

# ADMINISTRATIVE CORRUPTION AND GOOD GOVERNANCE IN IRAQ: FINDING AND ANALYSIS

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## Abstract

The good governance in Iraq can only be achieved when the corruption in the public sector is eliminated. This can be achieved only when there is an equality at work among the public servants in order for them to achieve job satisfaction in terms of their salaries and job description. It was found that job satisfaction is the main factor that contributes to the reduction of corruption. This article discusses the relationship between good governance and the administrative corruption. It outlines the findings and results that have been done among public servants. This study was made possible by all the public servants who have contributed to the findings by filling up the questionnaires which reflected real opinions and thoughts on corruption and the effort towards good governance in Iraq. The survey participants also left valuable feedbacks with regard to the questions. The feedbacks were very useful as more insights gained on the applications of good governance in Iraq and the quest for seeking real and conceptual reasons corruption takes place in Iraq.

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**Keywords:** Corruption, Good governance, Solutions for corruption

## Introduction

In the last decade, debates on good governance, rehabilitation of the public sector, and the efficiency issues in Iraq's administration have proliferated. While innovations using new models have been used to improve the public sector, progress remains downhill due to disagreements on how development should be implemented. Another prevailing point of discussion is the apparent need to strengthen the country's unique public sector, which has suffered over the years from a lack of effective structure despite the many programs and initiatives in place to rehabilitate it. The Iraqi public sector is characteristically unique from other countries, in that it has significantly been less vocal about issues concerning public governance in

the region. Policy makers in Iraq only applied the principles of good governance after 2003. While it seemed a new term, good governance applied earlier and in 2003 were the same, which pertained to processes for efficiency and quality public sector outputs. This article will begin with short introduction on good governance and corruption. This article will include real results of real survey has done among public servants in Iraq. It ends to the real reason of corruption in the Iraqi public sector.

### **Principles of good governance as an effective instrument to eliminate corruption**

To compare the effects of an established "good government" it is essential to understand the concept of good governance and corruption. The United Nation (UN) suggested eight norms of good governance, presenting a multi-faceted characteristic that will help nation-states in the development process:<sup>1</sup>

- 1- Participation, which pertains to the people's level of involvement in decision-making.
- 2- Decency, which pertains to the manners, morals, ethics, and rules that promote pro-people.
- 3- Transparency, which promotes clarity and openness.
- 4- Accountability, which pertains to the responsibility of people, despite race or affiliation, is the main factor to ensure fairness in society. This can be best reflected by the stability and equality.
- 5- Equity, which pertains to promoting justice in decision-making, application of rules for all people as a tool to solve legal or social issues anywhere.
- 6- Efficiency, which pertains to the management and good administration of human and financial resources, and control of corruption.
- 7- Consensus oriented.
- 8- Inclusive and follow the rule of law.

The UN does not consider confidentiality as good governance. If there needs to be confidentiality in administration, it requires to still embody transparency and accountability. While the right of privacy is important, it opposes the transparency principle and in effect loses clarity in management. In current times, good governance ideals have already adopted managements innovations, such as the involvement of civil society, the devolution of the political power, and promotion of sustainable development<sup>2</sup>. On the other

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<sup>1</sup> Bovaird, T., & Loffer, E. (2009). *Public Mnagement and Governance* (2<sup>nd</sup> edn.) . New York: Routledge.

<sup>2</sup> Graham, J, Amos, B. and Plumptre, T. (2003), *Principles for Good Governance in the 21st Century, Policy Brief*, Institute on Governance, Ottawa, Ontario

hand, corruption refers to negative activities that destabilize public interests and social well-being. In Iraq, this tendency for corruption has a greater impact on society. It destroys the capacities of the people as a whole like cancer kills an organism. Corruption includes elements that are tied to the circumstances of individuals. Anytime individuals, politicians, presidents, bureaucrats or other organizations face poverty or hunger, it threatens to affect the social fabric as it influences individuals to divert from proper law abiding behavior. Moral, ideological, social, and political perspectives are associated with the definition of corruption. When these widely accepted social perspectives are inconsistent or undermined, we may say that corruption is present. Bribery is a common form of corruption because individuals seek private gain or ends. Money and gifts are exchanged for carrying out work that is considered negative activity in regards to the public as a law abiding unit. For this reason, bribery is considered to be a form of corruption and subversion<sup>3</sup>.

Corruption is a vast term that encompasses many undesirable actions. The IACAC (Inter-American Convention Against Corruption) developed definitions of the concept to include all these practices. They concluded that corruption, in general, was any action or purposeful inaction in order to achieve private gain or benefit outside that which is provided by the socialist government whether or not it benefits the individual or entity who committed the action or a third person or party<sup>4</sup>. It has been argued that corruption includes more than simple economic exchange. It can also be the means by which a person achieves or retains political and administrative power. As corruption corrodes the cultural fabric of society, it builds a negative representation of the state and destabilizes the nation. Zakiuddin and Haque (2002)<sup>5</sup> have written this on the topic:

*"Corruption is not identifiable as a single, separate, independent entity which can be isolated and destroyed. Corruption is a complex set of processes involving human behavior and many other variables, some of which are difficult to recognize or measure. Even though corruption manifests*

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<sup>3</sup> Howell, J & Lind, J. (2009). Manufacturing civil society and the limits of legitimacy: aid, security, and civil society after 9/11 in Afghanistan. *European Journal of Development Research*, vol. 21 No. 5, 718-36

<sup>4</sup> Johnston, M. (2005), *Syndromes of Corruption: Wealth, Power, and Democracy*, Cambridge University Press, Cambridge.

<sup>5</sup> Zakiuddin, A. (2002). *Corruption in Bangladesh An Analytical and Sociological Study*. Dhaka: Social Movement Against Corruption.

<sup>6</sup> The World Bank (1997), "Helping countries combat corruption: the role of the World Bank", available at: [www.worldbank.org/public\\_sector/anticorruption/corruption/cor05.htm](http://www.worldbank.org/public_sector/anticorruption/corruption/cor05.htm) (accessed 23 October 2006)

*itself as a force on its own and often generates its own momentum, it is linked to many other factors and it is by understanding these factors that we can hope to understand corruption" (p. 5).*

The WB simplified this concept as "the abuse of public office for private gain."<sup>6</sup> This statement is criticized by many authors because it only includes abuse of power in the public sector alone. Transparency International similarly defined corruption. Meanwhile, Islam holds that corruption is an act which defies the religion's ideological method of justice. Corruption can exist towards any aspect of humanity and even towards animals.

Corruption cannot exist solely in the public sector because its effects extend to many other aspects of society. It has the potential to destroy the public centre of civilization and, as long as the main government is the primary sector, development will surely suffer. Because of this, the regime can not carry out reforms of corruption. It seeks to eradicate corruption and rebuild the dysfunctional system. Even the best governmental structure can be undermined by the phenomenon of corruption. Good policies aim to improve and maintain all the principles of clean life in the public sector for citizens. Accountability and transparency are necessary, but are not applicable, without means by which to resolve the corruption in its various sectors. Good public governance is a serious issue and is the most important contribution in efforts to exterminate and prevent corruption. The best ways to reform the public sector and reduce corruption include: maintaining public funds, ensuring the rights of those who abide by the law, having accountability, having transparency toward the public and reducing political interference.

Iraq began rebuilding itself in 2003 following disastrous military campaigns. During this time of rehabilitation, foreign investment aided the economy by increasing Iraq's exports; especially its export of petroleum. The newly enacted laws under the Iraqi Penal<sup>7</sup> Code (IPC) have sought to correct cases of corruption, but it was flawed in that it criminalizes too many actions. For example, Article 307 (1) of the IPC criminalizes:

*"any public official or agent who seeks or accepts for himself or for another a gift benefit, honor or promise thereof to carry out any duty of his employment or to refrain from doing so or to contravene such duty."*

In addition, article 310 prohibits all persons or intermediary from offering or promising a public official or agent a gift, benefit, privilege or anything. In this instance both parties, both the person doing the bribing and

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<sup>7</sup> Iraqi Penal Code 1969 (Act No. 111 of 1969)

the acceptor of the bribe will suffer the same sentence. Moreover, the IPC made embezzlement and stealing public property criminal offences. Under this new policy, any official, employee or worker (paid or unpaid) who is responsible for a task in the governmental sector is subject to the agency and government's control.

Corruption has been criminalized by Iraqi law since its formation; however, corruption has always managed to persist. Since 2003, political corruption has been like a snake crippling society and devouring public funds. Even despite all the effort to effectively manage the public sector, administrative corruption still runs rampant.

### **The relationship between corruption and public career**

The relationship between the regime and the masses was and is inseparable. Having law in practice implicated a structured society existed because law seeks to regulate and control phenomena within society. The nation, companies and other administrative bodies depend on efforts by citizens called public employees. Every state or organization needs employees that can fulfil their duties without breaking the law. It is apparent that countries all over the world have adopted rules of discipline to control its citizens and employees. The rules define conditions of employment, employee rights, incentives, rewards and responsibilities pertaining to the job. Therefore, reaction from the socialist regime to thwart whatever type of misconduct that may occur is necessary. Within the category of citizens or public employees there is also a history of corruption. Government officials misuse their power to supplement their income. This fact, along with other circumstances, leads people to misuse whatever power they have; resulting in problems in the public government. This reflects negatively on their society. Surely, the relationship between corruption and the public sector occurs whenever the conditions are worsening for individuals.<sup>8</sup>

### **Findings and analysis**

The survey that was conducted throughout this study was evenly distributed among three ministries in the government; The Ministry of Agriculture, Ministry of Finance and the Ministry of Justice. The questionnaires contained four forms in order to reach for four results or outcomes. Each part of the questionnaire was aimed at four different destinations. In Form 1, there are 13 questions seeking the view of the public servants on the steps and how good the public governance in Iraq is after year 2003. Form 2 contains 21 questions which were mainly aiming at

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<sup>8</sup> Tas, D. (2012). Endemic corruption in the Iraqi public sector: Can anti-money laundering measures provide the cure? *Journal of Money Laundering Control*, vol.15 Iss 4. 458 - 482.

testing the level of awareness of the public employees. These two forms generally aimed at obtaining general opinion on corruption and good public governance. The two main primary variables in the two forms were:

1- **Dependent Variable:** The public employees general perspectives on the steps and procedures of the Iraqi government in achieving good public governance after year 2003.

2- **Independent variable:** To analyse the level of consciousness of the government employees and their job satisfaction in terms of their legal rights and duties under the Iraqi law.

Forms 3 and 4 were distributed among the government employees who are professionals practising in the legal field, solicitors, legal advisors and legal assistants. The reasons these forms were distributed to this group is simply because they have a great knowledge of legal issues and they would be the best in commenting about the legal reasons corruption happen in Iraq and the legal perspective about the good governance. Form 3 contains 16 questions which were to acquire the real grounds for corruption and the factors that makes it hard to achieve good governance in Iraq. Form 4 contains 8 questions that are more thorough and deep as they are to seek for the actual reasons for corruption and steps that can be taken to help eradicate it besides deriving opinions from people who actually fight to eliminate corruption. The questions also bring out their opinions on the existing regulations in eliminating corruption. These forms used variables as below:

1- **Independent variable:** Finding out about and to identify the current legal measures taken against corruption.

2- **Dependent variable:** To learn about the perspective of legal employees on the effectiveness of current regulations in curbing corruptions.

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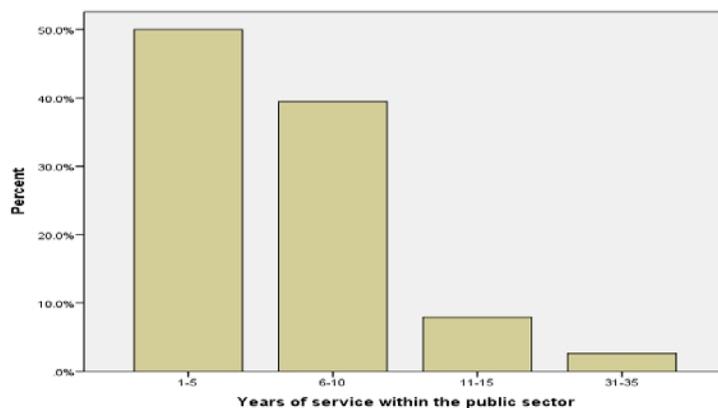


Figure 2

Forms 1 and 2 have been distributed among male and female employees who have served in three ministries in the government sector between 1-35 years. The bar chart above reveals that almost 50% of the

respondents served between 1-5 years, followed by those who have served between 6-10 years. They have all cooperated well in providing their views on the survey questions. These forms have been distributed evenly among those who are working as agricultural engineers in the Ministry of Agriculture, accountants from the Ministry of Finance and legal observers from the Ministry of Justice. Most of them are young people and graduates from universities. This is because, in 2003, the government hired a lot of them in helping them out as they were jobless at that time. The private sector could not do much in hiring as there were rarely any vacancies and was overcrowded already.

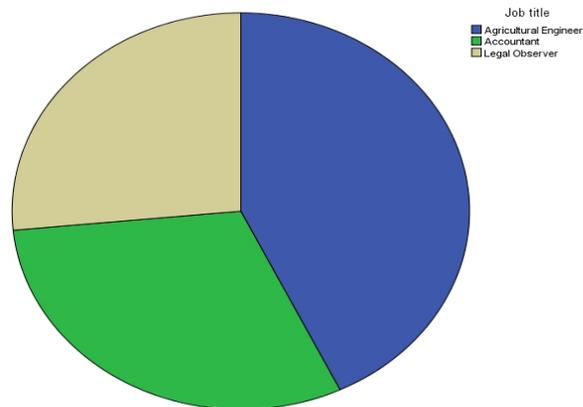


Figure 3, *Findings from the survey*

The findings from the survey that was conducted presents a wide view on the attitudes of the community towards the corruptions in the three ministries. The findings help in increasing the understanding of the employees perceptions and opinions on the corruption that have been taking place and their attitude on the need for a good governance in Iraq starting from the above mentioned ministries. The statistics derived from the results or the findings will definitely not obtained without the survey. It is also connected to the solutions mentioned in chapter 4. The first part of the findings are as outlined below:

### **Good public governance in Iraq after 2003**

One of the questions asked was about the respondents' trust in the government if they can achieve good governance and in eliminating corruption after year 2003. This is also a tool used to measure their level of awareness about the rights and duties as public servants. Figure 4 below shows the findings from Question 3, in obtaining the respondents' opinions about the government's effort in applying good governance in the public sector after year 2003.

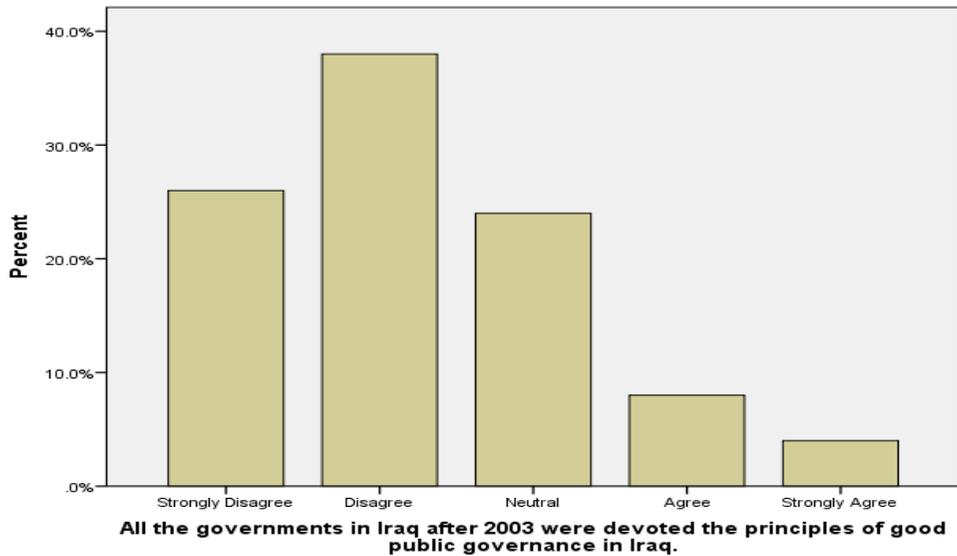


Figure 4

From the chart above, we can see that around 38.0% of the public servants responded that the government did not show any principles of good governance in Iraq after 2003. 26.0% also had almost the same opinion and they strongly disagree of the idea. This shows that the government did not put much effort to achieve good governance in Iraq according to a large majority of the public servants. 24.0% of the respondents were neutral on their opinions and a small percentage of 8.0% and 4.0% stated that they know about the government applying the norms of a good governance in Iraq. On top of all their opinions, the respondents also revealed their actual perspective on the accountability and the clarity level in law and justice in Iraq and the public sector especially. Figure 5 below shows 36.0% of the public servants showed their disagreement on the question as they do not believe that their government is yet to have a high level of modernization and are ready to fully curb corruptions in the public sector. 18.0% of the public employees strongly disagreed with the question given. This helped in coming to an understanding and settle the differing opinions on the application of good governance in Iraq. Only 14.0% agreed with the question, 22.0% kept neutral without any opinion, 14.0% agreed and 10.05% supported the question strongly.

The current organs of the state in Iraq are based on high, modern or standard and effective principles such as the separation of power, accountability and justice within the public sector.

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	9	18.0	18.0	18.0
Disagree	18	36.0	36.0	54.0
Valid Neutral	11	22.0	22.0	76.0
Agree	7	14.0	14.0	90.0
Strongly Agree	5	10.0	10.0	100.0
Total	50	100.0	100.0	

Figure 5

### Examining job satisfaction and level of consciousness of public servants

Another aspect that was gained through the survey is the actual statistics on the actual level of job satisfaction and consciousness of the public servants in Iraq. The questions in Forms 1 and 2 were mainly to obtain a clear understanding on whether the employees actually have a consciousness among themselves. As stated in the previous chapters, it is really important to learn about this as we can then come up with solutions for corruptions in the public sector. This is even stated in Islamic principles in reducing poverty level in bringing down the crime statistics. Hence, it can be said that this variable brings an effective effect on the first variable. In short, if job satisfaction is achieved, it can bring to good governance. It is also important for employees to learn on their rights and responsibilities and the legal rules.

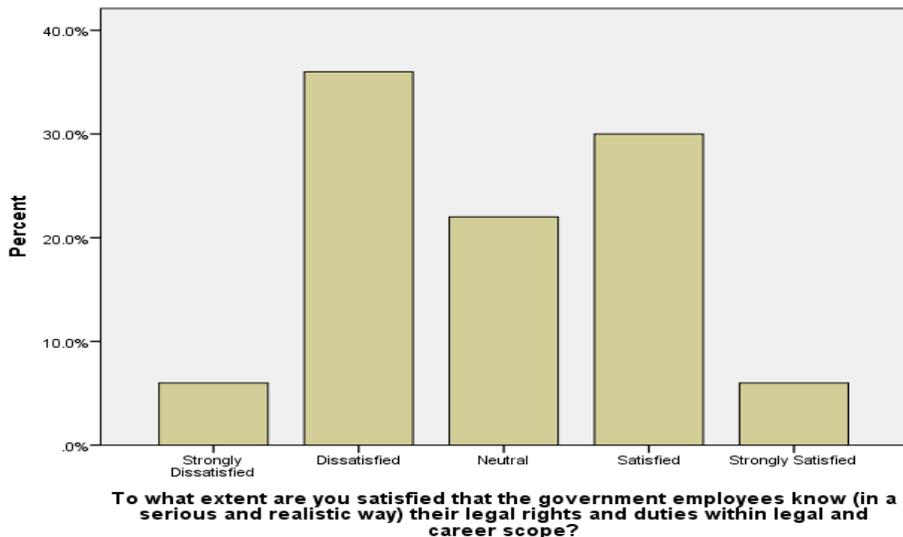
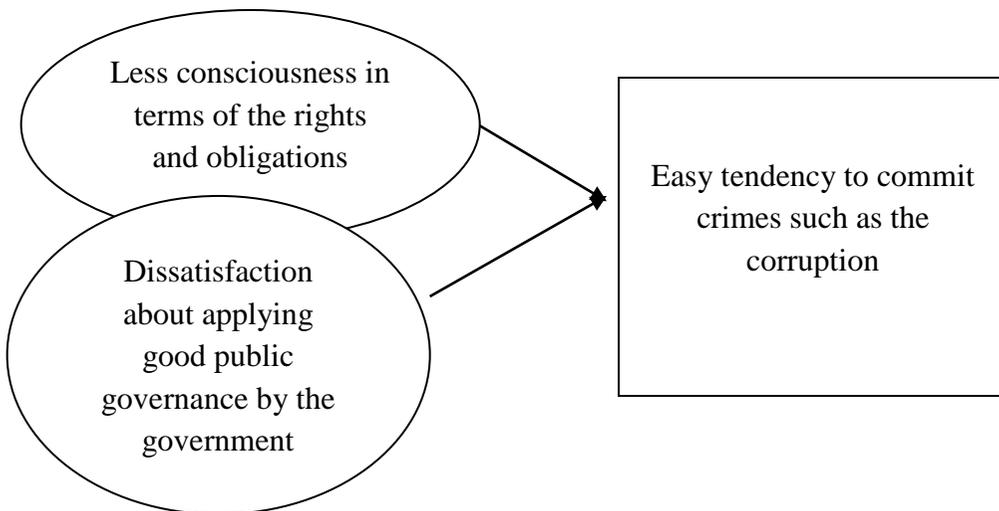


Figure 6

Figure 6 above shows the level of the important matters clearly. According to the data collected, most of the public servants are not aware of their responsibilities and are not conscious about the legal framework. 36.0% of them argued that there is a low level of consciousness on the entitlements for employees while 30.0% are quite satisfied with the question. 22.0% of them stayed neutral while 6.0% of them were satisfied with the question.

The view that can be outlined here is that the majority of the employees are not quite bothered about their legal rights and obligations. This attitude can cause ignorance and later on to corruption as there will not be any satisfaction achieved bringing to unawareness on what they can do and cannot do. This also shows the carelessness of the Iraqi government and their attitude in spreading or applying the principles of a good governance in the public sector.



**The causes of corruption in the public sector**

The survey that has been distributed among the public servants who are knowledgeable in the legal field, especially those who have experiences as solicitors as shown in Firgure 8. Figure 8 indicates that 33.0% of them are legal assistance and they have claimed and clarified on the actual reasons of corruption in the public sector. They have in fact rejected the notion that genetic factors can contribute to corruption. Figure 9 is a proof of this.

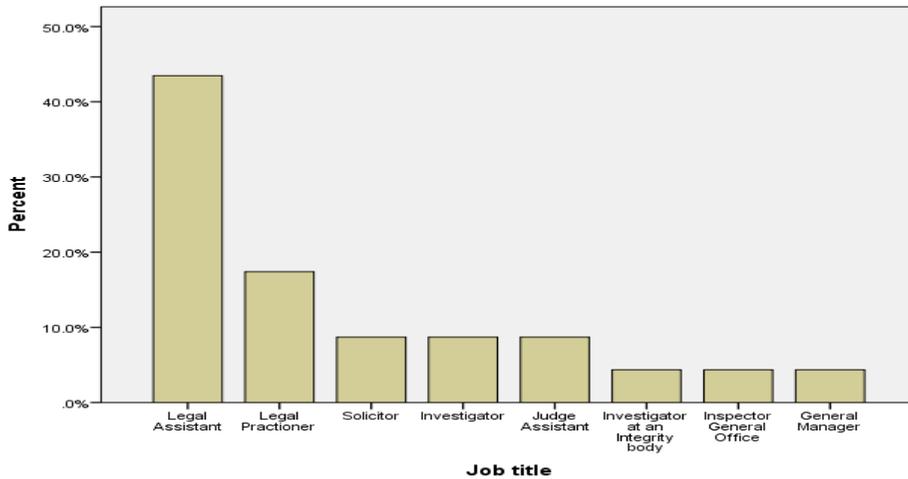


Figure 8

**Dissatisfaction of employees regarding to their financial and material status is the main reason of corruption.**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	9	30.0	30.0
	Neutral	4	13.3	43.3
	Agree	14	46.7	90.0
	Strongly Agree	3	10.0	100.0
	Total	30	100.0	100.0

Figure 9

The table above shows that there are about 47.0% of the legal employees who claim that attitude, especially job dissatisfaction among employees in the public sector on their rights are the main contributors of corruptions in Iraq. From the table, we can see that 30.0% of them disagree with that, with some having to reject that idea totally and the rest of them kept on the neutral side. In Form 3, there were many other reasons stated and they were considered as obstacles to the overall development. A few examples are like political reasons, carelessness in work performance, no updating on outdated rules, feeling of being treated unfairly and lastly, the lack of implementation of the principles of good governance. All the above were observed by the public servants and are unanimously agreed upon.

**Is there any sound environment in the public sector to achieve the satisfaction?**

The respondents have answered the question above based on their job experiences and understanding of the situation. Form 4 included some

related questions on the understanding and perspectives of legal employees. The two tables shown below show the responses for the question above. 53.0% and 60.0% of them were not satisfied about the job environment and the fairness in the distribution of rewards and incentives among all employees in the public sector.

**To what extent are you satisfied about providing good environment in the workplace that paid the employees towards the creativity and innovation?**

Figure 10

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Dissatisfied	12	40.0	40.0	40.0
Valid Dissatisfied	16	53.3	53.3	93.3
Neutral	2	6.7	6.7	100.0
Total	30	100.0	100.0	

**To what extent are you satisfied about justice and non-discrimination in distributing the rewards and incentives?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Dissatisfied	6	20.0	20.0	20.0
Dissatisfied	18	60.0	60.0	80.0
Valid Neutral	4	13.3	13.3	93.3
Satisfied	1	3.3	3.3	96.7
Strongly Satisfied	1	3.3	3.3	100.0
Total	30	100.0	100.0	

**Analysis**

The survey that has been distributed gave opportunity to the public employees in voicing out their opinions with regards to the questions. Each and every comment has high value in enhancing the quality of the qualitative data that have been collected. In the process of analysing all feedbacks, their attitudes and opinions towards good governance in Iraq were reflected. This analysis is the core of the qualitative approach. The main value is that they survey questions shows great understanding among the employees and how eager they are for a good governance in Iraq.

One of the comments that was found most useful is:

" The state of Iraq was bad before 2003 and it continued to deteriorate after 2003. This led to apathy within the public sector. During the ten years after 2003, there was no real or serious steps

to improve the public sector to make it productive; public employees did not even receive their full salaries. The suggested solution to solve this issue was to create an advanced private sector that could compete with the public sector. This could be achieved by enacting laws and regulations that promote equality between these two sectors. Furthermore, the experience of foreigners can be utilized in this aspect".

In fact, the comment above comment has brought this paper to life as it shows how bad Iraq is suffering from corruption and the commentator has also provided with a suggestion to a good solution to help reform the public sector. He suggested that a strong private sector can effectively solve or reduce the level of corruption because then there will be a positive competition between them, which can force them in advancing forward leading to elimination of corruption.

One other attracting point of view also suggested a good idea in achieving good public governance and curbing corruption altogether. According to him, the best steps in achieving good governance are:

- 1- " Ratify the budget early and not leaving the ratification late because this leads to postpone or delay in most of the public projects that the government wanted to build.
- 2- To make use of the experiences from the advanced countries in applying good governance.
- 3- Applying the "electronic governance" that means according to him, use the electronic sources in managing all the matters of the public sector to facilitate the job and to modernized the workplace as the advanced countries.
- 4- Modernise the rules of the ministries to satisfy the economic and the social changes within the society.
- 5- The budget of many ministries is really sufficient, but the problem in the corruption that undermines the process of development.
- 6- The government of Iraq used to question the small employee about the corruption and leaving out those who have high positions within the workplaces from the accountability. If the government of Iraq devotes the equality between all employees, this can be a solution to stop the corruption.
- 7- Improve the private sector to relief the responsibilities of the public sector, especially in the appointments of the employees which is the current issue of the public sector.

- 8- Stop the level of the poverty by giving aids to all those who need it. It is important to also audit the records of ministries due to some illegal activities conducted by some of public officials".

The feedback above reflects high level of experience within the public body. The suggestions provided were really useful in reducing the level of corruption in order to achieve good governance.

Another sample of feedback, is a comment from a judicial assistance in the Ministry of Justice.

"Taking action on corruption requires too much paperwork and time, and the situation in Iraq and its public sector is on a downward trajectory. This is due to the carelessness of politicians in improving the public sector. The Saddam Hussein system was an effective system that understood the nature of people and it intimidated people to avoid corruption. In other words, the strict punishment was a more effective solution to deter crime than the current democratic system that facilitated the spread of corruption".

The feedback above provides new recommendation in terms of stricter rules in deterring negative activities. However, the Sadam Hussien system was one that most of the time overturned in punishing the employees, but it was in the most corrupt system in the world. Hence, the suggested solution may not be effective.

Another comment from a responded stated:

"To achieve good governance and deter corruption, the age of retirement must be reduced below 55 years of age. It is vital to establish a council that undertakes in systemised procedures for hiring employees based on their qualifications. It is important to enact strict legal rules to punish corrupt employees as a solution to deter corruption".

However, the comment above does not have an effective method on how to punish and the types of rules. The commentator seems to be suffering from certain procedures of employee appointment. Besides, it is not advisable to reduce the age for retirement as it only opens up to more vacancies for young employees and losing experienced and dedicated employees sooner than necessary.

Another employee suggested two solutions in curbing corruption in the public sector.

"He suggested that the government should only appoint honest people in the "bodies of integrity to ensure getting the justice and the integrity in all the body". Secondly, he said it is a must to allow employees to discuss openly to the employers pertaining

any matters at work. This will help them in learning and getting more benefit for their future".

The above mentioned are all true. This is because only an honest person can change the whole government if he is a higher authority. He will then surely appoint others who are honest just like him or encourage the rest to be honest like him. This will help in fighting corruption in the government sector. Sadly, this idea may be criticised in Iraq as there is no stability to help change all the corrupted leaders. Those who are corrupt may use less security and affect honest leaders. However, the opportunity to be able to discuss with superiors will be effective as it can help in enhancing education at work.

Three of the feedbacks from the legal assistance stated that:

" If the Inspector Generals in all ministries were not corrupt, corruption would not have been the main issue that undermined the public sector in Iraq. Furthermore, all the aspects of political and administrative life in Iraq must be reviewed. Additionally, a review of the people who lead the public sector must be undertaken to ensure that appointment is based on qualifications, integrity, trust and experience".

The comment above was made by an employee who works in the Inspector General. It is a good thing to introduce a sample from real experience that a chief from an integrity body is not appointed based on their qualifications, but on nepotism and favouritism.

Another respondent has argued that:

" There was injustice in the distribution of salaries due to different rules within the public sector for each ministry. In other words, each ministry had different rules in terms of distribution of salaries, rewards and sanctions, as well as, incentives. This injustice affected the public sector and pushed the employees to be corrupt in order to exact revenge for the injustice."

This shows that job satisfaction can be the main reason of deterioration in the public sector. As discussed previously, employee satisfaction seems to be the key element in solving all types of dysfunction in the public sector.

There are some of the respondents who wondered about the rules and laws governing the civil services, although it was mentioned in the questionnaire. This is due to lack of awareness among the employees in terms of their legal rights and obligations.

### **Recommendations to achieve good governance and eradication of corruption in Iraq**

- 1- To start a comprehensive, national, regional and local modernization programme. This will help the civil service in strengthening their

administrative and sectoral reformation which will bring to improving the public financial management, and capacity development within the public sector for decentralized service delivery, and is suggested as a fundamental to the reform agenda and curb corruption immediately.

- 2- To reform the civil service. When the new Civil Service Law is adopted, it should: (i) define the fundamental values of a modern civil service, including the principles of merit-based recruitment, performance appraisals, and future planning of succession; (ii) define the roles, responsibilities and relationship between public servants, ministers and other elected officials; and (iii) classify righteous standards and principles of services to the society. Besides, alternative legislation will also be needed to strengthen the civil service compliance framework, and enhance the merit-based recruitment, performance appraisal, terms of service and the link between civil service and administrative reforms. This action is to contribute in affecting the level of corruption and eliminating corruption.
- 3- To develop public administration systems. This should help in strengthening the public administration system through: (i) developing a standard system for general management; (ii) initiatives for capacity development and training packages for core functions; (iii) data and information systems to support evidence-based planning, budgeting, policy making and programme management; (iv) a national e-governance strategy; and (v) sectoral reform opportunities and expenditure management plans.
- 4- Plan reformation by sector. It will be very good if sectoral reform can be undertaken in a sequenced manner, with priority given to sectors selected by government according to their greatest impact on the welfare of society. This should also be associated with policies that have coherent objectives with and regulations for policy implementation. Basic reforms that are for all sectors must include: (i) the exposition and fortification of the structures and departments in the ministries; (ii) business plans which are carefully streamlined for organizational and functional purposes (iii) study the functions of the departments, ministries and sub-nations; and (iv) benchmarks and cost the estimation of services in models delivery.
- 5- To approach the service gaps in the civil service. It will be good idea to approach the civil service management gaps by: (i) adequately equipping and staffing the Federal Public Service Council at both central and sub-national levels; (ii) enhancing the secretariat for administrative reformation (iii) Handling pay and grading appraisals and assessing packages for remunerations; (iv) building long term entitlement for staffs such as closed and open system options; (v) outlining the rights

and responsibilities of a senior executive service within the civil service; (vi) building a legally defined civil service framework with acceptable terms and conditions; (vii) stressing on merit-based recruitment; (viii) heightening human capacities to develop automation and e-governance; (ix) outlining civil service training programmes and developing training capacities; and (x) conducting a full examination of government buildings and infrastructure that needs to accommodate a “right-sized” public administration and civil service.

- 6- Improvise on staffing plans. When the government can determine the architectural structure of the ministry or budget entity , which is to include the common functions, all the staffing needs for the new structure and staff development plans can be identified. The analytical work that is based on structure will help in reforming the “road maps” and must be developed by the government with a strategy to implement it over the short, medium and long term.

All the steps above are targeted to reduce or eradicate the level of corruption in Iraq effectively and it is really important that the government take serious consideration in implementing them.<sup>9</sup>

## Conclusion

The overall findings that are presented in this paper, although derived from a preliminary and relatively small sample, should provide some important insight into the public employees consciousness and perception of good governance and corruption. Most importantly, the empirical evidences presented in this study clearly indicate that although the employees view Iraq as facing high levels of corruption as compared to other countries in the world, they still salute the way their government is striving endlessly to achieve a good governance. The reality may be that, but they are aware that this can only be achieved when the root of the problem is dugged out and solved for permanent change. It is clear to all the public employees that they key problem in Iraq is the level of corruption which definitely is the factor that impide the efforts to achieve good public governance.

A few interesting observations can be derived from the results of the survey. In Figure 5 which is question 3, a surprisingly large minority of the respondents identified that most of them in Iraq do not go by the principles of a good public governance after the year 2003 in eliminating corruption. To some extent, this had been a good opportunity for Iraq to establish a new governance after the USA invasion. Another attractive point is that the respondents stated their dissatisfaction is mainly the cause for going towards

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<sup>9</sup> The International Partners in Iraq (2010). *Summary on the Situation in Iraq* (p.25). Baghdad: The United Nations.

corruption while some of them stated that corruption due to the reasons stated in Figure 9. Other results are all that have been discussed in this study. This implies that all the perception on corruption by public servants vary according to their background, happiness on the job and so on.

The feedbacks from the respondents that have been analysed have helped in improving this study in order to produce some relevant solutions in helping to improvise the public sector and curb corruption. From all the processed in the research, we can conclude that good public governance and corruption certainly do not go hand in hand. If there is corruption, good governance can never happen. The public servants in Iraq have identified these key problems but since there is no actual direction from the policy makers to reform the public sector, the issue has not been resolved. It is clear that if the Iraqi government wants a clean governance, the public sector has to be cleaned first. This will have to start with their employees achieving job satisfaction which will immediately bring to the elimination of corruption.