TECHNICAL ASSISTANCE TO THE IRAQI OFFICES OF THE INSPECTORS GENERAL

THIRD QUARTER - 2013
PROGRESS REPORT # 7
S-NEAIR-11-GR-138

IMPLEMENTED BY THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

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1. Activities during the Reporting Period

During the period under review, the Training of Trainers (ToT) courses were completed on 29 July 2013 in the areas of Audit, Administrative Investigation, and Performance Evaluation. The total number of 231 Offices of Inspectors General staff completed the ToT. The remaining Staff will be subject to a general training anticipated to initiate at the end of November 2013. Upon the completion of the ToT, UNDP undertook evaluation including verbal and written feedback from the Offices of Inspectors General (OIGs) in an effort to tailor and optimize content and planning for the next phase of training. The planned phase to initiate in 4th Quarter would take into account these issues during the delivery to the remaining staff in the OIGs. Among the received comments, was an emphasis that the content of the training was not compliant with the Iraqi context and the inconvenience of the training venue.

Output 1: The role of IGs is strengthened within their ministries

Activity 1.1   *Share knowledge among IGs and the decision making level to ensure common understanding of their respective mandates as stipulated by relevant laws, policies and regulations*
Activity 1.2   *Develop performance evaluation protocol and tools*
Activity 1.3   *Provide technical support for the implementation of Codes of Conduct for Public Officials (in line with Civil service laws and codes)*
Activity 1.4   *Develop governance and performance indicators*
Activity 1.5   *Provide technical support for institutionalizing the IG Association*
Activity 1.6   *Assess the need for provincial OIGs*

Consequent to the meetings held with the OIGs on 4 and 13 June 2013 to discuss Output 1. An action plan has been prepared to undertake Output 1. The approach of implementing activities related to this output will be divided into two phases; the first phase will focus on harmonizing the OIGs roles in their respective ministries with emphasis on their role to evaluate the performance of the ministries with the aim to improve services. The second phase will facilitate planned visits to the respective ministers to speak of the actual work of the Inspectors General (IGs) with an aim to improve the relationships between the IGs and the respective assigned ministry and ministers.

Output 2: IGs and their staff demonstrate improved technical skills and capacity

Activity 2.1   *Develop Standard Operating Procedures (SOPs)*

A concept paper has been developed outlining areas of work with implementation planned during the 4th quarter 2013.

Activity 2.2   *Provide training on strategic planning and performance management*

Completed.

The following services related to Output 2 are under development:

Activity 2.3   Conduct technical training sessions for technical staff
Activity 2.4   Develop a training manual for new staff
Activity 2.5   Address gender differential issues, responsive programming and budgeting
Activity 2.6   Conduct training sessions on public asset management
Activity 2.7   Conduct workshops for investigators on advanced investigative skills
Activity 2.8   Develop study visit for investigators
Activity 2.9   Conduct needs assessment on IT Forensic Audits
Activity 2.10 Develop ToT and Certification

The main focus of activities during this reporting period was:

Training of Trainers (ToT):
The training of trainers (ToT) component of the project was launched on 10 March 2013 at the Prime Ministers Coordination Office (PMCO) and completed on 29 July 2013 in the areas of Audit, Administrative Investigation, Inspection, and Performance Evaluation. A total of 12 training sessions were held with three (3) training in each of the following disciplines: Audit; Administrative Investigation; Inspection; and Performance Evaluation. A total number of 231 OIGs staff completed the ToT, or 96% of the initial planned number, out of which the following disciplines were represented: 55 in Inspection, 65 in Administrative Investigation, 50 in Audit, and 60 in Performance Evaluation. A high proportion or 197 trainees out of the 231 OIG staff participating in the ToT attained 80% mark or above on their total grade. The trainees who received high ToT marks will be assistant trainers in the upcoming general training envisaged for the rest of the 1,229 staff in the OIGs.

Upon the completion of the ToT during this quarter, UNDP collected Inspectors General feedback related to the completed ToT to evaluate the accomplished efforts and to better plan for the upcoming much larger general training. Based on the IGs feedback and UNDP's observations, it was apparent that the plan for the next phase should have a strong Iraqi involvement to allow for the substance of the training to be more relevant to the Iraqi context. Consequently, UNDP has been in negotiation with a renowned institute in Baghdad which possess high qualifications and expertise to undertake the upcoming general training anticipated to start in 2014. The timeline under discussion will require eighteen months which will require a no-cost extension to the current project "Providing Technical Assistance to the Offices of the Inspectors General in Iraq".

Study Tour
Discussions initiated during the quarter with the Council of the Inspectors General on Integrity and Efficiency (CIGIE) based in Washington D.C. USA regarding availability to conduct a study tour for the Iraqi IGs with support of the US Department of State. This has resulted in a draft study programme for the period of 27-31 January 2014 with the anticipated study tour to continue through the following week to hold discussions between CIGIE and a representative from the Anti-Corruption Academy to explore opportunities between the two entities to build cooperation for the Iraqi IGs in addition to conducting an IT tour for the participating IGs.

Output 3: Enhancing the IT Infrastructure and Skills of the OIGs

Activity 3.1   Carry out a need assessment for the development of IT based reporting tools based on existing software
Activity 3.2   Provide technical support to develop standard IT requirements for IG Offices

This output was launched through a meeting that included the IGs on 30 July 2013. A follow-on meeting was held 1 September 2013 with the IT Focal Points nominated by the IGs. The purpose of

the 1 September meeting was to guide the IT Focal Points in the completion of questionnaires presented by the experts prior to conducting site visits. Upon the completion of the questionnaires, an IT assessment was conducted on 3-23 September 2013 through site visits to 15 of the OIGs in the respective ministries. The IT Assessment Report is under development anticipated to be finalized 4th Quarter with a meeting planned with the IT Focal Points on 23 October to discuss the report.

Challenges
The following difficulties have been encountered during this period:

- The security issue during the quarter has deteriorated and imposed obstacles to the flow of work by not being able to keep planned deadlines for meetings and activities, hence delaying implementation.
- Delays in circulating UNDP correspondence by PMCO. Additionally, UNDP faces difficulties in following-up issues related to the IGs by going through PMCO. It is noted that often PMCO are not copying UNDP in emails, despite frequent requests to kindly do so.

2. Background to the Project

The Offices of the Inspectors General (OIGs) were established on 5 February 2004 through CPA Order 57. The Inspectors General (IG) represent a new concept to the Iraqi institutional framework. Placed within each of the Iraqi Ministries, the IGs function as internal, yet independent, oversight bodies. Order 57 establishes "independent Offices of Inspectors General to conduct investigations, audits, evaluations, inspections and other reviews in accordance with generally accepted professional standards" (Section 1) and provides that "each Iraqi ministry" should have one Office of Inspectors General (Section 2). IGs were also appointed to carry out the same functions in government institutions not linked to a ministry (e.g. Central Bank the Commission of Media and Communication, Christian and other religion Endowment).

While the scope of work is considerably wide, IGs face a multitude of challenges at the policy and technical levels. These include, but are not limited to, the following:

(i)   In many ministries and government institutions which are not directly attached to a ministry, there remains a lack of clarity about the role of the IGs, their powers and functions, as well as the practical work arrangements between the IG and the Minister or public official/head of government institution. The lack of clarity in Order 57 regarding appointment and dismissal of IGs combined with the obvious interest that Ministers have in controlling the process, has sometimes led to the appointment of unqualified IGs on the basis of their relationships with the concerned Minister.

(ii)   In view of the hostile environment and the related risks that many IGs are exposed to, difficulties in attracting qualified candidates are often faced. Many of the current staff members do not possess the necessary professional skills and qualifications to carry out their functions and tasks expeditiously and effectively.

(iii)   IGs are often limited to acting in a passive manner, and/or only act on the basis of specific allegations. There is a view that IGs are not adequately empowered to refer suspicions or evidence to the highest degrees of administration of enforcement agencies.

(iv)   The IGs are not represented in the provinces, thus a number of OIGs will need to extend their presence to the provinces in order to adequately review certain government projects that are currently under implementation and accompany the new federal dispensation in governorates and municipalities.

The exclusive reporting line of the IGs to their line Minister blocks further action and transparency within the limit of their duty and mandate. It is viewed that the Prime Minister's Office should be controlling the overarching steering of all IGs, and the devolution of powers to their line ministry be clarified by administrative or ministerial orders. The current legal framework fails to provide for coordination between the IGs, which has also quickly contributed to disparities in working methods. Efforts have been made to address these differences through the formation of an IG Coordination Committee that meets once a month which is headed by the Head of the Commission of Integrity. However, presently the Committee does not have official status and any decision it takes is non-binding.

In addition, the IGs lack several basic technical and policy tools to accomplish program reviews, including;

(a) Methodology to conduct management performance evaluation, including measuring the efficiency, effectiveness, integrity and governance of the Ministries;
(b) Up-to-date IT infrastructure and skills;
(c) A clear reporting format with devolution of powers within their respective line ministry as well as a collaborative approach to other integrity institutions;
(d) An institutional strategy and work-plan that includes the establishment of governance/provincial offices;
(e) Performance indicators for IG staff;
(f) IG staff do not possess the specific technical know-how required to enable them to evaluate the specialized work of the Ministries in a sound fashion, and there are several limitations (cost, security risks) in terms of securing such technical know-how: and
(g) The limited possibility to recommend corrective action for their line Ministry according to the ad-hoc regulations and legal system, or the further possibility to follow up on recommendations.

Since 2008, UNDP has been working with the Iraqi anti-corruption entities including the Inspectors General. UNDP has collaboratively assessed the needs of Inspectors General and their offices. UNDP has also organized trainings seminars on anti-corruption and fraud detection awareness for the purpose of assisting the Inspectors General in improving internal auditing and enhancing institutional performance.

UNDP has involved the IGs in the UNDP anti-corruption, particularly with regard to Iraq's compliance with the United Nations Convention against Corruption (UNCAC). Training of Trainers was conducted from 14-18 February 2010 for representatives of all three oversight institutions including IGs on self-assessment analysis of legal, institutional and operational requirements to identify and minimize institutional corruption. Self-assessments were completed with the technical assistance of UNODC and the information was used in the development of the National Anti-Corruption Strategy. The role of the IGs on monitoring and evaluating the outcomes of the National Strategy has been clearly identified.

This project is designed to strengthen the capacity of Iraqi Inspectors General and their staff on managerial, operative, legal, administrative and technical levels. It will strengthen the administrative capacity within their respective ministries and in collaboration with other integrity institutions. This will subsequently improve the ability of IGs to satisfy their legal obligations, thereby contributing to a reduction in corruption and other wasteful and criminal practices in Iraq.

The systemic approach to enhance levels of integrity, accountability and transparency in the Executive Branch of Government is intimately related to addressing public trust and restoring the rule of law, administrative and legal existing systems, as well as reforming the civil service for the

general interest. The preventive, normative and corrective role of Inspectors General in preventing or investigating corrupt acts within the civil service and beyond in the public sphere, obviously constitutes the only channel to restore the credibility of the State. This action will assist to rebuild the societal pact of integrity and citizenship that has severely deteriorated and assist to reinforce the capacity of the State to deliver public services by increasing delivery on public expenses.

The duration of the project was agreed to be a three year period with an additional three months at the beginning for the necessary preparation required at the outset.

The contract was signed at the end of July 2011, when UNDP started the recruitment procedures for the project personnel. Short listed candidates were interviewed for the position of the Project Manager but unfortunately, they were not of the calibre needed for this project. Another recruitment cycle was initiated in November 2011.

Meanwhile, ACCO requested revised annual work plans for the entire project. This is a requirement in line with the Grant Award documentation.

UNDP received instructions from Department of State on 30th Dec 2011 that until the revised work plan was approved no activities may begin. UNDP provided these plans and received approval from Department of State on 14th March 2012.

3. Progress Achieved in the 3rd Quarter 2013 as per the Project Work Plan

Objectives/Activities	Indicators	Target	Baseline	Data Source	Timeline
1. The role of IGs is strengthened within their ministries *1.1 Organize a workshop to bring together all Inspectors-General as well as senior ministry staff from all ministries and major independent agencies* *1.2 Develop performance evaluation protocol and tools.* *1.3 Provide technical support for the implementation of Codes of Conduct for Public Officials (in line with civil service laws and codes).* *1.4 Developing governance and performance indicators.* *1.5 Provide technical support for institutionalizing the IG Association* *1.6 Assess the need for provincial OIGs*	i. Number and types of mechanisms in place within ministries for provision of ad-hoc and long term advice and expertise to strengthen the institutional framework required by the National Anti-Corruption Strategy, specifically in the area of prevention, improving the performance of the ministry and minimizing waste in public funds. ii. Number and types of policies, strategies and action plans in place in ministries reflecting internationally based codes of conduct and corruption indicators for accountability, integrity, transparency, and oversight of criminal justice, public, and private sector institutions. iii. Number of new partnerships structure between ministries, OIGs and other relevant	i. A minimum of five mechanisms established, including protocol for reporting mechanisms for inspection, administrative investigation, audition, and performance review, and protocol for communication. ii. A minimum of 10 policies, strategies and action plans established including Code of Conduct and corruption indicators for accountability, integrity, transparency, and oversight of criminal justice, public, and private sector institutions. iii. Two partnership structures established through a White Paper between the 34 OIGs and	i. No performance protocol is in place ii. Generic summary of Code of Conduct read by staff during recruitment to the government post. A law is in existence but has not been enacted; None. iii. No partnership structure in place.	i. Interviews with ministries to determine establishment of mechanism and written protocols provided. ii. Interviews with ministries to determine establishment of policies, strategies and action plans that support the use of internationally based standards. ii. Consultations with ministries, OIGs and relevant anti-corruption	Q1 – Q4 2012

	organizations on anti-corruption policy, technical enforcement and advocacy.	their respective ministries on one hand and with other oversight authorities on the other.		organization ensuring established White Paper covering their two partnership structures on anti-corruption policy, technical enforcement and advocacy.	
	iv. Number and quality of new corruption risk assessments undertaken within the ministries.	iv. Two surveys undertaken within ministries result in OIGs are using indicators developed for accountability, transparency and integrity.	iv. No indicators in place.	v. Published annual reports by OIGs indicating corruption risk assessment through surveys conducted in their respective ministries.	

Progress/activities during the period:

- 1.1.-1.6.: Output 1 initiated during 1st Quarter 2013.

Status
On-going

Planned Activities:
a) Develop a draft assessment study on protocol and tools for performance evaluation;
b) Develop a draft on performance evaluation tools and protocol;
c) Develop a draft assessment study on governance and performance indicators;
d) Develop a draft on governance and performance indicators.

On-going
On-going
On-going
On-going

Objectives/Activities	Indicators	Target	Baseline	Data Source	Timeline
2. IGs and their staff demonstrate improved technical skills and capacity *2.1 Develop Standard Operating Procedures* *2.2 Provide training on strategic planning and performance management* *2.3 Conduct technical training sessions for technical staff*	i. Number and percentage of OIGs staff who have received training indicating enhanced knowledge / competence through pre and post training assessment questionnaire. ii. Number and type of new	i. 1465 technical staff (100%) received technical training in their area of expertise on inspection, administrative investigation, auditing and performance evaluation. ii. Three tools kits introduced on Integrity,	i Technical training has not been offered. ii None.	i. Pre and Post training evaluation will be conducted on the technical staff to measure change from before and after the training. ii Consultations to determine use of	Q1 2012 – Q3 2014

2.4 Develop a training manual for new staff 2.5 Address gender differential issues, responsive programming and budgeting. 2.6 Training sessions on public asset management of public officials 2.7 Workshops for investigators on advanced investigative skills 2.8 Study visits for investigators 2.9 Forensics capacity needs assessment study 2.10 ToT and Certification	methodological tools developed by OIGs to generate quantitative data and statistical indicators on corruption, focusing on different forms of corruption. iii. Number and quality of statistical and analytical methodologies to profile corruption consolidated at the national level (standardized survey tools and core set of indicators on corruption). iv. Number of new surveys and financial reports on corruption, at national and regional level available in order to provide evidence and analyses for policy implementation and monitoring.	Accountability and transparency iii. Two statistical and analytical methodologies taught with specific use on corruption quantifying level and type of corruption issues. iv. Integrity survey in the public sector and improved reporting procedures are adopted by the OIGs	 iii None. iv None specific.	developed tool kit. iii. Training and system established for statistical analysis. iv. Consultations are held with OIGs to ensure surveys are conducted and publically available through OIGs websites and annual reports.	

Progress/activities during the period:	Status
• 2.2.: Training conducted on strategic planning and performance management, June 6-8 and 9-11, 2013. • 2.3.: A concept paper developed on the design of the ToT Workshops. • 2.4.: The general Training Manuals in the areas of Audit, Inspection, Administrative Investigation, and Performance Evaluation are developed and endorsed. • 2.8.: Initial preparations are underway for the conduct of a study tour for the IGs: o A draft study programme is developed. • 2.9: An IT Forensics capacity needs assessment study completed. • 2.10: The ToT training has been conducted for 231 trainees from OIGs.	2.2.Completed 2.3. Completed 2.4. Delivered 2.8. On-going – Q4 2013 2.9. Completed 2.10. Completed
Planned Activities: a) Preparations for the second phase of training targeting 1,229 OIG staff. b) Finalization of the study tour programme and organization of related logistics.	

Objectives/Activities	Indicators	Target	Baseline	Data Source	Timeline
3. **IT infrastructure and skills enhanced** 3.1 *Carry out a need assessment for the development of IT based reporting tools based on existing software.* 3.2 *Provide technical support to develop standard IT requirements for the OIGs* 3.3 *Provide a secure communication /networking/information technology infrastructure, administrative support applications, and knowledge transfer*	i. Number and types of automated processes and reports generated using a single portal for easy reference to activities, initiatives, documents and tools on anti-corruption initiatives. **ii.** Number of new software-based comprehensive performance assessment tools developed to assist IGs and other parties in reporting on their implementation of NACS and in identifying challenges in implementation and technical assistance needs. iii. Number and quality of new benchmarks and good practices on anti-corruption legislations electronically disseminated within the ministries and more widely	i Five automated reporting processes are used, these are: a. inspection, b. administrative investigation, c. audition d. performance review e. management ii Three software assessment tools are used including electronic tracking, electronic content management and archiving in 26 of the OIGs. iii Anti-corruption issues and legislations electronically circulated in 26 ministries by OIGs.	i None. ii None iii None.	i. Meetings are held to determine periodic reports are issued on time. ii Interviews with OIG – IT personnel to determine establishment of mechanism and accurate tracking system iii Training and system in place for internet /OIGs website, collection of good practice and consultation with OIGs to identify which are most relevant to their work.	Q1 2012 – Q2 2014

Progress/activities during the period:	Status
- A launching meeting for the IGs has been held. - IT questionnaires have been developed. - A meeting with the nominated IT Focal Points to complete the questionnaires has been held.	Completed Completed Completed

• IT assessment site visits has been conducted to 15 OIGs.	Completed
Planned Activities: a) Develop an IT assessment report. b) Organize a meeting with the IT Focal Points to discuss the results of the assessment report.	

4. Expenditures

No.	Category	Expenditure Amount 2012 USD	Expenditure Amount Q1 2013 USD	Expenditure Amount Q2 , 2013 USD	Expenditure Amount Q3 , 2013 USD	Total Expenditure USD (2012 + Q1, Q2, Q3 2013)
1	Programme Oversight & Management	0.00	0.00	0.00	0.00	0.00
2	Project Manager	154,214.43	68,897.46	61,516.48	62,856.25	347,484.62
3	Service Contract s Individuals (National Project Officer + National Project Associate)	44,170.84	22,498.20	24,390.14	24,495.97	115,555.15
4	Technical Support - International Consultant	0.00	0.00	0.00	43,191.00	43,191.00
5	Training - Contracting Services	32,259.00	223,434.71	41,962.49	95,551.65	393,207.85
6	Travelling	21,464.38	11,727.04	47,157.40	54,560.37	134,909.19
7	Communication	20,831.75	450.00	0.00	1,400.00	22,681.75
8	Monitoring & Evaluation	0.00	0.00	0.00	0.00	0.00
9	Security	6,067.44	4,465.68	4,500.36	4,572.11	19,605.59
10	Common Premises	0.00	0.00	16,598.50	200.00	16,798.50
11	Other Running Operational Expenses	33,402.61	14,006.30	21,514.69	28,294.24	97,217.84
	TOTAL USD	**312,410.45**	**345,479.39**	**217,640.06**	**315,121.59**	1,190,651.49

ANNEXES

ANNEX I   *-*   *List of Trainees Names and accomplished Sessions/ToT – Output 2*
ANNEX II   *-*   *Draft Study Tour Programme – Output 2*
ANNEX III   *-*   *Activities Report – Output 3*