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# IRAQ ADMINISTRATIVE REFORM PROJECT

## QUARTERLY REPORT

OCTOBER 1 – DECEMBER 31, 2014

### **FIRST QUARTER – FY 2015**

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# IRAQ ADMINISTRATIVE REFORM PROJECT QUARTERLY REPORT OCTOBER 1 – DECEMBER 31, 2013

Contracted: AID-267-C-11-0005  
Iraq Administrative Reform Project



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## ACRONYMS

AD	Administrative Decentralization
CBO	Capacity Building Office (USAID)
CoM	Council of Ministers
COMSEC	Council of Ministers' Secretariat
COR	Contracting Officer's Representative/USAID
CoR	Council of Representatives
DfID	Department for International Development (UK)
DG	Director General
DGGC	Directorate General of Government Contracts
GO	Governor's Office
GZ	Green Zone (See IZ)
GoI	Government of Iraq
IZ	International Zone (See GZ)
KMoLSA	Kurdistan Ministry of Labor and Social Affairs
KRG	Kurdistan Regional Government
MoU	Memorandum of Understanding
MoA	Ministry of Agriculture
MoC	Ministry of Communications
MoCH	Ministry of Construction & Housing
MoCu	Ministry of Culture
MoE	Ministry of Electricity
MoEd	Ministry of Education
MoF	Ministry of Finance
MoH	Ministry of Health
MoHE	Ministry of Higher Education
MoIM	Ministry of Industry & Minerals
Moj	Ministry of Justice
MoLSA	Ministry of Labor & Social Affairs
MoMD	Ministry of Migration & Displaced
MoMPW	Ministry of Municipalities & Public Works
MoO	Ministry of Oil
MoP	Ministry of Planning
MoT	Ministry of Trade
MoTr	Ministry of Transportation
MSI	Management Systems International
NCMDIT	National Center for Management Development and Information Technology
NDP	National Development Plan
NGO	Non-Governmental Organization
OSS	One Stop Shop
PMI	Project Management Institute
PMAC	Prime Minister's Advisory Council
PMO	Prime Minister's Office
RFP	Request for Proposal
SBD	Standard Bidding Documents
SCOP	State Company for Oil Projects
SoW	Scope of Work
SOP	Standard Operating Procedures
SSN	Social Safety Net
TA	Technical Assistance
ToT	Training of Trainers
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WB	World Bank

## Executive Summary

The Iraq Administrative Reform Project, herein referred to as USAID-Tarabot, continued to provide assistance to a range of Government of Iraq (GoI) partners in the application of internationally recognized procurement processes, through both hands-on training and workshops. Work is underway to broaden the precedent set by GoI partners piloting the modern procurement techniques learned from Tarabot.

As a key measure of Tarabot's strategy to secure the procurement initiative's sustainability, a range of capacity building assistance started for the Ministry of Planning (MoP). This includes direct training, as well as by including Ministry of Planning procurement officers as trainers and advisors in workshops and technical assistance provided to other GoI entities. The enthusiasm with which the ministry has taken up its role as the oversight body for procurement in Iraq is palpable and an encouraging sign for long-term sustainability.

The Ministry of Planning has developed a procurement capacity building training plan for 2015 including **25** courses; inviting targeted government officials to participate in these workshops, which will be held at the ministry, and will be given jointly with USAID-Tarabot. The ministry has officially announced the field visits program to **12** ministries and **5** Governor Offices to start assisting them in applying standard bidding documents on the pilot projects. This will be hands on training for Ministry of Planning staff in addition to assisting the GoI entities with the application of the bidding documents. A national conference on standard bidding documents is planned for February 03, 2015, and will be held in Karbala.

With the launch of a One-Stop-Shop (OSS) Service Center in Dahuk and the Social Safety Net (SSN) in the Kurdistan Region, USAID-Tarabot marked a landmark achievement in reforming the way citizens interface with their government. Through the now-concluded OSS initiative and the opening of this first center, Tarabot has set a precedent and laid key groundwork for reform that will overhaul the way citizens experience government services. Iraqis are starting to see the fruit of these labors as this service center, designed for streamlined and automated service delivery, opens its doors with others soon to follow suit. In addition to the facilities, the SSN system itself now brings simplicity and efficiency to the distribution of government social benefits for a growing number of Iraqi beneficiaries.

USAID-Tarabot began preparation for the comprehensive study on Iraq's oil sector. A team is being assembled consisting of expatriate and Iraqi oil sector experts. A retired senior government official, who is currently working in the private sector as a consultant, has expressed interest in joining the team. His years of experience in the Iraqi oil sector will be key in identifying bottlenecks in oil production and proposing strong solutions. Additional Iraqi advisors have been identified and are currently in the hiring process, including one former Deputy Minister-level official with extensive energy sector expertise. Moving forward with this initiative, Tarabot held meetings Ministry of Oil/ State Company for Oil Projects (SCOP). One of the meetings was with the Director of Follow up department and Assistant Director General. The meeting focused on the problems and challenges in implementing projects by SCOP. A list of the problems and challenges will be prepared by SCOP, where Tarabot will assist in assessing needs and proposing solutions.

## Component I: Procurement Capacity Building within Ministry of Planning

As part of its ongoing efforts to improve Iraq's service-oriented capital investments, USAID-Tarabot is partnering with the Ministry of Planning (MoP) to support the Government of Iraq (GoI) to make use of its investment budget through fair and transparent procurement systems. These reforms will improve service delivery by lending efficiency and transparency to the procurement process. They will help to create an environment conducive to fair and open competition in the tendering and awarding of contracts, and build the confidence of the private sector in the government's bidding process. **42 GoI institutions** are involved in this initiative, representing **20 ministries**, **10 governorates** and **12 executive offices or line ministries**.



In the past, the transparency and efficiency of government procurement has been hindered by reliance on disorganized, paper-based systems and antiquated processes. The government needs to make concrete reforms in order to bring the expertise of international firms upon which the success of complex large projects often rests. USAID-Tarabot works with the MoP to deliver complementary capacity building activities and systems reform with the ultimate goal of establishing unified procurement system aligned with international standards.

### Section One: Highlights

#### Capacity Building for the Ministry of Planning

As the chief coordinating entity for public contracting in Iraq, the MoP has been a longstanding partner of USAID-Tarabot in procurement reform, and is positioned to take the lead on Iraq's national-level procurement reform initiative. Tarabot has taken steps to prepare the ministry to do so through knowledge transfer and anchoring of sound practices. As a result, the ministry has developed a procurement capacity building training plan for 2015 including **25 courses**; inviting targeted government officials to participate in these workshops, which will be held at the National Center for Management Development and Information Technology (NCMDIT) and will be given jointly with USAID-Tarabot. The first of these workshops will take place on January 25, 2015 focusing on 2014 government contracting regulations.



*Ministry of Planning Workshop on SBDs*

As part of this approach, Tarabot conducted **three** standard bidding document (SBDs) workshops in Baghdad during this quarter. A total **33 (13 males, 20 females)** government officials participated in these workshops, representing the Directorate General of Government Contracts (DGGC), the NCMDIT, Central Organization for Standardization and Quality Control, and Central Statistical Organization. Main topics included prequalification of contracting firms, and requests for proposals.

In one of the workshops, hands-on training was delivered on one selected project in Babil's Al Hashimiya district for construction of building for the Ministry of Planning's statistical organization's office. That project is worth 828 Million Iraqi Dinars, or about US\$725,000.

Similarly, the Ministry of Planning's DGGC selected **43** government officials to participate in the national procurement ToT program. The majority of these participants, **29 (12 males, 17 females)**, are from the Ministry of Planning and remaining **14 (11 males, 3 females)** participants are from **3** ministries (Municipality and Public Works, Construction and Housing, and Water Resource) and **4** Governors' Offices (Babil, Baghdad, Basrah and Muthanna). The first step of this program will be a ten-day course on January 18, 2015 at the NCMDIT and will cover basic procurement concepts.

These workshops are designed to expand skills and knowledge in procurement across the Government of Iraq, while at the same time anchoring procurement expertise and training skills in the MoP as it prepares to carry on a national procurement reform initiative.

Additionally, Tarabot conducted several meetings with MoP DG of Government Contracts, and Director of the Follow up Department to discuss visits to Gol entities that are piloting standard bidding documents (SBDs), and organizing a national conference for SBDs in Karbala. As a result, the ministry has officially announced the field visits program to **12** ministries and **5** GOs to start assisting them in applying standard bidding documents on the pilot projects. This will be hands on training for Ministry of Planning staff in addition to assisting the Gol entities with the application of the bidding documents.



*Hands-on training to Ministry of Construction and Housing on applying SBDs*

Tarabot also met with Karbala governorate's Contract Manager and Governor's Consultant to plan for the National SBDs Conference. A tentative date has been identified February 03, 2015, with an agenda and invitation list being drafted.

### **Comprehensive Procurement Reform for Gol Partners**

USAID-Tarabot continued its broad procurement reform program with **6** Gol entities; engaging with **4** ministries (Electricity, Health, Oil/ State Company for Oil Projects, and Transportation), and **2** Governor Offices (Basrah and Najaf). Tarabot activities focused on 2014 government contracting regulations, using standard bidding documents, conducting assessments, and completing the agreed-upon action plan. The following table demonstrates progress for each Gol entity:

Gol Entities participating in the comprehensive Procurement Reform Program					
Gol Entity	Assessment Phase	Action Plan	Compliance with Gol Regulation	Competency Training	Advance Training
Ministry of Electricity					
Ministry of Health					
Ministry of Oil/ SCOP					
Ministry of Transportation					
Basrah governorate					
Najaf governorate					

According to the work plan agreed upon with the Ministry of Electricity, Tarabot completed a five-day procurement competency workshop for **16 participants (10 males, 6 females)**. The workshop provided participants with knowledge on applying SBDs for contracts related to supplying goods, execution of work, and prequalification. The same participants then attended a four-day advanced-level procurement workshop; where knowledge on using SBDs for electromechanical works and developing request for proposals for consultancy services was delivered.



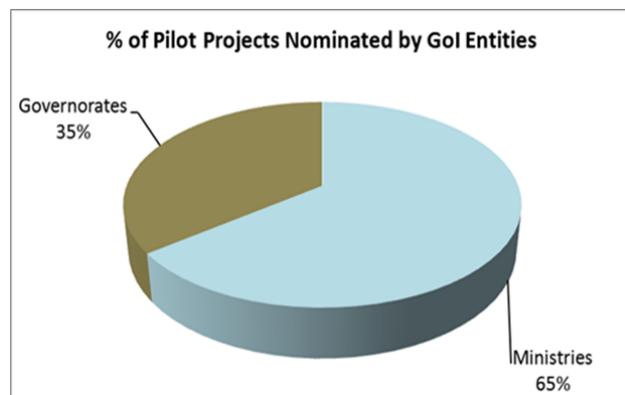
*Hands- on training for Ministry of Electricity staff*

### Capacity Building for Gol Entities

USAID-Tarabot and the MoP are laying the groundwork for much broader expansion in the piloting of SBDs by ministerial and provincial partners. This will improve the already strong precedent for successful application of the procurement processes promoted by Tarabot. Tarabot and the MoP concentrated much of their efforts on expansion of SBD application through technical support and implementation of site visits to selected piloted procurements.

**Seven** standard bidding documents workshop were conducted in this quarter for **206** government officials. These workshops provided participants with knowledge on 2014 government contracting regulations, and applying SBDs for contracts related to prequalification, supplying goods, and execution of work.

As a result, many government partners are now actively capitalizing on the skills learned through these workshops and trainings, with **26** Gol entities having nominated a total of **113** procurement contracts. In January 2015, site visits to Gol entities applying SBDs commenced. Each field visit is carried out by a team of experts from the Ministry of Planning, and an expert from Tarabot’s team.



As of late January, the teams covered 4 field visits to Ministries of Industry and Minerals, Finance, Construction and Housing, and Labor and Social Affairs. Hands-on technical support was provided on the following procurement contracts:

Gol Entity	Name of the Project (Procurement Contract)	Location	Estimated Cost
Ministry of Industry and Minerals	Supplying line production for UPVC pipes with 350-1000mm diameters	Baghdad	\$4 Million
Ministry of Finance	Supply, install and operate three instruments for storing staff records	Baghdad	N/A
Ministry of Construction and Housing	Construction of a residential complex for Diwaniyah Martyrs Foundation	Diwaniyah	\$200 Million
	Supervision services for the execution of a boarder road	Muthanna	N/A
	Construction of houses to accommodate ministry staff in Diwaniyah	Diwaniyah	\$3 Million
Ministry of Labor and Social Affairs	Construction of Social Security Network Building	Baghdad	N/A

With the growing capacity of the MoP, and its demonstrated ownership over the initiative, a sustainable foundation for transformational reform is rapidly becoming a reality.

## Section Two: Next Quarter

In the coming quarter, USAID-Tarabot will continue to support the MoP in building the capacity of targeted government officials, through implementation of the ministry procurement capacity building training plan for 2015, scheduled site visits to Gol entities implementing standard bidding documents to piloted procurement contracts, and deliver ToT training.

Tarabot will collect input on the training materials from the MoP and participants attending the capacity building workshops. Accordingly, the training materials will be revised and officially submitted to the MoP. Tarabot will finalize the procurement hotline guidelines and submit to the MoP where reviews and discussions will be carried-out.

Tarabot will assist ministries of Electricity, Health, and Transportation, and Governor Offices of Basrah and Najaf in implementation of their comprehensive procurement reform action plan. This includes technical guidance on 2014 government contracting regulations, procurement planning, and standard bidding documents. Tarabot will coordinate with the Ministry of Oil/SCOP to conduct the assessment, develop an action plan, and begin implementation of the action plan.

## Section Three: Work Plan Activities and Performance Indicators

### 1<sup>st</sup> Quarter (October – December) FY 2015 Work Plan Activities

Work Plan ID	Activity/Task Name	Progress
2	Procurement Capacity Building within MoP	
2.1	MoP Capacity Building	
2.1.1	Public procurement capacity development for targeted MoP staff	
A	Assist the MoP to select 20 of their procurement staff to be enrolled in the comprehensive capacity building program by Tarabot	The Ministry of Planning's Directorate General for Government Contracts (DGGC) selected <b>43</b> government officials to participate in the national procurement ToT program. The first step of this program will be a ten-day course on January 18, 2015 at the National Center for Management Development and Information Technology (NCMDIT) and will cover basic procurement concepts
B	Conduct basic procurement workshop for the selected 20 MoP Staff as the initial phase of the comprehensive capacity building plan	A ten-day basic procurement course began on January 18, 2015 at the National Center for Management Development and Information Technology (NCMDIT). <b>36 (22 males, 14 females)</b> government officials participated in the workshop
2.1.2	Public procurement hotline	
A	Develop the public procurement hotline guidelines, including a hotline functional processes, organizational structures for the helpdesk, and job descriptions for the key positions	A first draft is being developed and will be delivered to the Ministry of Planning
2.1.3	Public procurement curricula and course materials	
A	Develop the public procurement curricula and training materials	Training materials developed and used in the ten-day basic procurement workshop conducted on January 18, 2015 at the MoP NCMDIT
B	Submit a draft of the public procurement curriculum and training materials to MoP	Training materials presented during the basic procurement workshop conducted on January 18, 2015 at the MoP NCMDIT. Feedback from participants documented. Training materials will be revised accordingly
2.2	Ministries and Governor Offices Capacity Building	
2.2.1	Capacity building for selected ministries and governorate offices	
A	In partnership with MoP, train 100 Gol officials on SBDs	<b>206</b> government officials trained on 2014 government contracting regulations, and applying SBDs for contracts related to prequalification, supplying goods, and execution of work
B	In partnership with MoP, support select Gol entities to pilot the application of SBDs through coaching and field visits	<b>26</b> Gol entities nominated <b>113</b> pilot projects for the application of SBDs. Field visits were made to <b>4</b> Gol entities (Ministries of Industry and Minerals, Finance, Construction and Housing, and Labor and Social Affairs), where hands-on technical support was delivered

2.2.2	Implementation of standard bidding documents	
A	Assess current procurement practices at 5 Gol entities	Completed for <b>3</b> ministries (Electricity, Health, and Transportation), and <b>2</b> Governor Offices (Basrah and Najaf)
B	Prepare action plans for 5 Gol entities to undertake procurement reform	Completed and delivered to <b>3</b> ministries (Electricity, Health, and Transportation), and <b>2</b> Governor Offices (Basrah and Najaf)
C	Start the implementation of procurement reform action plan for 2 Gol entities	Action plan implementation began for Ministry of Electricity and Basrah Governor Office. <b>2</b> competency and advance workshops were delivered to <b>16 participants (10 males, 6 females)</b> from the Ministry of Electricity

Table I: Procurement Workshops Participants by Organization

GoI Entity	Procurement Competency	Procurement Advance	Standard Bidding Documents (SBDs)
Ministry of Planning (MoP)	0	0	33
Ministry of Communication (MoC)	0	0	25
Ministry of Electricity (MoE)	16	16	4
Ministry of Health (MoH)	0	0	64
Ministry of Higher Education & Scientific Research (MoHE)	0	0	13
Ministry of Municipalities and Public Works (MoMPW)	0	0	1
Commission of Integrity	0	0	6
Babil Governor Office	0	0	27
Diwaniyah Governor Office	0	0	7
Najaf Governor Office	0	0	26
<b>Grand Total</b>	<b>16</b>	<b>16</b>	<b>206</b>

Figure 1: Activities Distribution by Type

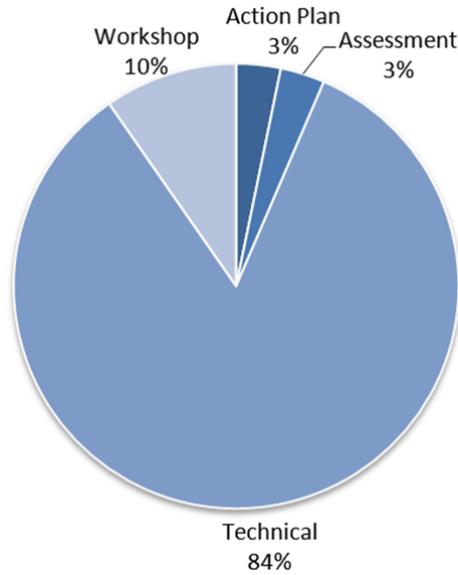


Figure 2: Workshop and Meeting Activities by Provinces

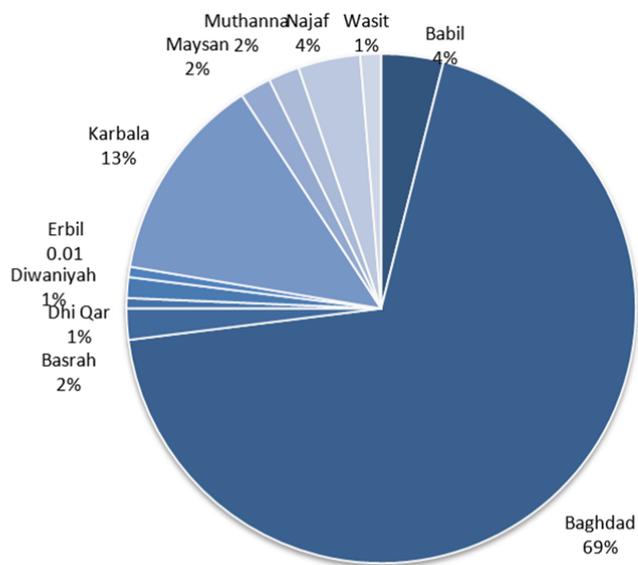
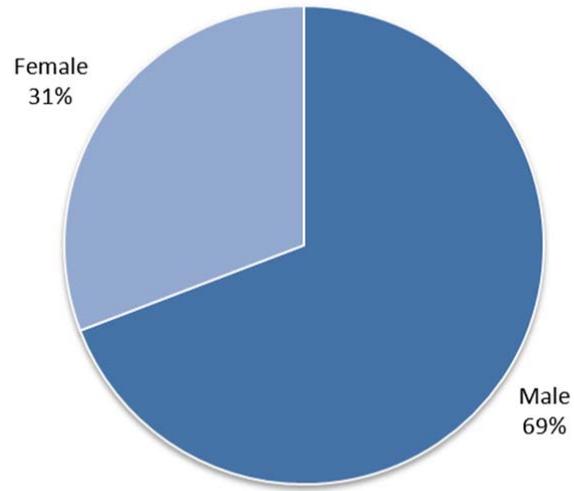


Figure 3: Workshop and Meeting Participants by Gender



## Component 2: Oil Sector Assessment and Programming

### Section One: Highlights

Based on USAID's instructions, USAID-Tarabot began preparation for a comprehensive study on the oil sector, with the aim of assisting the Gol in identifying methods for increasing oil revenues. A team is being assembled, consisting of expatriate and Iraqi oil sector experts. Several expatriate advisors have been identified and are currently being vetted by Tarabot's DC-based support staff. A retired senior government official, who is currently working in the private sector as a consultant, has expressed interest in joining the team. His years of experience in the Iraqi oil sector will be key in identifying bottlenecks in oil production and proposing strong solutions. Additional Iraqi advisors have been identified and are currently in the hiring process, including one former Deputy Minister-level official with extensive energy sector expertise.



*Discussion on methods for increasing Iraq oil revenues*

Moving forward with this initiative, Tarabot held meetings Ministry of Oil/ State Company for Oil Projects (SCOP). One of the meetings was with the Director of Follow up department and Assistant Director General. The meeting focused on the problems and challenges in implementing projects by SCOP. A list of the problems and challenges will be prepared by SCOP.

### Section Two: Next Quarter

In the coming quarter, USAID-Tarabot will complete assembling the team of Iraq oil sector experts and initiate the assessment. This team will coordinate with relevant Gol entities, notably the Ministry of Oil and its subsidiary companies such as SCOP in order to carry-out the assessment.

## One-Stop-Shop Service Center

On December 2, 2014, in a landmark achievement for service delivery reform in Iraq, the Kurdistan Ministry of Labor and Social Affairs (KMoLSA), USAID-Tarabot, and Chevron – a significant donor – held a ribbon cutting ceremony in Dohuk, opening the doors to Iraq's first One-Stop Shop Service Center. USAID-Tarabot introduced the this model in Iraq to address the long lines and complicated procedures that have impeded public service delivery, and overhaul the way citizens experience government services. The opening sets a precedent for the One-Stop Shop model in Iraq, where interest is growing among key government entities. The ceremony was attended by the Kurdistan Minister of Labor and Social Affairs, the Governor of Dohuk, representatives of USAID-Tarabot, and other senior officials, allowing them the chance to tour the facility's efficient and modern design.



*Senior officials attend the opening ceremony*

The event also marks the launch of the Social Safety Net (SSN) system in the Kurdistan Region, providing improved access to and oversight over social services. The system is now operational in the Kurdistan Region, and this particular center was designed to serve as a regional interface, providing between 150 and 300 families a day with automated and citizen-oriented processes as they register for benefits, update their information, receive payments, or obtain other services. These integrated reforms mark a new era in the way citizen's interface with their government.

Tarabot's service center design offers modern physical infrastructure and efficient automated systems to improve services, while promoting public accountability and citizen satisfaction. Tailored architectural designs have been developed for partner entities, business processes reengineered, systems automated, and over 400 individuals have been trained on customer service standards. With the ownership of the Council of Ministers Secretariat (COMSEC) and the Prime Minister's Advisory Council, an informational campaign by Tarabot, and the completion of the center in Dohuk, momentum is growing, and a widening circle of Gol entities is demonstrating interest in establishing their own service centers. At the ceremony the Minister of KMoLSA declared support for repeating this experience in Sulaymaniyah and Erbil, as well as for connecting the districts and sub-districts of the KRG to the SSN system.



*Tour of the facility and live demonstration*

In collaboration with government partners, USAID-Tarabot developed a professional, scalable architectural design of a One-Stop-Shop service center. USAID-Tarabot's design reflects the principles of linear business flow, customer comfort, and easy access for physically disabled persons. Tarabot has developed tailored two and three dimensional architectural designs for the Ministries of Municipalities and Public Works, Oil, Migration and Displaced, Labor and Social Affairs, and Justice.

To streamline processes and improve customer interactions, USAID-Tarabot worked with its government counterparts to thoroughly reengineer their often antiquated paper-based business processes. This exercise resulted in greatly improved efficiency with the design of automated customer service center software, funded by COMSEC.

USAID-Tarabot has partnered with COMSEC and PMAC to scale up the deployment of One-Stop-Shop centers across the nation. The One-Stop-Shop service center model and design was launched at a conference hosted by USAID-Tarabot and the Prime Minister's Advisory Council in April 2013, with the attendance of over four hundred officials. Following upon the conference, COMSEC issued an official endorsement of the One-Stop-Shop model to all government entities in August, 2013, encouraging them to establish these service centers as a means of reforming public administration and service delivery.

COMSEC is taking steps to make the One-Stop-Shop a reality for Iraqi citizens. Having been equipped by Tarabot with blueprints, brochures, training materials, requests for proposals, terms of reference, and a physical model, COMSEC's One-Stop-Shop committee is now prepared to support government Senior KRG officials attend the opening ceremony entities as they develop service centers. The opening of the service center in Dohuk marks the beginning of a promising new era of service delivery in Iraq.

Now launching in Kurdistan, the Social Safety Net, has already provided Iraq's **15** provinces with customized software for the automation of the distribution of benefits. With its first run the system flagged 54,000 records as suspicious, and the Ministry of Labor and Social Affairs was able to channel more than US\$20 million in savings back into the system to support more people in need.

Outside of Kurdistan, the system covers 473,407 families or 1,774,204 individuals, and the Ministry of Social Affairs uses its own staff and an allocated annual budget of \$300,000 to operate and maintain the system. The deployment of the system by the Kurdistan Regional Government is expected to provide benefits for an additional 150,000 families, or 750,000 individuals. As was the case throughout Iraq prior to the SSN, the new system will replace multiple uncoordinated, disconnected, and redundant databases in Kurdistan's provinces and link them, thereby eliminating duplicate records and ineligible payments. More of Iraq's vulnerable persons will receive monthly allowances through an efficient, fair, and transparent system.

## **Project Administration**

### **Staffing and Deployment**

USAID-Tarabot staff continued to work based on the procurement-related extension from USAID. Tarabot staff consisted of three expatriates and 25 Iraqi nationals. Two of the expatriate staff members were in Iraq on an STTA basis.

### **Security**

During this quarter, the security situation in Iraq was tense, with ongoing fighting in the north and west of Iraq, and continued explosions and attacks in Baghdad. The four-day Eid Al Adha holiday in the beginning of October 2014, was extended to 9 days by the Gol. The Arbaeen holiday and accompanying pilgrimage in December 2014 disrupted travel and shut down movements for several days. On both occasions, Tarabot staff worked normally and did not take additional holidays.

### **Visas/ Badges**

**15** IZ badge applications were turned in during this quarter. **11** IZ access badges were obtained; four for Tarabot staff, and seven for the Private Security Details (PSDs). **14** visa approvals were received from the Gol. Three were issued, including one exit visa.

The Gol has made significant changes to visa usage procedures, beginning December 2014. Visas must be used within 90 days of issuance no matter the period of validity on the visa itself. Previously, year-long visas could be used to enter the country up to one year after they were issued. This change will result in an increased number of visa applications in order for Tarabot to stay flexible and responsive. An updated visa request was made in December that included relevant Tarabot staff, DC-based support staff STTA, and identified potential future staff members.