

Humam Miscone*: In Iraq: 73 Development Documents Were Prepared Since 2003, But What about Implementation, Outputs and Impact Assessment?

Since 2003, a total of 73 development policy, strategy, plan, roadmap, masterplan and government programme were prepared on the national, regional, local and sectoral levels. A list of these documents arranged in chronological sequence of the date of completion or approval is provided at the end of this article.

These documents covered most of the economic, social, service, security, infrastructure and governance sectors, all of them, except the Government Programme 2014 - 2018, National Development Plan 2018 - 2022, the Government Agenda 2018 - 2022, the Government Programme 2018 - 2022, the Government Programme 2020 and the White Paper 2020, were prepared by uni- or multi- lateral internal organizations, either entirely or with modest or limited participation of the Government of Iraq (GoI) relevant stakeholders. Also, this list includes all the documents that I am aware of and contributed to some, but there could be others that I am not aware of or unreleased in the public domain.

These documents can be classified as follows:

1. National
 - a. All Inclusive (7 documents)
 - b. Sectoral (38 documents)
 - (1) Infrastructure (Electricity, Transportation), (8 documents)
 - (2) Public Services (Water and Sanitation, Education and Higher Education, Health, Municipal Services, Housing), (10 documents)
 - (3) Social Development (Poverty Reduction, Women Empowerment, IDPs, Disabled Persons, Childhood, Nutrition, Humanitarian Services), (9 documents)
 - (4) Land, Water Resources, Environment (3 documents)
 - (5) Economic Development (Industry, Oil, Private Sector) (3 documents)
 - (6) Governance (Combating Corruption, Public Sector Modernization, Security), (5 documents)
 - c. Government Programme (5 documents)

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2. Regional (Kurdistan Region) (8 documents)
 - a. All Inclusive (3 documents)
 - b. Sectoral (5 documents)
 - (1) Public Services (Water and Sanitation, Education and Higher Education, Municipal Services), (2 documents)
 - (2) Social Development (IDPs, Disabled Persons, Childhood), (one document)
 - (3) Economic Development (Private Sector), (one document)
 - (4) Governance (Public Sector Modernization), (one document)
3. Local (all 18 governorates except Ninawa, Salahaddin, Diyala), (17 documents)
 - a. All Inclusive (11 documents)
 - b. Local (6 documents)
 - (1) Public Services (Water and Sanitation, Municipal Services), (5 documents)
 - (2) Economic Development (Private Sector), (one document)

Noteworthy is that 2 of the sectoral documents were repeated in the classification above since both covered more than one sector. So, Iraq Integrated National Energy Strategy was listed under 1 - b - (1) and 1 - b - 5 since it covered the oil and electricity sectors. The same applies to Strategies for Private-Sector Development and Civil-Service Reform in the Kurdistan Region-Iraq listed under 2 - b - (3) and 2 - b - (4).

A quick scan of the topics of the sectoral documents indicates that the focus at the beginning, i.e., since 2003, was on infrastructure, particularly electricity sector, and water and sanitation sector, but shifted later into health, education, housing and economic development sectors. However, after the forced displacement crisis of 2014, the focus shifted again into humanitarian and restoration services. Local development, whether inclusive or sectoral, remained in focus over the period 2005 - 2017.

With this number of development policy, strategy, plan, roadmap, masterplan and government programme documents, Iraq probably achieved a record among developing nations.

Let's take examples and numbers: 7 documents targeted, in whole or part, the electricity sector, over the period 2003 - 2015; 9 documents targeted water and sanitation sector over the period 2005 - 2011; 2 documents targeted poverty reduction; one roadmap and one policy, both national, targeted health sector; 4 local, urban and sectoral development strategies for Al Basra Governorate. This is in addition to 5

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national development strategies and plans and 5 government programmes which targeted these sectors in part.

Why this repetition and overlap in timeframes of some of these documents? I reckon that there are several reasons for that, including, but not limited to:

1. Inadequate or lack of coordination, a role that should have been assumed by the Iraqi Strategic Review Board (ISRB)¹, International Reconstruction Funding Facility for Iraq (IRFFI)² with its 2 components: United Nations Development Grant (UNDG)³ for Iraq and the World Bank Iraq Trust Fund (WB - ITF)⁴, the United Nations Cluster System (UNCS) established in 2004 and replaced since 2009 with the United Nations Country Team (UNCT). Moreover, and despite that the Iraq reconstruction arm in the U.S. Mission to Iraq, starting with the Project and Contracting Office (PCO), then the Iraq Reconstruction Management Office (IRMO)⁵ and the Provincial Reconstruction Teams (PRTs)⁶ were represented in these coordination structures, it seldom coordinated and/or shared information on its plans, projects and activities. This situation continued after the ISRB was dissolved in late 2009 and its duties and responsibilities transferred to the Ministry of Planning (MoP). Then, Iraq's international development partners resorted to coordinating with other Government of Iraq (GoI) parties, including the Prime Minister's Advisory Commission (PMAC), the Secretariat General of the Council of Ministers (CoMSec), ministries, independent commissions, Kurdistan Region Government (KRG) and even governorates. This attitude exacerbated the already limited planning and coordination.
2. Ignoring or neglecting, rather than building on, already prepared documents, either due to institutional memory loss, whether with the GoI parties or with

¹ The ISRB was established pursuant to Section 1 of Coalition Provisional Authority Regulation No. 7 "Donors Assistance dated December 05, 2003 and was disbanded after the Law of the Ministry of Planning No. 19 (2009), which entered into effect on October 19, 2009.

² IRFFI was established following the Madrid Donors Conference on the Reconstruction of Iraq held in October 2003.

³ The UNDG had US\$ + one billion of international donor grant aid.

⁴ The WB - ITF had US\$ + 500 million of international donor grant aid.

⁵ The PCO reported to the U.S. Department of Defense, but was disbanded and its duties, responsibilities and commitments transferred to IRMO in late 2005. IRMO reported to the U.S. Department of State.

⁶ The PRTs were established in the 18 governorates in late 2005, and all reported to the U.S. Department of State except the PRTs of Misan and Al Basra Governorates which reported to the UK Foreign and Commonwealth Office. Each PRT had representatives from the Department of State or Foreign and Commonwealth Office, USAID, DfID and local military commands. In addition to promoting social and economic development, the PRTs were intended to achieve political and counterterrorism objectives.



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Iraq's international development partners, frequent changes in coordination structures, mechanism and staff, or even for personal attitudes and considerations. This particularly applies to few international organizations operating in Iraq, which resorted to "reinventing the wheel", neglecting what has been done before and restarting from the scratch.

3. Deteriorating institutional and individual capacities of the GoI parties, frequent changes in leaderships, absence of visions and strategic orientations, changes in priorities and overall mis-planning
4. Rapid changes in the political, economic, social, living and security conditions, successive crises and shocks, excessive rate of population growth, forced displacement, ethno-sectarian segregation, both changed, to some extent, the population distribution.

Yet, the most important questions are: have these documents, or even small part of them, been implemented? And are there implementation indicators and impact assessments As much as I know, there aren't any, as almost nothing has been implemented and assessed. The main reasons for this failure, which I've concluded from working directly with the GoI parties, is the lack of the sense of ownership of these documents. Actually, most of these documents were prepared by non-Iraqi experts and consultants, who have limited knowledge of Iraq's context, situation and challenges, some of them don't know Iraq well. At the same time, Iraqi side contribution was mostly limited to providing data and basic information required to prepare these documents, specifically statistical, technical and financial data as well as the extant legal and regulatory framework, without being actually involved in the formulation, drafting, advocating and resource mobilization and planning. The consequence has been, most of the time, "alien" documents to the beneficiaries. To these I may add deteriorating institutional and individual capacities, mismanagement, political disputes and suboptimal accountability. Moreover, some of these documents were complicated to an extent of being inconsistent with Iraq's situation, actual needs and available capacities and capabilities. Also, most of the documents prepared until 2011 were made available in English only, which limited their optimal utilization.

And while these problems and challenges still persist, there are reasonable evidence that MoP is restoring its role in leading the development planning and directing, coordinating, monitoring and evaluating the development programmes and activities of Iraq's international development partners, but MoP has a long way to go and serious challenges to address.

One last question, despite these numerous documents, some essential socio-economic sectors have remained without dedicated policies, strategies and plans, namely the macroeconomy, agriculture, mineral resources and tourism. And I am unable to say

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whether the GoI competent parties overlooked these sectors or that these parties sought assistance but the international development partners refrained.

To conclude, I hope that this modest contribution will initiate a dialogue among all those concerned with development in Iraq, including colleagues, GoI parties and, probably, the international development partners. I estimate that preparing these documents costed at least US\$ 150 - 200 million, of which Iraq's international development partners contributed about 95% as grant aid, but the outputs, outcomes and impact, if any, are unknown and undefined. Therefore, this issue needs full reconsideration and assessment under the leadership of MoP, as the GoI's competent authority in preparing, monitoring the implementation and evaluating the impact of development policies, strategies and plans as well as overseeing and monitoring international development programmes as per the provisions of Article - 2 of the Law of the Ministry of Planning No. 19 (2009). Meanwhile, Iraq's international reconstruction and development partners need to realize that preparing any such document, whether national, sectoral, regional or local, should be in compliance with the mandate of MoP and its role in development as set in Law No. 19 (2009).

List of Iraq's Development Policies, Strategies, Plans, Roadmaps, Masterplans and Government Programmes Prepared Since 2003

1. United Nations - World Bank Group Joint Iraq Needs Assessment, October 2003
2. Master Plan for Iraq's Electricity Sector, Bearing Point and Nexant, USAID, July 2004
3. Baseline Survey for Supporting Electric Power Sector in the Republic of Iraq, Nippon Koei Co. Ltd. and UNDP, JICA, July 2004
4. Mini Master Plan for the Drinking Water Supply for Al Basra Governorate, CH2M Hill and Parsons, PCO - US Mission to Iraq, January 2005
5. Iraq's Water and Sanitation Sector Strategy, Ministry of Municipalities and Public Works, and PCO - U.S. Mission to Iraq, July 2005
6. National Development Strategy 2005 - 2007, PCO - U.S. Mission to Iraq and Ministry of Planning and Development Cooperation, July 2005
7. Mini Master Plan and Wastewater Scheme for the City of Karbala, PCO - U.S. Mission to Iraq, August 2006
8. Mini Master Plan for Drinking Water Supply in Kirkuk Governorate, PCO - U.S. Mission to Iraq, August 2006
9. Mini Master Plan for Drinking Water Supply in Al Najaf Al Ashraf Governorate, PCO - U.S. Mission to Iraq, August 2006



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10. Iraq Housing Sector Analysis and Policy Directions, PADCO Inc., UNHABITAT - UNDG, WBG - IFC and Ministry of Construction and Housing, 2006.
11. Iraq's National Security Strategy 2007 - 2010, UNDP and National Security Council, 2007
12. Iraq Electricity Master Plan, UNDP and Ministry of Electricity, November 2007
13. Al Basra Governorate Regional Development Strategy 2007 - 2009, UNDP and Al Basra Local Government, DfID, 2007
14. National Development Strategy 2007 - 2010, IRMO - U.S. Embassy to Iraq and Ministry of Planning and Development Cooperation, March 2007
15. Holy Karbala Governorate Development Strategy 2007 - 2012, IRMO - U.S. Embassy to Iraq, 2007
16. Iraq's National Policy on Displacement, IOM and Ministry of Migration and Displacement, July 2008
17. Issues and Options for Public Sector Modernization (PSM) in Iraq, UNDP and PMAC, 2009
18. Iraq Civil Aviation Masterplan, UNDP / ICAO, 2009
19. National Strategy for Poverty Reduction, UN System, Ministry of Planning and KRG Ministry of Planning, 2009
20. Iraq's Municipal Water and Wastewater Policy, Overseas for Sustainable Development and Ministry of Municipalities and Public Works, WBG, 2009
21. Samarra City Development Agenda, UNDP, 2009
22. State-Owned Enterprises Restructuring Roadmap, UNDP, 2010
23. National Water and Wastewater Sector Strategy, MVV Consulting, WBG, 2010
24. Iraq's National Housing Policy, Roland Berger Strategy Consultants GmbH and ACOM International Development, UN - HABITAT, UNDP and Ministry of Construction and Housing, UNDG - Funded, 2010
25. Babil Province Water and Sewerage Master Plan, Louise Berger, U.S. Army Corps of Engineers - Gulf Region Division and U.S. Department of State, 2010
26. Iraq Electricity Master Plan, Parsons Brinkerhoff, U.S. Department of State, December 2010
27. National Development Plan 2010 - 2014, Ministry of Planning, with USAID Technical Assistance and Partial Funding, 2010
28. Iraq's National Education Support Strategy 2010 - 2014, UNESCO, 2010
29. Iraq's National Anti - Corruption Strategy 2010 - 2014, UNDP and the Integrity Commission, 2010
30. Roadmap to Quality: Reforming the System of Higher Education and Scientific Research in the Kurdistan Region of Iraq, UNESCO, 2010



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31. Regional Development Strategy for Kurdistan Region 2012 - 2016, UNDP and Ministry of Planning - Kurdistan Region, March 2011
32. Water and Sanitation Sector Road Map, UNICEF, UN - HABITAT and Ministry of Municipalities and Public Works, September 2011
33. Iraq Education Sector Roadmap, UNDP, UNESCO and PMAC, December 2011
34. Iraq Health Sector Road Map, UNDP, WHO, UNICEF and PMAC, December 2011
35. Integrated Solid Waste Management Master Plan in Kurdistan, Iraq, UNICEF, KRG - Ministry of Municipalities and Tourism, 2011
36. Iraq Integrated National Energy Strategy, Booz and Co., Ministry of Oil, Ministry of Electricity, PMAC, (Funding WBG 85%, GoI 15%), 2012
37. Kurdistan Region: Socio-Economic Infrastructure Needs Assessment, UNDP and MoP - KRG, 2012
38. Iraq's Industrial Strategy Until 2030, UNIDO, UNDP and Ministry of Industry and Minerals, July 2013
39. National Development Plan 2013 - 2017, Ministry of Planning with USAID Technical Assistance and Partial Funding, 2013
40. The National Environmental Strategy and Action Plan for Iraq 2013 – 2017, UNEP and Ministry of Environment, 2013
41. Kurdistan Region of Iraq 2020: A Vision for the Future, KRG - MoP, 2013
42. Private Sector Development Strategy 2014 - 2030, UNDP and PMAC, 2014
43. Strategies for Private-Sector Development and Civil-Service Reform in the Kurdistan Region—Iraq, Rand Corporation and Kurdistan Region Government, 2014
44. Republic of Iraq National Health Policy 2014 - 2023, WHO, UNICEF and Ministry of Health, 2014
45. Government of Iraq Programme 2014 - 2018, September 2014
46. National Action Plan (2014 - 2018) on UN Security Council Resolution 1325 (2000) on Women, Peace and Security, UN System and the Government of Iraq, February 2014
47. Master Plan Study for Port Sector in the Republic of Iraq, Ides Inc., Nippon Koei Co. Ltd., Oriental Consultants Global Co. Ltd. and State Co. of Iraq's Ports, JICA - Funded, December 2015
48. Strategy for Water and Lands Resources in Iraq (SWLRI) 2015 - 2035, Consortium of ECCL, El Concorde LLC., SGI Studio Galli Ingegneria SpA, MED Ingegneria Srl, Ministry of Water Resources, 2015
49. Iraq's Biodiversity Strategy and Action Plan 2015 – 2020, UNEP and Ministry of Environment, 2015
50. Refugee Child Protection Strategy, Kurdistan Region - Iraq, UNHCR and UNICEF, 2015



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51. Reform Roadmap for the Electricity Distribution Sector in Iraq, CPCS Canada, WBG Public – Private Infrastructure Advisory Facility (PPIAF), 2015
52. Strategic Development Plan of Erbil Governorate 2016 - 2018, UNDP - LADP, KRG - MoP, European Union and Swedish International Development Agency - Funded, 2015
53. Strategic Development Plan of Duhok Province 2016 - 2018, UNDP - LADP, KRG - MoP, European Union and Swedish International Development Agency - Funded, 2015, 2015
54. Strategic Development Plan of Sulaymaniyah Province 2016 - 2018, UNDP - LADP, KRG - MoP, European Union and Swedish International Development Agency - Funded, 2015
55. Provincial Development Strategy 2018 – 2022 of Al Basra Governorate, UNDP - LADP and Al Basra Local Government, European Union - Funded, 2017
56. Provincial Development Strategy 2018 – 2022 of Al Muthanna Governorate, UNDP - LADP and Al Muthanna Local Government, European Union - Funded, 2017
57. Provincial Development Strategy 2018 – 2022 of Missan Governorate, UNDP - LADP and Missan Local Government, European Union - Funded, 2018
58. Holy Karbala Governorate Private Sector Development Strategy 2018 - 2030, UNDP and Holy Karbala Local Government, November 2017
59. Strategy for the Reduction of Poverty in Iraq 2018 - 2022, Ministry of Planning / WBG / UN System, January 2018
60. Iraq's Reconstruction and Development Framework, Government of Iraq Document Submitted to Al Kuwait Donors' Conference for the Reconstruction of Iraq, February 2018
61. National Development Plan 2018 - 2022, Ministry of Planning, 2018
62. Al Ramadi Urban Recovery and Spatial Development Plan, UNDP, UNHABITAT and Al Anbar Local Government, EU - Funded, July 2018.
63. National Strategic Review of Food Security and Nutrition in Iraq, FAO and ICARDA, October 2018
64. National Strategy to Combat Violence Against Women in Iraq, UN System and Government of Iraq, December 2018
65. Strategic Urban Development Framework for Governorates in Iraq | Governorates Urban Strategies: Southern Cluster Governorates; Pilgrimage Cluster Governorates; Central Cluster Governorates, UNDP - LADP, UNHABITAT and Local Governments, EU - Funded, 2018
66. Government of Iraq Agenda 2018 - 2022, October 2018
67. Government of Iraq Programme 2018 - 2022, December 2018
68. Iraq Humanitarian Needs Assessment Strategy 2019, UN OCHA, May 2019
69. Disability Inclusion Strategy 2019 - 2021, IOM, 2019

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70. Humanitarian Country Team (HCT) Protection Strategy 2019 - 2021, UN System - Iraq, 2019
71. Government of Iraq Programme 2020, May 2020
72. The White Paper, Council of Ministers, October 2020
73. National Integrated Border Management (IBM) Strategy and Action Plan for Iraq, International Centre for Migration Policy Development (ICMPD), European Union, under preparation.

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