rainy season saw no flooding or backed up sewers, much to the relief of residents.

MAYSAN For the first time in many years, the 2017 spring rains did not back up sewage into, or flood the streets of Amara City thanks to implementation of a solution identified as part of the Service Delivery Improvement Plan (SDIP) developed by the Sewer Directorate, in cooperation with GSP/Taqadum. The solutions, just one of many identified in the SDIP, called for securing funds to conduct the much-needed annual sewer network maintenance. Presenting its case to the Governor's Office and the Ministry of Construction, Housing, and Public Municipalities, the directorate not only demonstrated the need, but also how, in the long run, proper sewer maintenance would prevent more costly repairs in the future. The Ministry agreed and provided \$70,000 in emergency funds to cover the cost of the maintenance.

Maintenance efforts saw 14,500 meters of sewer pipe inspected and cleaned where necessary. Normally contracted out to private companies, maintenance of the sewer network, specifically preparation for the annual rainy season, had not been done due to financial constraints. Thanks to the identification of the SDIP solution that called for funding to be requested from the ministry, the network received maintenance in October 2016, which, much to the relief of residents, resulted in zero flooding and no backed up sewers during Amara City's 2017 rainy season.

and determine how much, if at all, the gap has changed. This information signals the success level of the solution's implementation. Is the gap larger, the same, or has it been reduced?

GSP/Taqadum strengthened local government capacity in citizen-based service delivery through a performance management system approach that resulted in:

- Development and implementation of 102 Service Delivery Plans by eight sectors in 12 provinces that directly benefitted 7,650,500 people
- Implementation of 577 short-term solutions
- Development and implementation of a Trash Collection Management System in two pilot provinces that is now spreading throughout Iraq
- Five provinces legislating the institutionalization of a Service-Based Performance Management System
- Development of scientifically based Service Delivery Performance Standards
- Collection of data and measuring of service indicators that allows for identifying gaps in services and development of tangible solutions
- Citizen involvement in defining community service needs and monitoring those services

Thanks to the adoption of *GSP/Taqadum*'s SDIP methodology,

local governments, and their Directorates are better able to manage and improve the delivery of service to citizens.

SERVICE DELIVERY IMPROVEMENT FRAMEWORK CLOSING STATEMENT

When *GSP/Taqadum* began working with the provincial service Directorate employees, project Service Delivery staff found they did not have strategic plans to assist in improving the level of services they were providing to citizens. To address this lack, the project focused on building the capacities of these Directorates to prepare a strategic planning SDIP system that involved developing and implementing short- and long-term solutions to: 1) fill the gaps in services; and 2) improving the efficiency and coverage levels of these services. *GSP/Taqadum* Service Delivery staff assisted the provincial governments' implementation of 20 percent of the short-term solutions identified based on this strategic planning system. It is hoped the *GSP/Taqadum* SDIP system, developed in cooperation with the provinces, will not only continue to improve services but also expand to include the rest of the provincial Districts and Sub-districts.

SD5. POST-DISASTER MANAGEMENT AND SERVICE RESTORATION CAPACITY BUILDING IN 12 PROVINCES



Al-Khazer Bridge before reconstruction



Al-Khazer Bridge under reconstruction

Al-Khazer Bridge: before funding was secured (l) and after (r).

“GSP/Taqadum’s damage assessment forms are very useful and practical,” said Ninawa Roads and Bridges Director Najm Sa’eed. “We are using them to assess damage to the bridges as a result of the battle to liberate Ninawa from ISIL. These forms have helped us gather the necessary information, which helped us to get the funding we need to rebuild. We really appreciate and thank GSP/Taqadum for all of its efforts.”

SUCCESS STORY

Rebuilding Ninawa: Damage Assessments Bring Funds for Schools and Bridges

Almost from the beginning of the Islamic State of Iraq and the Levant (ISIL) destructive occupation of Anbar, Ninawa, and Salah ad Din, *GSP/Taqadum* understood these provinces would need post-conflict assistance. At the request of the Ministry of Municipalities and Public Works, *GSP/Taqadum* began an initiative to support post-conflict recovery and restoration of stability once the three provinces were liberated. This initiative centered on understanding that development of post-conflict plans would require: 1) extensive organizational skills to perform immediate assessments and 2) development of a basic services restoration plan, with a focus on

providing basic needs to citizens and returnees.

In Ninawa, *GSP/Taqadum*'s work with local government enabled it to address reconstruction after the devastation inflicted by ISIL. This included: 1) Post-Disaster Management System capacity building via workshops and technical training and 2) forming and building the capacity of the province's Crisis Cell and Field Technical Team (FTT). Consisting of at least one technical expert from each of the service-related directorates, the FTT is responsible for utilities damage assessments, service delivery action planning, development of post-disaster



Ashuri School before repairs



Ashuri School after repairs

Ashuri School: before funding was secured (l) and after (r).

management guidelines, and securing funding from international donors.

Using the skills gleaned from *GSP/Taqadum*'s interventions, Ninawa's local government submitted the FTT's completed assessment forms when successfully reaching out to the United Nations Development Programme for funds to rebuild the province's bridges and schools. Thanks to these assessments, Ninawa received Accelerated Reconstruction Development Program (ARDP) funding to rebuild Al-Khazer Bridge and expects an additional \$1.4 million to rebuild Al-Zuhoor Bridge. In addition, officials are exploring options to obtain funding the reconstruction of Al-Sukkar Bridge.

Additional funding received from the United Nations, based on the FTT's completed assessment form addressing needed school repairs, saw Ninawa's Provincial Council announce on January 21, 2017 that the school year would begin the next day.

After more than two and a half years of closure, an estimated 70 schools were restored and reopened, thanks to this funding stream.

Seeing schools up and running and bridges rebuilt not only builds the confidence of Ninawa's citizens in their local government, but also gives people a much-needed sense of security after the deeply harrowing and deadly ISIL occupation. The demonstrated competency of the FTT also provides testament to the sustainability of *GSP/Taqadum*'s approach and the successful application of the project's Post-Disaster Management System.

Unwavering in its commitment to provide the three Iraqi ISIL-devastated provinces with the necessary capacity building and technical assistance, *GSP/Taqadum* has ensured these local governments are equally prepared as the other provinces to implement decentralization and provide improved services to their citizens.



GSP/Taqadum’s international post-conflict management and recovery expert, Mr. Moustafa Osman, discussing various scenarios after the liberation of the areas occupied by the Islamic State terrorists with member of Ninawa’s Civil Defense Directorate at the project’s November 25-27 preparedness training workshop.

Although all levels of government are generally involved in disaster and post-conflict management, the role and actions of local government are particularly critical. In major disasters, such as the hurricane that struck Puerto Rico, local communities are often left to fend for themselves for several hours or even days until help can arrive. In the case of conflict, as occurred with the incursion, occupation, and liberation of areas in Iraq’s northern provinces by Islamic State of Iraq and the Levant (ISIL) terrorists, assistance may not be able to reach affected areas for months

or even years. In such scenarios, local governments can play a key role in taking the initiative in advance to protect and assist their citizens by having plans and entities designated to implement those plans. To this end, **GSP/Taqadum** conducted Post-disaster Management Training, first with provincial government officials from Diyala (beginning in April 2015); then with those from Anbar, Ninawa, and Salah ad Din (beginning in November 2015); and finally with officials from Wasit (January 2017).

After conducting Post-conflict Capacity Building Training with

Diyala provincial officials during the project's Phase I, in Phase II, as per the request of the Ministry of Municipalities and Public Works, *GSP/Taqadum* expanded its Post-disaster Capacity Building objective to include the provinces of Anbar, Ninawa, and Salah ad Din in order to enable each to effectively respond to the urgent needs of citizens afflicted by ISIL-driven conflict. Related workshop training focused on the development of preliminary plans to assist Internally Displaced Persons (IDPs) after the liberation of these provinces. Later, this focus expanded to include preparing plans to deal with the aftermath of natural (flooding) and man-made disasters and emergencies, including accommodating IDPs. At the request of Governor Malik Wadi, Wasit received this expanded version of the project's Post-disaster Management Training, adapted to fit Wasit's needs resulting from major flooding damage during the March 2015 rainy season.

Workshop participants from these provinces acquired full knowledge of the following:

- The concept of crisis/disaster management
- The Disaster Management Cycle
- Types of disasters
- Four-stage Crisis Management Strategy:
 - I. Readiness

2. Immediate response

3. Transition

4. Stability and sustainability

- Roles and responsibilities of Crisis Cell and Field Technical Team (FTT) members, as well as criteria for selecting them
- FTT Disaster Response Operations Room criteria
- Restoration Phases
- Action Planning
- How to coordinate with competent international organizations

Partnering implementers of the local government post-disaster management strategic plan include the ministries of Education and Construction, Housing, and Public Municipalities; international NGOs; investment commissions; and provincial service directorates.

POST-DISASTER MANAGEMENT CLOSING STATEMENT

Overall, *GSP/Taqadum* worked with the five provinces of Anbar, Diyala, Ninawa, Salah ad Din, and Wasit to: 1) sustain and enhance the capacity of their local governments to restore and manage services after destruction; and 2) establish systematic and organized crisis cells and Field Technical Teams equipped with the necessary knowledge, tools, and resources. These five provinces established systematic

العراق
يقعد مشروع تقدم (GSP)
الوكالة الامريكية للتنمية الدولية
ورشة عمل حول
تمكين الحكومات المحلية لتقديم الخدمات
للفريق التقني في خلية الأ
لمحافظات صلاح الدين و الأنبار
أربيل تشرين الثاني 2015



COP Mr. Cameron Berkuti presenting an overview of GSP/Taqadum activities to participants of a post-conflict preparation workshop.

and organized crisis cells and field technical teams that are equipped with specific knowledge, tools, and resources to avoid certain future emergencies, and are ready to face and appropriately deal with any type of future crisis.

SD7. TRASH COLLECTION MANAGEMENT SYSTEM DEVELOPMENT AND IMPLEMENTATION

A growing population, rapid economic growth translating into increased personal incomes, and ongoing sectarian conflicts and terrorist activities have created enormous challenges for Iraq's solid waste management. An estimated 31,000 tons of solid waste are produced daily, with per capita daily waste generation estimated at 0.8 kilogram to 1.4 kilograms. Rapid growth in solid waste, combined with inadequate trash collection services put increasing strain on an outdated and mismanaged infrastructure heavily damaged by years of conflict. Before implementation of Law 21, trash collection services were managed by provincial municipalities influenced by a central ministry rife with bureaucratic mires and mismanaged resources, and certainly not focused on local priorities. This overall situation weakened local government's abilities to properly address trash collection and other citizen-centered service needs. The transfer of functions in accordance with Law 21, as amended, brought decision-making processes closer to local

governments, which in turn has helped improve the quantity and quality of services delivered to citizens.

GSP/Taqadum's trash collection management work has proven the provincial government's ability, commitment, and willingness to improve services within a decentralized environment. Although the federal government had a system theoretically in place, it had not been applied at the local government level. This left the lower provincial-level government without a viable trash collection system; the capacity building was needed to increase this service and gain the respect of citizens. In May 2016, in cooperation with the Ministry of Construction, Housing, and Public Municipalities, GOs, and PCs, *GSP/Taqadum* began working with Najaf and Wasit as pilot provinces and developed a successful TCMS. Its clear steps and procedures led to more efficient and effective handling practices that showed immediate and positive results and saw it quickly expanded from its small targeted pilot coverage areas in these two provinces to much larger ones. Most importantly, it was developed to be easily adaptable to match each province's differing environments and logistical issues.

On December 5-7, 2016, *GSP/Taqadum* hosted a National Trash Collection Management System Conference that showcased the technical aspects and successes of Najaf and Wasit's TCMS implementation to of-

officials from the other provinces, who immediately requested assistance in replicating it. After a project-developed selection process to determine the ability of other provinces to implement the TCMS, it was adopted by Babil, Baghdad, Karbala, Kirkuk, and Maysan, where its widespread application is already improving efficiency, effectiveness, productivity, citizen satisfaction, and resource allocation.

TRASH COLLECTION CLOSING STATEMENT

Assessing the work of the Municipality Directorates, *GSP/ Taqadum*'s Service Delivery team found that they did not have a system that was properly using existing resources. Therefore, in coordination with specialists from the Ministry of Construction, Housing, and Public Municipalities, project specialists developed the Trash Collection Management System (TCMS) that addressed issues of resource application and used innovative trash collection procedures, specific to each respective province's needs. Initial successes of TCMS implementation in small pilot areas in Najaf and Wasit quickly fueled expansion to larger areas — both with Najaf and Wasit, and then to Babil, Baghdad, Karbala, Kirkuk, and Maysan, where its widespread application is improving efficiency, effectiveness, productivity, citizen satisfaction, and resource allocation. It is hoped that local governments in these provinces continue to implement and develop the TCMS to ultimately reach into every District and Sub-district. It is also hoped that

the other provinces will adapt the TCMS to their respective individual needs and replicate it.

OVERALL IMPACT

- The collection and removal of solid waste service is now being done according to a scientific standards-based system that uses resources available to the Municipality Directorate in the most optimal ways.
- Public awareness campaigns have shown they play a significant role in improving service delivery by raising the cultural and environmental consciousness of citizens and increasing their cooperation with municipalities — all of which has contributed significantly to saving the resources required to provide this service.
- Key elements in the successful implementation of the TCMS that reduced costs and resources were: 1) identification of garbage truck routes and other trash collection and cleaning mechanisms via the use of satellite maps; 2) tracking actual garbage truck and cleaning mechanisms movements by using the GPS; and 3) monitoring and evaluation processes conducted by the Municipality Directorate.
- Another important factor that contributed effectively to oversight of trash collection and solid waste removal efforts was implementing the use of weigh stations to determine the amount (kilos) of collected solid waste for each garbage truck. Since different

truck designs have different capacities, this information significantly informed officials who made changes to trash collection modes, usage of trucks and required quantities (i.e., depending on neighbor needs, etc.).

- Implemented use of Telegram and/or Viber messenger group apps provided a rapid means of communication between the GOs, PCs, Municipality managers, staff, and trash collection workers. All are now connected and effectively exchanging information, sending and receiving notifications and the latest breaking news, and sharing documents and photos of TCMS efforts and needs in the streets. The positive impact of this cannot be minimized. In addition to keeping all members of all groups involved in trash collection activities in the loop, each can share experiences, thoughts, and questions, get information, and clarify issues. The results? A high level of transparency, a government self-support system fostering trust and a sense

of much-needed teamwork, and a support system that expedites necessary decisions by government officials as needed.

- Use of Microsoft Office software, such as Excel, contributed to the development of a reliable database that archives weigh station data, as well as data collected via GPS tracking systems. These GPS systems are easily updated and available for use in ongoing and future solid waste planning and management.
- Implementation of the TCMS has contributed to reducing costs and resources that can be reserved for emergency situations, as well as expanding the TCMS to cover slums and other areas not covered.
- The number of collection and solid waste removal days has been significantly reduced due to the improved efficiency and effectiveness of the TCMS; hence, daily collections are no longer needed, which adds to savings in both cost and effort.



GSP/Taqadum, members of Karbala's ESDO working group, and government officials on a site visit to the province's newly opened plastic trash bag factory.

“We commend the role of *GSP/Taqadum* in helping the provincial departments prepare and implement SDIPs,” said ESDO Committee member, and Department Services Manager Faris Sadiq. “This helps us provide better services for the citizens, especially considering the scarcity of financial resources. *GSP/Taqadum*'s SDIP methodology helped us to search for low-cost solutions with considerable impact.”

SUCCESS STORY

Trash Woes in Karbala Resolved: New Garbage Bag Factory Fully Operational

A growing population, rapid economic growth translating into increased personal incomes, and ongoing sectarian conflicts and terrorist activities have created enormous challenges for Iraq's solid waste management. An estimated 31,000 tons of solid waste are produced daily, with per capita daily waste generation estimated at between 0.8 and 1.4 kilograms. Rapid growth in solid waste produc-

tion, combined with inadequate trash collection services, has put increasing strain on an outdated and mismanaged infrastructure heavily damaged by years of conflict.

To resolve a chronic trash collection problem made worse by Karbala's inability to provide trash receptacles to residences, in November 2016, the Municipalities Directorate opened a

plastic trash bag manufacturing factory. This was in response to a long-term solution identified and implemented as part of **GSP/Taqadum's** Service Delivery Improvement Planning (SDIP) process, conducted in cooperation with the directorate. A \$55 million investment, the factory employs a staff of 10 and has the capacity to produce up to 1,000-1,200 bags per hour — enough trash bags to supply all of the provinces' districts and sub-districts and a supply level to adequately meet increased demand resulting from the estimated 1 million visitors to Karbala's holy city during major religious holidays. The distribution of bags, rather than receptacles, provided an affordable solution that would better facilitate trash removal from homes and help improve solid waste removal service.

However, a January 1, 2017, site visit by **GSP/Taqadum** and the province's Essential Service Delivery Oversight (ESDO) working group (in its monitoring role gauging the effectiveness of SDIP implementation solutions) discovered the factory was only producing 400 to 450 bags per day due to constant power outages. This low production level made the substantial investment economically unfeasible.

Working together, the ESDO working group and local govern-

ment officials recommended a short-term solution: for the factory to be connected to the sub-district's emergency power line to secure a continuous source of electricity. Provincial officials quickly approved, the connection was made, and the factory is now producing at capacity levels.

"We commend the role of **GSP/Taqadum** in helping the provincial departments prepare and implement SDIPs," said ESDO committee member and Department Services Manager Faris Sadiq. "This helps us provide better services for the citizens, especially considering the scarcity of financial resources. **GSP/Taqadum's** SDIP methodology helped us to search for low-cost solutions with considerable impact."

ESDO committee and Karbala officials continue to use the SDIP process to be innovative in their search for continuous improvement in solid waste removal. A recent plan will see the province purchase a 60 KV generator as a long-term backup energy source, and research is underway to investigate the possibility of establishing a plastic recycling factory that not only would provide raw plastic for the garbage bag factory, but also reduce solid waste.



GSP/TAQADUM

GSP/Taqadum's international management and recovery expert discusses various scenarios after the liberation of areas currently-occupied Islamic State terrorists with members of provincial Field Technical Team (FTT).

CHAPTER FOUR

LESSONS LEARNED

Within the context of this report, lessons learned consists of knowledge gained through experience, which when shared, benefits the work of others. A lesson can be a good experience to follow or a bad experience to avoid, and sharing it may not translate into the actual transfer of a program or a strategy from one country to another. Culture, tradition, geography, and various social, economic, political, and legal systems must all be considered before attempting any type of replication. However, lessons learned in one place can be a helpful or transferable model in another and can be adapted in different contexts. Not all lessons are positive, but the lessons learned from even less-than-successful programs may promote others to evaluate and

implement programs that benefit from others' experiences.

The following are lessons learned via the *GSP/Taqadum* experience:

ESTABLISH TRUST AND RELATIONSHIPS

GSP/Taqadum sought to communicate with government entities early in the process and shared the results of its work with all. This engagement established trust and relationships, which facilitated further cooperation. This was done via the following:

- **Regularly Engaging with Stakeholders:** Understanding establishing trust and communication with stakeholders is critical to the success of any project, *GSP/Taqadum* included key stakeholders in all



Anbar's Al-Qassim Bridge before (l) and after (r) repairs were made, thanks to funding from the United Nations Development Programme by the local government.

SUCCESS STORY

Anbar's Secures Funds to Repair Water Networks and Bridges

“It was more than adequate and we appreciate *GSP/Taqadum*'s reaching out to us and throughout Iraq to give us the necessary tools,” said Anbar Governor's Advisory Commission and Technical Advisor Jassim Mohammed. “This boosted our confidence in managing our new tasks.”

Almost from the beginning of the Islamic State of Iraq and the Levant (ISIL) destructive occupation of Anbar, Ninawa, and Salah ad Din, *GSP/Taqadum* understood these provinces would need post-conflict assistance. At the request of the Ministry of Municipalities and Public Works, *GSP/Taqadum* began an initiative to support post-conflict recovery and the restoration of stability once the three provinces were liberated. This initiative centered on understanding that development of post-conflict

plans would require: 1) extensive organizational skills to perform immediate assessments and 2) development of a basic services restoration plan, with a focus on providing basic needs to citizens and returnees.

In Anbar, *GSP/Taqadum*'s work with local government enabled it to address reconstruction after the devastation inflicted by ISIL. This included: 1) post-disaster management system capacity building via workshops and technical training and 2) forming

and building the capacity of the province's Crisis Cell and Field Technical Team (FTT). Consisting of at least one technical expert from each of the service-related directorates, the FTT is responsible for utilities damage assessments, service delivery action planning, the development of post-disaster management guidelines, and securing funding from international donors.

Thanks to the Anbar FTT's ability to properly gauge damages and its completion of the **GSP/Taqadum**-developed damage assessment form accompanied by strong documentation, local government efforts obtained such funds from the United Nations Development Programme for several successful rehabilitation projects. Among these were repairs and restoration to the Al-Qassim and Al-Fallujah bridges, five water networks, and seven sewage stations.

"It was more than adequate, and we appreciate **GSP/Taqadum**'s reaching out to us and throughout Iraq to give us the necessary tools," said Anbar Governor's Advisory Commis-

sion and Technical Advisor Jassim Mohammed. "This boosted our confidence in managing our new tasks."

Seeing bridges rebuilt, sewer systems working properly, and having water service restored to their homes not only builds the confidence of Anbar's citizens in their local government, but also gives people a much-needed sense of security after the deeply harrowing and deadly ISIL occupation. The demonstrated competency of the FTT also provides testament to the sustainability of **GSP/Taqadum**'s approach and the successful application of the project's post-disaster management system.

Unwavering in its commitment to provide the three Iraqi ISIL-devastated provinces — Anbar, Ninawa, and Salah ad Din — with the necessary capacity building and technical assistance, **GSP/Taqadum** has ensured these local governments are as prepared as the other provinces to implement decentralization and provide improved services to their citizens.

of its workshops and training. This provided deeper knowledge of local perceptions, needs, and priorities, and allowed for incorporating this local knowledge into project planning. This included obtaining the as-is and desired levels of services and a better understanding of the cultural setting of the identified problems, both of which should be standard components of any governance project.

- **Building Relationships with All Levels of Government and Partners:** Aligning *GSP/Taqadum* objectives with those of national and local government entities encouraged them to assume control of implementing actions identified through the *GSP/Taqadum* process. In addition, the role of each participating entity was made clear from the beginning of the process to avoid misunderstandings or delays, especially regarding capacity building training.
- **Promoting Transparency by Communicating Science-Based Planning and Its Result:** A strong element in institutionalizing a system is public participation and feedback. This included communication of the *GSP/Taqadum*-developed SDIPs and their results to community leaders, citizens, and local governments. Through this process, local stakeholders came to understand the relevance, importance, and use of these results when planning provincial development objectives.

TAILOR GSP/TAQADUM-DEVELOPED PROCESSES AND TOOLS TO LOCAL NEEDS AND CONDITIONS

The project's approach included the understanding that local conditions would dictate application of the *GSP/Taqadum* methodology. This approach resulted in adaptable modifications that made the resulting action plans relevant to local needs, thus compelling federal (central) and local partners to fund and implement the plans, both of which were key to their sustainability.

DEMONSTRATED IRAQI COMMITMENT AND BUY-IN

From its initial engagement, *GSP/Taqadum* received an unprecedented level of support and buy-in from all levels of the Iraqi government. The seeds planted in the preceding years of the project grew as government entities and employees alike invested time and resources to implementing *GSP/Taqadum*'s recommendations and increasing their capacity to perform the transferred functions more effectively. The project continued to send invitations to meetings, workshops, and training sessions to all entities that had a stake in any aspect of its work. This was the optimum route to take to achieve success and avoid roadblocks later in the process. *GSP/Taqadum* management also learned that involving a greater number of stakeholders in the planning and implementation processes would improve overall stakeholder buy-in.

In Year 6, the impact was evident. Ministries and GOs used and continued to use **GSP/Taqadum's** proposed systems, procedures, and processes, all of which are widely considered essential to ensuring the effectiveness of the decentralization process. The federal government has begun to decentralize administrative authority for a select number of services to the provinces. The Prime Minister's Office is honoring **GSP/Taqadum**-suggested solutions such as the restructuring of the PPDCs and the new structure of the GOs. Some of Iraq's oldest and most important ministries have brought in enough of these solutions to cede some of their authority to provincial governments in accordance with Article 45 of Law 21, as amended, taking unprecedented steps toward a decentralized government. The local governments' remarkable commitment to **GSP/Taqadum's** objectives and assistance helped cement a partnership that spans every executive office or PC in 12 Iraqi provinces (not including those outside of the Kurdistan region and Ninawa, Anbar, and Salah ad Din). By living up to the "moving forward" that **GSP/Taqadum** was named for, this partnership has fostered an atmosphere of Iraqi ownership and commitment to long-term change in Iraq. This was clearly evident in the keynote speech of then-Iraqi National Alliance Chair Sayed Ammar Al-Hakim during the project's May 21, 2017, National Legacy Conference.

It is important to note the fact that the chief of party and the deputy chief of party spoke Arabic, were born in Iraq, and had previously worked for other USAID/Iraq projects contributed greatly to the project's successes, built trust, and resulted in a deeper and more meaningful outreach to Iraqi government counterparts.

GSP/Taqadum continued to further deepen relationships with federal and provincial government officials, including the Council of Ministers Secretariat; COR; HCCP Secretariat; Prime Minister's Advisory Council; Supreme Audit Board; the ministries of Finance, Agriculture, Education, Health, Labor and Social Affairs, Youth and Sports, and Construction, Housing, and Public Municipalities; the GOs and PCs in all 15 provinces; and finally, Iraq's universities.

WIDE CITIZEN-LEVEL IMPACT

Iraqi citizens want and expect a better quality of services from their government and recognize that it is not providing the level of services it is capable of. **GSP/Taqadum's** work with local governments helped meet these expectations, and the impact has been clearly noticed. As evident in a citizen feedback survey conducted by local municipalities, the project-developed TCMS has proven effective in cleaning cities in those provinces that are implementing it.



GSP/Taqadam's **SDIP** process effects positive results in Iraq. Here in **Wasit**, a service delivery awareness campaign was launched encouraging use of recently distributed trash containers.

LEADERSHIP DEVELOPMENT

GSP/Taqadum continued to invest in building the capacity of local directorate staff to ensure sustainability after the project ends, thus investing in the long-term success of local governments to better serve their citizens.

TRANSFERABLE KNOWLEDGE

GSP/Taqadum management learned that learning by doing on the part of national and provincial technical specialists improves the effectiveness of training by providing continual support, which enables participants to implement on-the-job lessons learned.

For efficiency and effectiveness, common issues were communicated via regional or national workshops. *GSP/Taqadum* worked to ensure counterparts were equipped with tools, processes, and systems to identify and solve problems in the long term, which is especially important after the project's closure. In addition, the project-developed financial, legal, and administrative structural changes that will stand the test of time as ministerial functions are transferred to the provinces. Local governments are now more independent and have developed more confidence in delivering better services to their constituents. Designed to transfer knowledge and strategies through innovative standardized systems and effective methodologies, *GSP/Taqadum* made great advances in build-

ing the capacity of provincial governments to plan and deliver services with the participation of their constituents.

MAINTAINING THE MOMENTUM

GSP/Taqadum worked side-by-side with provincial leaders and their staff to implement the TCMS in the pilot provinces of Najaf and Wasit. Once this implementation was complete, the system was replicated throughout Iraq, with its implementation occurring at a much faster pace than in the pilot provinces. The successes in the pilot provinces fed an implementation momentum throughout the other provinces, with outstanding results and effects felt in cities in the provinces of Baghdad, Karbala, Kirkuk, and Maysan.

CROSS-POLLINATION AND NETWORKING

The project established links between stakeholders by taking a proactive approach, linking officials from different provinces and the central government, which allowed for stronger ties between the provincial and federal governments. The exchange of information between local government entities created a greater consensus on common issues. *GSP/Taqadum* learned firsthand that data-sharing among provinces helps in obtaining consensus and provides a unified view among provincial government members. In addition, the project replicated lessons learned from one province in other provinces, which helped deepen the

ties among provinces, encouraged officials to learn from one another and identify common challenges, and saw them form communication and other networks. Finding and sharing challenges enables officials to better understand what it will take to confront them. This was clearly evident with the Trash Collection Management System implementation experience in the pilot provinces.

ANALYTICAL TOOLS

GSP/Taqadum used a comprehensive approach with well-thought-out criteria and analysis methodologies to map functional responsibilities. Essential to effectively implementing the provincial level decentralization process is building the capacity of those responsible for its implementation. Sustaining the decentralization process nationwide relies on the creation of appropriate tools and frameworks that institutionalize the process. The project worked side-by-side with provincial leaders and their staff and developed a unique and wide-ranging set of tools. Transfer of these tools, processes, and methodologies to local governments ensures replication and will sustain Iraq's provincial government organizational structure far into the future, thus benefitting citizens for generations to come.

MEASURING SYSTEM FOR BETTER MANAGEMENT

GSP/Taqadum successfully applied and affected Iraq's Service Delivery Performance Standards as evidenced by remedial ac-

tions outlined in the short-term solutions in the SDIPs slated to improve services. This scientific approach of calculating performance standards and indicator values is now being used as the basis for preparing the annual investment budget. In addition, the project made significant progress toward systemizing and streamlining devolved functions and providing citizens with clear instructions for key steps and a timeline and helped eliminate redundancy and streamline the process.

GSP/TAQADUM DECENTRALIZATION FRAMEWORK VIDEOS

GSP/Taqadum produced nine comprehensive video shorts depicting all aspects of the project's decentralization work within its four frameworks: legal, financial, administrative, and service delivery. These videos capture the very essence and culminating results of *GSP/Taqadum*'s efforts during its six-year trajectory and will serve as a roadmap for ongoing decentralization efforts in Iraq, as well as for those interested (educators, development workers and agencies, and government entities) in learning about and/or applying decentralization principles in other countries. A complete list of titles and summaries can be found in the Legacy section of this report on pages 73-91.

STANDARD OPERATING PROCEDURE GUIDES AND MANUALS

Great efforts were made to frame *GSP/Taqadum* activities and related implementation

results by producing and distributing a complete set of 23 official manuals to federal and local governments via electronic format. In addition, the project printed special hard copy sets of the manuals, which were delivered to the following government and other entities:

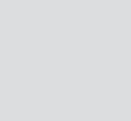
- High Commission for Coordination between Provinces Secretariat
- Council of Minister's Secretariat
- Baghdad University's American Resource Center
- Diyala University
- Supreme Audit Board

All 23 manuals in Arabic and 22 in English are available on **GSP/Taqadum's** official website: <http://iraqgsp.org>. The Guide for Civil Service Law (not within the project's work plan), appears only in Arabic. These manuals offer the results and insights gleaned during **GSP/Taqadum's**

six-year decentralization efforts; address legal, financial, administrative, and service delivery aspects of local governance; and now serve as tools for Iraqi government officials to use as they move forward decentralization efforts. A complete list of titles and summaries can be found in the Legacy section of this report on pages 73-91.

EMPOWERING PROVINCIAL GOVERNMENTS

GSP/Taqadum's ability to provide capacity building and technical assistance to officials and government staff promoted ownership and enlightened perceptions with regard to the government's responsibility to serve its constituents. Capacity building materials for the seven ministries (not including the Ministry of Finance) were gathered in cooperation with federal and local governments and will help local governments assume the new transferred functions according to Law 21, as amended.



USAID | **IRAQ**
FROM THE AMERICAN PEOPLE

Guide for Public Employee Discipline Law



GSP/TAQADUM



CHAPTER FIVE

LEGACY

Closing at the end of September 2017, *GSP/Taqadum* leaves a legacy firmly grounded within the cross-section of impact, sustainability, and committed counterparts. Concluding six years of assistance to Iraq's local provinces, the project leaves behind systems of reform, accountability, transparency, good management, and partnership. During its final year, *GSP/Taqadum* anchored the knowledge, tools, processes, and systems it helped to develop with and successfully transfer to the provinces, leaving them fully equipped to resolve challenges and improve performance on their own for years to come. *GSP/Taqadum* was fortunate to work with partners that were willing to implement institutional changes, adopt new processes and systems, and use new tools, skills, and practices.

Thanks to *GSP/Taqadum*'s comprehensive scientific approach that involved supporting all levels of government to improve structures, establish systems, and build capacity across the board, Iraq's decentralization work advanced practical steps that saw targeted ministries move authorities to the provinces, and governors' offices distributing authorities to deputies, assistances, and provincial directorates. Provincial officials are now exercising these authorities, as well as many others. Decision-making is moving away from the ministries and becoming closer to citizens in the provinces, which furthers the Iraqi government's goal to resolve the country's major administrative, economic, and social issues. As witnessed by *GSP/Taqadum* and noted by Iraqi government officials, this is leading to the delivery of better services, a more



GSP/TAQADUM

GSP/Taqadum, joined by a delegation of local government officials, visiting the newly established Jebala Vocational Training Center in Babil. A Directorate worker oversees operation of the newly installed compact water treatment unit transferred from Al-Kahla'a district to Alf Dar.

SUCCESS STORY

Opening of New Vocational Training Center Stems Unemployment and Provides Security

“My goal for participating in such a course is to learn sewing so I can teach my daughters this profession so they can be self-supportive.” – Kabeela Mejthab

Babil Decentralization supports community empowerment, security, and stability. This was demonstrated in Jebala sub-district in North Babil, a known hotbed of Al-Qaeda and Islamic State

of Iraq and the Levant (ISIL) insurgents, as a direct result of *GSP/Taqadum*'s decentralization activities.

“I learned about this training through the mosque. By the second week of the course, I had already learned the basics of dressmaking. I want to learn this profession so I can start working as a dressmaker since government employment opportunities are difficult to obtain.” – Aseel Abd Alaa

Having benefitted from *GSP/Taqadum*'s decentralization workshops and technical assistance, particularly the analysis of functions and services with regard to determining which functions should be transferred, various entities in Babil's local government came together to tackle unemployment and poor service delivery in North Babil. Focusing reducing unemployment in the Jebala sub-district, an area all too familiar with insurgent activity, especially car bombings, the Directorate of Labor and Social Affairs, supported by *GSP/Taqadum*, developed a Vocational Training Service Delivery Improvement Plan.

The plan identified a solution to increase the number of individuals benefitting from receiving vocational training by establishing new Vocational Training Centers (VTCs) in Jebala sub-district. Given that the closest VTC was 45 kilometers away, it was prohibitive to attend in terms of time and cost associated with the commute. After identifying this solution, the Babil Directorate of Labor and Social Affairs organized a joint effort involving the sections of vocational training, people with disabilities, and employment and loans that saw the development of a new VTC in Jebala sub-district.

Its opening was announced to the public via the distribution of flyers and hanging of posters at mosques (supplemented by announcements after prayers), government offices, and other public places. To date, 1,260 unemployed individuals have signed up for various training programs,

their names have been entered into a database, and interested individuals are being notified as relevant courses become available.

GSP/Taqadum and a local government delegation recently visited a sewing course at the Jebala VTC consisting of 32 women of various ages enrolled, 30 of whom are illiterate. Free of charge, the two-month course will secure dressmaker certificate for successful graduates. Excited about her and her daughters' future prospects, trainee Kabeela Mejjthab said, “My goal for participating in this a course is to learn sewing so I can teach my daughters this profession and then they can be self-supportive.”

Explaining why the training was important to her, trainee Aseel Abd Alaa said, “I learned about this training through the mosque. By the second week of the course, I had already learned the basics of dressmaking. I wanted to learn this profession so I can start working as a dressmaker since government employment opportunities are difficult to obtain.”

“This is exactly what was needed in Jebala sub-district,” said Directorate of Labor and Social Affairs Director Ahmed Faris. “When our citizens have the chance to learn and find more opportunities for employment, they will feel positive and have hope. This hope will encourage them to work towards a better future and fight to keep insurgents out of our communities. Thank you for giving us hopes of a better future for Jebala.”

responsible citizenry, and more responsive government entities.

One clear impact on communities has been clearly experienced due to the enormously successful *GSP/Taqadum*-developed Trash Collection Management System — just one of the successful systems the project has implemented during its six years strengthening Iraq's governance abilities and shift to decentralization.

GSP/TAQADUM OFFICIAL WEBSITE

As part of closeout preparations, *GSP/Taqadum* retooled its official website (<http://iraqgsp.org>) to match USAID website design branding. This version will live online for two years after the project's end. An archived treasury of the trajectory and successes of the project's decentralization work, it houses all of the project's weekly, quarterly, best practices and lessons learned, and final reports, and

most importantly, leaves visitors with *GSP/Taqadum*'s legacy videos and manuals.

GSP/TAQADUM LEGACY VIDEOS AND MANUALS

To ensure support would be available to ensure *GSP/Taqadum*'s work would live on long after the project concluded, this last year saw the production, distribution, and posting (on the project's official website nine legacy videos (also available via YouTube) and 23 legacy manuals. The summaries for all can be found below.

It is our sincere hope that these tools will be accessed and provide a roadmap for professionals, government officials, journalists, academics, students, and those in the development community interested in understanding not only how to develop a successful decentralization process, but also the earliest stages of Iraq's decentralization process.

Iraq's decentralization: Alf Dar 1000 Houses – a GSP/Taqadum success story video.



GSP/TAQADUM LEGACY VIDEO

TITLES AND SUMMARIES

I. OVERVIEW: *GSP/TAQADUM* DECENTRALIZATION

Theme: EMPOWERING THE PEOPLE OF IRAQ TO BUILD THEIR COUNTRY

[Length: 12:29 minutes]

<https://youtu.be/BaMXYEetB7k>

This video shows where it all began, explains what decentralization is, where *GSP/Taqadum* worked and how, the frameworks focused on, and the tools developed that enabled the smooth beginnings of Iraq's transition to decentralization. Especially highlighted is the project's Decentralization Mapping and Analysis Plan, developed (as many of our tools were) by Chief of Party Cameron Berkuti. In fact, it is Mr. Berkuti hosts us on this journey, explaining

key aspects of *GSP/Taqadum's* decentralization work. He is joined by a few of our main supporters, each champions of decentralization in their own right: 1) Baghdad Provincial Council Chair Riyadh al-Adhadh; 2) Deputy Minister of Administrative Affairs Yalmaz Shabaz; 3) High Commission for Coordination between Provinces Secretariat Chair Torhan al-Mufti; and 4) Baghdad University President Alaa Abdul Hussein.

2. IRAQ'S DECENTRALIZATION: ALF DAR 1000 HOUSES – A *GSP/TAQADUM* SUCCESS STORY

Theme: EMPOWERING THE PEOPLE OF IRAQ TO BUILD THEIR COUNTRY

[Length: 2:29 minutes]

<https://youtu.be/bBV8Zg5mtzM>

This Alf Dar 1000 Houses community was built by Maysan to accommodate Iraq's poorest families. As the families moved in, they discovered there were no services: no roads, no water, and no schools. Through *GSP/Taqadum's* Service Delivery Improvement Planning, work with the Municipalities Directorate that included outreach to international partners, solutions were implemented to resolve these issues. This video takes us to Alf Dar's streets and schools,

and most importantly, the people directly affected by the solutions implemented, thanks to the adoption of *GSP/Taqadum's* service delivery process. Among those featured in this video: 1) Kibriya al-Shahada Primary School Headmaster Mohammed Abid Jabur; 2) a female student attending the newly acquired caravan school building at the Kibriya al-Shahada Co-ed Primary School; 3) a water station employee; and 4) an Alf Dar resident.

3. IRAQ'S DECENTRALIZATION: TRASH COLLECTION MANAGEMENT SYSTEM KEEPS STREETS CLEAN AND CITIZENS HAPPY – A *GSP/TAQADUM* SUCCESS STORY

Theme: AN ADVANCED AND RELIABLE TRASH COLLECTION MANAGEMENT SYSTEM ACHIEVES A HEALTHY ENVIRONMENT FOR CITIZENS TO ENJOY

[Length: 6:57 minutes]

<https://youtu.be/vY-qM4BIR24>

From house to truck to dump and even to the trash collection equipment repair shop, this video shows the road Iraq's garbage takes thanks to the *GSP/Taqadum*-developed Trash Collection Management System. Currently being welcomed as it is deployed in most of Iraq's provinces, the TCMS has been so successful and widely accepted that we decided to make it its own video.

Iraqi government officials who appear: 1) Ministry of Construction, Housing, and Public Municipalities Deputy Minister for Technical Affairs Jabir Al-Hassany; 2) Najaf Provincial Council GIS Manager Mustaq Talib; 3) Najaf Eng. Udai Al-Sahib; 4) Najaf Governor Advisor for Services Ahmed al-Hillu; 5) Wasit Eng. Ayad Hassan; and 6) Wasit Deputy Governor. Rashid Edan.

4. IRAQ'S DECENTRALIZATION: PROCESS MAPPING AND STREAMLINING, SERVICE DELIVERY, AND IRAQ'S FUTURE – A *GSP/TAQADUM* SUCCESS STORY

Theme: USING PROCESS MAPS TO STREAMLINE SERVICE PROCEDURES OF CITIZEN-CENTERED SERVICES OUTLINES STEPS CITIZENS MUST FOLLOW TO RECEIVE DESIRED SERVICES

[Length: 5:02 minutes]

<https://youtu.be/lu3iv8BXZrFQ>

GSP/Taqadum's work with provincial governments to process map and streamline 147 transferred functions and provide a common unified framework for government entities and citizens to follow is explained in this video. Process mapping and streamlining has strengthened and clarified internal lines of communication. Most importantly, it has allowed employees to easily understand their roles

and responsibilities and enabled citizens the ability to more easily and efficiently access services.

USAID/Iraq Mission Director Brooke A. Isham makes a special appearance, where she says: "The success of decentralization and what you are learning today, it doesn't depend on USAID, it doesn't depend on the GSP project. It depends on you. You are really the ambassadors

of decentralization. On behalf of the U.S. government and USAID, we want to thank you for sharing our thoughts today with us in a very frank way and for being within your ministry champions of decentralization. Because what you are doing is helping your country, your families, helping future generations of Iraqis to have better services where they live.”

Video footage shows the results of *GSP/Taqadum*'s service delivery efforts on the lives of children and residents of Alf Dar “1000 Houses” community for low-income families, and two infographics depict: 1) *GSP/Taqadum*'s building the process mapping and streamlining capacity

of 1,368 local government staff from the transferred directorates (Phase 1) and an additional 640 staff from the transferred directorates (Phase 2), and 2) the process mapping and streamlining results and positive impact of simplifying procedures that enable citizens to access services.

Notables who appear: 1) Maysan Municipalities Human Resources Manager Eng. Kassim Hussein, 2) Diwaniyah Housing Directorate IT Manager Eng. Dhurgham Shihab, 3) USAID/Iraq Mission Director Brooke A. Isham, 4) a citizen driver, and 5) a Karbala Water Treatment Plant staff member.

5. SERVICE DELIVERY – *GSP/TAQADUM*'S SERVICE DELIVERY FRAMEWORK

Theme: DEVELOP SCIENTIFIC METHODS TO IMPROVE THE PROVISION OF CITIZEN-CENTERED SERVICES TO THE IRAQI PEOPLE

[Length: 11.30 minutes]

https://youtu.be/SP_PSxyWHzA

If you want to see the streets of Iraq and the lives of its citizens, this is the video to watch. It explains to viewers the *GSP/Taqadum*-developed Service Delivery Improvement Plan process from beginning to end and how it enables local, provincial governments to respond more effectively and efficiently to the needs of their communities. This process is clearly laid out through a series of infographics. Viewers are then taken on a bird's-eye journey throughout select provinces, where they can see the results and effects

on the lives of Iraq's citizens that this improvement planning continues to have. The curtain is pulled back as viewers are shown an operational sewer treatment plant, compact water treatment units, production of asphalt in factories and the actual paving of roads, and the important and critically beneficial results of the project's Trash Collection Management System implementation work.

Citizens and government officials offer their opinions on the level and quality of ser-

vices being delivered in Iraq and the how *GSP/Taqadum's* work helped to improve them. Citizens and Iraqi government officials who appear: 1) Alf Dar Kibriya Al Shahada Co-ed Primary School Headmaster Mohammed Abd Jabur, 2) Alf Dar Kibriya Al Shahada Co-ed Primary School female student, 3) Diwanayah resident in his

car, 4) Karbala Water Directorate Planning Section Manager Ahmed Yasseen, 5) Babil Vocational Training Center Manager (Aliskandariyah District) Nasser Abduljabbar, and 6) Administrator of the Operation Unit at Baghdad's Al-Madein Central Sewage Treatment Plant Adel Khudier.

6. IRAQ'S DECENTRALIZATION: FINANCIAL FRAMEWORK

Theme: A ROBUST LOCAL REVENUE SYSTEM, WELL-DEVELOPED BUDGET, AND EFFICIENT FINANCIAL SYSTEM PROMOTES DELIVERY OF BETTER SERVICES

[Length: 8:27 minutes]

<https://youtu.be/wi83oHlKH5g>

From soup to nuts, this video takes viewers through *GSP/Taqadum's* budgeting team's work with both federal and local governments setting the foundation for a sustainable and decentralized Local Financial Management System, which is critical to financing local services, holding local government accountable, and improving service delivery.

Segments shown of *GSP/Taqadum's* historic breakthrough meeting between provincial finance and Ministry of Finance officials reveal the true champions of Iraq's fiscal decentralization.

Two infographics give clear visuals of this and the 20 steps of investment budget formulation, footage of citizens enjoying Dhi Qar' Nasiriyah Park shows the success of provincial revenue-

generating efforts, and government officials appear, each giving their take on the importance of the Administrative and Financial Affairs directorates (developed in each province in cooperation with *GSP/Taqadum*) to decentralization, and the many ways the project built the capacity of financial staff.

Iraqi government officials who appear: 1) Diyala Provincial Council Secretary Khudar Muslim, 2) Salah ad Din Governor Advisor for Decentralization Affairs Mohammed Koja, 3) Dhi Qar Provincial Council Strategic Planning and Investment Committee Chair Ashwaq Talib, and 4) Dhi Qar Governor Advisor for Financial Affairs, and Administrative and Financial Affairs Directorate Director. Razzaq Kshayish.

7. IRAQ'S DECENTRALIZATION: LEGAL FRAMEWORK

Theme: CREATE A SOLID CONSTITUTIONAL ENVIRONMENT TO ENSURE A SMOOTH IMPLEMENTATION OF DECENTRALIZATION

[Length: 7:01 minutes]

<https://youtu.be/VJuwsDlwKws>

This video simplifies the complexities of Iraq's legal transition to decentralization for viewers, especially how *GSP/Taqadum* legal specialists 1) analyzed 240 national laws, rules, and regulations and identified 55 in conflict with decentralization's full implementation and 2) worked with government legal officials and entities to amend and thus remove these blockages. Viewers will receive a full understanding of how the project enabled provincial governments to exercise the transferred ministerial functions in accordance with Law 21, as amended, by creating a favorable legal environment to meet local needs by delivering better services to citizens.

Three infographics give easily understandable visuals of: 1) the analysis, identification, and amendment processes that cleared the path to decentralization; 2) the accountability mechanisms developed in cooperation with *GSP/Taqadum* and the adopted technical relationships between ministries and provinces, including transferred directorates and ministerial

accountability mechanisms that ensure implementation of public policies outlined by ministries; and 3) the legal mechanisms that allow for provincial exercise of all the transferred legal functions (endorsement of contracts, undertakings, and guarantees; legal representation; legal counseling; property management; eminent domain; contract drafting; and administrative Investigation) and remove red tape and administrative burdens.

Iraqi government officials who appear: 1) Babil Governor Advisor for Legal Affairs and Governor's Office Decentralization Section Manager Khalid Rayis; 2) Diwaniyah Governor Sami al-Hasnawi, who confirms the fair distribution of the rules and responsibilities among the governor and the transferred directorates; and 3) Muthanna Governor Advisor for Services Affairs Haider Abid Jabir, who lauds the great results of delineating the relationships between the directorates at the local level, and the directorates and their line ministries at the federal level.

8. IRAQ'S DECENTRALIZATION: **GSP/TAQADUM'S** ORGANIZATIONAL DEVELOPMENT FRAMEWORK – GENERAL

Theme: FURNISHING THE GOVERNORS' OFFICES WITH THE TOOLS TO MANAGE TRANSFERRED DIRECTORATES AND IMPROVE THE QUALITY AND QUANTITY OF SERVICES PROVIDED TO CITIZENS

[Length: 8.48 minutes]

https://youtu.be/hAtLSjx_nu0

This video depicts **GSP/Taqadum's** collaborative work with government officials enabling provinces to receive and manage the departments transferred from the ministries, and install an organizational structure that is smoothly linked to the governors' offices and makes local government function in better ways. With greater authority than the ministries, local government is now more effective, efficient, and accountable, which, as the video shows, translates into more and better services delivered to citizens and growing trust between them and their government.

Three infographics show: 1) the governor's office organizational chart and the relationships involved, 2) the e-communication

system installed that replaces (and in some cases when necessary, enhances) paper-based communications, and 3) the number of local government staff **GSP/Taqadum** provided capacity building training to, and how many then institutionalized that training by transferring it to others in their offices and directorates.

Iraqi government officials who appear: 1) High Commission for Coordination between Provinces Secretariat Chair Torhan al-Mufti; 2) Basrah Assistant Governor for Administrative Affairs Mo'een al-Hassan; 3) Wasit Deputy Governor Hayder al-Jasani; and 4) Najaf Ministry of Construction, Housing and Public Municipalities Sewage Directorate Manager Haider Taki.

9. IRAQ'S DECENTRALIZATION: **GSP/TAQADUM'S** ORGANIZATIONAL DEVELOPMENT FRAMEWORK – PROCESS MAPPING AND STREAMLINING, AND SERVICE DELIVERY

Theme: FURNISHING THE GOVERNORS' OFFICES WITH THE TOOLS TO MANAGE TRANSFERRED DIRECTORATES AND IMPROVE THE QUALITY AND QUANTITY OF SERVICES PROVIDED TO CITIZENS

[Length: 8:31 minutes]

<https://youtu.be/mvahUSZzIYo>

GSP/Taqadum's work with provincial governments to process map and streamline 147 transferred functions and provide a common unified framework for government entities and citizens to follow is explained in this video. Process mapping and streamlining has strengthened and clarified internal lines of communication. Most importantly, it has allowed employees to easily understand their roles and responsibilities and enabled citizens the ability to more easily and efficiently access services.

USAID/Iraq Mission Director Brooke A. Isham makes a special appearance where she says: "The success of decentralization and what you are learning today, it doesn't depend on USAID, it doesn't depend on the GSP project. It depends on you. You are really the ambassadors of decentralization. On behalf of the U.S. government and USAID, we want to thank you for sharing your thoughts today with us in a very frank way and for being within your ministry champions of decentralization. Because what you are doing is

helping your country, your families, helping future generations of Iraqis to have better services where they live."

Video footage shows the results of *GSP/Taqadum's* service delivery efforts on the lives of children and residents of Alf Dar "1000 Houses" community for low-income families and two infographics depict: 1) *GSP/Taqadum's* building the process mapping and streamlining capacity of 1,368 local government staff from the transferred directorates (Phase 1) and an additional 640 staff from the transferred directorates (Phase 2) and 2) the process mapping and streamlining results and positive impact of simplifying procedures that enable citizens to access services.

Iraqi government officials who appear: 1) Maysan Municipalities Human Resources Manager, Eng. Kassim Hussein, and 2) Diwanayah Housing Directorate IT Manager, Eng. Dhurgham Shihab.

GSP/TAQADUM LEGACY MANUAL AND GUIDE TITLES AND SUMMARIES

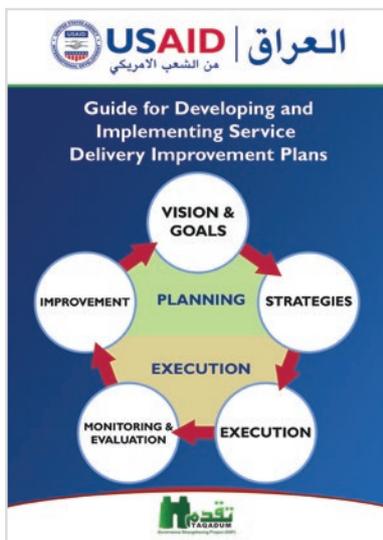
Great efforts were made to frame *GSP/Taqadum* activities and implementation of project results by developing and disseminating 23 manuals and guides (22 in both Arabic and English, and one – Guide for Civil Service Law, appears in

Arabic only). The manuals and guides address legal, financial, administrative, and service delivery aspects of local governance and serve as tools for Iraqi government officials to utilize as they move forward decentralization efforts.

SERVICE DELIVERY

GUIDE FOR DEVELOPING AND IMPLEMENTING SERVICE DELIVERY IMPROVEMENT PLANS

Provides step-by-step guidelines to follow in developing Service Delivery Improvement Plans. Service delivery improvement planning is a comprehensive, strategic process developed to address a variety of management issues aimed at improving service delivery to citizens and enabling a given directorate to achieve its short-, medium-, and long-term objectives. The process uses a methodological approach that: 1) identifies management, technical, and procedural problems to effectively and efficiently address immediate service delivery shortcomings by developing specific solutions; and 2) handles non-quantifiable elements and information regarding service delivery using scorecards, as well as planned application of resources to achieve these goals.



SERVICE DELIVERY MONITORING AND OVERSIGHT PROCEDURES MANUAL

Provides action mechanisms for monitoring and oversight working groups in relation to the provision of services that outline how to prepare, implement, follow-up, and improve the quality of services provincial directorates provide to citizens by using applied mechanisms and successful internationally-proven procedures. These mechanisms include setting service quality standards, calculating indicators, conducting surveys on the status of services via field visits, public meetings, and social media networking. Service delivery monitoring and oversight working groups can use this manual to: 1) be best informed about the quality of services, and 2) learn how to educate and train employees on the mechanisms, tools, procedures, and service standards designed to ensure efficient and effective delivery of services to citizens.

POST-DISASTER CAPACITY BUILDING MANUAL

A great guide for those looking to restore or meet service delivery demands after a crisis or disaster. This manual provides: 1) a reference for overall post-disaster management, including preparedness, assessment, analysis, prioritization, planning, implantation, and monitoring and evaluation; and 2) tools to help build the capacity of emergency teams: crisis cells and field technical teams, to conduct assessments and plan, prioritize, and manage service restoration and improvements for the citizens, such as: hazard vulnerability assessments, damage and risk assessments, gap analysis, and infrastructure redevelopment prioritization.

TRASH COLLECTION MANAGEMENT SYSTEM MANUAL

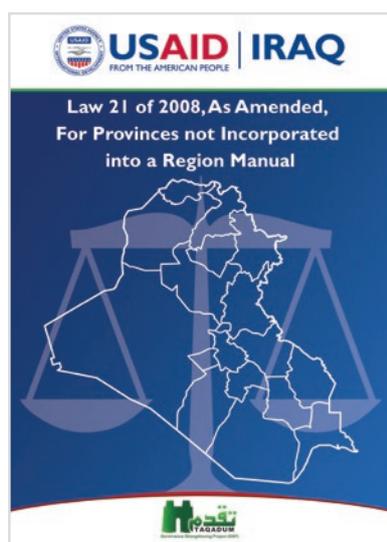
This manual provides a comprehensive set of actions to take to develop and implement a TCMS that encompasses all the steps required to efficiently and effectively manage trash collection and its transportation to landfills. Outlining six steps: 1) information gathering, 2) standards and indicators, 3) data analysis, 4) solutions implementation, 5) action plan, and 6) monitoring and evaluation. This manual also covers the contracting procedures and the forms needed to contract out the trash collection services with the private sector.

LEGAL

LAW 21 OF 2008, AS AMENDED, FOR PROVINCES NOT INCORPORATED INTO A REGION MANUAL

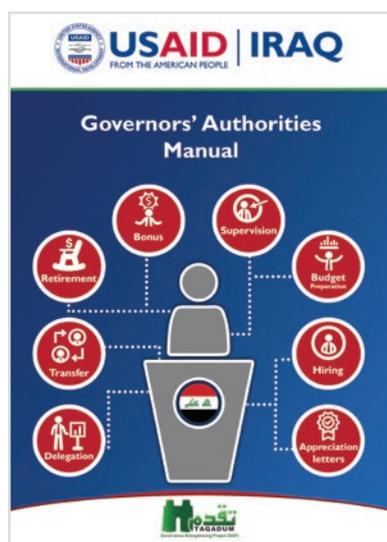
A clear and comprehensive reference for local governments at the legislative and executive levels and directorates, this manual enables them to manage their local affairs in accordance with the principle of administrative decentralization and deliver better service to citizens. It provides: 1) a detailed explanation of the Provinces Not Incorporated into a Region Law 21 of 2008, as amended; 2) clarification of the most important ongoing amendments to the law, in accordance with Law 15 of 2010 and Law 19 of 2013;

3) a detailed explanation of the Articles of Law 21, as amended, in relation to the provincial councils and: a) procedures to formulate them; b) membership and termination conditions; c) provincial council competencies; d) local council (district and sub-district) competencies, including the rights, privileges, and powers of the governor, administrative unit managers, and district and sub-district chairs. In addition, this manual contains the most important decisions taken by the Supreme Court and the State Shura Council, including texts of the most important relevant Articles of the Constitution and the Federal Court Law.



GOVERNORS' AUTHORITIES MANUAL

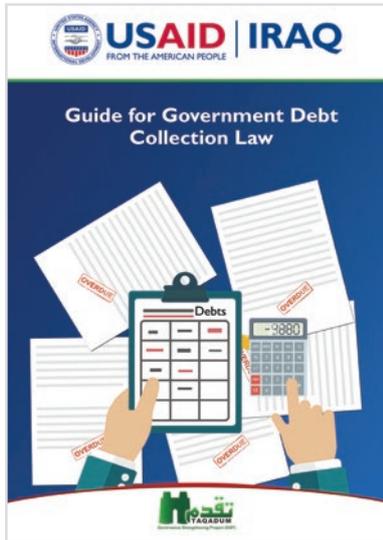
A comprehensive and an important reference for local governments and governors to manage local affairs consistently to provide the best quality and quantity of services to Iraq's citizens. This manual provides substantial support to governors to manage provincial affairs and transferred directorates, functions, and responsibilities following implementation of administrative decentralization at the local level in accordance with Article 45 of the Provinces Not Incorporated into a Region Law No. 21 of 2008, as amended. This manual includes: 1) the identification of all activities and legal provisions related to all functions, competences, and authorities of the governors whether: a) as stated in the Constitution of Iraq for the year 2005; b) as stated in the abovementioned Article 45; or c) as stated in the rest of the laws in force – whether these authorities are supervisory, investigatory, administrative, legal, financial, or related to security, managing the governor's office and its administrative unit, or transferred directorates. This manual also includes a summary of the most important constitutional articles, laws, legislations (groups of related laws), federal supreme court and State Shura Council decisions.



DISTRIBUTION OF ROLES, RESPONSIBILITIES, AND AUTHORITIES BETWEEN GOVERNORS AND PROVINCIALS DIRECTORS MANUAL

This manual is a clear and detailed reference for the governors' offices and directorates to manage local affairs in accordance with the principle of administrative decentralization and provide citizens with the best quality and quantity of services. This manual provides standardized models for all provinces, including an outline of the roles, responsibilities, and authorities distributed between the governor and directors of the directorates of Agriculture, Buildings, Education, Health, Housing Labor and Social Affairs, Municipalities, Planning and Follow-Up, Roads and Bridges, Sewage, Urban Planning, Water, and Youth and Sport. Clear and explicit distribution was made to prevent concentration of the transferred authorities in the governor's office and related negative impact regarding the successful implementation of administrative decentralization.

[Note: After the implementation of Article 45 of the Law of Provinces Not Incorporated into a Region, Law 21 of 2008, as amended, and the issuance of the ministerial orders for the transfer of functions and specialties to the provinces, it became necessary to regulate the exercise of these functions at the local level between the governor, in his capacity as the province's highest executive officia, and the directors



of the local executive departments transferred to the provinces.]

GUIDE FOR GOVERNMENT DEBT COLLECTION LAW

A guide to the Government Debt Collection Law No. 56 of 1977, as amended, which guarantees the preservation and maintenance of public funds and the collection of government debts from the debtors to enable public facilities to operate in a stable manner so individuals can enjoy public services. This guide clarifies the law's most important ongoing amendments, as well as the instructions and controls it contains regarding:

1) the scope of law application; 2) debtor warning, arrest, seizure, and selling of property, and imprisonment procedures and supporting laws; 3) enforcement instructions; 4) Inclusion Law No. 31 of 2015 provisions; and 5) pertinent decisions by the: a) Council of Ministers; b) Revolution Command Council (dissolved); c) Coalition Provisional Authority (regarding development of judicial proceedings related to religious disputes No. 78 of 2004); and d) of the relevant courts and the State Consultative Council.

GUIDE FOR CIVIL SERVICE LAW

Detailing the key transactional activities, phases, and procedures related to employment, this guide provides detailed explanations of: 1) Civil Service Law No. 24 of 1960, as amended and its most important ongoing amendments; and 2) Staff Law No. 25 of 1960, as

amended, as well as the instructions and controls they contain regarding the most important civil service subject, such as: a) employment grades and salaries; b) appointment provisions and controls of appointment; c) contracting and assignment; d) provisions of bonus granting, promotion, seniority, resignation, transfer, and secondment; e) leave provisions (annual, sick, maternity, study, accompanying leave, and Iddah leaves [Note: In Islam, Iddah is the period a women must observe after the death of her spouse or after a divorce, during which she may not marry another man]; and f) delegation, appropriations, and exclusion provisions other than those made by the Higher Administrative Court, the State Shura Council, and the Staff Judicial Court. The guide made clear the key activities and phases and procedures on transactions related to the most important employment.

GUIDE FOR UNIFIED PUBLIC RETIREMENT LAW

This guide clarifies the provisions of Unified Retirement Law No. 9 of 2014 and provides detailed information on retirement issues, service extension, and calculation of services and pensions. Considered one of the most important laws in Iraq because it affects a large and important segment of the population, the Unified Retirement Law aims to improve the living conditions of retirees. To that effect, it organizes explicit mechanisms to: 1) encourage private sector employment by

facilitating the transfer of utilities between the public and private sectors; 2) expand the law's scope to include more categories; 3) achieve equity for those killed due to terrorist operations, as well as the families of military and police personnel; and 4) reduce the differences between retirees.

GUIDE FOR PUBLIC EMPLOYEE LAW

This guide addresses: 1) the concept of public employment; 2) employee duties; 3) prohibitions to avoid regarding discipline violations that may be considered criminal offenses; 4) employee rights regarding bonuses, promotions, seniority, school leave, and risk allowances; 5) types and effects of disciplinary penalties, related grievances, and requests to cancel such penalties; and 6) employee suspension and related circumstances.

GUIDE FOR PUBLIC EMPLOYEES' SALARIES LAW

This guide provides a detailed explanation of: 1) the Articles of State Employees and Public Sector Law 22 of 2008, as amended; 2) the ongoing amending of Law 103 of 2012; and 3) the instructions and controls to facilitate the implementation of Law 22; in addition to detailed information on grades, salaries, terms and conditions of allowances; promotion and allocations of all types, such as job title allowance, certification, marital status, children; occupational hazards with all relevant details; geographical location allocations; and the provisions

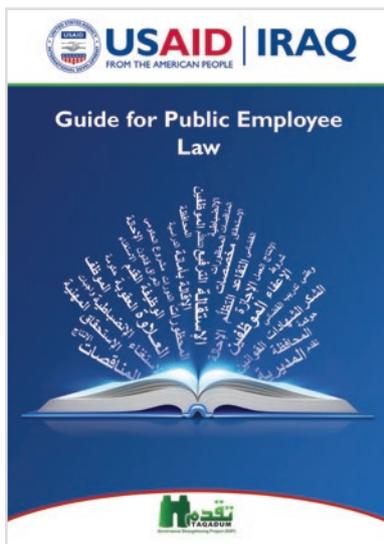
and controls regarding working outside of official hours. This guide also touches on the most relevant decisions taken by the Higher Administrative Court, State Shura Council, Staff Judicial Court, Council of Ministers, and Revolution Command Council (dissolved).

GUIDE FOR PUBLIC EMPLOYEE DISCIPLINE LAW

This guide acts as a code of conduct and addresses State and Public Sector Employees Discipline Law 14 of 1991, as amended, and the instructions and controls related to functional disciplines, such as: 1) determining the duties to be performed by state employees and 2) prohibitions to avoid regarding discipline violations that may be considered criminal offenses. It includes explanations of: 1) types and effects of disciplinary penalties, related grievances, and requests to cancel such penalties; 2) employee suspension procedures; 3) formation of investigative committees, their roles and functions; 4) the administrative investigation mechanism; 5) the differences between separation, isolation, dismissal, and exclusion from work; and 6) identifying felonies.

PUBLIC POLICY DEVELOPMENT GUIDE FOR IRAQI LOCAL GOVERNMENTS

The Iraqi Constitution and laws set a relatively new role for local governments as actors developing local public policies, often in coordination with federal ministries. A practical



tool support an informed and healthy policy making process for Iraqi local government officials involved in policy development, this guide provides: 1) an overview of the concept of the public policy, its dimensions, and requirements, and an outline of the local policy-making process; 2) deeper understanding of the roles and responsibilities of local officials and other concerned policymaking actors; 3) a discussion on how local public policy is created; and 4) practical tips, based on experience, on how to make the policy development process more productive and satisfying for all sides. Based on the experience of international policy models, this guide shares various service-related policy-making best practices.

LAW OF SALE AND LEASE OF STATE PROPERTY LAW MANUAL

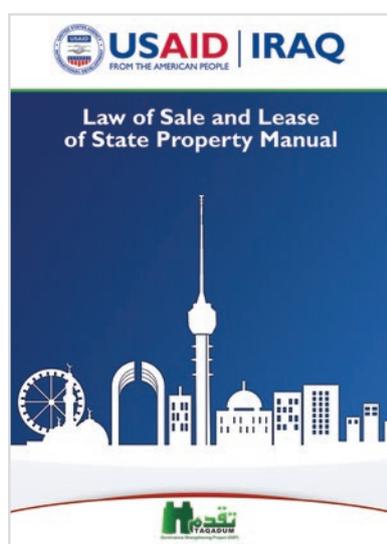
This manual provides a sequential explanation of the Articles of the Sale and Lease of State Property Law 21 of 2013, including: 1) related important laws and instructions and publications; 2) legislative, Council of Ministers, Federal Cassation Court, State Shura Council decisions; 3) regulations regarding the sale and lease of state property procedures consistent with social and economic variables; and 4) a summary of the Sale and Lease of State Property Law 21 presented via explanatory plans, tables, and models that: a) depict the significant impact (positively) on work procedures, b) ensure a proper application of the law's provisions, c)

establish the concept of transparency and governance of the procedures related to the sale and lease of state property, d) strengthen the steps to maintain public funds, and e) develop the financial resources of government institutions to positively affect the quality and quantity of services delivered to Iraqis.

INTERGOVERNMENTAL GUIDE AND TECHNICAL RELATIONSHIP GUIDE

This guide provides detailed explanations of on the vertical accountability system between the ministries and provinces and the horizontal accountability system between the transferred directorates and provincial government, in accordance with the provisions of the Iraqi Constitution and laws in force. It identifies the: 1) mechanisms of local monitoring and inspection to be practiced by the provincial government's legislative and executive levels; 2) technical relationships related to joint legal, administrative, and financial functions; 3) technical relationships of devolved directorates; and 4) reports and statistics that must be submitted to the ministries by the provinces.

[Note: After Article 45 of the Provinces Not Incorporated Into a Region Law 21 of 2008 Law, as amended, was implemented, it became necessary to address the legislative shortage by defining a general Accountability Framework to clarify the mechanisms for monitoring, supervision, and identification of the technical relationships between the relevant ministries and provinces.]





ORGANIZATIONAL DEVELOPMENT

PROCESS MAPPING AND STREAMLINING MANUAL

This manual outlines how to draw a process map and analyze and adapt it for local government use and offers practical guidance regarding which processes to concentrate on, as well as guides the reader through the task of improving and streamlining these processes. Process mapping is a simple and valuable tool for improving and streamlining existing processes of citizen-based services or designing the required procedures for the new services. It enables officials to visualize complex sequences of activities and tasks and facilitates the careful analysis needed to streamline and improve services.

SIMPLIFIED CITIZEN GUIDE FOR PUBLIC SERVICES

Public services need to: 1) be delivered with integrity, 2) be centered on and responsive to actual citizen needs, particularly those most vulnerable, 3) promote greater transparency, and 4) enable ordinary citizens to seamlessly receive and benefit from required services.

This guide is a reference for:

- Citizens — to make them more aware of the steps and documents required to more easily receive the desired service
- Newly hired employees — to make them aware of their roles and responsibilities when assisting citizens to obtain their desired services

GUIDE FOR GOVERNOR'S OFFICE ORGANIZATIONAL MANAGEMENT STRUCTURE

This guide details how the Organizational Management Structure System used in the 15 provinces (not including the Kurdistan regional government): 1) consists of explicit and implicit institutional rules and policies that outline how various work roles and responsibilities are delegated, controlled, and coordinated and 2) determines how information flows from level to level within the company. For example, in a centralized structure, decisions flow from the top down, while in a decentralized structure, the decisions are made at various levels.

FINANCE

INVESTMENT BUDGET PLANNING AND FORMULATION MANUAL

The manual: 1) gives a comprehensive description of how to integrate financial and technical planning by way of a 20-step process, 2) outlines how to use public policy objectives set by the Provincial Council as a framework for financial and technical planning to achieve community needs, and 3) describes how to use outputs from other government activities, such as essential service delivery oversight reports, as inputs for the budgeting and planning process.



ACCOUNTING MANUAL FOR ADMINISTRATIVE AND FINANCIAL AFFAIRS DIRECTORATE

This manual is based on Iraq's financial system and the general accounting procedures applied by the Supreme Audit Board and contains all accounting procedures related to the Administrative and Financial Affairs Directorate financial functions, including bank account reconciliation, monthly trial balance reconciliation, different types of general ledger entries, and how to generate different financial reports.

GUIDE FOR OPERATION AND MAINTENANCE BUDGET FORMULATION MANUAL

The O&M budget is critical for sustaining services to citizens and needs to receive special attention from provincial director-

ates. This manual: 1) presents techniques to accurately estimate O&M budget items, 2) depicts the main parameters to be used for estimating each kind of expenditures, 3) explains how to use data from other directorate sections in the estimating process; and 4) contains a special section on how to estimate salary items in the budget, given that this represents the largest portion of each directorate's annual expenditures.

INVESTMENT BUDGET EXECUTION MANUAL

The Budget Execution Manual is considered as a complimentary tool the Ministry of Planning's Standard Bidding Document Regulation and provides: 1) a comprehensive description of the main steps to follow when beginning the investment budget execution process and 2) reviews of: a) the importance of the integration between the investment and operation and maintenance budgets (given executed projects will definitely require O&M expenses and these must be reflected in the budget) to help provincial authorities execute a better budget; b) the main obstacles facing executing the provincial investment budget; c) the steps required to start the contracting process, starting with preparing feasibility studies and other bidding documents; d) the types of contracting methods and procedures; and e) monitoring and evaluating the investment budget execution results.



GSP/TAQADUM

Representatives from sectorial directorates of five southern provinces attend a workshop on preparation of Service Delivery Improvement Plan (SDIPs).

CHAPTER SIX

CONCLUSION

Administrative decentralization in Iraq was performed under very dynamic and difficult political, economic and security circumstances. The project began its administrative decentralization efforts in 2014 when oil process dropped dramatically, ISIS took over one-third of the country, and a national election conducted in April was followed by the formation of new government and appointment of the ministers, which took several months. In addition, 2014 saw the previous federal government file a court injunction against the 2013 Amendment of Law 21 of 2008, which is legal framework for administrative decentralization as stated in Article 45.

Despite these challenges, in the span of approximately three years, *GSP/Taqadum* was able to develop and implement Iraq's decentralization plans based on bottom-up and top-down methodical approaches and using processes, tools, and techniques tailored to the political, social, cultural, and economic

context of the country. Despite the fact that the concept of sharing power between central and local governments was not common practice in Iraq, due to the project's approaches, processes, tools, and techniques developed, accepted, and used, it received wide support from provincial and federal counterparts. Although the targeted ministries initially opposed the devolution of power, the project involved them in the process, and the logical and practical aspects of *GSP/Taqadum* plans softened their opposition.

The main questions are: What has been implemented on the ground in support of the transfer of 18 directorates of the seven targeted ministries? And what needs to be done to further decentralization in Iraq?

Following the most common "3Fs" (Functions, Functionaries, and Finance) sequencing for decentralization, *GSP/Taqadum* analyzed and mapped 816 functions from 18 directorates of the seven ministries using

Decentralization and Mapping Analysis Planning (DMAP). Of the 816 functions, 610 were identified as local government functions and were mapped to be transferred gradually based on 14 criteria established to assess the capacity of provincial governments to perform the transferred functions.

The ministerial orders from the seven targeted ministries were issued for the transfer of functions and covered 69 percent (402 functions) of the 584 functions that were analyzed (via the DMAP process) as immediately transferable. Given the short period of time and lack of federal focus on decentralization, the inclusion of 69 percent of the functions mapped via the DMAP process in the ministerial orders is good progress.

The DMAPs developed will continue to be the sound foundation for current and future governments to follow to further devolution and a blueprint for developing the capacity of local government by the ministries and others. The provincial governments supported the results of DMAP process and had been advocating with the HCCP for the full transfer of the functions. The DMAPs will be used by both national and provincial governments as roadmaps for furthering the devolution of functions and ensuring the alignment of responsibilities and authorities.

Furthermore, 319 local functions and 67 ministerial functions were process mapped, streamlined, standardized, and published for citizen perusal

at provincial levels to ensure institutionalization and ease of transferring and performing functions.

GSP/Taqadum also formed and operationalized Administration and Financial Affairs Directorates (AFADs) in all 12 provinces. These AFADs are now conducting budgeting, salary payment, pension, audit, and reporting functions for the provincial governments. In addition, seven legal mechanisms were established at the provincial government level thus enabling them to perform the transferred functions. The project also drafted amendments to 55 laws that were submitted by the provincial governments to HCCP, COM, and COR for approval to harmonize the existing laws with decentralization.

The project also trained and assisted provincial governments in developing Service Delivery Improvement Plans using performance measurement system to the municipality, water, sewer, primary education, primary health care, vocational training, orphanage, and youth services.

Regarding the ISIS controlled provinces of Anbar, Diyala, Ninawa, and Salah ad Din, as well as Wasit (affected by IDPs), the project established and trained Field Technical Teams that developed plans for assessment and restoration of services before, during, and after the crisis.

As far as the second “F” (Functionaries), more than 500,000 staff from four ministries: Health, Education, Agriculture,

and Youth and Sport, have been transferred to the provincial governments. Thanks to the proximity of provincial governments to the directorates, which have taken over service delivery responsibilities, many ghost positions have been eliminated, staffing records have been corrected, and staff salaries, promotions, and pensions are now handled by the provincial government. The other ministries were slated to provide a list of staff to the Ministry of Finance for transfer. However, two major items must be done: 1) Ensure transferred staff commensurate with the transferred functions; and 2) inventory all the assets in the directorates and transfer them to the provincial governments. Detailed steps for this transfer were prepared by the project and distributed to the ministries and provincial governments.

GSP/Taqadum also prepared a new organizational chart and management procedures for the Governor's Offices, which were approved by the HCCP. These will ensure efficient and effective management of the 18 directorates by the Governor's Offices.

The project also developed roles, responsibilities, authorities, and accountability models between the Governor Offices and directors thus ensuring efficient delivery of services by the directorates, while at the same time holding them accountable for the results. In addition, *GSP/Taqadum* developed vertical accountability model between provincial government and

federal government and social accountability at local level.

Finally and most importantly, the third "F" is finance. As mentioned above, *GSP/Taqadum* established and operationalized AFADs, which act as miniature Ministries of Finance in each province performing budgeting, auditing, accounting, and reporting functions. The provinces were trained on and institutionalized the integrated and transparent process of developing investment and operation budgets. However, due to lack of investment funds, they were unable to practice the investment budgeting process.

As far as local revenue generation, the provinces have formed local revenue teams or units; developed a roadmap for local revenue generation; identified and listed potential local revenues; classified the current fees and charges as federal, local, shared, and developed; and passed a legal mechanism for local revenue generation based on sound technical, transparent, and legal aspects. Several provinces have begun generating local funds. However, buy-in from the Ministry of Finance is the next major step for fiscal decentralization and local revenue generation mechanisms, collection, sharing, etc.

As a final comment, the capacity of local governments at the levels of Qada and Nahiya need to be built and local election to be held in order to further devolve the service delivery functions to the government levels that are closed to people before centralizing them at the provincial level.

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