



Baghdad Municipalities
Baghdad Outskirts
Service Delivery
Improvement Plan (SDIP)

Prepared by

Baghdad Municipalities Directorate

In cooperation with

GSP/Taqadum

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Baghdad - Iraq

Service Improvement Plan for Baghdad suburban Municipalities sector

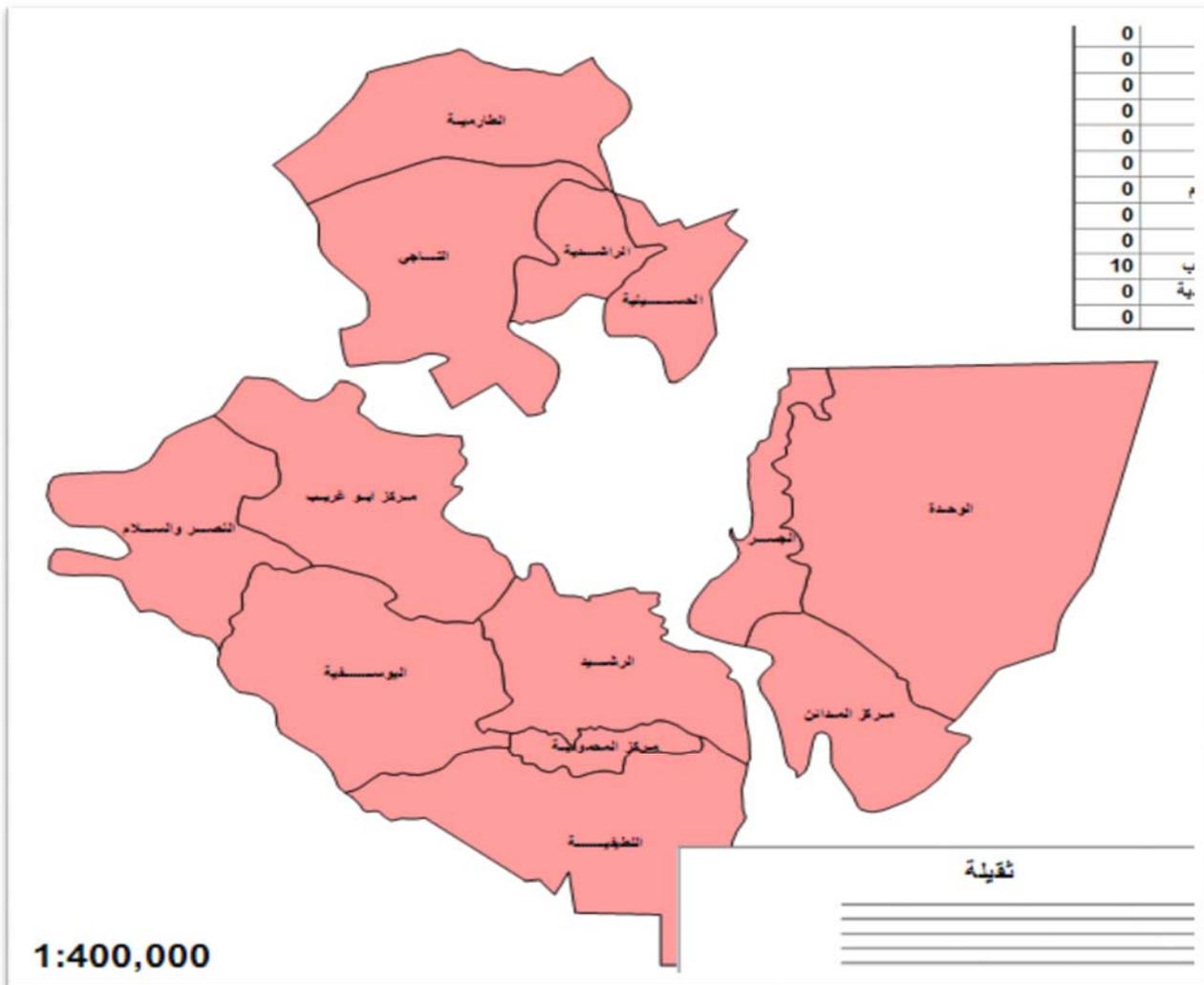
1. Introduction

The Service Delivery Improvement Plan (SDIP) is a comprehensive and strategic action plan developed to address a variety of management issues, with the aim of improving the provision of cleaning services and clean-up of areas for the outskirts of Baghdad and to enable the Directorate to achieve its short, medium and long term goals. The SDIP plan will enable the development of a long-term vision for the management of the directorate and the same time will ensure that the issues are day after day under control.

This plan includes the planned application of resources in order to achieve these goals and aims at improving the services to help the Baghdad suburban municipalities Directorate to address the issues related to improving its performance and provide the best services to 9 managed across the districts and sub-districts.

- Phase II: Coming out with the (SDIP) plan to address the issued related to the service delivery performance and providing short- and long-term solutions to the deficiencies, if any.

Map showing the administrative boundaries of Baghdad’s districts and suburbs



2. Executive summary:

The mechanisms of analysis used in the review of the performance indicators of Baghdad Municipalities Directorate - in the provision of the service, compared with national standards and preference according to the direct impact on the performance indicators to ensure the efficiency and quality the services, and response to the citizens' complaints, a set of basic elements and provided immediate and long-term solutions that would improve the service provided to citizen. The municipal service delivery management is a significant and effective element in developing the health of the society, which would positively reflect on the growth of a health and economic society, while the lack or badness of the service would negatively reflect on the public health of the community. The service management is based on vital elements that must be utilized efficiently and impactively to deliver high-quality and integrated service to the citizens.

a- Human resources:

We noticed through field visits to municipalities in the outskirts of Baghdad and after studying the data of each municipality and identifying the problems in the services, we have established that the lack of human resources (peasants, cleaners, guards and drivers) has a considerable and direct influence on the performance of cleaning service and green areas.

b- financial issues

We noted that the lack of financial allocations and insufficient municipal revenues and levies have a very significant impact on the viability of municipalities on a daily basis to provide key services required of them, with our observation through reviewing the financial allocations for municipalities and methods of distributing them, that there is variation in distribution between one municipality and the other.

c- Infrastructure

One of the most important specialized infrastructure in the work of the municipalities are landfills and garbage sorting and recycling plants required waste in each district as we have noted the absence of any proper landfill for all the districts in addition to scarcity of water resources in some municipalities which significantly impacts preserving the plantations and green areas.

d- The authorities of municipal managers

Baghdad's suburban Municipalities are suffering from the lack of authorities to hire day laborers, guards and farmers execute inspections of vehicles maintenance.

E. Misuse of resources

We noticed that some municipalities have not utilized the amounts of money granted to them optimally, with some amounts being squandered and spent without prior study and very weak technical statements are submitted.

In order to reach the best and highest percentage of municipal services delivery improvement through Baghdad's suburban municipalities performing the basic required functions and services, which are represented by the following:

First. Cleaning of public streets, shops and industrial and commercial neighborhoods, and removing the harmful materials and pollutants related to public health and collecting them at landfill sites.

Second. Clearing the soil streets and spreading sub-base layer

Third. Paving the streets served with sewage and making pavements.

Fourth. Maintaining the bumps

Fifth. Establishing and developing public gardens and parks to ensure the comfort of citizens and making the environment free of dirt and dust.

Sixth. Studying how to handle citizens' complaints

Seventh. Resolving administrative and organizational problems of municipal institutions

Eighth. This plan will enable the development of a long-term vision for the Directorate of Municipalities and at the same time will ensure that the services will be day after day much better than they are now. This plan will lead to developing Baghdad's suburban municipalities Directorate through the optimal use of human and financial resources and powers and to assist the Directorate in drawing up a permanent future plan providing access to the best level of services provided to the citizens. In addition, the plan has been developed by relying on data provided by Baghdad's suburban municipalities Directorate and its reality through field visits to it.

It is worth mentioning that the Directorate's integrative financial planning with the rest of the service sectors as well as integration in drafting the operating budget in a manner that would go in line with the drafting of the investment budget, would produce a positive impact in the work and improve the reality of the service.

3. Challenges and problems faced by the Directorate of Baghdad municipalities which would significantly contribute to deterioration of the quality of service provided to citizens:

Classified by sector: financial, human resources and authorities

a. Financial challenges:

Appendix A contains a detailed inventory of the property of the municipal institutions with the debts and squatting.

The chapters of expenditure include:

First. Capital expenditures

Second. Goods supplies

Third. Service Supplies

Fourth. Transfer expenses

Fifth. Other expenses

Sixth. Salaries and wages

Seventh. Professional bonuses and allowances for the staff

B. Infrastructure:

It includes the status of projects and lengths of paved and non-paved streets, and details of roads and green areas and spaces of streets as shown in the following appendixes:

Appendix B contains the status of the projects.

Appendix C contains a table of street sizes.

Appendix (d) includes a table of street and green area details.

C. Quality control:

- lack of on-site equipment to conduct laboratory tests necessary for paving the streets and maintenance of bumps as well as a lack of logistic support. All of this affects the completion of tasks according to the monthly plan.
- Performance evaluation on a regular basis and the adoption of the principle of feedback from citizens through polling and improving the service accordingly.

D.Maintenance:

It includes:

- Clearing the soil streets and spreading sub base layer.
- Paving the streets served with sewage and making pavements.
- Maintaining the bumps
- Establishing and developing public parks and gardens to ensure convenience of citizens and making the environment free of dust and dirt
- Cleaning the public streets, shops and industrial and commercial neighborhoods, and removing the harmful materials and pollutants related to public health and collecting them at landfill sites.
- The mechanisms used in the work, they are set out for each municipality of districts and sub districts in tables contained in Annex (e).

3. Work stages in developing the service improvement plan:

The Baghdad Municipalities Directorate, in collaboration with the USAID-funded Taqadam program, has completed the gap analysis model which has been proposed by Taqadam program to actively contribute to the gap analysis. The importance of the gap analysis model for the services provided to citizens lies in:

1. Use of scientific method in the analysis of all elements contributing in creating the gap in the indicator of services provided to the citizens compared with the benchmark.
2. Identifying the priority of the elements influencing the creation of the gap through their power of influence.
3. Developing the proposed immediate and long-term solutions to address the elements influencing the gap in order to reduce it.
4. The results of the analysis which represent the proposed immediate and long-term solutions will be inputs to develop the respective service improvement plan in the province.

The Baghdad Municipalities Directorate has relied on the use of average measurements that have been collected in order to develop impactful solutions to reduce the gap and improve the services provided to citizens through immediate and long-term solutions. The successful use of the model will lead to accurate results that would help determine the right, realistic and executable solutions to reduce the gap and improve the service.

Analysis of elements causing the gap in service delivery:

It included analyzing (14) elements associated with one of the above mentioned service standards relating to administrative, legal, financial, and technical aspects, as, after completing their analysis, the weakness or deficiency in each element and the percentage of its influence on the gap was identified, and consequently choosing elements with most influence on the gap. The Baghdad Municipalities Directorate has identified these elements and developed immediate and long-term solutions that impactively contribute to the reduction of the value of the gap. In the next chapter, we will be analyzing all the performance indicators compared with the standards using the analysis elements in detail, and finally developing solutions to the elements with the most influence on the gap.

The appendixes enclosed with the plan include the models used by the Baghdad Municipalities Directorate and which contributed in the preparation of this plan, and as follows:

Appendix F includes the model of standards according to which the current service indicator has been determined

Appendix G includes the analysis model of gap in the services provided by the citizens

Appendix h includes the guide to use the gap analysis model

4. Stepwise methodology

The SDIP includes the following questions:

- 1- Where are we now?
- 2- Where do we want to be?
- 3- How can we get there?
- 4- How can we guarantee success?

a- Where are we now?

The answer to this question requires a comprehensive and objective review and a review of the current state of performance of the Baghdad suburban Municipalities Directorate as measured by the key performance indicators. The data of 'Where are we now?' "can be obtained using the relevant techniques, which are:

First: (SWOT) analysis by diagnosing strengths - weaknesses, -opportunities-threats

Second: (Key Performance indicators analysis) - these two techniques help understand and summarize the environment and performance of the directorate.

SWOT analysis helps identify short, medium and long-term realistic goals in order to:

- correcting the weaknesses
- enhancing the strengths
- preventing the threats
- seizing the opportunities
- achieving the visions

First: SWOT analysis for Baghdad Municipalities Directorate

Strengths:

- (1) presence of engineering, technical, legal, financial and administrative staff with expertise in the management of municipality's management having multiple specializations
- (2). We have asphalt factories and modern vehicles in all project works and in all fields.
- (3) use of modern technology in completing the works, mapping, zoning and dimensions using the geographic information system (GIS) and the Department of Information Technology.
- (4) existence of allocations for the projects of regional development in addition to the investment allocations received from the ministry.

Weaknesses:

- (1) Lack of a mechanism for processing and recycling the garbage.
- (2) Lack of specialized service vehicles needed for our service projects like the cleaning traffic engineering vehicles.
- (3) Poor infrastructure or its collapse due to the decreasing State's role in the provision of municipal services during the last three decades, and its neglect of the municipal sector in general.
- (4) lack or insufficient number of our engineering staffs working on committees overseeing the projects.
- (5) lack of clear mechanisms for communication with citizens and educating them and lack of education and awareness programs for citizens.

Opportunities:

- (1) Location of the province in the center of Iraq as a capital gave it some peculiarity in the implementation of important projects by investors.
- (2) existence of civil society organizations and humanitarian organizations having goodwill to help and reconstruct.

- (3) Willingness of the local government and calls by the Iraqi street to increase budgetary allocations for reconstruction projects.
- (4) Legislation of investment law which is adjustable and formation of committees and investment commissions
- (5) Existence of construction testing laboratories of high competence and experience to ensure the complete of works according to the required international specifications.

Threats:

- (1) Large number of squatters in the city and the difficulty of the implementing the projects and future plans on those lands.
- (2) lack of awareness among the majority of citizens, which negatively impacts the success of future projects.
- (3) lack of intention or vision of the private sector to enter the field of cleaning.
- (4) No updates for the laws and legislation in line with the new stage and to allow supervision and dissuasive sanctions, including self-funding law for municipal institutions for the year 1996.
- (5) Large number of squatters and informal settlements in the district.
- (6) lack of environmental awareness and the weakness of media role.
- (7) Sudden influx of displaced people into the districts, leading to confusion in service departments business
- (8) Insufficient budget allocated to the municipal sector compared to its needs of giant projects and strategy, i.e. wide scale absence of municipal financing in order to set up new projects or expand the existing projects and improve the provision of infrastructural services.
- (9) lack or insufficient role of investment and the private sector in the municipal sector and lack of investors willing to invest their money in this field due to the lack of appropriate means of economic and legislative encouragement and their orientation toward other sectors.
- (10) Local construction industries and materials are lacking in of modern administrative and technical advantages and capacity.
- (11) Lack of clear, continuous and stable service policy adopted by the State.
- (12) Complex and difficult environmental determinants and conditions for the landfill projects and transfer plants, butcheries, and some of the projects which preclude them from being implemented.
- (13) Insufficient share of fuel supplied by the State to municipal vehicles which prevents the completion of the largest possible number of self-help projects.
- (14) basic designs for cities are lacking in modern requirements since most of the designs are old.
- (15) Poor coordination with other service departments in the province, leading to overlapping in projects which adversely affects their performance.
- (16) No new laws replacing the ineffective old laws, which do not meet the modern reality requirements.
- (17) Environmental pollution.
- (18) spread of the phenomenon of displacement and squatting in the past period has led to new complications, as the majority of internally displaced squatters are living in regions plagued by extremely poor conditions and lacking basic services and amenities.
- (19) Overlapping of authorities between the central government and the provincial council which affects the flow of works.
- (20) Political quota system in decision-making positions

Second. Performance indicators:

The GSP – Taqadum project has been supporting the local government to improve the process of supervision and control over the delivery of services down to raising the level of services provided to citizens through the adoption of measurable standards, similar to the rest of the civilized world countries. The service delivery standards are based on the following indicators:

- (1) Garbage disposal service coverage.
- (2) Garbage disposal service efficiency.
- (3) of green zones service coverage.
- (4) response to citizens’ complaints

Baghdad Municipalities Directorate has adopted the work in accordance with these standards with indicators provided on the level of district and sub district centers. We've reviewed the performance indicators compared with the standards, diagnosed the areas of weakness, determined the value of the gap and made recommendations that would contribute to improving the performance of service delivery across the province.

Garbage disposal service coverage

Types and sources of garbage

- a. Household garbage: mostly organic materials including the remains of foods, as well as plastics, which are mostly empty bottles of drinking water, metals, paper and cardboard fabrics, glass etc, as well as office waste, especially papers, commercial waste and in particular empty packets.
- B. Industrial waste: waste resulting from the use of the raw material remaining after processing as well as unsound industrial products and their packages. The majority of industrial wastes are composed of inorganic materials, so they are not biodegradable or at least slow decomposition materials.
- C. Agricultural waste: the waste resulting from different agricultural works of feed residue, fertilizers and different plastic packages
- Dr. Building waste: It includes waste of bricks, gravel, plastic, wood, iron, and block).
- E. Medical waste: It is often made up of dangerous chemicals and radioactive material as an example of medical waste (gauze, bandages, and blood products. The problem with this type of waste is that its degree of gravity is too high, containing different germs and viruses causing various diseases. Here we must get rid of this waste by sound means and according to the law, medical waste must be sorted (waste from hospitals, private clinics) and sterilized before their disposal, and sterilization is usually done by heating this waste in tanks at a temperature high enough to kill germs and then they can be discarded using the usual means.
- F. Waste from different sources: includes scrap waste such as refrigerators, washers, TV sets, computers etc...

Information of standard and indicator and calculation of gap between them			
#	standard	indicator	gap
(2)	Service coverage	60%	40%

Elements causing the gap and their impact

- 1) Human resources: insufficient staffs specialized in the coverage of service of waste removal from streets and shops. The impact of this element on the gaps is **high**.
- 2) Financial issues: the need to increase revenues from the real estate rent, ground leases, markets and shops owned by the Directorate and diversify the sources of those revenues for use in filling the need. The impact of this element on the gaps is **high**.
- 3) Infrastructure: lack of completed infrastructure for some stores due to delayed completion of projects by the companies. The impact of this element on the gaps is **high**.
- 4) Supplies: The Baghdad municipalities Directorate is suffering from a lack of some supplies necessary for the process of removing the waste from vehicles specialized to collect the waste and. The impact of this element on the gaps is **high**.
- 5) Capacity building: has nothing to do with service coverage. The impact of this element on the gaps is **low**.
- 6) Technical constraints: have nothing to do with service coverage. The impact of this element on the gaps is **low**.
- 7) powers: have nothing to do with service coverage. The impact of this element on the gaps is **low**.
- 8) Coordination: There is an urgent need for coordination with other departments because of the overlapping of their projects with the cleaning works. The impact of this element on the gaps is **high**.
- 9) Political interventions: No noticeable role
- 10) misuse of resources: some citizens do not collect waste in containers or allocated places garbage is not sorted, leading to scattered waste and more effort and time to collect them .The impact of this element on the gaps is **medium**.
- 11) Maintenance and Operation: There is weakness in the maintenance of the vehicles used in the clean-up, and the lack of preventive maintenance system has led to frequent breakdowns The impact of this element on the gaps is **high**.
- 12) Security conditions: No impact
- 13) logistic support: No impact

Based on the above, the elements that have a high impact on the gap are:

Supplies, coordination, maintenance and operation, infrastructure, financial issues, human resources

standard	Order of basic elements (which have been assigned score 3(which would contribute to improving the gap value according to	Recommendations	
		Immediate solutions	Long –term solutions

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	priority		
Garbage disposal service coverage	Financial issues	<p>The need to increase and diversify the Directorate revenues generated from property rental, ground leases owned by it, as well as markets and shops to support the operating budget of the directorate.</p> <p>- Reviewing and improving procedures of reimbursing the wages of day workers or part-timers</p>	<p>Increasing the Directorate’s revenue by building projects yielding financial return for the municipality, for example, building a multi-storey garage, and a butchery and installation of public toilets in places selected and designs lending aesthetic character to the city and leasing parking lots and renting lands through ground leases. and also exploring the possibility of establishing investment housing complexes</p>
	Human resources	<p>Distributing the staffs working in clean-up fairly to ensure efficient removal of garbage</p>	<p>Increasing the directorate’s annual budget to ensure hiring two workers to work in the field of covering the garbage disposal for regions that are not currently covered by the Directorate to handle the currently existing gap</p>
	supplies	<p>1- the need to use the GPS system to control the vehicular routes and ensure that</p>	<p>Increasing the number of vehicles like the pressing machines and allocating amounts from the Regional</p>

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			<p>the vehicles are not used for special purposes</p> <p>2- maintaining the vehicles which require no big amounts</p>	<p>development budget in a manner covering all the regions.</p> <p>Referring the garbage disposal to a private sector company, namely, privatization of this sector</p>
		coordination	<p>Increasing coordination with other departments, such as sewer and water in order to facilitate the movement of specialized vehicles in those neighborhoods for the purpose of collecting the garbage and leading the operations in districts and sub-districts to open the streets and provide access to the specialized vehicles to those areas and the need to open alternative roads so that garbage disposal vehicles can move more freely</p>	n/a
		Maintenance and operation	<p>1- conducting preventive maintenance works for specialized vehicles to maintain them and keep them as longer as possible in good working conditions</p> <p>2- training</p>	<p>Conducting central workshop to repair the specialized vehicles to ensure speedy completion</p>

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			specialized drivers to drive these vehicles	
		infrastructure	The existence of excavation works in some areas because of the presence of unfinished infrastructure projects for some shops and therefore there is a need to put pressure on companies to complete the implementation of the projects on time.	

(1) garbage disposal service efficiency

#	standard	District or sub district	indicator	Gap value	recommendations	
					Immediate solutions	Long-term solutions
1	Service coverage	Al-Mahmoudiya district	Efficiency of garbage disposal service	District center 40%	1- renting sucking vehicles to plug shortage of vehicles 2- increasing environmental awareness of citizens through posters and holding popular seminars and field visits to schools especially the primary schools 3- increasing the financial allocations to hire day laborers 4- studying the possibility of contracting with international companies experienced in clean-up works and referring such works in some poorly performing districts and sub-districts to such companies and redistribution of the above municipality vehicles to cover the clean-up works in other districts and sub districts which are not covered, to enhance their performance in this field	1- establishing proper landfills. We are in the process of obtaining proper approvals 2- establishing a factory to sort and recycle the garbage and then propose establishing two factories for garbage sorting and recycling, one in south Babel and another in north Babel 3- exempting the hiring of cleaners from the federal budget instructions so that our municipal institutions can keep up with the increase in population 4- contracting with a specialized company to supply and install necessary appliances
				Latifiya 40%		
				Al-Rasheed 50%		
				Yousifiya 40%		
		Al-Madian District		District center 50%		
				Al-wahda 40%		
				Al-Jisr 70%		
				Al-Nahrawan 70%		
		Al-Istiqlal		Al-Zuhoor 90%		
				Al-rashdiya 20%		

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		Abi Ghraib district		District center 50% Al-Nasr and Al-salam 50%		
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information of standard and indicator and calculating the gap between them			
#	standard	indicator	gap
(1)	Service efficiency	%50	%50

Elements causing the gap and their impact:

- 1) **Human Resources:** There is a shortage of human resources available to the Directorate of Baghdad Municipalities, in terms of the number of staffs, and this is not consistent with the actual need of the directorate of technical and engineering staff, as well as the lack of specialized personnel working in the field of software and our lack of intermediate staffs. The impact of this element on the gap is medium.
- 2) **Financial issues:** insufficient funds allocated to the operational budget and delayed approval of the budget had much impact on the work of our Directorate and this is evident in the clean-up sections and projects that need financing. The impact of this element on the gap is high
- 3) **Infrastructure:** the small number of buildings affiliated to our Directorate and the use of caravans sometimes, in addition to poor maintenance of these buildings. The impact of this element on the gap is medium.
- 4) **Supplies:** The Baghdad municipalities Directorate lacks in a lot of specialized equipment and vehicles necessary to improve the efficiency of its service specially the modern equipment, which shorten the time and effort, and the lack of clean-up and sprinkling vehicles to wash the streets and vehicles to collect the garbage and siphon vehicles and sewerage clearing machines used in sewage. The impact of this element on the gap is high.
- 5) **Capacity building:** the small number of developmental courses that are held for cadres whether inside or outside the province, which reduces their capacity and alienate them from development that prevails in the world The impact of this element on the gap, is medium.

6) **Technical obstacles:** most of the vehicles lack in maintenance and if to be maintained, what is available in the market are mostly Chinese tools and equipment which do not last for a long time, so we see that the interruptions are constant due to the large number of breakdowns. The impact of this element on the gap is medium...

7) **Authorities:** lack of powers granted to the director of the Baghdad municipalities by the Ministry especially his administrative powers that are often limited. Non-updating of laws and regulations in line with the new stage, including the self-financing law of the directorates of municipalities for the year 1996 and lack of new laws to replace the ineffective old laws, which do not meet modern reality requirements, and overlapping of powers between the central government and the provincial council have all negatively impacted the business processes. The impact of this element on the gap is high.

8) **Coordination:** poor coordination with some service departments within the horizontal level as well as with the local councils had a significant impact on the efficiency of the service provided to citizens despite the presence of some continuous coordination with the Provincial Council and the Department of Planning and the Department of Contracts in the province. The impact of this element on the gap is medium.

9) **Political interventions:** directing some of the services provided by the Directorate to other less needy places due to instructions by the officials because they represent an electoral base for them - lack of clear, stable and continuous service policy adopted by the local government. The impact of this element on the gap is low.

10) **misuse of resources:** the many encroachments on public utilities (squatting) and lack of effective cooperation by the citizen with the services provided to him by the Baghdad suburban municipalities Directorate and the spread of the phenomenon of displacement and squatting in the past period have all led to new complications, as the majority of squatters are living in a areas belonging to the Directorate properties. The impact of this element on the gap is high.

11) **Maintenance and operation:** the lack of preventative maintenance and lack of allocations granted for maintenance purposes led to the deterioration of service. The impact of this element on the gap is medium.

12) **Security conditions:** the security situation has an impact on coverage of clean-up, especially on the outskirts of the province in the districts and sub districts where most of them are located outside the administrative boundaries of the Municipality of Baghdad and their security situation is fluctuating now and then. The impact of this element on the gap is medium.

13) **Logistic support:** No impact on the gap.

It is clear from the explanation above that the following items have the highest impact on the gap: financial issues, supplies, misuse of resources and authorities which had a high impact on the gap.

stand ard	Order of basic elements (which have been assigned score 3(which would contribute to improving the	Reasons for arranging the elements according to priority	Recommendations
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	gap value			
Garbage removal service efficiency	Financial issues	This order is done according to priority and available potentials so that we can implement as early as possible	Immediate solutions	Long term solutions
	Supplies		<p>Increasing the Directorate's allocations to enhance its efficiency in a better way</p>	<p>Increasing funds in the Directorate's budget – increasing authorities of Municipalities Director to dispose of the revenues with the aim of uplifting the service delivery</p>
			<p>Purchasing new high durability equipment for the service in order to prolong their lifetime – Increasing hand tools and equipment for the work of the municipality and vehicles and others to increase its operational capacity - increasing specialized service vehicles required for our service projects like cleaning vehicles</p> <p>Increasing the</p>	<p>The introduction of new factories for supplying the directorate with appliances necessary for its work like containers and plastic bags and others – the adoption of new mechanisms in the import advanced and high durability equipment and vehicles to remove the waste from well-established global origins as</p>

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			share of fuel supplied by the state to the directorate like pressing vehicles and mechanical shovels.	commensurate with the need of the directorate and population density
	Authorities		The need to give powers to directors of departments to enable them to hire day laborers to work in the work of cleaning and parks	The Governor gives powers to the directors of department allowing him to work and rent the vehicles and hire day workers
	Misuse of resources		Printing posters and folders for community awareness that they should preserve the garbage containers and to throw away garbage in the containers in designated locations and to distribute them to residential areas, schools and universities - coordination between the Directorate of Municipality and local councils for the protection of public facilities and infrastructure	Activating law 296 on fines and squatting-handling those squatting the municipal properties like lands, pavements and public parks

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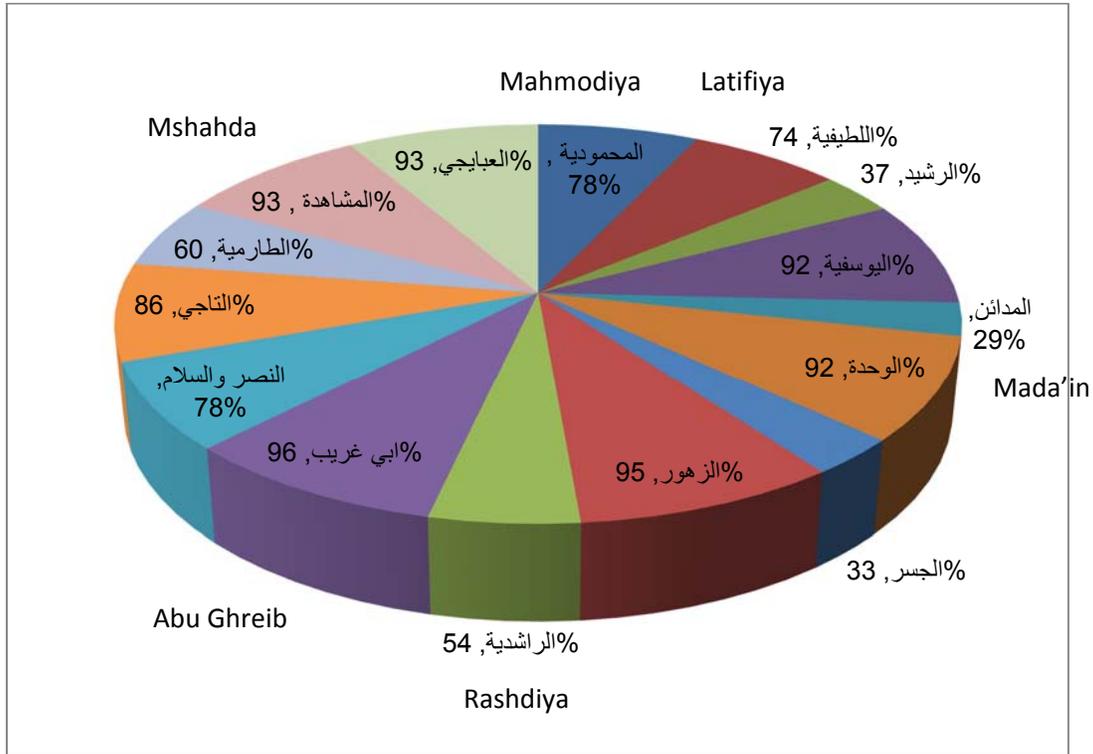
			against manipulation and damage	
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(2) coverage of green zones service

information of standard and indicator and calculating the gap between them			
#	standard	indicator	gap
(3)	Service coverage	55%	45%

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	standard	District or sub district	indicator	Gap value	Immediate solutions	Long-term solutions
4	Response to citizens	Al-Mahmoudiya district	Efficiency of handling citizens' complaints	District center 6%	5- Training the staffs on how to respond to citizens' complaints- 6- possibility of providing means of communication for citizens through telephone numbers specific to this service or through social media	5- preparing experienced staffs distinguished in this field by conducting courses inside and outside Iraq 6- expanding the means of communication between the directorates and citizens to educate the citizens on how to submit the complaint to improve the service using website and local radio
				Latifiya 3%		
				Al-Rasheed 2%		
				Yousifiya 4%		
		Al-Madian District		District center 18%		
				Al-wahda 20%		
				Al-Jisr 3%		
		Al-Istiqlal		Al-Nahrawan 6%		
				Al-Zuhoor 1%		
				Al-rashdiya 18%		
		Abi Ghraib district		District center 17%		
				Al-Nasr and Al-salam 5%		
Al-Taji district	Sab' Al-Bor 20%					
Al-Tarmia district	District center 7%					
	Al-Mishahda 8%					
	Al-Abayachi 10%					



This diagram shows the space of green zone according to the basic design for each municipality and areas of unimplemented gardens

Elements causing the gap and their impact

1) Human resources:

The small number of specialist staff working in the of green zones service. The impact of this element on the gap is **high**.

2) Financial issues: lack of financial allocations for the establishment of green zones as well as to hire workers in maintaining the gardens. The impact of this element on the gap is **high**...

3) Infrastructure: the need to establish and complete the infrastructures for irrigation and crude water networks. The impact of this element on the gap is **high**

4) Supplies: a lack of specialized agricultural equipment used in maintaining the green zones as well as the machines. The impact of this element on the gap is **high**

5) Capacity building: a lack of staff with expertise in the field of agriculture, horticulture that need to be enrolled in training and development courses to increase their efficiency. The impact of this element on the gap is low.

6) Technical obstacles: lack of specialized machinery and vehicles imports and insufficient number of technicians working on the maintenance of the machines and agricultural pumps. The impact of this element on the gap is low.

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- 7) Authorities: lack of authorities given to the directors of departments, which enable them to buy plants, fertilizers and important agricultural machinery. The impact of this element on the gap is medium.
- 8) Coordination: The impact of this element on the gap is low
- 9) Political interventions: no noticeable role
- 10) Misuse of resources: the frequent trespassing in agricultural areas to make them residential areas had an impact on space of green zones. The impact of this element on the gap is medium.
- 11) Maintenance and Operation: There is weakness in the maintenance of vehicles used in agriculture and irrigation and used in plowing, led to a lack of interest in these areas and impossibility of increasing their space. The impact of this element on the gap is **high**.
- 12) Logistic support: no impact on the gap
- 13) Non- cooperation of the citizen with service departments and increasing number of displaced led to an increase in the number of dwellings built on farmland. The impact of this element on the gap is medium...

Based on the above, the elements that have a high impact on the gap are:

- 1) Financial issues 2) human resources 3) supplies 4) maintenance and operation 5) Infrastructure

Standard	Order of basic elements (which have been assigned score 3(which would contribute to improving the gap value according to priority	recommendations	
		Immediate solutions	Long-term solutions
Green zones service coverage	Financial issues	Supporting the directorate’s operating budget by increasing rents and ground leases owned by it, as well as markets and shops. - Ensuring high accuracy in determining the actual requirement of the machines and agricultural pumps, - Reviewing and improving the daily wages reimbursement for workers who are working in the field of landscaping and maintenance of green areas	Increasing directorate revenue by building projects to build garages for cars and tenting them or constructing public toilets and renting them or placing photolithography ads on safety islands to generate revenue to the Directorate by advertising on them as well as giving aesthetic view and exploring the possibility of constructing commercial compounds

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			within the geographical area
	Human resources	Redistributing the staffs working in agriculture fairly	Giving authorities to heads of departments to hire day laborers at landscaping sections and arranging the green zones and multiplying plantations of different types and planting the public streets.
	supplies	A need to increase the number of vehicles, machines and pumps used in agriculture within the potentials of the directorate and repair the broken down ones	Allocating sufficient budget to the directorate to enable it import machines, vehicles and pumps necessary for maintaining the green zones
	Maintenance and operation	Setting a timetable for preventive maintenance of agricultural machines and equipment to ensure their sustainable functioning and providing the funds necessary for that from the directorate's revenues	Establishing specialized workshops for repairing the machinery and pumps used in green zones
	infrastructure	Repairing what can be repaired of irrigation networks and adding fountains of low price but giving a good irrigation and nice view so that the citizens feasts his eye	Increasing the budget for infrastructure to enable the directorate to install irrigation and crude water networks and use modern irrigation methods

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(3) efficiency of response to citizens' complaints

	standard	District or sub district	indicator	Gap value	Immediate solutions	Long-term solutions
4	Response to citizens	Al-Mahmoudiya district	Efficiency of handling citizens' complaints	District center 6%	1- Training the staffs on how to respond to citizens' complaints- 2- possibility of providing means of communication for citizens through telephone numbers specific to this service or through social media	1- preparing experienced staffs distinguished in this field by conducting courses inside and outside Iraq 2- expanding the means of communication between the directorates and citizens to educate the citizens on how to submit the complaint to improve the service using website and local radio
				Latifiya 3%		
				Al-Rasheed 2%		
				Yousifiya 4%		
		Al-Madian District		District center 18%		
				Al-wahda 20%		
				Al-Jisr 3%		
		Al-Istiqlal		Al-Nahrawan 6%		
				Al-Zuhoor 1%		
		Abi Ghraib district		Al-rashdiya 18%		
District center 17%						
Al-Nasr and Al-salam 5%						
Al-Taji district	Sab' Al-Bor 20%					
Al-Tarmia district						

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				District center 7%		
				Al-Mishahda 8%		
				Al-Abayachi 10%		

efficiency of response to citizens' complaints totaled 91,4%, gap value is 8,6%

information of standard and indicator and calculating the gap between them			
#	standard	indicator	gap
(4)	Response to citizens' complaints	80%	20%

Elements causing the gap:

- 1) Human Resources: There is a shortage of human resources available to the Directorate of Baghdad municipalities to respond to citizen's complaints, follow-up and evaluation, as there are few staffs compared to the complaints received. The impact of this element of the gap is **high**.
- 2) Financial issues: The value of allocations does not meet the aims of the Baghdad municipalities Directorate to respond quickly to complaints of citizens. The impact of this element of the gap is **high**.
- 3) Infrastructure: the Baghdad Municipalities directorate lacks small units located in residential complexes to receive complaints and others to shorten the time to citizens and even that some units for different sectors are deployed in the geographical area of the city; they do not fit with the population density when complaints are submitted. The impact of this element of the gap is **medium**.
- 4) Supplies: a lack of modern electronic equipment to deal with citizens' complaints and the lack of mechanisms for complaint follow-up process and responding to them. The impact of this element of the gap is **medium**.
- 5) Capacity building: insufficient number of officially certified trainers who are highly qualified to train cadres concerned with responding and following up on the response and how to deal with complaints. The impact of this element of the gap is **high**.
- 6) Technical obstacles: no impact for this element on gap, as its impact is medium
- 7) Authorities: lack of granted powers makes some responses not in accordance with the designated powers and therefore cannot be implemented. The impact of this element of the gap is medium.
- 8) Coordination: poor coordination with some other service departments as well as with local councils, thus affecting the efficiency of response to the citizens. The impact of this element of the gap is medium.
- 9) Political interventions: have nothing to do with any citizens complaints. The impact of this element of the gap is low.
- 10) Misuse of resources: the impact of this element on the gap is medium
- 11) Maintenance and Operation: There is weakness in equipment maintenance such as telephones used to receive citizens' complaints and frequent breakdowns. The impact of this element of the gap is medium...

12) Security conditions: no impact on the gap

13) Logistic support: no impact on the gap

It is clear from the explanation that the elements having the highest impact are: **Human resources, financial issues, capacity building**

standard	Order of basic elements (which have been assigned score 3) which would contribute to improving the gap value according to priority	Reasons for arranging the elements according to priority	recommendations	
Response to citizens' complaints	Capacity building	According to easy and quick implementation according to available potentials	Immediate solutions	Long term solutions
	Human resources		Conducting training courses to educate the employees how to receive the citizens' complaints whether through telephone, e-mail and how to absorb the convulsiveness and anger of complainant when he is grumbling	Hiring specialized experts to train the employees receiving citizens' complaints to give the required experienced
			Increasing the number of employees to follow up on complaints	Allocating many spots to receive the complaints like telephone, e-mail, social

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				media networks like Face Book and Tweeter
	Financial issues		Increasing funds to appoint additional number of employees to follow up on complaints and measure their impact	Allocating a budget within the directorate’s budget for receiving and following up on complaints

B. Where we want to be?

Based on the information gathered in the gap analysis we have identified the goals and objectives of the Directorate, derived from the mission and vision of the municipalities Baghdad Directorate. There should be an agreement on performance standards and targets, which fall under the name SMART (specific, measurable, achievable, realistic and time-bound).

Vision of Baghdad municipalities Directorate:

Upgrading the municipal services provided to citizens so as to ensure his honorable human life according to a clean and sound environment the facing the difficulties and challenges facing the work of municipal institutions

Message of Baghdad municipalities Directorate

The Municipal Administration Law No (165) for the year 1964 identified the municipalities’ message through the provision of municipal services, which includes (cleaning the cities and towns, removing the garbage and debris, paying attention to traffic engineering, numbering the houses and granting permits for homes and apartment buildings, construction of roads, bridges projects, the distribution of plots to segments of society, distribution of the plots to create residential and commercial complexes and industrial neighborhoods, establishing gardens, parks, nurseries, butcheries and planting safety islands and maintaining them and taking advantage of what is owned by the municipal institutions to increase investment opportunities and complete a comprehensive development, build human resources and ensure continuity of service delivery)

Objectives of Baghdad municipalities Directorate:

1. Increasing garbage disposal from districts and sub districts from the current proportion of 60%, to 80% in 2015 and from 80% to 100% for 2016 through (renting sucking machines, plugging the current shortage and increasing financial allocations to hire day laborers and contract with international companies with experience in this area and establish landfill sites at a rate of one landfill per district, i.e. (6) sites and there is no harm in distributing them as three locations in 2016 and in 2017 three other proper sites and 3 factories for waste sorting, i.e. one sorting factory per two districts.
2. Increasing the proportions of green areas in the districts and sub districts from the current 55%, for 2015 to 70% for 2016 and from 70% to 90% for 2017 through (increasing the financial allocations for the establishment of green areas and removing squatting on the green zones and hiring consulting offices for the establishment of parks and gardens and contracting with specialized companies to import agricultural machinery and vehicles and to use them in maintaining the green areas as well as establishing and completing the infrastructure, including irrigation and crude water and preparation of staff with expertise in this field and introducing investment as a key element for the establishment of green areas and parks)
3. Increasing the percentage of removing dust from the streets of the districts and sub districts from 50.62%, which the current ratio for 2015 to 65% for 2016 and raising them 85% for 2017, through (increasing the financial allocations for the purchase of sweepers, hiring day laborers and establishing networks to drain rain water to wash the streets in addition to increasing the environmental awareness of citizens through awareness campaigns and mass seminars and educating the public not to throw dust in the rain water gratings).
4. Increasing response to citizens' complaints from 80%, which is the current ratio to 100% for 2016 through (training of municipality staffs about how to respond to citizens' complaints, providing a means of communication and phone numbers specific to this service as well as an e-mail for complaints and social networking sites, local radio and television)
5. the need to develop a policy for the municipality to be implemented through strategies including the public sector, private sector, and investors short, medium and long run so that the objective is to enable the Government to reach mechanisms for the implementation of municipal projects and delivering the projects under the umbrella of a system that can be utilized by all segments of society.
6. Amending and reconsidering the current promulgating new laws for the purpose of facilitating the engagement of the private sector for investment and financing purposes to push forward the work in the municipal sector and dedicate the land ownership and renting to encouraging foreign investment in financing loans and supporting the local governments
7. Establishing transferring plants and waste recycling factory to take advantage of garbage thrown by the citizens and reduce the cost of clean-up.

8. Developing all forms of municipal staff and assisting in restructuring the professional institutions concerned with preparing skilled workers for road and construction works because the Iraqi market is very poor compared to technical labor using modern techniques.
9. Collecting waste and debris and filling out the swamps and preservation of the environment from pollution

c. How can we get there?

The Baghdad Municipalities Directorate, in collaboration with Taqadum program which is funded by the US Agency for International Development (USAID) has completed the gap analysis model developed by Taqadum program to actively contribute to the gap analysis. The importance of analyzing the gap in the services provided to citizens lies in:

- 1- Using the scientific method in the analysis of all elements impacting the creation of the gap in the indicator of services provided to citizens compared with the benchmark.
- 2- Determining the priority of the elements influencing the gap in services through their power of influence.
- 3- Developing the proposed immediate and long-term solutions to address the elements impacting the gap in order to reduce the gap.
- 4- The results of the analysis which represent the proposed immediate and long-term solutions will be inputs to prepare the plan for improving the respective service in the province.

The Baghdad Municipalities Directorate has adopted the use of average measurements with a focus on the most vulnerable units in order to develop effective solutions to reduce the gap and improve the services provided to citizens through immediate and long –term solutions. The successful use of the model will lead to accurate results helping to identify the right, realistic and executable solutions to reduce the gap and improve the service.

d. How can we guarantee success?

In order to ensure the success of improving the service delivery Plan (SDIP), it is important to carry out continuous supervision of standards and indicators for assessing the progress achieved to improve performance and its external factors at all levels, and to provide data and feedback using appropriate mechanisms in report writing. This allows the management to identify the actual and potential success and failure early enough to facilitate timely adjustments. There should be a unit within the Baghdad Municipalities Directorate to be responsible for coordinating the activities and evaluating the performance in line with the agreed targets... This report will be submitted to the Director of Baghdad Municipalities...

The recommendations proposed by the (Taqadum- GSP) program for the immediate solutions:

1. Increasing the numbers of specialized vehicles used in the clean-up work including sweepers and water sprinklers and the debris removing vehicles and filling out the swamps.
2. Increasing awareness among citizens to use TV and satellite channels and advertisements as well as through holding seminars for public and educating them on the use of electronic means of social networking sites and others to submit complaints and use the hot lines currently available in most ministries
3. Outsourcing consultancy offices for the establishment of parks and gardens and contracting with specialized companies to import agricultural machinery and vehicles to be used in maintaining the green areas
4. Establishing landfills outside the city limits and establishing waste sorting plants
5. Plastics, paper, aluminum, iron, wood and glass can be used in establishing waste recycling plant.

6. Increasing development and training courses for all specializations, including the technical, and managerial, and trying to involve the largest possible number of employees to increase their abilities and explore the latest advancement of countries.
7. granting encouraging financial incentives for workers of clean-up, waste, and solid waste sector to raise the level of services provided to citizens since the risk allocations are scanty and inadequate and not commensurate with the volume of work and its risks, leading to reluctance of most workers to work, out of fear of the risk of various diseases that kill human life in addition to the presence of some toxic materials and cancerous chemicals that may kill him so we have to fear for health of workers in this field because they are an integral part of the community
8. Purchasing high quality household garbage containers filling the need of all regions and covering the increased population density
9. Providing training sessions suitable for cadres working in this field

Conclusion:

The Baghdad Municipalities Directorate is running its business efficiently and impactively in order to provide the best services to the citizens using the available capabilities. The Directorate must also develop a realistic strategy for the disbursement of resources and realistic feasibility studies for the projects to be implemented to reduce the gaps in the service standards and thus ensuring the best services. The Municipal departments in the province must be enabled to find funding resources to supplement its operating budget and also help it in the application of existing laws to protect the infrastructure from intentional sabotage.

Appendixes

Appendix A contains a detailed inventory of the property of our municipal institutions with debts and squatting.

Appendix B contains the status of the projects.

Appendix C contains a table of street spaces

Appendix (d) includes a table of details of streets and green areas.

Appendix E contains statistics of vehicles, machinery and equipment for the whole municipal institutions in the province of Baghdad.

Appendix (f) includes a model of standards under which the indicators are calculated

Appendix (g) includes a gap analysis model

Annex (h) includes a user manual of Gap Analysis Model