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Joint Multi-annual Programming

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HTSPE International Programme Management

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Joint Multi-annual Programming

Study on European Union donor capacity to synchronise country programming (and joint programming) at the country level.

HTSPE
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ACP	Africa, Caribbean and Pacific
AE	Aid Effectiveness
CAP	Country Assistance Plan
CDF	Comprehensive Development Framework
CFCSP	EU Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programmes
CSP	Country Strategy Paper
DAC	Development Assistance Committee
(EC) DCI	Development Cooperation Instrument
DGs	Directors-General
DGDEV	Directorate General for Development
DoL	Division of Labour
EC	European Commission
(EC) EDF	European Development Fund
EU	European Union
EUD	European Union Delegation
FTI (DoL)	Fast-Track Initiative (on Division of Labour)
GBS	General Budget Support
HQ	Headquarters
JAS	Joint Assistance Strategy
LDC	Least Developed Countries
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MFA	Ministry of Foreign Affairs
MICs	Middle Income Countries
MOU	Memorandum of Understanding
(EU) MS	Member State
MTEF	Medium Term Expenditure Framework
NAO	National Authorising Officer of EDF
NIP	National Indicative Programme
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PRSP	Poverty Reduction Strategy Paper
RAO	Regional Authorising Officer of EDF
SBS	Sector Budget Support
SWAp	Sector-wide Approach
TA	Technical Assistance
UN	United Nations
UNDP	United Nations Development Programme

Contents

Executive Summary

This study examines the issue of synchronisation of the European Commission's and EU Member States' programming cycles for the purpose of facilitating joint programming. It aims to provide an assessment of the progress made to date and what practical steps would be needed to advance in the future.

Joint programming aims to coordinate donors' in-country work under a common framework of support, with each specialising in their particular strengths. This has the potential to decrease the fragmentation of aid and increase ownership, alignment, and harmonisation while also raising the profile of the EU's work and allowing European donors to speak with one voice. The synchronisation of donors' programming cycles is a natural first step towards achieving this goal. Various EU commitments on joint programming have been made over the past decade but, to date, these have not been converted into synchronisation on the ground.

This study looks firstly at how EU donors undertake their programming today and then examines the present situation on the ground in the focus countries for the EU Fast Track Initiative on Division of Labour and the OECD Working Party on Aid Effectiveness.

In terms of the potential of each EU donor to synchronise their programming cycle and undertake joint programming, the data gathered has been utilised to construct the following ranking:

OVERALL RANKING	
DONOR	RANKING
Italy	**4.44**
Luxembourg	**4.34**
Austria	**4.13**
Netherlands	**4.13**
Spain	**4.11**
Ireland	**4.11**
France	**3.83**
European Commission[1]	**3.69**
Sweden	**3.67**
Finland	**3.66**
Germany	**3.41**
Portugal	**3.27**
Denmark	**3.11**
United Kingdom	**2.94**
Belgium	**2.67**
Hungary	**2.59**
Slovenia	**2.13**
Slovakia	**2.00**

[1] EDF

While all EU donors state their support for the principles of joint programming, they also highlight a series of barriers to implementing it in practice, including internal rules and regulations, the desire for bilateral control over aid due to visibility and foreign policy concerns, increasing pressure to demonstrate impact and value for money, and a lack of local leadership and division of labour on the ground. Nevertheless it is notable that:

- 68% are able to adjust their programming cycle to match that of the partner country, namely Austria, Belgium, Denmark, France, Germany, Hungary, Ireland, Italy, Luxembourg, Portugal, Slovakia, Slovenia, Spain, and Sweden.

- 64% can fund activities without a specific bilateral country strategy paper, namely Austria, Cyprus, Finland, France, Greece, Italy Luxembourg, the Netherlands, Portugal, Romania, Slovenia, Spain, and the UK.

- 52% can make use of rolling strategies, namely Austria, Belgium, Denmark, Finland, Germany, Hungary, Italy, Luxembourg, Portugal, Slovakia, Spain, and Sweden.

- 67% could sign a joint programming document with other EU donors that “that sets out shared analysis and objectives and then divides implementation activities among donors”, namely Austria, Belgium, Denmark, the EC, Finland, France, Germany, Ireland, Italy, Luxembourg, the Netherlands, Slovakia, Slovenia, Spain, Sweden, and the UK. Only a third of these would be obliged to also develop a dedicated bilateral strategy paper alongside this.

In terms of the situation in the 35 partner countries assessed, the potential to take forward synchronisation and joint programming (JP) varies substantially. The following tables provide a summary:

High Potential for JP	Bolivia	Ghana	Haiti	Kyrgyz Republic	Laos
	Malawi	Mali	Moldova	Mozambique	Rwanda
	Tanzania				

Some Potential for JP	Albania	Bangladesh	Benin	Burkina Faso	Cambodia
	Cameroon	Ethiopia	Kenya	Senegal	Sierra Leone
	Uganda	Viet Nam	Zambia		

Questionable Potential for JP	Burundi	CAR	Ecuador	FYROM	Indonesia
	Madagascar	Mongolia	Nicaragua	Serbia	Ukraine

It should be noted that donors' programming cycles are overwhelming out of alignment with the cycles of partner countries at present. While documents purporting to be joint programmes were found in many countries, these were largely compendia of bilateral strategy papers or general statements of intent and principles, and in no country did they involve the synchronisation of donors' programming cycles.

In conclusion the study comes up with a series of options for action:

1. Clarify: more clarity and better communication is needed regarding what has been agreed at the EU level vis-à-vis synchronisation and joint programming to date, what is already possible thanks to the flexibility that EU donors currently possess, and what joint programming really means in practice. Regarding the latter, the following components are suggested as a foundation for a definition:

- A commitment by donors to agree, at the same time and for the period of the national development strategy, the specific contributions that each will make to that strategy.
- A change to donors' existing bilateral strategies and cycles.
- A clear division of labour between donors.
- Specific details on what is going to change vis-à-vis the status quo, for example who is going to do what, when, and the new rules that are going to be applied.
- Signature at donors' headquarters level to lock in the agreed commitments.

2. Choose a global or a local cycle to synchronise with: all the EU agreements signed off on to date state that synchronisation should take place to the local partner country cycle as opposed to establishing a single, global EU cycle. This is also in line with the principles of ownership and alignment and allows for an inclusive process that is open to other donors. In addition, both governments and donor offices on the ground support such an approach. Concerns over limiting EU visibility by forgoing a global EU cycle should be weighed against the negative publicity from reneging on commitments to align to the partner country cycle and the loss of an opportunity to position the EU as a first-mover and example of best practice on the ground.

3. Choose how to synchronise: several options are available for a donor wanting to synchronise with a partner country's programming cycle. These include changing their programming cycle, using a rolling strategy, de-linking their planning from their financing, and dispensing with a bilateral country strategy paper all together. Depending on the donor, some of these options are already available while others would need procedural and / or legal changes in order to come online. A "mix and match" approach could be envisaged at the partner country level with each donor making use of their preferred option in order to synchronise with the national strategy.

4. Select countries: should the option to align with partner country cycles be pursued, then a staggered roll-out could be considered. This could commence with all of the Fast Track Initiative countries, as recommended by the 2009 Operational Framework on Aid Effectiveness, or alternatively with a sub-set of these countries, such as those flagged as "High Potential" in the table above or those meeting a particular set of criteria regarding the EU donors present there.

5. Build on existing initiatives: division of labour processes, sector working groups, and existing joint frameworks all provide useful foundations on which synchronisation and joint programming may be built, offering both existing legitimacy and momentum.

6. Approach to partner country governments: partner country governments need to be allowed to lead joint programming processes if they are going to support and own them. This means allowing them to decide the format of any joint programming document and which donor does what. A donor-driven process is unlikely to gain their support due to concerns over the loss of decision-making power.

7. Approach to non-EU donors: the EU commitments made to date state that EU synchronisation and joint programming processes should be open to other donors. Visibility concerns in this regard can be assuaged by positioning European donors as first-movers and examples of best practice. However, it is advisable to initiate a process with those already willing and then allow others to join as it gathers momentum rather than waiting for a donor-wide consensus before undertaking any practical work.

8. Templates: a programming template is not recommended given the need to ensure alignment and ownership at the partner country level. In addition, given the requirement to satisfy all signatories while also being applicable in every partner country, such a template would have a tendency to gravitate towards the lowest common denominator, dealing in generalities that most donors are already adhering to. It would also deter non-EU donors from getting involved in the process at the partner country level given their lack of involvement in the design. Nevertheless, general principles for what such documents should do, examples of good practice, and the type of data provided by this study on the current flexibility of donors is in high demand.

9. Cross-country division of labour: coordination between donors on who works in each partner country is essential in order to avoid orphan and darling countries as well as disruptive entries and exits. Such coordination also lays the foundation for joint programming. Given the various factors influencing each donor's country choices, it seems unlikely that agreement could be reached on hard and fast criteria to be applied to country selection. Rather, an approach involving informal negotiations at the political level is to be recommended.

10. The political dimension: with increasing pressure on national budgets, decision-makers currently face vociferous demands to demonstrate the impact and added value of aid. However, this need not necessarily be translated into calls for more bilateral control of spending. Joint programming offers the potential of increasing the impact of each donor's contribution by using it more effectively as part of a coordinated effort. It also gives donors the opportunity to influence an overall programme that is much larger than their individual contribution. Such benefits need to be better communicated in order to increase political support for synchronisation and joint programming.

Introduction

The Terms of Reference for this study (Annex 1) set the objective of providing the European Commission (EC) with the background analysis needed to prepare a proposal to the Council of Ministers of the European Union (EU) “for progressive synchronisation of EU and national programming cycles at partner country level and based on partner countries’ development strategies and taking into account their programming cycles.” This proposal is in turn aimed at “facilitating progress on joint programming on a more substantial level among the EU Member States (MS) and the Commission, and shall be open to other donors.”

This introductory section consists of an *Orientation* chapter that clarifies the issue being looked at and the terms used followed by a *State of Play* chapter that examines what has been agreed to date and the particular issues that influence the environment for synchronisation and joint programming today. Following the introductory section, the remainder of the study is divided into three further sections:

1. An analysis of how the EC and EU MS currently programme their development aid, highlighting the opportunities and constraints presented for synchronisation and joint programming, as well as possible next steps. This updates and expands a previous study carried out in 2005[2].

2. An analysis of the progress, opportunities, challenges and potential next steps in synchronisation and joint programming for 34 partner countries (these are the countries covered by the EU’s Fast Track Initiative on Division of Labour, the EU Director Generals’ Focus Countries, and the priority countries of the OECD Working Party on Aid Effectiveness.[3])

3. Conclusions and recommendations for advancing synchronisation and joint programming.

The study’s focus is on identifying the specific changes needed to make synchronisation and joint programming a reality, both in terms of legal and procedural measures at the headquarters’ level and concrete practical actions at the partner country level.

Methodologically, the report is built on an extensive desk study that collected data from the EC and EU MS headquarters by means of a structured questionnaire (Annex 4) and then triangulated the findings with interviews with European officials. This was complemented by documentary analysis of the 34 partner countries, cross-referenced by interviews with locally based officials.

The study was commissioned by the EC Directorate General for Development and the EC Task Manager was Ms. Sibylle Tepper (Unit A2). HTSPE was contracted to carry out the work and utilised a three-person consultancy team to do so, namely Mr. Alexander O’Riordan (Team Leader), Mr. Andy Benfield and Mr. Evert de Witte. Research, analysis and drafting were undertaken over a period of five months, from November 2010 to March 2011. Official contact points for the headquarters’ questionnaire and subsequent interviews were provided by the EC and EU MS in response to an official communication to EU Director Generals (Annex XXX).

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[2] http://ec.europa.eu/development/icenter/repository/joint_EU_Framework_Multi-annual_Programming_final_report.pdf

[3] This gives the following list: Albania, Bangladesh, Benin, Bolivia, Burkina Faso, Burundi, Cambodia, Cameroon, Central African Republic, Ecuador, Ethiopia, Former Yugoslav Republic of Macedonia, Ghana, Haiti, Indonesia, Kenya, Kyrgyz Republic, Laos, Madagascar, Malawi, Mali, Moldova, Mongolia, Mozambique, Nicaragua, Rwanda, Senegal, Serbia, Sierra Leone, Tanzania, Uganda, Ukraine, Viet Nam, Zambia.

Orientation

Improving the effectiveness of the aid that donors provide to developing countries has been an international concern for the past fifty years. The “Partners in Development” report produced by the UN in 1968 stated that “the international aid system today, with its bilateral and multilateral agencies, lacks direction and coherence. A serious effort is needed to coordinate the efforts of multilateral and bilateral aid givers”.[4] Since then, a wide variety of efforts have been made to make aid work better. In the past decade, the aid effectiveness movement has come of age and been epitomised by the Paris Declaration of 2005 that sets out five commitments for donors and partner countries to adhere to:

1. *Ownership*: put partner countries in the lead of setting their own development strategies and processes.
2. *Alignment*: line up donors’ efforts behind Government-set priorities and systems.
3. *Harmonisation:* coordinate the work of donors to increase their overall impact.
4. *Managing for Results:* focus on what delivers results.
5. *Mutual Accountability:* hold both donors and partner countries to account for their progress against promises.

A key challenge to realising the aspirations of the Paris Declaration today is that donors tend to carry out the planning and delivery of their aid bilaterally. It is still common practice for each donor to design a unique programme in support of each partner country where they work. Reflecting this, the majority of EU donors surveyed for this study report that they draft a dedicated bilateral country strategy or programming document to plan their activities for each partner country. This document typically defines the priorities to be supported and the resources to be provided over a defined period. While undoubtedly useful in structuring their aid, this bilateral approach to programming leads to a proliferation of priorities, strategies, formats, procedures and timetables being employed in each partner country, varying both from one another and from the Government’s national plan.

Such an approach results in the fragmentation of aid delivery and to both gaps and duplications in donors’ work. Potential synergies and economies of scale that could be gained through coordinated action remain unexploited while each donor incurs the administrative costs of planning and delivering a stand-alone programme. Donors, tied to their own specific ways of working and individual calendars, find it difficult to meet their commitments under the Paris Declaration to align behind government and to harmonise with other donors. Meanwhile governments find it challenging to gather information on what donors are doing, making it difficult for them to take ownership or ensure appropriate oversight. This issue is captured in a 2009 OECD report which states that, “when aid comes from many sources and is spread over too many co-operation programmes, it creates high transaction costs for both donors and recipients”[5]. An EC study in the same year attempted to quantify the costs of bilateral vis-à-vis joint programming and concluded that, “it can be estimated that some 500 country strategies…are regularly prepared by the 25 EU donors across the 151 listed DAC recipients with another 130 prepared by the EC…If only one, common EU strategy were to be negotiated per recipient country, this would leave between 400 and 450 ‘superfluous’ strategy processes…with potential cost reductions in the order of magnitude of up to €100 million per year.” [6]

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[4] Cited at:
http://books.google.com/books?id=4pBi1JIAFPgC&pg=PA3149&lpg=PA3149&dq=%22partners+in+development+report%22+1968&source=bl&ots=NV5ClrtB6i&sig=kzI5oRpGCLM0Wu12HxeqwtBUHoo&hl=en&ei=e-KzTIbeB8uTjAe1xJXzDA&sa=X&oi=book_result&ct=result&resnum=7&ved=0CCgQ6AEwBg#v=onepage&q=%22partners%20in%20development%20report%22%201968&f=false

[5] “Report on Division of Labour: Addressing Global Fragmentation and Concentration”, OECD, November 2009 - http://www.oecd.org/dataoecd/18/52/44318319.pdf

[6] “Aid Effectiveness Agenda: Benefits of a European Approach”, HTSPE Limited, October 2009 - http://ec.europa.eu/development/icenter/repository/AE_Full_Final_Report_20091023.pdf

This tendency towards what is a sub-optimal way of programming aid may be explained by bilateral foreign policy goals and a desire for visibility (as opposed to being motivated solely by developmental aims) along with the lack of a clear market mechanism or political accountability framework to guide aid to where it delivers most and costs least and to demonstrate when this has not happened. Even where there is a will to pursue joint work, the heterogeneous nature of donors' legal, procedural and administrative systems, along with their divergent timetables, can present a formidable barrier to converting this into reality.

The EU has already done substantial work to address this issue and to facilitate the coordination of programming between the EC and EU MS. For example, agreements have been reached to recognise the validity of one another's procedures and to therefore allow joint programmes and silent partnerships. Commitments have also been made to coordinate sectoral coverage in partner countries with each European donor specialising in particular sectors. The synchronisation of programming cycles is seen as the next step towards achieving a genuinely joint EU programme of support for each partner country.

A joint programme, as defined by the EU (see Commitments section below), involves the EU donors operating in a given country undertaking a joint country analysis and then formulating and implementing a common programme of support on the basis of this, aligned behind the government's national plan and timetable. Such an approach makes any gaps and overlaps in donors' combined work far more transparent and facilitates the resolution of these through division of labour and joint initiatives, given that all EU donors are planning at the same time and for the same period. It also provides the opportunity for the partner county government to guide all European donors' work simultaneously, using the same planning cycle as that of the national strategy, and thus stands to significantly enhance ownership and alignment. In addition, the burden on the Government of having to negotiate different country programmes with different European donors at different times is greatly reduced.

The implication of such an approach is that EU donors should introduce different programming cycles in each country where they work in order to match the cycle of the respective Government. It should be noted that some are already doing this, recognising the benefits that it brings in terms of ownership and alignment. This explains the rationale for the focus of the Terms of Reference for the present study on examining how to synchronise EU and national programming cycles at the partner country level. An alternative approach, though not in line with previous EU commitments on the issue, would be to establish a single EU programming cycle that is applicable worldwide. Both approaches are considered below.

It should be noted that the emphasis is on synchronising programming cycles as opposed to financing cycles and that the two do not necessarily need to match. For example, it is possible for a donor to have a planning cycle aligned to that of the partner country but a financing cycle based on another, domestically-set, calendar. Indeed, many European donors already operate in this way.

State of Play

In addition to the international pledges made in the 2005 Paris Declaration on Aid Effectiveness and the 2008 Accra Agenda for Action, EU donors have made their own commitments to take forward joint working at the EU level. These initially concentrated on general coordination before progressing over time to focus on the use of common procedures, programmes and timetables at the partner country level. An overview of these commitments is provided below:

- **1976**: Council Resolution on Coordination.
- **1984**: Council Resolution on Coordination.
- **1986**: Council Resolution on Coordination.
- **1992**: "Horizon 2000" commits to harmonise and coordinate.
- **1995**: Council Resolution on Complementarity.
- **1998**: Guidelines agreed on Coordination.
- **2000**: Council Conclusions on Coordination.
- **2000**: First Common Framework for Country Strategy Papers.
- **2004**: Ad Hoc Working Party on Harmonisation Report - recommends a joint EU approach for programming aid and common implementation procedures.
- **2004**: External Relations Council Meeting (#2577) - underlines the need for joint planning by the EU and other donor partners, led by partner country governments and focused on alignment with nationally owned development strategies.
- **2005**: External Relations Council Meeting (#2660) - commits the EU to establishing a more effective framework for development assistance at the European level and for division of labour and complementarity at the country level in the context of joint, multi-annual programming based on partner countries' poverty reduction strategies.
- **2005**: External Relations Council Meeting (#2691) - highlights the need for EU MS and the EC to increase their participation in joint multi-annual programming based on partner countries' development strategies, preferably led by the partner countries themselves. States that there should be donor-wide engagement.
- **2005**: EU Consensus on Development - sets out a common aim and principles for EU MS and EC development work. Commits to working towards joint multi-annual programming based on partner countries' strategies and budget processes with each donor focusing on the area where they have a comparative advantage.
- **2006**: Delivering More, Better, Faster - emphasises the need to review rules and procedures, recognising that these are often the main constraints to better coordination. Proposes common analysis of country needs followed by the establishment of a joint multi-annual programming framework that regroups the duplicating building blocks of EU MS' systems and thus reduces the transaction costs of programming. States that the framework should be compatible with existing national documents and cycles and open to other donors.
- **2006**: Common Framework for Drafting Country Strategy Papers and Joint-Multi Annual Planning - sets out a path towards joint programming by the EC and EU MS, also including other donors where possible. Lays down common principles that should be followed in all strategies, based on the European Consensus on Development. Proposes a Framework (an

update of that produced in 2000) that aims to enable donors to gradually align their activities to the partner country's multi-annual programming cycle and to increase the scope for EU MS and the EC to synchronise their programming processes and thereby reduce transaction costs. States that it is crucial that the partner country plays a leading role in preparing the ground and coordinating joint programming and that this must be based on the national strategy and budget cycle.

- **2006:** Establishment of pilot countries - identification of 14 pilot countries by the EC and EU MS for the implementation of joint EU strategies, namely Burkina Faso, Democratic Republic of Congo, Dominican Republic, Ethiopia, Ghana, Haiti, Kenya, Mali, Sierra Leone, Somalia, South Africa, Tanzania, Uganda, and Zambia.

- **2006:** External Relations Council Meeting (#2723) - underlines that joint multi-annual programming must be aligned with partner countries' strategies and budget cycles and that the latter, supported by the EU, should be the leading force in the preparation, coordination and monitoring of joint donor programming. Urges EU MS to ensure flexibility in their own procedures in order to meet the alignment principle and states that joint EU programming should include donor-wide participation to the maximum extent possible.

- **2007**: EU Code of Conduct on Division of Labour – suggests that EU donors limit themselves to three sectors per country and to five donors per sector. Commits to increase their participation in joint multi-annual programming based on partner countries' development strategies and proposes special efforts to synchronise programming schedules with partner countries' national planning and budget cycles.

- **2008**: EU Fast Track Initiative on Division of Labour - commits to drive forward implementation of the Code of Conduct in 30 priority countries.

- **2009**: Lisbon Treaty – states that the European Union has the competence to carry out a common policy in the field of development cooperation.

- **2009**: Operational Framework on Aid Effectiveness – commits to accelerating the implementation of joint programming in line with the 2006 Common Framework for Drafting Country Strategy Papers and Joint-Multi Annual Planning and based on partner countries' development strategies. Highlights the role of joint programming in implementing division of labour commitments. Proposes that Joint Assistance Strategies are developed in all EU FTI countries and that a number of countries be identified where the EU will work to implement joint programming with the aim to be fully operational by 2014. States that joint programming processes should include donor-wide participation to the maximum extent possible and that, where existing processes are already underway, these should be built upon as opposed to creating a parallel track.

In June 2010, following on from the approval of the Operational Framework on Aid Effectiveness, the Council asked the EC to present a proposal for the progressive synchronisation of EU and national programming cycles at partner country level, based on partner countries' development strategies and taking into account their programming cycles. This in turn led to the commissioning of the present study.

The thirty-five years of commitments summarised above demonstrate that there is ample high-level support and political backing for the coordination of European programming and, during the last decade, for the synchronisation of EU cycles and joint programming. The challenge has been, and remains, to convert these commitments into behavioural change on the ground. How far this has happened to date is examined in the Countries section below.

Tackling aid fragmentation is of increasing importance today as the donor landscape becomes more congested with the entry of new donors, private foundations and global and thematic funds. At the same time, existing donors are expanding the scope of their country programmes, for example introducing strategic partnerships and "whole of Government" approaches that seek to coordinate their development work with other aspects of their foreign policy. This is particularly the case in middle-income countries and can lead to an increasingly bilateral and thus fragmented approach by donors, leading to the problems outlined above.

The recent global economic and financial crisis along with changes in Government in several European countries have also put more pressure on donors to demonstrate value for money and to rigorously justify why a portion of a shrinking national budget should be allocated overseas. Clearly demonstrating impact and value for money have become paramount. While this could increase pressure for more bilateral control of funding, the cost savings and economies of scale offered by joint programming would seem to offer one way for donors to achieve more with each euro.

A particular window of opportunity for taking forward synchronisation and joint programming opened in 2011 with the establishment of the European External Action Service. By bringing officials of the EC and EU MS together in a single institution at headquarters level and by also embedding EU MS officials in EC Delegations in partner countries, the Service has the potential to provide the practical structure needed to convert joint European commitments in capitals into joint European action on the ground.

Comparative Review of EU Donor Approaches to Country Strategy Programming, Capacity for Joint Programming and Better Synchronisation with EU Donors

Background

The European Commission (EC) and European Union Member States (EU MS) are committed to harmonising their development assistance. Most recently, in June 2010, the Council of the European Union tasked the EC to "present a proposal to the Council [by 2011] for progressive synchronisation of EU and national programming cycles at partner country level and based on partner countries' development strategies and taking into account their programming cycles." This goal of better harmonised and aligned country programming is expected to raise the profile of Europe as a development partner; it is also a significant commitment to improving aid effectiveness and could be the basis for a European contribution to the November 2011 High Level Forum on Aid Effectiveness in Busan, South Korea.

Research Focus

The focal areas of this study (as per the Terms of Reference) are:

- ***Updating*** the 2005 EC commissioned comparative study of existing multi-annual programming methodologies and programming cycles currently used by the 27 EU Member States and the EC.

- Conducting a ***new study*** on planning cycles of partner country governments in the Fast Track Initiative (FTI) on Division of Labour (DoL) and the focus countries of the Working Party on Aid Effectiveness. This *new study* is intended to help identify potentials for synchronised programming cycles of EC and MS aligned with partner country programming cycles.

The analysis reported below is an overview of *self-reported* data provided by the respondents in the form a standard questionnaire (in annex). The focus of the questions was on capacity to implement joint multi-annual programming at the country level and aligned with the partner country's planning cycle.

Structure of Section

Section 1.1 (Flexibility in Using Joint Strategies) focuses on respondents' current flexibility to implement joint multi-annual programming. *Section 1.2 (Capacity to Implement Joint Multi-Annual Programming)* focuses on which respondents are administratively able to implement joint multi-annual programming but need political or high level management instructions to do so. *Section 1.3 (Progress to Date)* is a collection of reported progress towards joint multi-annual programming from the respondents perspective. *Section 1.4 (Flexibility to Respond to Partner countries' Programming Cycles)* aggregates current capacity to use partner country programming cycles. *Section 1.5 (Scope of Country Strategy Papers),* explores the ability to respond to country priorities particularly in responding to government priorities that may fall in "non-traditional" sectors. *Section 1.6 (Challenges to Adopting Joint Multi-Annual Country Strategy Plans),* focuses on which respondents reported the need for explicit legal of procedural adjustments to enable them to support joint multi-annual country programming.

Methodology

The study involved data collection, desk research and an internet review of partner country planning websites as well as OECD data. Data collected in key informant interviews contributed to the information on the DG's country case-studies. The data collection was in the form of a standardised questionnaire (example in annex) completed by donors' designated represented[7]; as such the data presented in this section is "self-reported". The primary purpose of the questionnaire is to update the previous study and collect additional data regarding the EC's and EU MS' approach to multi-annual country programming.

Questionnaires and Data Collection

The questionnaires focused on collecting the following information:

1. How partner countries and sectors are identified for support,
2. Timetables for strategy planning and Programming Cycles,
3. Decision making and timing of activity financing,
4. Assessment and approval processes in developing country programming strategies.
5. Progress to date in implementing joint programming.

The data was analysed using SPSS and excel. Analysis is based on the number of replies received. The number of responses varies per question because not all questions applied to all respondents. As such, in some cases the "sample size" is smaller than in others. The assignment did not allow for face to face interviews nor fieldwork.

Note: because questions did not apply to all donors the number of respondents changes; the number of responses received is designated by "n=". Responses from Switzerland are included in the text but not as part of the aggregated sample; Switzerland is treated as a like-minded donor but is not a member of the EU.

[7] The respondents were designated by the respective office of the director-general for development.

Summary Results: Responsiveness to Joint Multi-Annual Programming at the Country Level

While all respondents reported being committed to joint multi-annual programming at the country level, there are qualitative differences in readiness to participate. In analysing the data, the research team identified four categories of responses indicating readiness to participate. Under each of these categories indicators were collated to assess which donors are most able to participate in the event that joint multi-annual programming is implemented at country level. The purpose of this analysis is to enable practitioners at the country level to identify potential early allies.

The methodology used was to calculate an average score out of five points based on fifteen questions in four categories. The categories used were:

- Procedural readiness and/or ability to participate (without significant procedural and/or legislative amendments,
- Timing of Programming Cycles (primarily capacity to adjust strategy making and financing in line with partner country timetables),
- Level of Decentralisation of Decision Making to Country Level (so as to enable country based negotiations) and
- Procedural/policy towards contextualising programme objective on consultations with external partners (particularly the partner country government and other donors).

Response rates are calculated in the last column to give the reader an idea of to what extent the data is based on completed questionnaires (in some cases non responses result in a poorer final score).

It is important to note that readiness for joint multi-annual programming at the country level is based on self-reported *positive* answers. This means respondents that scored well did so because they reported a significant number of positive commitments. For example if asked “have you specifically instructed your country offices to participate in joint multi-annual programming?” a positive answer accrued a point even though responding in the negative is not necessarily an impediment. Respondents that scored less well did not do so because of poor readiness; lower scores are an indication of negative responses, ambiguous responses and/or a high non-response rate. Accordingly, the grading should be read as a measure of stated readiness: i.e. respondents that said they are most ready to participate are graded highest.

Furthermore, as willingness to participate in joint multi-annual programming is always country specific, a positive score does not mean political or institutional will to support joint programming in the particular country case. Finally, donors with changing or multi-faceted implementation arrangements score poorly but not necessarily because they are less ready. The European Commission, for example, scores poorly because multiple funding mechanisms mean nuanced answers that necessarily did not result in clear positive responses. At the same time the United Kingdom would likely have scored higher but because their strategies are currently under review, recorded less positively than would reasonably be expected.

Data from the following respondents was not sufficient to calculate a score: Bulgaria, Cyprus, the Czech Republic, Estonia, Greece, Latvia, Lithuania, Malta, Poland and Romania.

Donors graded in Green (to a greater extent) and Yellow (below) should be considered likely proponents and first supporters of joint multi-annual programming at the country level.

OVERALL RANKING		
DONORS	RANKING	Response Rates
Italy	**4.44**	100%
Luxembourg	**4.34**	100%
Austria	**4.13**	100%
Netherlands	**4.13**	93%
Spain	**4.11**	93%
Ireland	**4.11**	100%
France	**3.83**	93%
European Commission[8]	**3.69**	100%
Sweden	**3.67**	100%
Finland	**3.66**	100%
Germany	**3.41**	100%
Portugal	**3.27**	93%
Denmark	**3.11**	93%
United Kingdom	**2.94**	73%
Belgium	**2.67**	93%
Hungary	**2.59**	100%
Slovenia	**2.13**	87%
Slovakia	**2.00**	73%

[8] EDF

1.1 Flexibility to Participate in Joint Programming

Key to enabling joint multi-annual programming is that donor procedures are flexible. Many observers argue that procedural constraints are the chief impediment to joint multi-annual programming. In this regard, respondents were asked to detail the legal status and procedural requirements for country strategy programming.

Key findings:

- Little decentralisation of decision making to country offices is an impediment to participation in joint multi-annual programming at country level. Low levels of decentralisation also undermine the capacity of country offices to hold meaningful dialogue with partner country governments.
- Capacity to radically change existing programmes because of a request from the partner country can be an important first step towards joint programming. In practice this capacity does not exist for most respondents. Often due to low levels of decentralised decision making, once implementation has started only two fifths (38%) of respondents reported being to adjust their current focus to support joint programming at the country level. Although many respondents reported plans to greater decentralise decision making to country offices, almost half (45%) say that programming decisions are still made at headquarters level.
- Flexibility to support joint programming is procedurally possible for the majority: three fifths of respondents (59%) reported being able to fund activities *without* having a specific country strategy paper in place. Although approving programming without a country strategy paper tends to require high-level decision making, this flexibility means that for the majority of respondents they could support a joint multi-annual programme at the country level without formally replacing their own strategy.
- Half of all respondents with country strategy papers in place are able to support joint country level programming at a strategy level without needing specific approval to commit financial resources. While negotiating strategy without committing financial support may undermine the quality of the dialogue with the partner country government, this flexibility could allow a greater number of donors to support joint multi-annual programming than may be initially considered. For example, it could mean that a core group of donors negotiate programme priorities and resource allocations with the possibility that greater resources are mobilised once the strategy is agreed.

1.1.1 Legal Status: Procedural and/or Legal Capacity to Respond to Country Level Joint Multi-Annual Programming

Three fifths of respondents (59%) are legally and procedurally able to fund country programmes without developing their own country strategy papers, (please also see paragraph 1.1.4). Half of respondents use a country programming document as a 'policy document'. This also applies to Switzerland that primarily uses country programming documents for policy purposes. An additional one third use country programming documents both as a policy document and to earmark funding. The European Commission (EDF) is the only respondent that reported that its country programme strategy documents also serve a legal purpose representing *a* legal obligation for EC services to act within the framework of a country strategy paper.

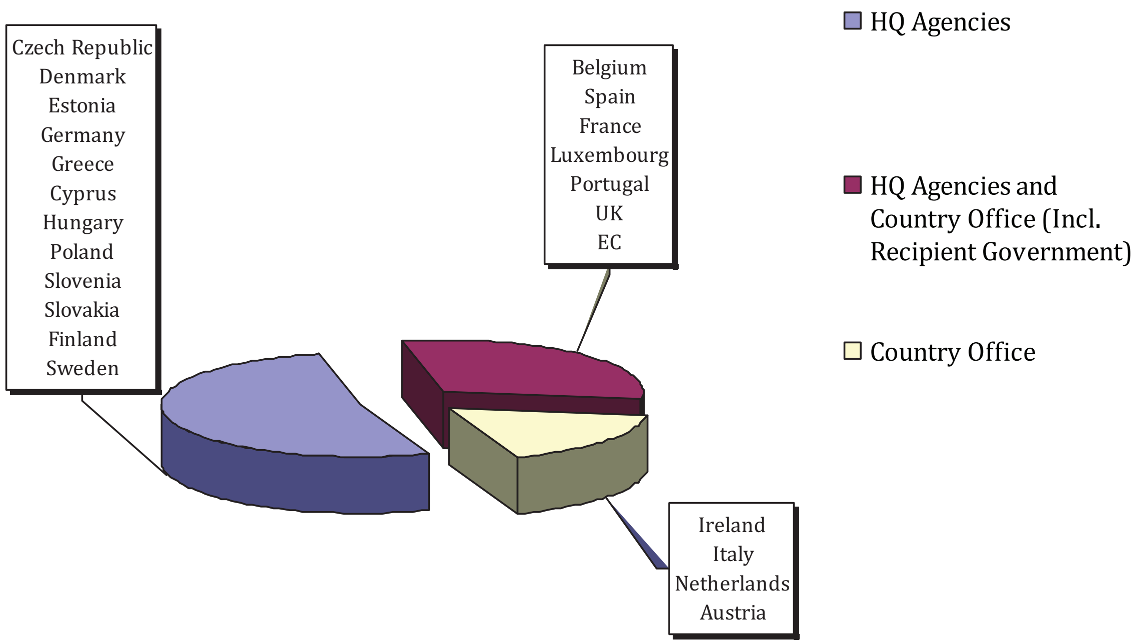
Purpose of Programming Document (N=22)

Policy document	50%
Legal framework	3%
Policy and to earmark funds	33%

The remaining respondents (14%) use country programming documents for a variety of other purposes such as in identifying 'indicative' financial commitments (Austria) or as internal policy/operational planning and management guidelines (the United Kingdom, Netherlands and Finland).

1.1.2 Who Authorises Country Strategies? What is the Capacity for Country Level Decision Making?

Who is Responsible for Drafting Country Programming Document? (N=23)



For more than half of respondents, their headquarters based Ministries of Foreign Affairs or development agencies are the primary decision makers in drafting joint country programmes. Only Austria, Ireland, Italy and the Netherlands indicated that the primary decision making on country programming happens at the country level. While country level joint multi-annual programming can be supported from headquarters, lack of authority at the country level is often both an impediment to coordinated activities and to meaningful dialogue with partner country governments' on priorities.

For Switzerland, country programming documents are approved by the applicable development ministry/agency.

1.1.3 Flexibility to Change Country Strategies

The ability to which donors are able to adjust their programme formulation and implementation to country requests is important for county based multi-annual joint programming. This is because when donors already have fixed programming in place, the ability to *change* existing programmes can be an intermediate step to supporting a joint programme. More than half of all respondents indicated that their country offices are able to change programming focus in the strategy preparation phase. However, once implementation has started only two fifths (38%) of respondents are able to adjust their focus to support a joint programming initiative at the country level.

Country Office Authority to Change Focus of Country Strategy (N=22)

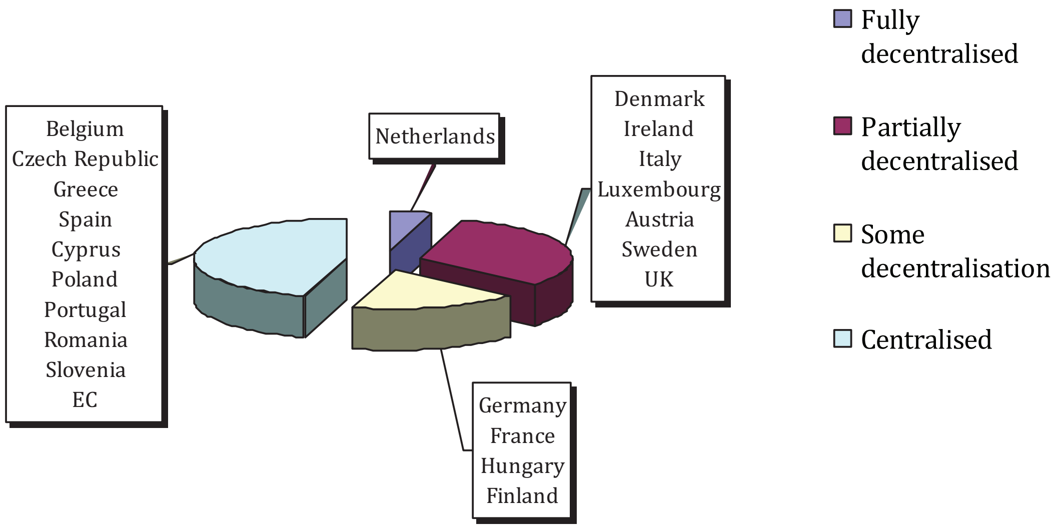
During Preparation	No	45,45%
	Yes	54,55%
During Implementation	No	61.90%
	Yes	38.10%

For respondents unable to change the focus of their strategies at country level during preparation or during implementation, the most commonly cited reasons were the prevalence of centralised decision-making structures and insufficient authority granted to country-based heads of cooperation. Despite being decentralised, this holds true for the European Commission (EDF) as well. For the EC, the Head of Delegation can propose and make changes during preparation but during implementation a mid-term review is the first opportunity to suggest substantial changes. These changes need EDF Committee/headquarter level approval. Switzerland has given their country offices the necessary authority to change programming focus both during preparation and implementation.

Despite authority to do so being retained by headquarters, it is not unusual to change focus of country strategies during implementation. A number of respondents gave examples of when changes have been approved: Finland reported that on the basis of requests and consultations with the partner country, strategies have been changed during implementation. With some restrictions, Ireland reported that the country offices have authority to change strategies. For at least one respondent (Spain) decision makers have identified the need to decentralise more authority to country offices to enable changes in strategies during implementation; this is likely to be reflected in revised procedures in 2011.

1.1.4 Decentralisation of Decision Making

Level of Decentralisation (N=22)



Decentralised decision making is important for country level joint programming because when donor country representatives are empowered to take funding and strategy decisions they are better positioned to participate in strategy negotiations with the partner country. The responses suggest a trend towards decentralisation with a number of donors indicating greater decentralisation and no donors reporting greater centralisation. A key challenge for country led negotiations is that almost half (45%) of all respondents reported that their decision making is still centralised in headquarters. While only the Netherlands reported itself as fully decentralised, it is encouraging to note that the remaining respondents (50%) reported that their decision making is partially decentralised or that they have some decentralisation. Switzerland defined its operations as partially decentralised.

Level of Decentralisation

Fully Decentralised	4.55%
Partially Decentralised	31.82%
Some Decentralisation	18.18%
Centralised	45.45%

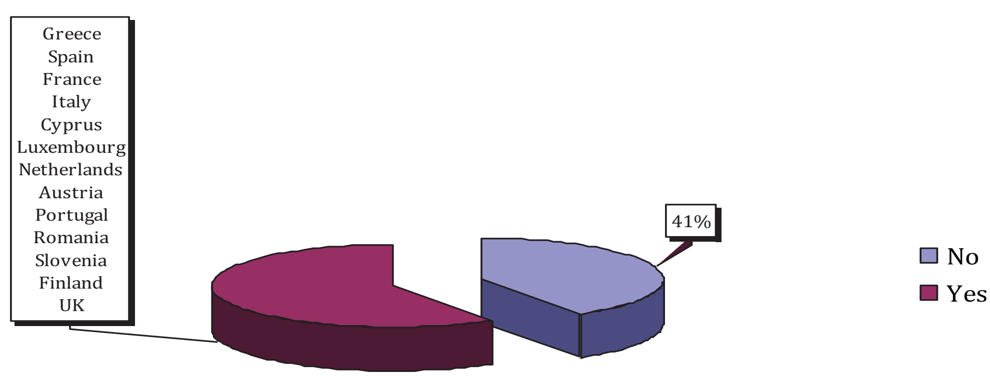
Definitions of Decentralisation in the context of country level joint multi-annual programming:	
Fully Decentralised	The country office is grated the authority to decide on budgeting and overall country strategy (e.g. the Netherlands).
Partially Decentralised	Country offices typically draft country strategy documents (within policy guidelines) such as in the case of Italy and Portugal. Headquarters are required to approve the final country strategy. It is important to note that while some respondents have delegated authority for strategy and management they are frequently required to refer financial and procurement decisions to headquarters. This applies, for example, to Swedish SIDA although Sweden indicated further decentralisation of authority is likely in the near future.
Some Decentralisation	Country representatives provide substantive input or are procedurally required to participate in country strategy programming. This differs from partial decentralisation because country representatives in this case are not formally mandated to lead the process. In some case donors designated as having some decentralisation may have fully decentralised authority for components of cooperation such as is commonly the case with visibility funding or, as is the case with Hungary, in financing micro-projects.
Centralised	Headquarters decide on most aspects of development cooperation and particularly in regard to strategy, financing, procurement and programme changes. Centralised decision making does not mean country offices are not actively involved or even administratively lead processes such as with Spain, the Czech Republic and Poland. In these cases, all formal decision making is still made at headquarters but country offices can play a key and frequently a strategic or de facto lead role.

1.1.5 Capacity to Support Joint Programming outside of a Donor Specific Country Strategy

When moving to country based joint multi-annual programming an ideal procedural environment would be based on a flexible policy that allows full decentralised decision making, sector flexibility and the capacity to make financial commitments over the same time period as the partner country government's planning process. These policy commitments enable donors to align with government in such a way as to build a partnership that meets government priorities on government's terms. This is strategic because it is always easier to demonstrate the value of a partnership based on the values that government itself holds. The problem, however, is that flexibility like this is challenging to implement in the real world where donors are accountable to their respective legislatures and every partner country government has a unique understanding of what is most valuable and how to incorporate this into medium term national development strategies.

When donor policy does not meet the above-mentioned ideals for alignment, flexibility within donors' existing procedures becomes a valuable inter-mediate step that enables country level joint multi-annual programming. As such, respondents were asked to what extent they are able to provide developments assistance without agreeing a formal country strategy. Donors that are able to do this have a unique ability to respond to a joint programming strategy without the administrative work incurred in obtaining formal approval for a particular strategy. When asked, it is interesting to note that almost two thirds of respondents (64%) are able to fund country programmes without specific country strategies in place and/or without having to sign off on a country strategy[9]. This means that should donors design a joint multi-annual strategy at the country level, two thirds of respondents would be able to materially support that strategy by means of a *management* decision.

Funding without Having a Country Programming Document in place (N=22)



While flexibility is procedurally possible, what decision making is required to enable this very much depends on the institutional will and/or management decisions of the particular donor. Some donors, for example, argued that this possibility had only previously been used in 'special' circumstances. This holds for Italy and Portugal citing responses to emergency and/or humanitarian situations, Spain referring to high-level political commitments such as in Iraq. The European Commission, in principle always requires a country strategy paper, but has allowed ad-hoc programming usually from the "B-

[9] Switzerland is only exceptionally able to fund substantial programmes without a country strategy in place.

envelope" (for unforeseen needs) in special country cases such as with Somalia, Zimbabwe and North Korea.

Other examples where this flexibility was invoked include countries covered under regional operational plans, e.g. with the United Kingdom in relation to countries in the Caribbean, with Finland through thematic cooperation under regional programmes such as the "Wider Europe Initiative" and with the Netherlands, through 'policy theme departments'.

The practice of providing support with country programming documents varies widely: from 5% (Spain), to 44% (Luxembourg), 60% (Czech Republic) and to almost all aid provided by Poland, Cyprus, Greece, Romania and Slovenia. For some donors country programming documents are in place only for priority countries (Portugal, Finland and Italy). For other respondents country programming documents are used in all bilateral partner countries (Netherlands).

1.1.6 Country Strategies and Financial Commitments

For some donors a country strategy can be not much more than a policy commitment or simply propose an agreed methodology for how development activities at the country level can be supported. In these cases, donors tend to separate the country strategy from their financial commitments. For example, under the European Commission's European Development Fund, the Country Strategy Paper is a policy document while the National Indicative Plan (essentially a management tool setting out objectives, areas of cooperation, target groups, results, resources needed as well as a financing modality for budget support), provides the basis for a financial commitment. In cases where there is limited flexibility to adjust to country level joint programming, having separate strategy and financial commitments documents can provide some flexibility to respond joint programming. The reason for this is because for some donors the spectre of committing financial resources in a jointly agreed programme is seen as a possible threat to autonomy and due financial oversight. Having separate financial and strategy papers allows a donor to support the strategy while still reserving the right to independently assess the feasibility of funding jointly agreed priorities.

Of respondents that routinely have country programming documents in place half make financial commitments on a separate basis. This means that for half of the respondents that have country strategy papers, they are able to support joint multi-annual country level programming at a strategy level without needing specific approval in terms of committing financial resources.

Financial Commitments in Country Strategy Papers (N=20)

No Additional Documentary Requirements	50.00%
Additional Documentary Requirements	50.00%

Of those respondents required to provide additional financial documentary support, there is a wide divergence in the time of financing document used: The Netherlands needs to include a specific financing plan as well as a Strategic Governance and Corruption Analysis, the Czech Republic is required to provide approved annual funding documents and Sweden requires annual work-plans; the UK requires a Workforce Planning Tool. In the case of Ireland financial and implementation work plans are not separate documents but are included in their country strategy paper.

1.2 Capacity to Implement Joint Programming

EU donors have made a number of commitments to joint programming. In the section below respondents were asked to record to what extent they have adopted principles of joint programming in their decision making, procedures and standard formats. This is particularly important because as donors increasingly adopt the practice of drafting their own country strategy papers, the extent to which these papers incorporate common features is an indicator of the extra workload potentially incurred in moving to joint programming.

Key findings:

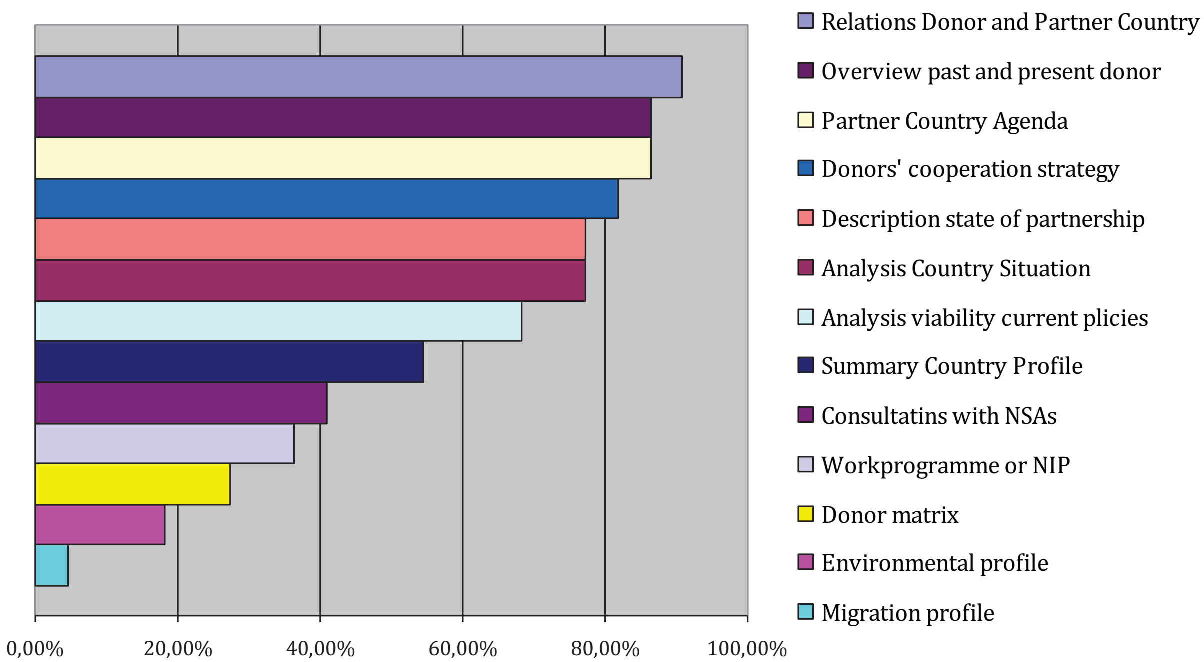
- The 2006 EU Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming has had a positive impact on donor practices. Although not all components have been adopted, the relatively high adoption rate is a positive indicator of preparedness for joint programming at country level.
- Referencing PRSPs in country planning is an important step to coordination with EU and non-EU donors because PRSPs tend to enjoy wide donor buy in. However, only the Czech Republic, Luxembourg, Netherlands, Austria, Portugal and the EC are required to refer to PRSPs where applicable. Finland and Spain do so for national development strategies.
- EU donors rank 'Alignment with National Strategies' and 'Support in sectors comparative advantages' as very important considerations in designing country strategies. This is a good indicator for willingness to improve EU harmonisation with country level programming cycles.
- Funds are typically committed for one or three years. Financial allocations to partner countries are largely done annually. The longest financial commitment possible is eight years for Germany. Belgium, Luxembourg, Finland, Netherlands and Sweden face no official limits on how long they can commit resources to country programming for.
- The inability to make longer financial commitments could be an impediment to aligning with partner country development plans as medium-term development plans tend to be four years or more. Donors are, however, able to exceptionally extend financial commitments; this practice is often used to better align with partner country strategies or to allow participation in joint programming, e.g. in the case of Portugal, and to support joint assistance strategies (JAS) in the cases of Mozambique and Zambia.
- Capacity to substantively change the direction of country programme strategies on the basis of a mid-term review is a good intermediate indicator for the ability of donors to support joint programmes even if they already have country strategies in place. Because the majority of EU donors are able to use a mid-term review to adjust their existing country strategy, there is a strong possibility for EU donors to progressively synchronise to a joint programme (as opposed to signing on from the beginning). This implies that high-level institutional support for joint programming could use periodic review mechanism as an interim tool to adjust country strategies in support of joint strategies. Changes of this kind are generally formalised in less than three months.

- The ability to use partner country systems is a policy widely supported. However, use of country systems is context specific. Belgium, Denmark, Finland, Italy, Ireland, the Netherlands, Portugal, Romania, Sweden, and the EC cited examples of adopting partner country data collection, reporting systems, targets, statistics and/or timing. Use of country systems is more typically associated with the use of sector and/or general budget support.
- The majority of respondents incorporate aid effectiveness indicators in their monitoring and evaluation. High level support for aid effectiveness targets is strongly associated with support for joint multi-annual programming at the country level.

1.2.1 Extent to Which Country Strategy Papers use Common Components

In 2006, EU donors agreed a *European Union Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming* to facilitate better cooperation at the country level. In an effort to measure the reach of this 2006 common framework, respondents were asked to indicate which of the key components of the common framework are already included in their respective country strategy requirements. The more donors use common components the easier it is to agree the structure of a joint multi-annual programming document.

Components of EU Common Framework for CSP Adopted by Respondents (N=22)



Of the thirteen components of the EU Common Framework, four components feature in four fifths of respondents' country strategy papers. More than half the respondents use three fifths of the common components. The least used are the environment and migration analysis components. Only a quarter of donors require a *donor matrix* in their country strategy papers; this is a notable impediment to better joint programming as routinely including a donor matrix tends to raise policy makers awareness of the need for a coordinated approach at country level. That being said the relatively high use of common components from the *2006 EU Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming* is a positive indicator of preparedness for joint multi-annual programming at the country level. It is also worth noting that this is not just coincidence; a number of respondents commented that their use of common components is the result of a management decision.

1.2.2 Legal Basis: Requirement of a PRSP

While the *2006 EU Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming* appears to have had an impact on how country programming is made, less than a quarter of respondents currently have a requirement to use *Poverty Reduction Strategy Papers* (PRSP). This also applies to Switzerland that is not required to reference PRSP documents in country strategies. Only the Czech Republic, Luxembourg, Netherlands, Austria, Portugal and the European Commission are required to refer to the PRSP where applicable. Finland and Spain do not require a reference to the PRSP but do to the partner country national development strategy. Referencing PRSPs in country planning is an important step to coordination with donors outside the European family.

The Role of PRSPs in Country Strategy Papers (N=27)

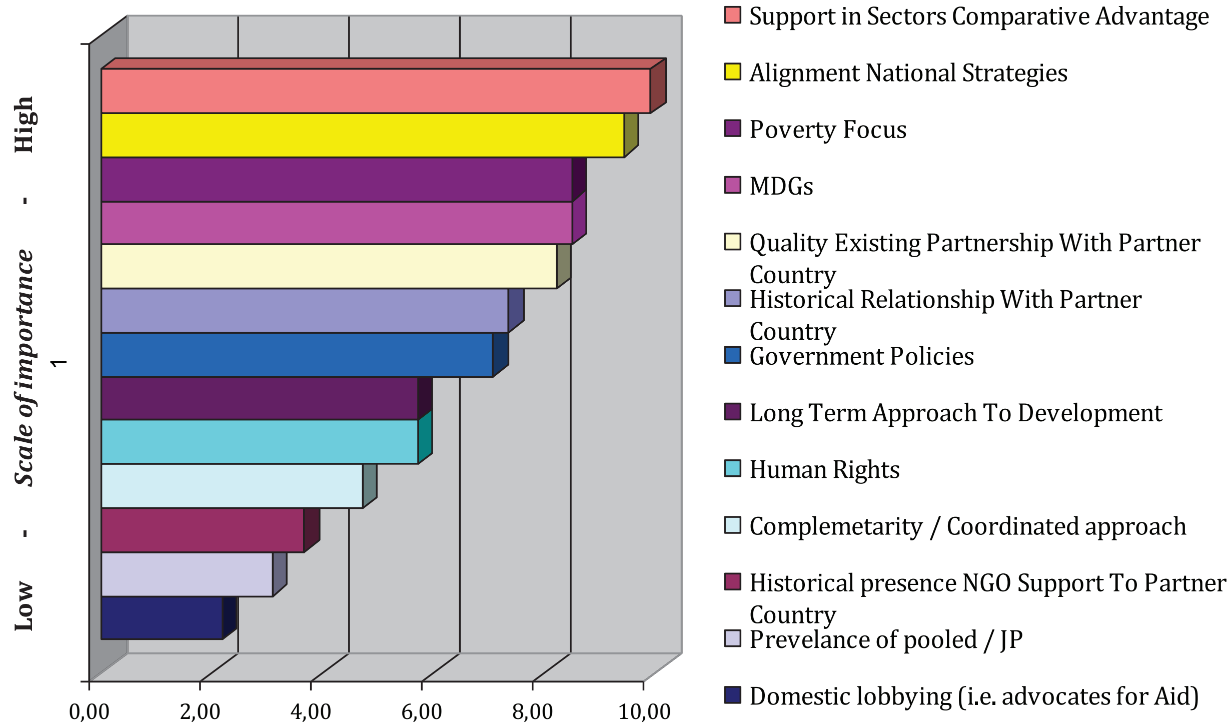
Reference to PRSP Not Required	77.78%
Reference to PRSP Required	22.22%

1.2.3 Ranking of AE principles supporting Joint Programming

Because aid effectiveness (AE) principles are closely aligned to joint programming, respondents were asked to rate the key principles relevant to country selection and sector focus, supporting joint programming.

The AE principles that respondents rank highest[10] are 'Support in sectors of comparative advantage' and 'Alignment with national Strategies'. 'Prevalence of pooled funding or joint programmes' and 'domestic lobbying' are ranked as least important for donor decision making. The relatively high ranking of 'Alignment with National Strategies' could be seen as a good enabling indicator of willingness to support joint multi-annual programming because if implemented, it enables better synchronisation with national programming cycles. Additionally respondents' interest in providing support to 'sectors of comparative advantage' also enables joint programming because this could be a motivator to work better with other donors to provide a comprehensive response.

Importance of Key Principles in Selecting Partner countries and Sector Focus (N=28)



[10] Switzerland ranks "having a poverty focus" and "taking a long-term approach to development" highest in selecting partner countries and sector focus.

1.2.4 Funding Synchronised with Country Planning Cycles/Joint Programming Documents

Period Donors *Typically* Commit Funds in Programming Documents:

1 year	Poland, Czech Republic, Slovakia; Lithuania, Slovenia, Hungary (CSPs are policy papers, annual budgeting is done separately), Estonia (able to make commitments within 1 year of its budget cycle, and to plan multiannual projects for up to 3 years, depending on available recourses), and Germany (1-3 years - country commitments).
2 years	Finland (typically 2-4 years), Switzerland (2-6 years).
3 years	Italy, Portugal (3-4 years), Denmark (3-5 years), Spain (between 3 and 5 years), Austria (usually 3-5 years - indicative figures for each country strategy), Sweden (3-5 years - for the full period of the cooperation strategy).
4 years	Belgium, Luxembourg (4-5 years), Netherlands (Four year plans form the internal translation of the budgeting process i.e. the allocation of funds towards embassies and theme and forum divisions (budget holders)).
5 years	Ireland, France (In terms of strategy, a DCP is usually valid for 5 years. It does not commit funds per se; rather it is an indicative envelope for ODA to the respective country).
6 years	EC EDF: for whole period (but 6 years maximum), with a mid-term-review; EU budget: 3-4 years.
7 years	EC (DCI) (divided in periods of 4 year implementation plans; 2007-2010 and 3 year implementation plans 2011-2013).

For most respondents financial allocations to partner countries are revised annually. Exceptions include Portugal and Estonia (bi-annual), France (mid-term review every 2.5 years), the EC (during MTR and where necessary through ad hoc reviews (for duly justified reasons), Belgium (every 4 years), Luxembourg (every 4-5 years), Sweden (when drafting a new strategy), and Slovenia (with budget revisions).

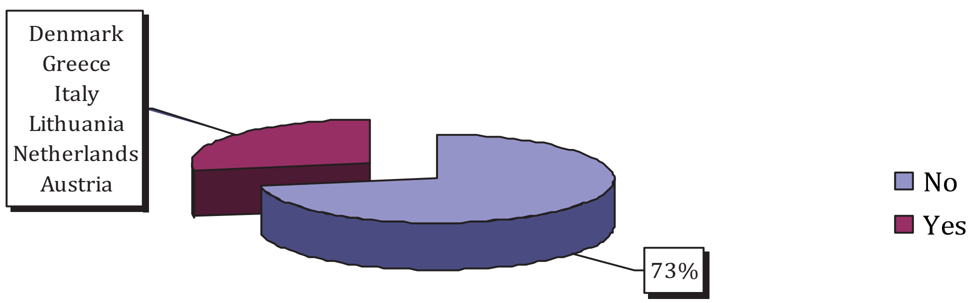
***Maximum Permitted* Duration of Bilateral Financial Commitments**

1 year	Czech Republic, Poland (multi-year programming is possible by splitting project proposals into annual allocations), Lithuania, Latvia, Ireland, Romania, Estonia (1-3) and Slovakia.
3 years	Italy, Greece, Austria (exceptionally up to 5 years)
4 years	Portugal, Cyprus, Slovenia
5 years	Denmark, Spain
6 years	EC (EDF – 2008 – 2013), Switzerland
7 years	EC (DCI – 2007 – 2013)
8 years	Germany (Programme progress impacts disbursements. New allocations (inter-governmental negotiations) are given every 2 years (1 or 3 years being exceptions).
No formal limits	Belgium, Luxembourg, Sweden (as long as parliament delegates authority to enter commitments, however regular agreements usually do not exceed 3-5 years); the Netherlands (Unlikely to commit for longer than four years); and Finland (Commitments are applied for in budget preparations and binding decisions on their use must be made during the fiscal year for which the authority is granted).

1.2.5 Capacity to Make Longer Financial Commitments

Respondents were asked to detail the maximum period they are permitted to make a bilateral commitment to a country programme for (above). Many donors are not able to make financial commitments for periods as long as most partner country medium-term development plans. As one of the biggest motivations for joint multi-annual programming at the country level is to align with and better support partner country development plans, an inability to make longer financial commitments can be an impediment. Only one quarter of respondents allow for exceptions to the duration of their standard financial commitment at country level. The Czech Republic, Poland, Latvia, Ireland, Romania, Estonia and Slovakia are restricted to making financial commitments on an annual basis and are not able to make exceptions; Greece and Hungry are able to make financial commitments for three years and not able to exceptionally extend this period. Partner country programming cycles (often in line with PRSPs) are rarely less than four years and usually five in duration. This means that the above-mentioned donors may have a challenge to making financial commitments for joint multi-annual programming at the country level.

Are you able to make exceptions to the period governing your bilateral commitments to partner countries? (N=22)



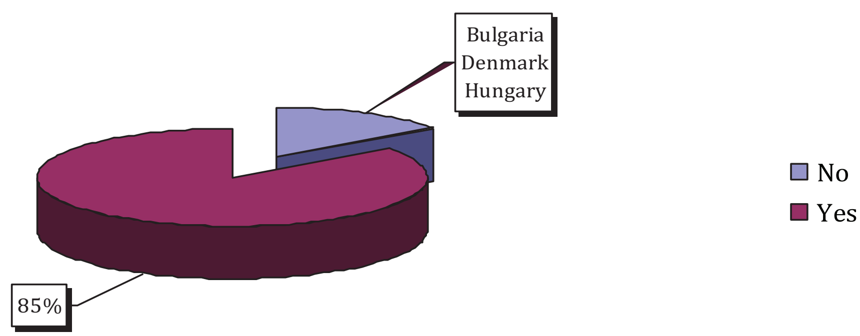
It is interesting to note that the examples mentioned in which donors exceptionally extended their financial commitments were to better align with partner country strategies (the longest being mentioned a six year commitment to Bhutan by Austria). Interesting for this study, a number of respondents also mentioned extending their financial commitments to join joint assistance strategies (JAS) in Mozambique and Zambia. Portugal also mentioned being exceptionally permitted to extend financial commitments to allow for participation in joint programming. Finally, the EC (EDF) allows for the exceptional use and reallocation from previous EDFs in case of unfinished activities.

While captured elsewhere, it is important for the reader to note the restraints preventing extension of financial commitment periods are the same that are intended as a disincentive for donors to delay implementation and roll over funds: for over half (54% of all respondents unused funds are equally returned to general budget (and subsequently returned to EU Member States in case in case of the EC (EDF).

1.2.6 Ability for Periodic Reviews to Result in Significant Changes to Country Strategies

One of the biggest challenges to joint multi-annual programming at the country level is differing programming timetables amongst donors. While, it is difficult to convince individual donors to change their programming cycle to align with the partner country government's, this challenge seems to pale in comparison to the task of aligning the programming cycles of multiple donors with that of the government's. Fortunately there is an intermediate in the form of review processes. On occasion significant changes in the way donors have set development priorities are picked up in reviews resulting in recommendations for substantial changes to programme strategy documents. The capacity to change direction on the basis of a mid-term review, then, is a good intermediate indicator for whether donors are able to support a joint programme without aligning their programme cycle. The vast majority of respondents (85%) confirmed they are able to significantly change their programme priorities or implementation plans on the basis of a mid-term review. This applies to Switzerland too. This means that should donors agree a joint multi-annual programme at country level, this development could be picked up and responded to through a periodic review. Only Bulgaria, Denmark and Hungary expressed reservations as to the extent of changes possible by way of a periodic review.

Graph 7: Can a Periodic Review Result in a Significant Change to Priorities? (N=20)



The frequency and extent of reviews and changes to programming vary widely amongst donors. For the Czech Republic changes in funding are possible every year but strategy tends to be adjusted in the mid-term review; the European Commission allows substantial changes to strategy *(and performance based increase or decrease in allocations)* on the basis of a mid-term review although funding envelopes for the European Development Fund are for five years, the mid-term review is three years into implementation.

At the same time it is important to note that the time it takes to formalise changes based on a periodic review differs substantially depending on the donors involved. Officially most respondents reported that formalising a change can be done in less than three months but in practice there is a risk that these reported timelines could be longer. That being said, the fact that for most respondents changes are procedurally possible implies that with sufficient political will the periodic review mechanism could be a useful tool to include donors in country level multi-annual programming.

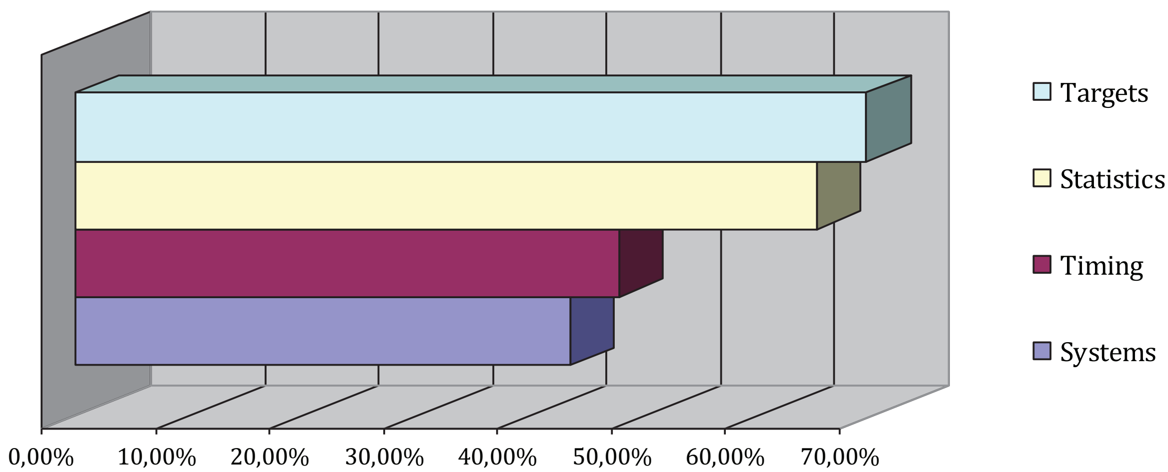
1.2.7 Use of Partner country Monitoring Systems

Joint multi-annual programming at the country level tends to be more appealing to potential participants when there is meaningful government ownership from the partner country. A key challenge to improving government ownership is supporting government identified priorities and measuring implementation on the same grounds the government does. When donors use different targets and monitoring systems to government beneficiaries fear a higher political risk because differing monitoring results can lead to disputes over performance. It is encouraging to note that more than two thirds (70%) of respondents use their beneficiaries' targets and just under two thirds (65%) use partner country government statistics. Aligning donor monitoring cycles to the beneficiaries' appears a little more difficult with less than half (48%) using partner country timetables, and only two fifths (43%) making use of partner country government data collection and reporting systems.

Use of Partner country Systems

Data Collection and Reporting Systems	43.48%
Statistics	65.22%
Timing	47.83%
Targets	69.57%

Use of partner country systems (n=23)



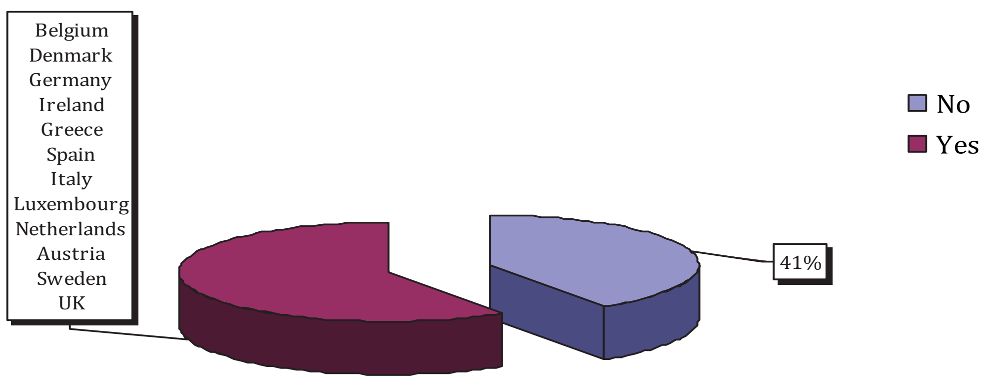
Respondents were quick to point out that the use of partner country systems is very much context specific (and often difficult in fragile states). Having said that, Belgium, Denmark, Finland, Italy, Ireland, the Netherlands, Portugal, Romania, Sweden, and the European Commission all cited examples in which they have adopted partner countries' data collection and reporting systems, targets statistics and timing, emphasising their willingness for country alignment, providing prospects for Joint Programming.

The use of country systems is more likely in circumstances where there is a long-term commitment to building the partnership between donors and beneficiaries; as would be expected this tends to coincide with the use of sector or general budget support. Finland, for example, pointed out that the use of country systems in country strategies is the norm when budget support is agreed. Portugal and Romania have adopted partner country systems in their strategy documents when supporting long term partnerships such as with Mozambique and Moldova respectively. For Denmark, Ireland, the Netherlands, Sweden and the EC (EDF) the use of country systems is the preferred modality and used whenever feasible. For the EC, timing of country strategy papers as well as targets is mutually agreed with the partner country government.

1.2.8 Monitoring Aid Effectiveness

Respondents were also asked to what extent aid effectiveness principles are captured in monitoring country strategies. Raising the profile and measuring to what extent donors are meeting their aid effectiveness commitments is important for joint multi-annual programming because the same narrative justification for aid effectiveness supports the need for joint multi-annual programming at the country level. This is primarily because joint multi-annual programming enables better government ownership by aligning with the beneficiaries programming cycle, harmonising the donor response and reducing transaction costs by using joint analysis and developing a common strategy. Three fifths of respondents (59%) include aid effectiveness indicators as part of their monitoring and evaluation systems. This applies to Switzerland too. (For a number of respondents, such as the Netherlands and the European Commission (EDF) performance indicators are routinely based on the Paris Declaration and Accra Agenda for Action and integrated in country project and programme evaluations (such as with the mid-term review of the 10th EDF where Aid Effectiveness was a cross-cutting theme).Even though respondents report a relatively high inclusion of aid effectiveness indicators, the fact that aid effectiveness indicators are not a norm in monitoring, could be interpreted as disappointing progress against existing commitments.

Inclusion of Aid Effectiveness Indicators in M&E (n=23)



1.2.9 Ability to do Joint Monitoring and Evaluation (M&E)

Joint monitoring and evaluation is valuable both because it encourages comparative assessments of methodologies used as well as promoting joint and coordinated responses to commonly identified challenges. The capacity to do joint monitoring and evaluation is also very important for joint multi-annual programming because the results often form the basis of future interventions. The more donors come to agree on what future interventions are necessary, the more likely they are to see joint programming as a useful tool. Unfortunately, only two fifths (42%) of respondents are procedurally able to do joint monitoring and evaluation. Traditional donors are more likely to be able to do joint monitoring and evaluation than emerging donors; this implies that there is some work to be done in better conveying good practices particularly in formulating new policies and procedures.

Capacity to do Joint Monitoring and Evaluation (n=24)

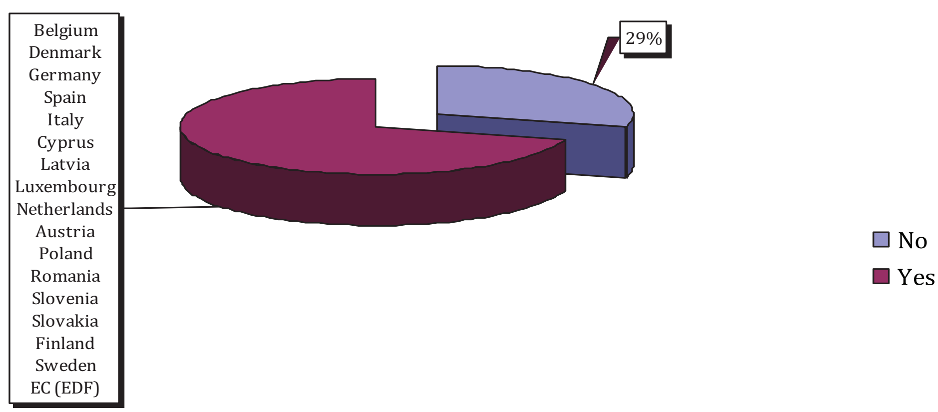
No capacity to do joint M&E	58,33%
Capacity to do joint M&E	41,67%

This being said, the majority of respondents commented on the successful use of joint monitoring and evaluation (M&E) in the use of pooled or basket funding mechanisms. It is also worth noting that joint monitoring and evaluation appears to be a generally agreed good practice when it comes to sector and general budget support and is becoming more common place in other programming modalities. Joint monitoring and evaluation is a preferred modality for the European Commission (EDF) and especially for programmes co-financed with other donors. A number of donors also mentioned their intention or growing use of joint M&E: Spain has recently used the modality in Senegal, Austria is doing so with sector programmes and Ireland and the UK have been conducting joint sector reviews in Tanzania. Switzerland does not routinely use joint monitoring and evaluation but this is growing. Finally, the use of delegated cooperation agreements has also led some donors to rethink their monitoring and evaluation requirements, Cyprus, for example, cited a case where monitoring and evaluation has been fully delegated to the implementing donor. Some donors are also actively trying to improve the use of joint monitoring and evaluation: the Netherlands has set a target of two fifths (40%) of all M&E.

1.2.10 Capacity to Use Joint M&E systems in Place of Own Systems

Quizzically more respondents (70%) reported being able to forego their own individual monitoring and evaluation requirements for joint monitoring and evaluation (above) that are able to actually participate. Switzerland reported being unable to forego their own monitoring and evaluation requirements in place of that done by a joint mechanism.

Capacity to merge M&E with Joint Country Strategy M&E (N=24)



In support of joint multi-annual county level programming, respondents tend to explain that joint programming necessarily should include joint monitoring and evaluation. For some of the emerging donors (such as Poland), the absence of prescriptive evaluation requirements make it easier to adopt those done by a joint initiative. The Netherlands responded that they promote the importance of division of labour with other donors in conducting monitoring and evaluating joint initiatives.

For those respondents unable to merge their monitoring and evaluation requirements with joint initiatives, impediments include legal restrictions (e.g. for Bulgaria), lack of administrative provisions (Greece) and most commonly the lack of a clear policy or management decision.

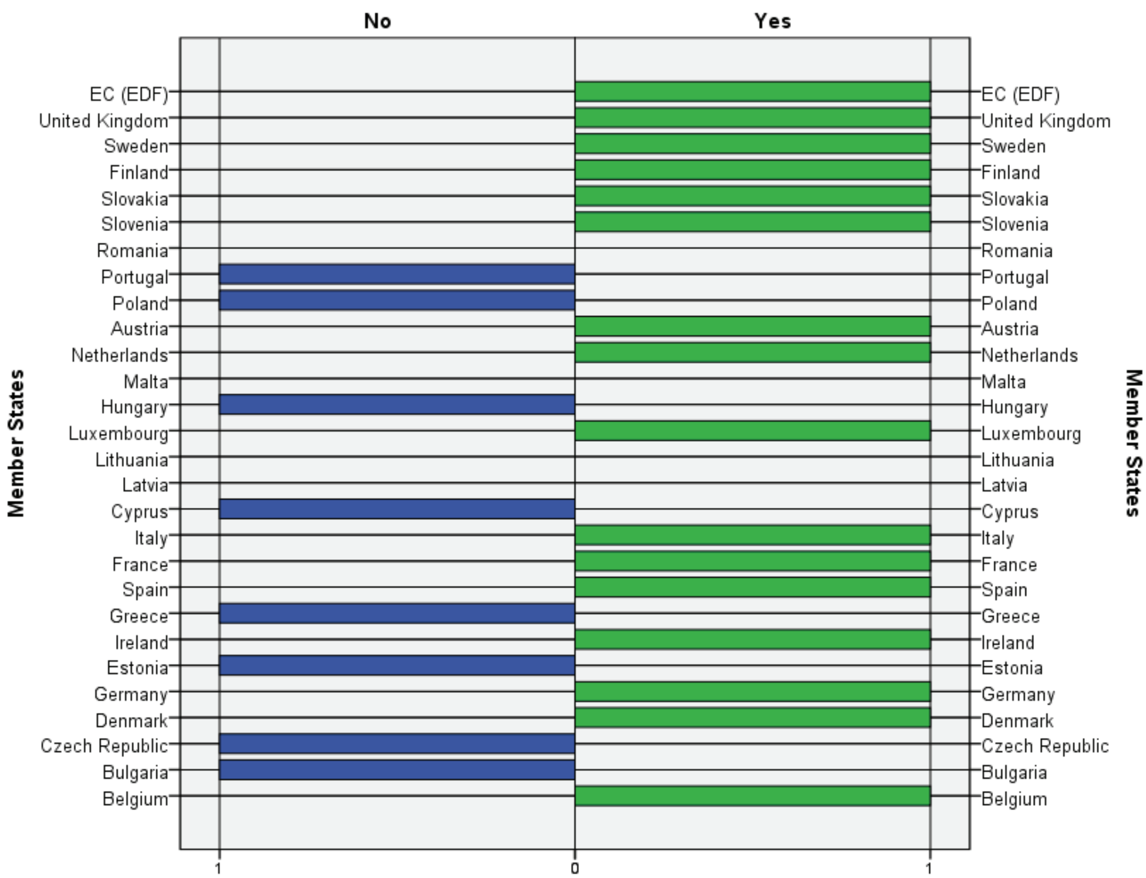
1.2.11 Capacity to Provide Support Through a Joint Country Strategy Paper

Two thirds (67%) of respondents reported being procedurally able to mobilise support on the basis of a joint programming document signed with EU donors. Furthermore, the same conditions apply to the majority of respondents (except Lithuania and Romania) when joint programming documents are signed by non-European donors[11].

Capacity to Provide Support to Joint Programming Documents signed with European Union and non-EU donors (N=24 first question; N=26 second question)

Signed with EU donors	No	33.33%
	Yes	66.67%
Signed with non-EU donors	No	38.46%
	Yes	61.54%

Support through JP document signed with (non-)EU donors



One of the most self-evident benefits to developing a joint multi-annual country programming document is that it results in decreased transaction costs because participants are at least partially relieved from the responsibility of developing their own country strategy papers.

[11] Switzerland is not able to mobilize funds purely on the basis of a joint programming document.

1.2.12 Ability to *Replace* Individual Country Strategy Paper with a Joint Programming Document

A third of respondents reported that even if a joint programme were agreed with EU donors, they would still be required to draft their own strategy documents. This is currently still the case for Ireland, France (from 2014), Italy, Netherlands, Finland and the UK. The EC (EDF) is not formally obliged to develop a separate country strategy paper; in the case where a joint country strategy papers is being used, however, the EC would still need to formulate separate annual action plans.

Obliged to Develop Bilateral Plan alongside a Joint Programming Document?

Signed with EU donors (N=18)	No	66,67%
	Yes	33,33%
Signed with non-EU donors (N=19)	No	63,16%
	Yes	36,84%

A number of problematic restrictions were cited by respondents implying significant impediments to joint programming reducing transaction costs. These restrictions are essentially grounded in internal organisational procedures, common practices and processes. For example, for the UK a ministerial decision is required to relinquish their obligation to develop their individual bilateral country programming documents; Ireland needs to develop their individual country strategy papers to programme resources.

At the same time a number of respondents pointed out significant exceptions to the requirements have been made in the past. For Italy the obligation for country programming documents does not hold for the Middle-East and North Africa (MENA) region. Finland points out that if the timing of the joint planning process were to coincide well with the MFA HQ planning cycle, no additional bilateral plans would be necessary. For Spain there are no significant procedural barriers as the law and regulations require a political or strategic framework but there is no mention of whether this has to be on a bilateral or multilateral basis.

1.3 Progress to Date

Respondents were asked a number of questions to gauge to what extent their procedures, policies and practices have enabled participation in joint programming. Key amongst these, were questions intended to measure adoption of the *2006 European Union Common Framework for Country Strategy Papers and Joint Multi-Annual Programming*[12]. Respondents were also asked to what extent they emphasise close cooperation with donors entering or exiting countries. The reason for this is that entry or exit strategies tend to offer good opportunities for EU synchronisation at the country level.

Key findings:

- More than half (56%) of respondent have instructed their country offices to implement the *2006 European Union Common Framework for Country Strategy Papers and Joint Multi-Annual Programming.* More donors need to instruct the use of the common framework and at the same time those that have instructed so need to ensure these instructions are followed. Significant efforts to implement the common framework and to prepare for joint programming have been made by Italy, Sweden, Finland, France, Netherlands, Luxembourg and Spain.
- Over three quarters of respondents are required to consider coordinated approaches to project design. However, what this requirement means varies widely from being an administrative procedure to a presumed already met precondition to project design. The requirement to prioritise a coordinated approach is sporadically enforced and could go a long way to being better implemented.
- Two thirds of respondents are procedurally required to investigate the possibility of joint programming before concluding their country strategies. For, the remaining donors, joint programming is recommended or delegated to the country office. This implies slow implementation of joint programming is less due to procedural obstructions than to management practices.
- An important opportunity for joint programming is for donors to work with emerging and new donors as they are less likely to have established country strategy papers in place. Sweden, Ireland and Austria encourage their country offices to actively explore opportunities for cooperation with new and emerging donors at country level.
- Almost three quarters of respondents develop entry strategies when starting in new countries; these entry strategies are based on a review of existing donor country strategies. As such, the data strongly implies that approaching donors entering the country to support joint programmes is likely to bear fruits.
- The vast majority of respondents are procedurally or legally required to consult the partner country government before designing strategies. Most respondents are also required to consult local civil society, the private sector and other embassies in country. Common practices of consulting widely and with other donors should mean that joint programming could be an extension of existing coordination practices and efforts to avoid duplication.

[12] Although a like-minded donor, Switzerland, not being a member of the EU, many of the questions in this section do not apply.

1.3.1 Management Support for Joint Multi-Annual Programming

Just over half of respondents (56%) reported they have given specific instructions to their country offices to implement the 2006 framework on country strategy papers and joint multi-annual programming. Agreeing policy is important but unless more donors are proactive in tasking their country offices with implementing policy this absence of institutional will is likely to continue to generate significant headwinds to implementation.

Table 12: Have you Instructed the use of the 2006 EU Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming (N=25)

Internal instructions CSP and JMP	No	44%
	Yes	56%

While nearly half of respondents are not actively instructing the use of the common framework, a number of key donors have made significant efforts to meet their commitments to using it. Italy recommended its Africa offices increase participation in European donor coordination. Sweden sees itself as a strong advocate for joint monitoring and evaluation and encourages participation in Joint Assistance Strategies. Finland and Ireland have incorporated the *2006 EU Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programmes* (CFCSP) into their guidelines for country strategy papers. The same holds for the EC (EDF) that has instructed all Delegations on (the use of) the CFCSP and is already in use in some cases. France and the Netherlands regularly brief their country offices by urging better participation in EU division of labour and greater use of the CFCSP. Luxembourg emphasises the use of the CFCSP in coordination with other donors and Spain is revising its procedures so that in 2011 its goals of increasing joint programming include the use of the CFCSP as a recommended. Poland and Portugal are revising their respective guidelines and considering greater emphasis of the common framework.

1.3.2 Coordination requirements

Over three quarters (78%) of respondents have requirements to consider coordinated approaches to project design and/or to contextualise their initiative when justifying specific projects.

Coordination Requirements (N=23)

No Coordination requirements	21,74%
Coordination requirements	78,26%

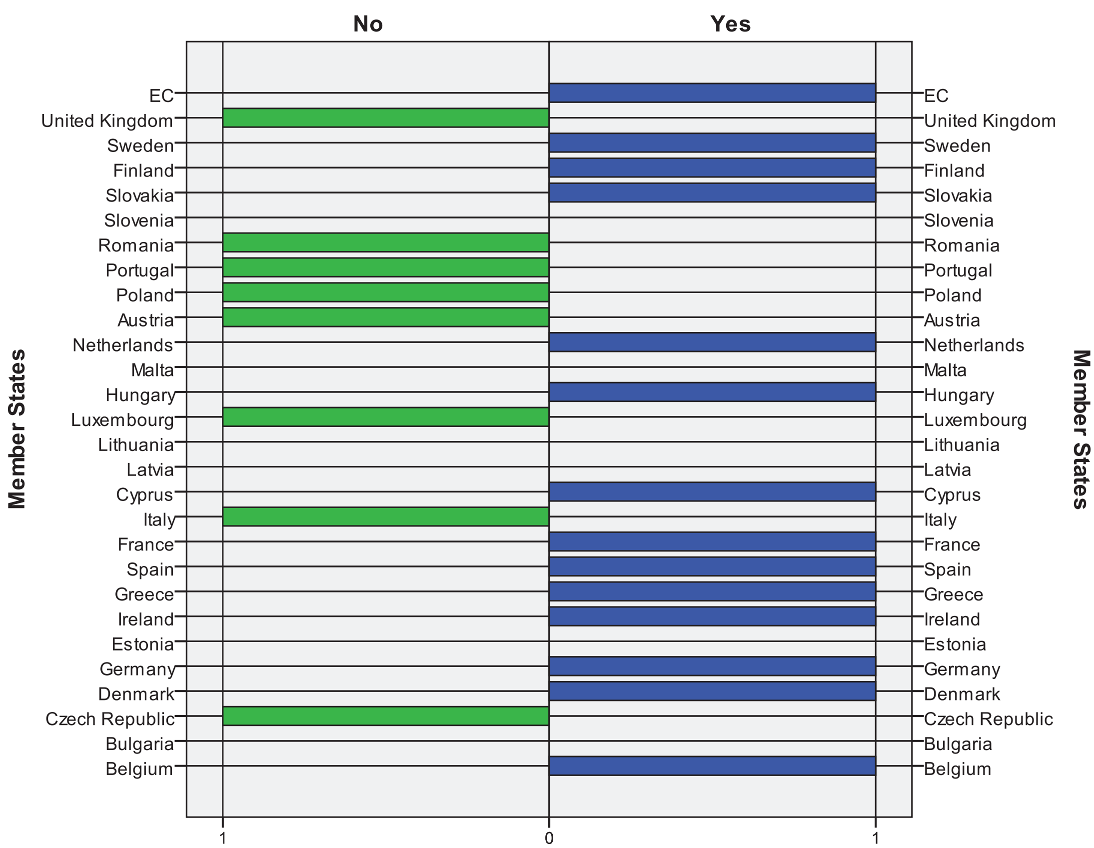
This being said, what this requirement actually means varies widely sometimes being seen only as an administrative requirement and in other cases a presumed already met precondition to project design. The data implies that the requirement to prioritise a coordinated approach is sporadically enforced although for the European Commission (EDF), it is part of the policy dialogue with the partner country government and a requirement for developing country strategy papers.

1.3.3 Requirement to Consider Joint Programming when Formulating Country Strategy

Two thirds (64%) of respondents are procedurally required to review or investigate the possibility of supporting a joint programme before concluding their country strategies. A number of donors delegate this authority to the country level; Spain will revise its procedures in 2011 with a strong likelihood that joint programming will feature more prominently.

For Austria this is considered a recommendation not a requirement and for the UK joint programming is only considered when seen as an appropriate response to the country context. Switzerland is not required to consider joint programming or other donor strategies before approving their country strategy papers.

Are you required to consider the use of Joint Programming before drafting your respective Country Strategy?



1.3.4 Engaging New Donors when They Enter Partner countries

Convincing established donors to replace their existing strategies with a joint one can be challenging because donors often see their respective strategies as a refined document and a culmination of hard and often long built relationships with partner country governments. When new donors start cooperation in country they are often faced with the task of designing their respective strategy without the benefit of lessons learned. There is some evidence to imply that joint multi-annual programming is easier supported by donors that do not have a mature country strategy in place. As such an important opportunity for joint programming is for donors to work with emerging and new donors to the partner country. However, (72%) respondents as well as Switzerland report not being required by their headquarters to actively engage and coordinate with new donors entering the respective partner country.

Requirements to Work with New Donors when they Entering the Country

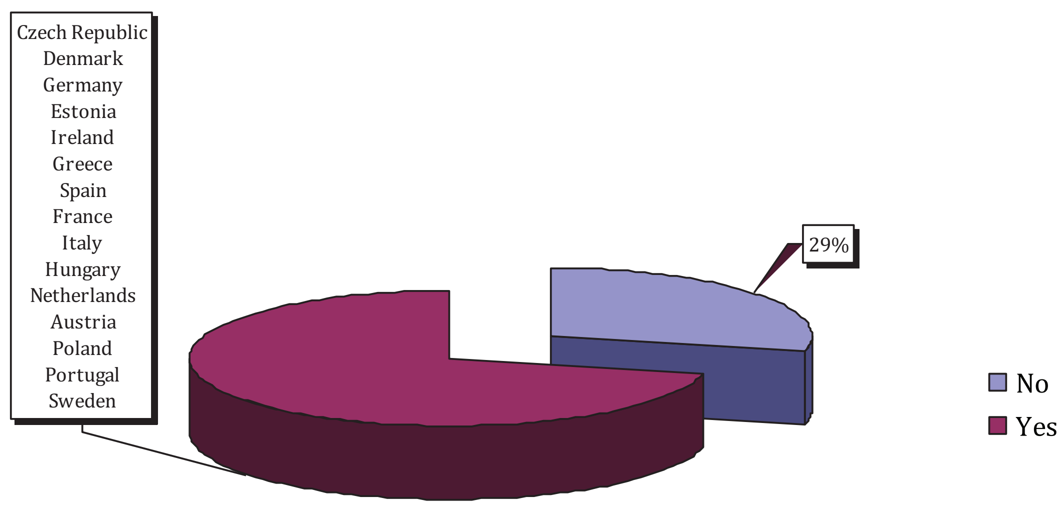
No requirements	72,73%
Requirements	27,27%

Despite the generally negative response to this question, Sweden, Ireland and Austria reported that their line management encourages their country offices to explore opportunities for cooperation with new and emerging donors at the country level. One noticeable challenge, however, is that a number of respondents reported they do not have the mandate or formal requirement to coordinate with new or emerging donors unless they are part of the country based formal coordination structure. As these structures are largely unregulated, resistance by a few donors to new entrants could potentially be an impediment to better coordination and involving new and emerging donors in joint programming.

1.3.5 Use of Entry Strategies

Almost three quarters of respondents confirmed that when starting cooperation in new countries they develop entry strategies that are based on a review of existing donor country strategies. Although not formally required, this is the norm for Switzerland too. This is important for joint programming because if donors entering a country base their strategy on existing donor strategies and existing donors largely do not engage newly arriving donors, then an important opportunity for improved cooperation (joint programming) is lost. After all if existing donors proactively invited new and emerging donors to participate in joint multi-annual programming at the country level, then the trend to use existing strategies will only improve the likelihood of donors using a joint programming approach.

Entry Strategies (based on review other Donors' strategies) (N=21)

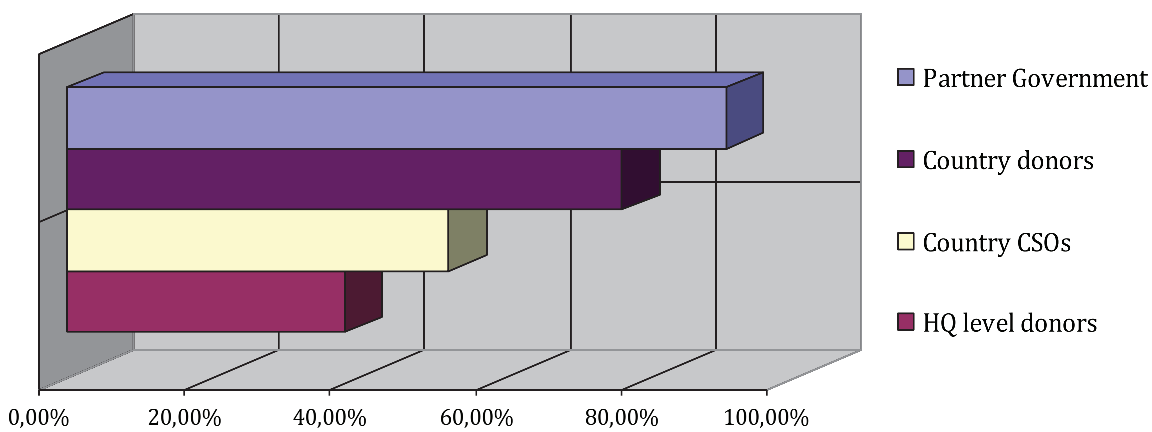


Of those respondents that answered in the negative, the UK and Luxembourg did so because they have no stated plans to start cooperation in new counties as did the European Commission for EDF that only works in ACP countries. The remaining respondents commented that even though a review of other donor strategies is not formally required, it tends to be a common practice.

1.3.6 Actors Consulted when drafting Programming Documents

As would reasonably be expected most respondents (90%) are required to consult the partner country government in drafting their country programming documents. Only three quarters of respondents are required to consult other donors at the country level and only a third to consult other donors at headquarters level in formulating country strategies. Considering the fact that centralisation of many donor decision making structures, it would be ideal if a greater proportion of donors consulted other donors at both the headquarters and country level in formulating their respective country strategy and programming documents.

Actors Consulted when drafting Country Programming Document [13](N=21)



In terms of consulting a wider group of stakeholders, it is important to recognise that most respondents routinely consult with local civil society representative embassies at the country level (Poland) and the private sector (Finland). For the EC with EDF, member states' representations in-country and working in the same sector are consulted and often invited to provide inputs.A number of donors such as the Netherlands and UK report going to considerable lengths to consult as widely as possible in formulating their respective country strategies.

[13] Switzerland asks for inputs from country level donors, civil society and the partner government but does not routinely consult donors at headquarter level on country strategy formulation.

1.4. Flexibility to Respond to Partner countries

At the country level joint programming often mobilises significant institutional support because of a perceived need to synchronise EU responses to partner country government priorities and plans. Respondents were asked a number of questions to measure to what extent they are able to respond to partner country government programming cycles and development priorities.

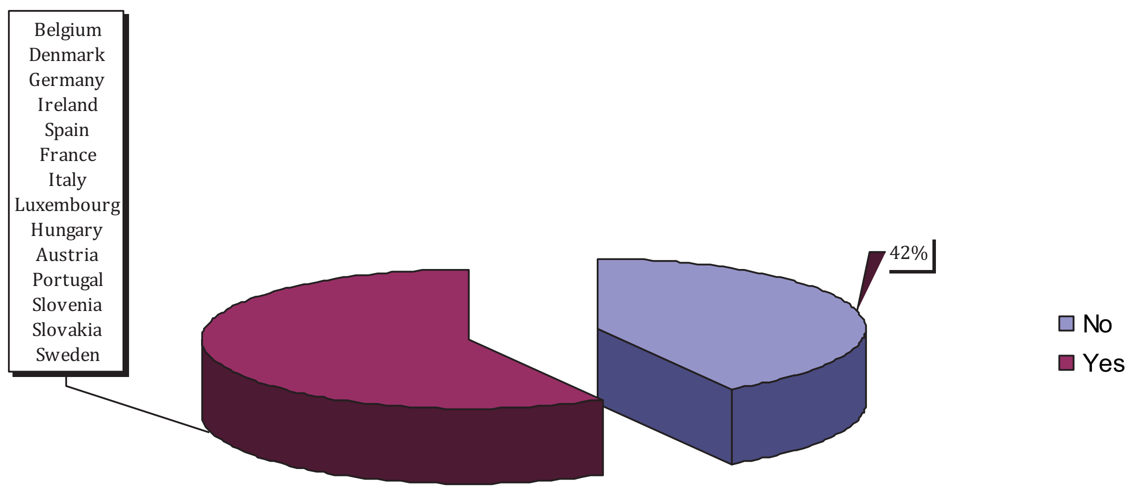
Key findings:

- Being unable to change one's programming cycle to be in line with that of the partner country government and/or a joint multi-annual programme is a challenge to participation. Half of all respondents reported that their procedures and legislation make it difficult to adjust their funding and programming cycles to that of the partner country government. In many cases, to adjust programming cycles requires changes to the whole budget cycle; when possible these changes can take more than a year to approve.
- Rolling strategies are a good tool for donors that have existing strategies but want to align with a partner country programming cycle. Rolling strategies are possible for more than half (52%) of respondents. For those unable to use rolling strategies, the common impediments are procedural constraints, financial rules and regulations or lengthy approval processes.
- The duration of programming cycles is frequently more than a procedural decision: for some respondents this is a political decision, for others strongly determined by internal budgeting plans and for others strongly influenced by the perceived quality of the partnership with partner countries.
- Joint programming is motivated by many of the same aid effectiveness principles that encourage better coordination; notably the use of joint programming as a European prerogative featured less prominently than some hope.
- There are strong indications that in the medium term future donors will significantly adjust the type of assistance provided and which countries they will support. More than a third of respondents have a policy or plan to phase-out of middle income countries (MICs); two fifths plan to increase funding to fragile states. If approached strategically, these shifts in priorities could enable joint programming at the country level.

1.4.1 Ability to Align with Partner country Programming Cycles

A significant challenge to county based joint multi-annual programming is that almost half of respondents are not able to adjust their funding and programming cycles to that of the partner country government.

Can you align Your Programming Cycle to the Partner countries'? (N=24)



Fixed programming cycles are still the norm for most respondents. Even though the capacity to adjust to partner country cycles is there, it is still rarely used for many donors (see section 2). The inability and/or reluctance to change programming cycles to that of the partner country should be considered a significant obstacle to joint programming at the country level.

Current Programming Cycles

2006	**France** (current period: 2006-2010. next period: 2011-2013) France plans to adjust to align with the next EU programming cycle starting in 2014. (France adjusted its standard cycle before: e.g. Palestinian Authority: 2008/2010; DRC: 2007 adjusted in 2008 to better adapt to local contexts). **Luxembourg** (current period: 2006/7-2010/11; next period: 2011/12-2015/16) One year is necessary to finalise dialogue with recipient country. Start preparation: 2010. (If possible the period will be matched with recipient country).
2007	**EC (DCI)** (current period: 2007-2013; next period: 2013-2022, assuming the next financial perspectives will last for 10 years). Coincides with the duration of the EU multi-annual financial framework; Will start preparation in 2012 and is possible, in principle, to adjust to country cycles. **Finland** (current period: 2007-2011; Next period: 2011-2015). Start preparation: 2011. Country assistance plans are updated in connection with bilateral consultations, the timing of which varies between partners depending on country circumstances (typically 2-3 years). **Switzerland** (current period: 2007-2012; Next period 2008-2013). Start preparation: 2011.
2008	**Netherlands** (current period: 2008-2011). Start preparation: 2011. **Hungary** (current period: 2008-2010.) Start preparation: 2011. **EC EDF** (10thEDF: 2008-2013. Next: 2014-?) Aligned with next multiannual financial framework starting in 2014 when the current EDF expires. Preparations start: 2012.
2010	**Italy** (current period: 2010-2012). Start preparation: 2010. Able to adjust cycle for countries where emergencies. **Germany:** Funds are allocated in different cycles (biannually, exceptions are annual or tri-annual allocations), Periods can be adapted (rolling planning) according to partner country circumstances. Joint decisions with partner countries on focal sectors have a 10 year horizon. Changes are possible. Start preparation: 2010.
2011	**Cyprus** (2011-2015) The second five-year period after the first programming cycle which was introduced after EU accession (2006-2010). Start preparation: 2011. No adjustment possible. Even though the 2006-2010 strategy expires, it will continue to be in effect until the approval of the new strategy; **Czech Republic** (2011-2017) aligned with the Czech Development Cooperation Strategy approved in May 2010. Start preparation: 2010. No adjustments; **Estonia** (Next period: 2011-2015) aligned with the Development Strategy for Estonian Development Cooperation and Humanitarian Aid for 2011-2015. Start preparation: 2011. **Greece** (2011-2015). Start preparation: 2010. No adjustments; **UK** (2011/12 - 2014/15); Period covered by the Comprehensive Spending Review. Start preparation: 2010. **Austria** (Most strategies last until the end of 2013 (latest) in order to allow coordinating cycles for new programs with EC and other MS in 2014). Start preparation: 2011. Adjustments possible.
2012	**Slovenia** (2012 – 2015) Parliamentary Resolution on international development cooperation until 2015. Start preparation: 2011. **Poland (N/A)**; plans are underway to develop a 5 years programming document for the years 2012-2016. Start preparation: 2011

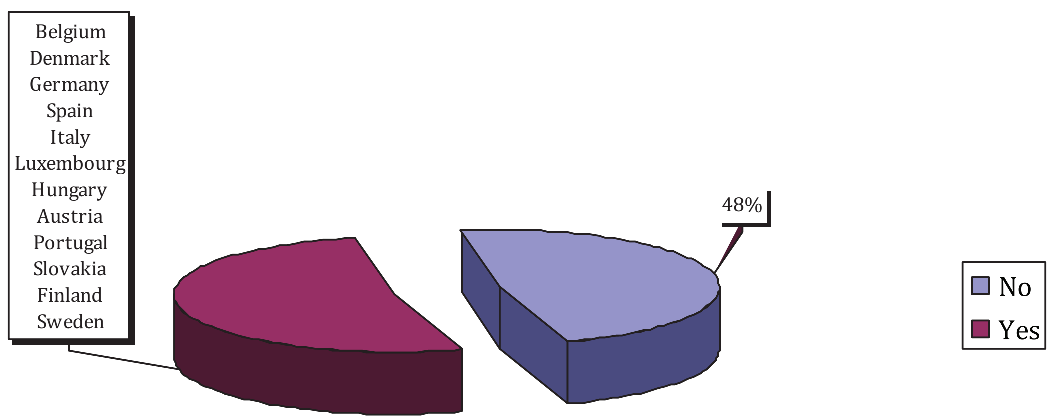
Ireland does not have a standard aligned programme period for country strategy papers (CSPs). However each CSP is for 5 years and is based on partner country national development plans. For Romania, the national budget is provided entirely on an annual basis.

1.4.2 Rolling Strategies

A rolling strategy is a fixed term strategy that can be updated in any given year. This means that if a donor were to agree a five year rolling strategy in 2010 and concluding in 2015, the donor could revise and extend the strategy in 2011 (or any other year) so that it covers the five year period 2012 to 2016. The ability to use a rolling strategy is not essential for joint multi-annual programming. However, it is a useful tool for donors that have existing strategies that need to be aligned with a partner country programming cycle: in theory the donor in question could revise and extend their existing strategy in support of joint programme rather than have to end their current strategy early.

Surprisingly, the flexibility to use rolling strategies is available to the majority (52%) of respondents.

Ability to use Rolling Strategies (N=23)



Portugal used a rolling strategy in Mozambique to align with the extension of Mozambique's Poverty Reduction Strategy Paper. Germany has managed to use this modality to make commitment up to a ten year implementation period. For Finland, annual updates and rolling strategies is not an atypical approach to planning. Spain is able to do rolling strategies but pointed out that are logistical constraints in doing so often involves coordinating a large number of stakeholders. Switzerland is not able to use rolling strategies.

1.4.3 Authorisation to Change Programme Cycles to Meet National Cycles

The majority of respondents commented that regardless their respective procedures there is a policy interest in better aligning with partner country development timetables. Denmark promotes alignment and with joint strategies, Spain is aiming to better align their future programming with country cycles. Luxembourg aims to match their programming with recipient country planning. Sweden specifically mentioned the intention to align their cycle to better allow for EU joint programming.

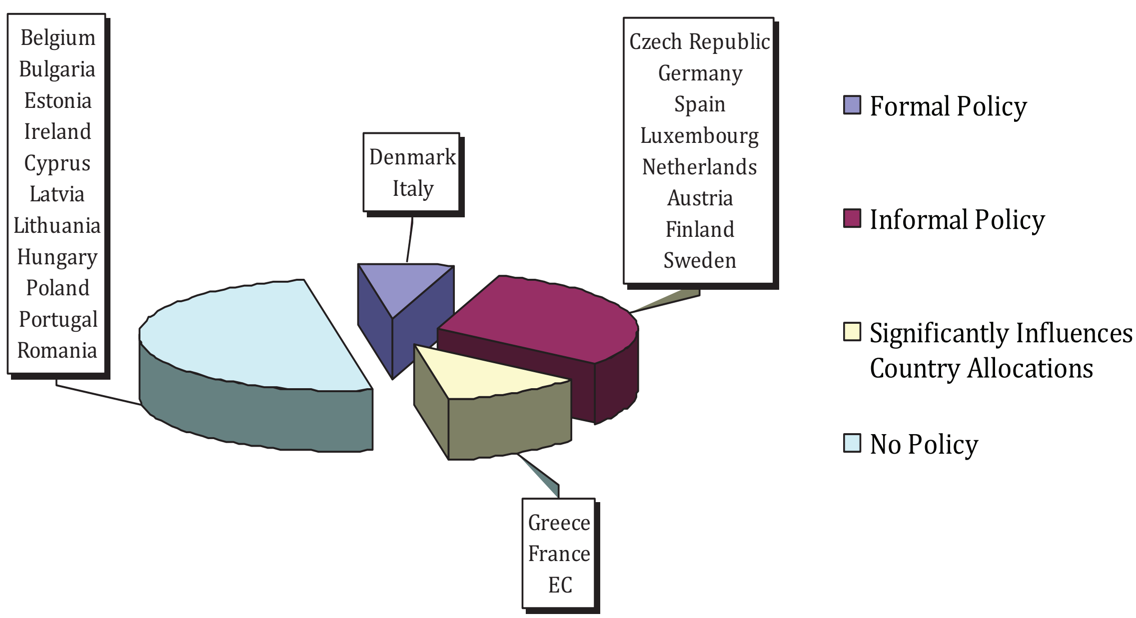
Romania and the European Commission are strongly guided by restraints imposed by their respective budgeting authorities.

Shortest period used		***Longest period used***	
1 year	Ireland, Germany		
2 years	France (exceptionally), EC (DCI) (2,5 years), Switzerland		
3 years	Italy, Sweden, Portugal, Austria (3-4 years), Denmark, Spain, Hungary	**3 years**	Italy, Hungary (both same as shortest), Germany
4 years	Belgium, Luxembourg	**4 years**	Belgium (same as shortest), Portugal,
		5 years	Sweden, Ireland, Denmark, France, Luxembourg, Spain
		6 years	Austria, EC (EDF), Switzerland
		7 years	EC (DCI)

1.4.4 Changing Partner countries: Phasing out of Middle Income Countries and Greater investing Support for Fragile States

Explicit decisions to phase out of some countries and into others are good entry points for joint multi-annual programming because when donors graduate (exit) countries they tend to seek better coordination to ensure continuity of good existing programmes and a responsible closure of programmes that need not be extended. Conversely when entering a new country there is a good incentive to coordinate well with other donors as this diminishes the risk of duplication and encourages transfer of lessons learned. Joint multi-annual programming is motivated by some of the same factors that encourage better coordination. This is an important consideration because the data shows that more than a third (37%) of respondents have a policy or plan to phase-out of middle income countries (MICs) although only one in fifteen (7%) have formalised this in a policy. This combined with the fact that, two fifths (41%) of respondents (see next section) have a specific policy to increase funding to fragile state implies that joint multi-annual programming may find advocates amongst donors planning these changes to which countries they support.

Policy to Decrease Support to MICs (N=27)



Policy to Increase Support to Fragile States (N=27)

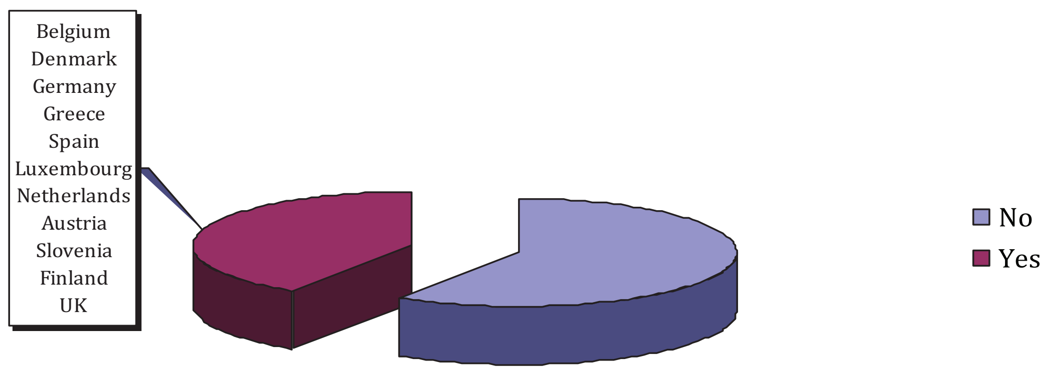


Table 14: Policy to increase funding to fragile states

No increase	59.26%
Increase	40.74%

Additional factors influencing funding at the country level include performance (Germany) commitments to sub-Saharan Africa (Finland, Slovenia) and historical links (Belgium). It is likely Switzerland will phase out of middle-income countries but this is not a policy; Switzerland is committed to increasing support to fragile states.

Finally, while a number of respondents do not have a specific policy to increase funding to fragile states, they commented that “fragility” strongly affects country allocations. The EC expects funding to fragile states to have increased prominence in the next funding cycle. Switerland is committed to increasing support to least developed countries and fragile states.

1.5 Scope of Country Strategy Papers

Synchronising EU development responses is often challenging in practice because country strategy papers often cover activities not under the responsibility of development cooperation officers. At the same time respondents differ on whether they include support to NGOs and international organisations. The implications of synchronising development strategies becomes more complicated when it has the potential to influence how the EU works with international organisations, NGOs or to non-development focussed line ministries or other bilateral government agencies.

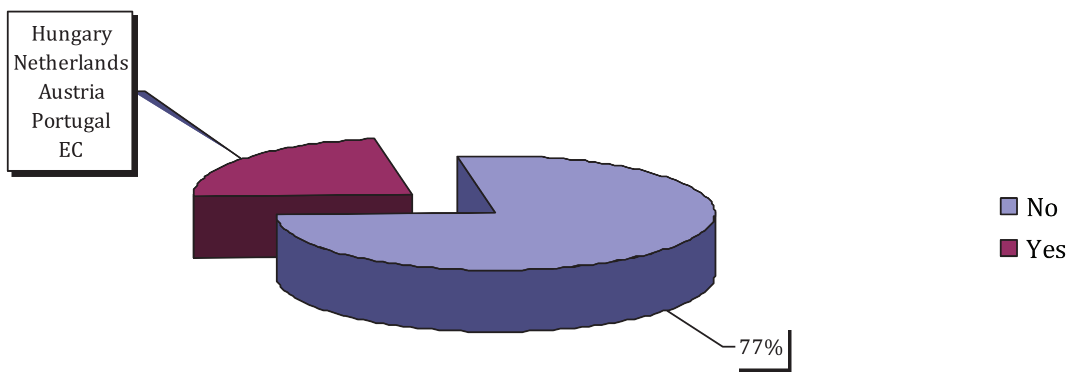
Key findings:

- For many member states technical cooperation goes beyond a country strategy for development cooperation. While the majority of donors do not use a “whole country approach”, a number of donors coordinate their development strategies with other government activities at country level.
- Most donors include support to Non-Government Organisations (NGOs) and international organisations in their country strategy documents. This is considered a good practice and demonstration of transparency.
- The implications of joint country programming on funding to recipient NGOs and international organisations is a cause for concern that may require attention to wider consultation in order to mitigate potential political pressure domestically and in partner countries.
- Programming documents in most cases require formal approval by ‘HQ development Ministry’, and ‘HQ Foreign Affairs’. For three fifths of respondents programming documents are approved at ministerial level. For most respondents approval and active involvement of the partner country government is desirable.

1.5.1 Whole of Government Approach

For many member states country programming documents go beyond technical cooperation. In some cases cultural cooperation features prominently and in others Official Development Assistance is programmed through national line ministries (e.g. Education or Health) rather than through cooperation offices. Respondents were asked to what extent they adopt a "whole of government approach". A whole of government approach means that the country strategy (paper) applies to all aspects of international cooperation managed or disbursed by the donor. Less than a quarter (23%) of respondents reported that their strategy covers all government led cooperation at country level. Furthermore over a third (39%) of respondents reported they do not include official development assistance in their country strategies when it is implemented through other national line ministries For donors use of a "whole of government approach" is the result of a specific policy decision, typically motivated by foreign policy, and tends to be bound by general or sector based legal agreements with partner countries[14].

Does your Country Strategy use a "Whole of Government Approach"? (N=22)



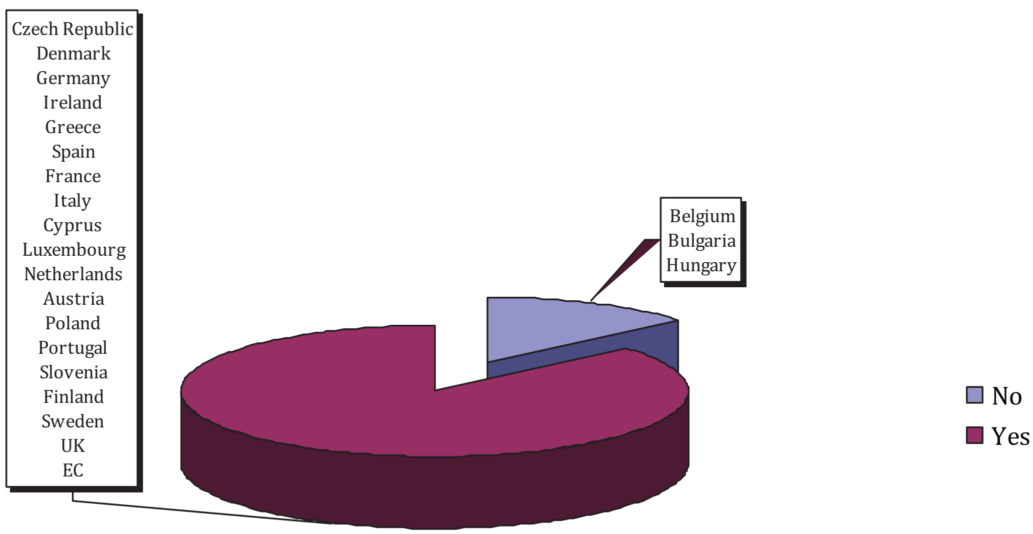
While the majority of donors do not use a "whole country approach" in their country strategies, a number of donors coordinate their development strategies with other government activities at country level. The UK, for example relates development operational plans to a coordinated (Her Majesty's) government strategy. The Netherlands works on the basis of an integrated foreign policy and the EC (EDF) deals with all development aspects in an integrated manner. For Switzerland, country strategy papers are "whole of foreign affairs" approaches.

[14] See http://www.eeas.europa.eu/countries/index_en.htm

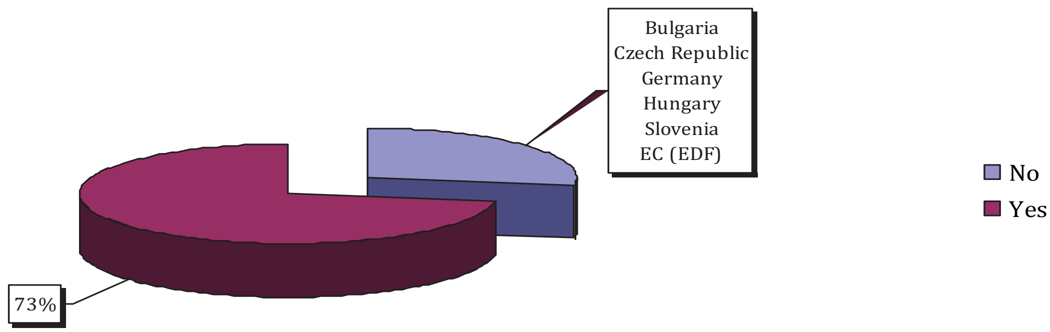
1.5.2 Support to NGO's and International Organizations in Country Programming Document

Most respondents (86%) reported that support to Non-Government Organisations (NGOs) is covered by their respective country strategy documents. Over three quarters (77%) of respondents also include funding to international organisations such as the United Nations systems in their country strategy papers. On the one hand this is a good indicator of transparency. On the other hand, however, the possibility that joint country programming could strongly impact funding to NGOs and international organisations mean added risks and possibly the need to consult with a wider group of stakeholders as well as to mitigate potential political pressure at national level. While the implications are not clear from this study, carefully thinking through the implications joint multi-annual programming could have on recipient NGOS and international organisations seems to be an advisable consideration.

Is funding to NGOs Included in your Country Strategy? (N=22)



Is funding to International Organisations Included in your Country Strategy? (N=22)



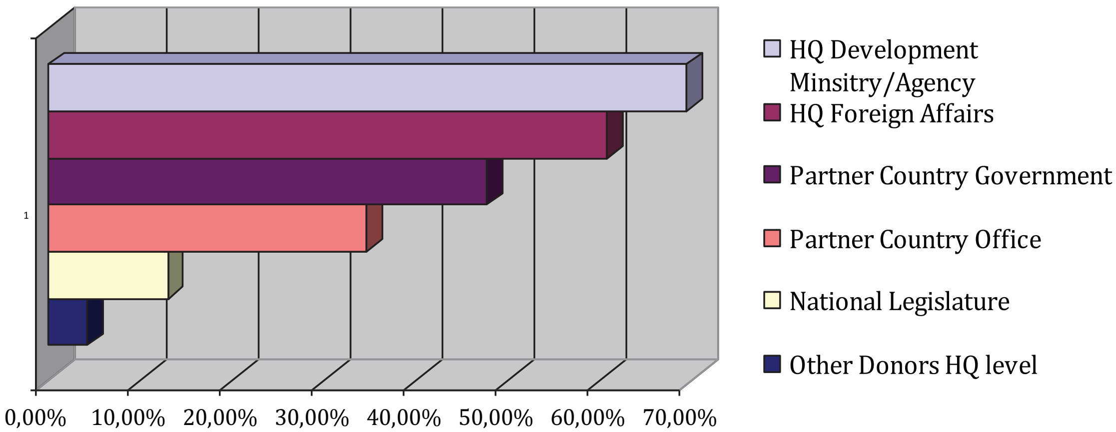
It should be noted that many respondents pointed out that funding decided at headquarters level or through parallel mechanisms tends not to be comprehensively included in country strategies. For example, for the European Commission (DCI) does not necessarily include funding through regional programmes. For the European Commission EDF, while international organisations are funded through co-financing detailed in country strategy papers, direct contributions to the World Bank and UN systems are rarely included.

Switzerland includes both funding to NGOs and internaitioanl organisations in their country papers.

1.5.3 Formal approval Programming Document

In line with the above-mentioned section on decentralisation, most respondents reported they need formal approval from ‘HQ development Ministry’ (70%), and ‘HQ Foreign Affairs’ (61%).

Who Formally Approves Country Programming Documents? (N=23)



The graph above, however, does not fully capture the complexity of approval processes. A number of respondents require added approvals of country programming documents. Slovenia requires the formal approval by internal joint committees. The Czech Republic requires inter-ministerial council approval. Poland and France are required to consult their respective sector line ministries throughout the formulation process.

On a positive note, ‘Partner country Government’ approval is becoming an increasingly common requirement. Even in cases where formal approval is not required for the whole of country programming document, partner country government approval is required in the cases of Ireland and Germany for key components.

Switzerland is required to seek approval from the partner country, headquarters development agencies and foreign affairs.

1.6 Perceived Challenges to Joint Multi-Annual Programming at the Country Level

While not a conclusive assessment of bilateral opinions on joint programming, respondents were asked a number of questions in an attempt to capture perceived challenges to greater use of joint programming and better EU synchronisation.

Key findings:

- Little donor presence in a key sector (orphan sector) often facilitates donors developing a joint response so as to best respond to unmet priorities. At the same time valuable openings for joint programming are created when donors change their funding priorities, and there is the need to plan coordinated entry or exit from sectors. Almost all donors report being able to respond to partner country priorities. The promise of greater partner country government ownership and the dialogue commonly associated with developing a joint programme could be an added incentive to participate.
- A number of respondents reported having significant procedural barriers to signing joint programming documents. The following respondents reported being possible to sign joint programming documents but that lengthy high-level approval processes are a disincentive: Cyprus, Greece, Poland and Romania, Bulgaria requires approval from the Council of Ministers, Czech Republic and Cyprus require approval from the Council of Ministers and Parliament.
- While the 2006 European Union Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming has not been uniformly implemented, the framework is positively regarded by most respondents.
- It is encouraging to note that the majority of respondents view joint multi-annual programme positively and want to see improved implementation in the coming years. However, a recurring theme throughout the study is that joint programming is not commonly understood.
- Joint programming also stalls because on the one hand joint programming at the country level is perceived as not ambitious enough and on the other it is being dismissed as being too ambitious: often this is for the same key reason that joint multi-annual programming at country level should replace individual country programming documents.
- The most commonly challenges to joint programming are internal procedures and legal constraints, applicability in the local context, implementation capacity, unresolved questions about division of labour, financial constraints and potential political risks.

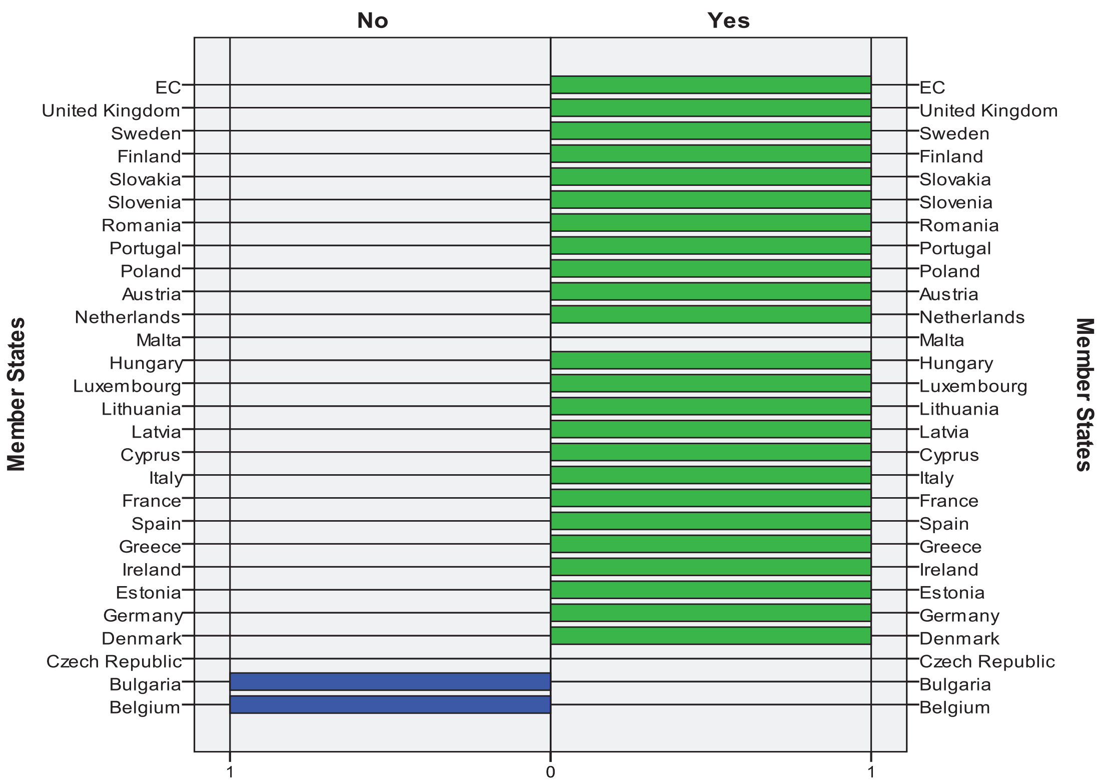
1.6.1 Constraints in Responding to Partner country Sector Priorities

A valuable entry point for joint multi-annual country level programming is when there are insufficiently met opportunities for donors to respond to country priorities. Where donors are absent in supporting national priorities, there tends to be more space for dialogue with government. At the same time, because there are fewer legacy commitments, a joint response is frequently easier to negotiate in sectors where there is little donor presence. At the same time, when donors change their funding priorities the need to plan coordinated entry or exit from sectors creates valuable openings for joint programming. This is because when donors exit countries or sectors they tend to argue for good succession plans with other donors. When donors first enter countries or new sectors good risk and relationship management means close coordination with donors already present at country or sector level.

A good entry point for joint multi-annual programming is to identify orphan sectors thus bringing willing donors together to consider a joint response to an unmet government priority. However, if donors are unable to respond to non-traditional sectors, taking this first step can cause resistance because there is an institutional disincentive to emphasis gaps that cannot be met. Accordingly, respondents were first asked if they were flexible to respond to country priorities and then to elaborate what restrictions they have in deciding which sector to support.

On the face of it most respondents (92%) reported being able to respond to partner country priorities.

Capacity to Adjust Sector Support to Partner country Priorities (N=26)



When asked what restrictions respondents face in responding to sector needs, it became apparent that despite perceptions of flexibility, most respondents have significant restrictions to what extent they can respond to government priorities. This is a major problem because many partner country governments unofficially complain that negotiations with donors are essentially a fait accompli: the restrictions detailed below imply that many negotiations on prioritising sector responses are indeed disingenuous as donors have less flexibility to respond than they typically acknowledge in public.

Switzerland reported being able to respond to partner country sector priorities but this is informed by a long term commitment.

Sector Restrictions:
Most respondents report facing either official or implied restrictions on what sectors they support. Italy and Germany reported their global commitments increasingly play a role in what sector they support at country level. Italy and Germany are increasingly focusing on climate change, education, health, rural development and nutrition and aid for trade. For Ireland, Cyprus, Latvia and Lithuania bilateral agreements, global commitments and domestic policy more strongly influence sectors supported than partner country priorities. The European Commission has, in principle, significant latitude to respond to local priorities as laid down in poverty reduction strategies, but in practice institutional capacity and procedures strongly influence sectors responded to. Luxembourg concentrates on sectors they have built sector expertise in supporting. Sectors supported by the Netherlands are guided by commitments to the Millennium Development Goals (MDGs) as well as international commitments to water, food security, private sector development, environment, climate and gender. Austria aims to better focus on fewer sectors. Poland has a global approach that focuses on democratisation, human rights and MDGs. Portugal is guided by sectors defined in a 2005 Council of Ministers Resolution. The UK has significant flexibility in principle but is constrained in practice by review mechanisms that assess how working in a new sector responds to where DFID currently operates, how new sectors relate to MDGs, effectiveness and value for money as well as what might be in the UK's national interest.
Informed by National Development Policies:
Denmark, Estonia, Finland, Hungary, Romania and Spain tend to support sectors in line with their respective national development strategies and policies. In some cases, such as with Spain, this can be dramatically influenced by needs identified with Spanish cooperation agencies but in general to better respond to country sector needs the is a need to adjust the national or key policy document.
Alignment to Partner country Sector Priorities:
Respondents most able to respond to partner country sector priorities include Sweden that is able to respond to "orphan sectors" on the basis of a survey of division of labour and in consideration of aid effectiveness commitments (e.g. comparative advantage and use of national systems). Austria, Slovenia and the Czech Republic also expressed flexibility to respond to partner country priorities based on comparative advantage, specific country requests and/or well researched and justified proposals. Belgium also reported flexibility in responding to needs in social or economic sectors.

The implications for joint multi-annual programming at the country level are that to attract greater ownership from partner country government, donors may need large programmatic support from flexible EU donors such as Sweden, Austria and the Czech Republic to respond to government priorities. The alternative is to clearly frame joint programming as being sector restricted. Going forward policy makers might want to consider greater sector flexibility to enable donors to better respond to orphan sectors.

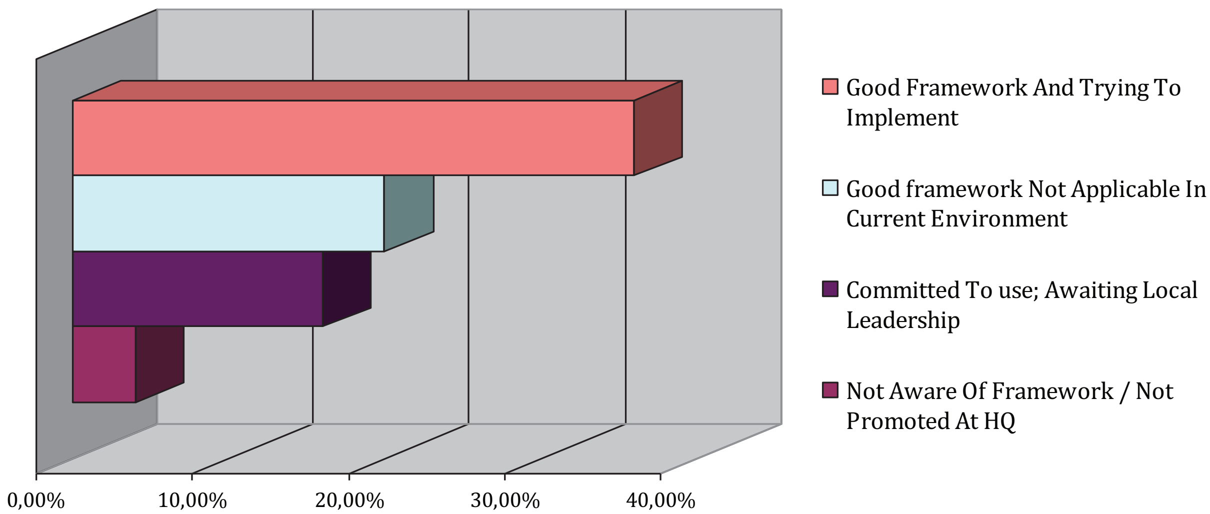
1.6.2 Authorisation Required to Replace Country Programming Documents with a Joint Multi-Annual Programme at the Country Level

Donors requiring Legal/Procedural Changes:
Czech Republic, Portugal (requires a common foreign policy to reach joint programming), Estonia (legal framework), Poland (requires new development aid legislation and potential adjustments to financial regulations), Bulgaria (requiring Ordinance of Council of Ministers), Greece (new legal framework on Development Cooperation – this is currently under review), Cyprus (change to funding mechanisms), Romania (possibly excluded in current legislation).
Snapshot of time needed:
From about six weeks for Sweden to one year for Greece, Poland and Cyprus and not willing to estimate for Czech Republic, Bulgaria and Romania.

1.6.3 Perceived Challenges to the EU CFCSP

While implementation of the *2006 European Union Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming* (CFCSP) has not been uniform, the framework is positively regarded by most respondents. The majority view the common framework as a good framework although just over a fifth believes it is not applicable in the current environment. Almost half (48%) of all respondents see the common framework as something they are trying to or committed to implementing. None of the respondents has seen the framework as 'unrealistic framework implementing where possible'.

Perceptions of the 2006 EU CFCSP (N=25)



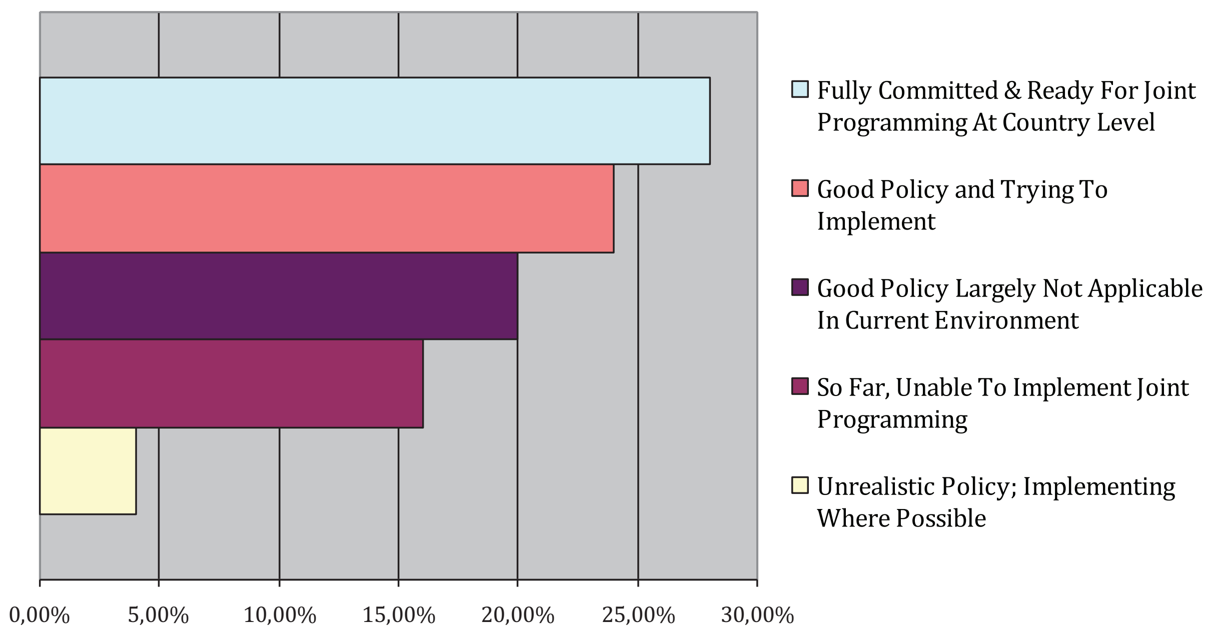
Poland is in the process of drafting a new development cooperation law and a five year development cooperation plan; the law and plan will take the*2006 European Union Common Framework for Drafting Country Strategy Papers and Joint Multi-Annual Programming* into consideration. One focus of the new law and plan is to better Poland's capacity to cooperate with other EU donors.

A minority off respondents reported having a negative perception of the common framework. One member state, for example, commented that the 2006 common framework is very much based on the European Commission trying to emphasise its procedures over the need for real flexibility or engagement with member states. Other respondents also pointed out the constraints: Finland commented that a clear priority is to better harmonise programming cycles and practices at both headquarters and country office levels. France commented that headquarters need to take more responsibility for giving clear instructions to country offices to support common European approaches and greater inclusiveness in country programming. Sweden pointed out that the common framework would have better results if it was extended beyond the EU family. Another practical comment was that the framework should be shorter, concentrate less of country description and more on common strategy and programming.

1.6.4 Perceived Challenges to Joint Multi-Annual Programming at the Country Level

It is interesting to note that the majority of respondents view joint multi-annual programme positively and want to progress on it. Almost half (48%) are ready for Joint Multi-Annual Programming at country level, see it as the way forward, and are trying to implement it. Another quarter (24%) see it as good policy but difficult to implement in the current environment. Another sixth of respondents (16%) are willing but so far are unable to implement joint programming. Only one respondent views *Joint Multi-Annual Programming at the Country Level* as unrealistic.

Perceptions of Joint Multi-Annual Programming at the Country Level (N=25)



It is important to note that when it comes to Joint Multi-Annual Programming all support is not the same. For some donors such as the UK they see joint multi-annual country programming as a country specific response only to be implemented when well justified in the local context. Other donors such as Sweden believe that the value of joint multi-annual programming lies in the extent to which it involves non-EU donors. On the other hand, other donors (e.g. Belgium) hold that it has not yet been successfully implemented because of a paucity of European leadership. What is becoming a recurring theme throughout this study is that joint multi-annual programming is not commonly understood; on the one hand it is not implemented because it is not ambitious enough and on the other dismissed as being too ambitious.

1.6.5 Most Commonly Identified Challenges to Approving use of a Joint Multi-Annual Programming Document at the Country Level

The most commonly cited challenges are:

1. Legal obstacles and internal procedures,
2. Relevance in the country context,
3. Implementation capacity,
4. Questions about management of division of labour,
5. Financial constraints and political implications.

Legal obstacles and challenging internal procedures are most commonly associated with low levels of decentralisation, internal legislation and budget allocation as well as internal planning cycles, and partner countries' procedures. "Relevance in the country" context is typically referenced in association with questions of partner country ownership, local leadership and political will of partner countries and donors at the country level. Implementation capacity is both about mandate and resources; the commonly cited challenge is that many member states are not internally structured to meaningfully participate in the consultations or take the necessary decisions. Division of labour is essential because if implemented well it allows for donors to confidently trust that work in sectors they are not responsible for, will be done well; at the same time good division of labour enables donors to better respond to orphan sectors. There are fears that a joint country strategy will incur significant costs in terms of visibility and bilateral dialogue with partner countries. Finally, financial constraints and uncertainty further aggravated by the 2008 financial crisis have left a number of decision makers cautious to make significant changes to the way that aid is currently managed.

Most respondents see Joint Programming as a step in the right direction but acknowledging it will require time and sustained political will to result in a more holistic and comprehensive response at country level. Many respondents commented that, to date, joint programming has had limited results. One way to improve delivery and impact, as commonly cited by respondents, is to ensure it remains a top policy priority and based on an efficient Division of Labour. The two most frequently mentioned priorities in making joint programming a reality are greater decentralisation and improved partner country ownership.

A number of respondents also commented that realistic deadlines need to be set and that donors need to be more proactive in identifying and responding to challenges they may face financing joint multi-annual programmes. Finally, many respondents pointed out that accelerating implementation of joint programming should be a priority in implementing the Lisbon Treaty and establishment of a joint European External Action service. As such a number of respondents pointed out the need for EU Delegations to take the lead and start preparation.

2. Partner Country Analysis

2.1 Introduction

The following Country Snapshots provide a summary of progress on division of labour and joint programming in the countries covered by the EU Fast Track Initiative on Division of Labour, the EU Director Generals' Focus Countries, and the countries concentrated on by the OECD Working Party on Aid Effectiveness. These categories are explained below:

- *EU Fast Track Initiative on Division of Labour:* in 2007, the EC and the EU MS approved the EU Code of Conduct on Division of Labour[15] with the aim of streamlining and coordinating their aid delivery at the country level. Division of labour aims to reduce gaps and overlaps in donors' work by focusing their efforts on where their particular strengths lie. Where a donor does not have a particular strength in a particular sector but still wishes to contribute to it, they are encouraged to support it via a common programme, through a silent partnership with another donor, or by giving direct support to the government's budget. The Code of Conduct proposes that donors limit themselves to three active sectors per country and that no more than five donors are present in any one sector in a country. It envisages that partner countries lead planning on division of labour, guiding donors to the sectors of their preference. The Fast Track Initiative (FTI) was initiated in 2008 to further accelerate progress on division of labour on the ground in a number of priority countries. These were selected on the basis of a set of criteria that included significant EU presence, evidence of congestion and fragmentation, and having already made significant progress[16]. Specific EU donors volunteered as Facilitating and Supporting Donors in each of these countries, committing to undertake a series of activities to implement the Initiative. These activities include enhancing local leadership capacity, increasing donor commitment, mapping donors' sector spread, analysing comparative advantages, and identifying co-financing opportunities. The concept of joint programming is a natural progression from that of division of labour, moving from coordinating donors' activities to coordinating their planning processes, both with one another and with the planning process of the partner country. The 2009 Operational Framework on Aid Effectiveness[17] explicitly recognises this link between division of labour and joint programming and proposes that the latter be taken forward first in the FTI countries where the foundations for it have already been laid.

- *EU Director Generals' Focus Countries*: in 2010, the Director Generals for Development of the EC and EU MS agreed to monitor progress on division of labour at their quarterly meetings. Six countries were selected as case studies to which the Director Generals would give special attention, namely Bolivia, Ethiopia, Mali, Moldova, Rwanda and Viet Nam. Each of these cases has been closely followed to identify the challenges and opportunities to implementing division of labour and subsequently joint programming. The lessons learned are now informing work in other countries.

- *OECD Working Party on Aid Effectiveness Focus Countries:* In 2009, the OECD Working Party on Aid Effectiveness resolved to improve the links between itself and partner countries in terms of implementing the aid effectiveness commitments made in the Paris Declaration and the Accra

[15] http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0072:FIN:EN:PDF

[16] The official list of FTI countries has changed several times since 2008. The version given in the 2009 Operational Framework on Aid Effectiveness has been used for the purposes of this study, as per the Terms of Refenece – see: http://register.consilium.europa.eu/pdf/en/09/st15/st15912.en09.pdf

[17] http://register.consilium.europa.eu/pdf/en/09/st15/st15912.en09.pdf

Agenda for Action. This was done on a demand-driven basis with partner countries invited to request support as needed. The intention was to accelerate progress in those countries which requested assistance and to extract lessons learned and best practices from their experiences to inform work elsewhere. Five countries made requests, namely Ecuador, Ghana, Indonesia, Mali and Rwanda and missions and follow up work were subsequently carried out in each by the Working Party.

The Snapshots consist of an overview table for each country followed by a summary of progress and potential for joint programming. Based on an overall assessment of the elements in the table and the text, each country is then graded for its joint programming potential. Countries which are seen as having high potential have their table borders highlighted in green, countries with some potential are highlighted in yellow, and countries with questionable potential are highlighted in red. This assessment is made on the situation that was evident when the data for the study was gathered in late 2010.

2.2 Country Snapshots

Key for tables:

- **HDI Score**: the country's score on the UN's 2010 Human Development Index (HDI) which measures development by looking at life expectancy, literacy, education and standard of living. Worldwide, scores range from 0.14 for Zimbabwe to 0.94 for Norway.
- **Donors**: the number of donors in the country as recorded by the OECD in their 2009 report on Division of Labour[18].
- **Fragmentation:** the level of fragmentation of donors' support to the country as measured by the OECD in their 2009 report on Division of Labour (referenced above) which defines a methodology for assessing donor fragmentation. The higher the score, the more fragmented aid to the country is said to be.
- **PBAs 2005/2007:** the percentage of aid that was delivered in the form of Programme Based Approaches (PBAs) as opposed to bilaterally according to the monitoring surveys of the Paris Declaration for the respective years[19].
- **Total ODA:** the total amount of Official Development Assistance (ODA) received by the country in the respective year as recorded by the World Bank[20].
- **ODA per Capita:** the total amount of ODA received by the country in the respective year divided by the population of the country in that year as recorded by the World Bank[21].
- **National Strategy:** the name and duration of the Government's national development strategy for the country.

[18] http://www.oecd.org/dataoecd/18/52/44318319.pdf
[19] http://www.oecd.org/document/44/0,3746,en_2649_3236398_43385196_1_1_1_1,00.html
[20] http://data.worldbank.org/indicator/DT.ODA.ODAT.CD
[21] http://data.worldbank.org/indicator/DT.ODA.ODAT.PC.ZS

- **[Donor names]:** each EU donor active in the country is listed with the period of its current country programme shown by green shading. Lighter green shading indicates that the donor can alter its programming cycle due to flexibility at headquarters level. Darker green shading indicates that it cannot.

- **FTI Role:** where a donor is a Facilitating or Supporting Donor for the FTI in the country, an “F” or an “S” is marked in this column respectively.

- **No bilateral strategy:** where a donor has answered positively to Question 1.19 on the questionnaire developed for this study (“Are you able to fund substantial country-level programmes without a country specific programming document in place?”), a tick is marked in this column.

- **Change cycle:** where a donor has answered positively to Question 6.12 on the questionnaire developed for this study (“Is it current procedurally possible for you to adjust your programming cycle for a particular country to match the timing of the country’s national strategy or that of other donors working in the country?”), a tick is marked in this column. The donor’s programming cycle bar is also shown in light green as opposed to dark green in these cases.

- **Rolling strategy:** where a donor has answered positively to Question 6.14 on the questionnaire developed for this study (“Is it procedurally possible for you to use rolling strategies?”), a tick is marked in this column.

- **Joint Programming:** where a donor has answered positively to Questions 6.8 and 6.10 on the questionnaire developed for this study (“Is it currently procedurally possible for you to provide support on the basis of a joint programming document signed with other EU donors that sets out shared analysis and objectives and then divides implementation activities among donors?”; “Is it currently procedurally possible for you to provide support on the basis of a joint programming document signed with non-EU donors that sets out shared analysis and objectives and then divides implementation activities among donors?“), a tick is marked in this column.

- **Score:** a point is given for each tick received in the preceding four columns.

- **TOTALS:** a point is given for each F, S and tick received to give totals for each question. An average is also given of the scores.

As mentioned above, a green border around the country table indicates high potential for joint programming, a yellow border indicates some potential, and a red border indicates questionable potential, as at the time the data for the study was gathered in late 2010. NB Switzerland’s programming cycle is shown for information and comparison purposes but it is not included in the scores or textual analysis.

Albania

HDI Score: 0.72 No. of Donors: 32 Fragmentation: 53 (high) PBAs 2005: 5% 2007: 14%

	2007	2008	2009	2010	2011	2012	2013	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$306m	$386m											
ODA per Capita	$98	$123											
National Strategy	National Strategy for Development & Integration (NSDI)												
EC									✓				1
Germany										✓	✓	✓	3
Italy								F	✓	✓	✓	✓	4
Netherlands									✓			✓	2
Sweden										✓	✓	✓	3
Switzerland													
TOTALS								1	3	3	3	4	2.6

FTI Country. One European Union donor is currently aligned with the national programming cycle. Three out of the remaining four can change their cycle and the other one can operate without a bilateral strategy. All bar one state that they are procedurally able to participate in joint programming. Government established a Department of Strategy and Donor Coordination in 2005 and subsequently an Integrated Planning System which included better coordination of external assistance as one of its deliverables. A database of donors' initiatives has also been set up and sector working groups are functioning. However more work is needed to actually utilise these tools to promote aligned and harmonised aid as opposed to just reporting on the status quo. A Working Party on Division of Labour was established in 2009 and a formal commitment signed off on the subject in March 2010. While this has established lead donors for sectors and their corresponding roles, it has not stated which donors should be active in which sectors or placed limits on donors per sector or sectors per donor. It should also be noted that a remarkably low proportion of aid is currently delivered using joint approaches in Albania and that fragmentation remains considerable. Recognising this, Government has stated that there is a need for better donor alignment with its policies, planning process and budget cycle. Using the existing FTI Facilitating Donor, Italy, to drive the process has potential given their good flexibility score and leadership of the division of labour process to date.

Bangladesh

HDI Score: 0.47 Donors: 33 Fragmentation: 58 (high) PBAs 2005: 41% 2007: 50%

	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.7bn	$2.9bn													
ODA per Capita	$10	$13													
National Strategy			National Strategy for Accelerated Poverty Reduction												
					6th Five Year Plan										
EC										F	✓	✓			2
Denmark										S		✓	✓	✓	3
Germany												✓	✓	✓	3
Netherlands										F	✓			✓	2
Spain											✓	✓	✓	✓	4
Sweden										S		✓	✓	✓	3
Switzerland															
UK										S	✓			✓	2
TOTALS										5	4	5	4	6	2.7

FTI Country. No EU donors are currently aligned with the national programming cycle. It has been acknowledged by both Government and donors that this has inhibited progress on division of labour and any subsequent potential for joint programming. However, five donors can change their cycle and the two that cannot are able to operate without bilateral strategies. In addition, all bar one state that they are procedurally able to participate in joint programming. A Joint Cooperation Strategy was agreed between Government and donors in 2010 and outlines a series of principles and actions to improve aid effectiveness. One of these is to advance on division of labour, following on from a mapping that has already been carried out. A Concept Note on the subject is now under consideration. This, along with a planned Government Aid Policy, a new Development Results Framework, and on-going reforms to the Government-donor coordination structure, could be leveraged to advance on joint programming. The Government generally favours more alignment of donors with the caveat that this should not impinge on ownership or diminish overall funding levels. Utilising the existing Facilitating FTI donor, the Netherlands, to drive the process might however require review given their low flexibility score.

Benin

HDI Score: 0.44 No. of Donors: 28 Fragmentation: 25 (low) PBAs 2005: 61% 2007: 49%

	2006	2007	2008	2009	2010	2011	2012	2013	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.3bn	$456m	$599m											
ODA per Capita	$47	$57	$74											
National Strategy	Orientations Stratégiques de Développement (OSD)													
					Stratégie de Croissance pour la Réduction de la Pauvrete (SCRP) III									
EC									S				✓	1
Belgium											✓	✓	✓	3
Denmark	Under Review								F		✓	✓	✓	3
France										✓	✓		✓	3
Germany											✓	✓	✓	3
Netherlands									S	✓			✓	2
Switzerland														
TOTALS									3	2	4	3	6	2.5

FTI Country. No EU donors are currently aligned with the national programming cycle which donors acknowledge has inhibited progress on division of labour and hence joint programming. However four out of the six can change their cycle and one of the remaining two can operate without a bilateral strategy. All are procedurally able to participate in joint programming. Benin's national development strategy, the SCRP, is seen by EU donors as offering a potential framework for division of labour and may therefore also form a suitable structure for guiding joint programming. Donor mapping and comparative advantage assessments have taken place and the definition of sectors is agreed between both Government and donors. Lead donors have also been established as have sector working groups, with the latter being cited by Government as having led to a substantial reduction in fragmentation. Donors are reported to have undertaken some limited ad-hoc reprogramming in order to better rationalise their portfolios. However, Government engagement in this process is said to have been minimal and some donors have questioned the practical benefit of the work done to date. While some programme-based approaches and common funds have been established, the percentage of aid utilising joint approaches has been decreasing over time and no attempt has been made at overall joint programming. A lack of clear direction from donors' headquarters, insufficient donor decentralisation, and the absence of a national Aid Policy are cited among the reasons for this. Such a Policy is now being drafted and may offer scope for pushing donors closer to the concept of joint programming given that Government has already stated its preference for donors working from a common assistance strategy. Utilising the existing FTI Facilitating Donor, Denmark, to drive the process has potential given their good flexibility score.

B o l i v i a

HDI Score: 0.64 No. of Donors: 28 Fragmentation: 36 (medium) PBAs 2005: 32% 2007: 40%

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$850m	$477m	$628m													
ODA per Capita	$91	$50	$65													
National Strategy						Second National Development Plan										
EC											S	✓	✓			2
Belgium													✓	✓	✓	3
Denmark											F		✓	✓	✓	3
Germany													✓	✓	✓	3
Italy											S	✓	✓	✓	✓	4
Netherlands											S	✓			✓	2
Spain											F	✓	✓	✓	✓	4
Switzerland																
TOTALS											5	5	7	5	6	3.0

FTI Country and EU DG's Focus Country. No EU donors are currently aligned with the national programming cycle. However, six donors can change their cycle and the one that cannot is able to operate without a bilateral strategy. In addition, all bar one state that they are procedurally able to participate in joint programming. The Government of Bolivia is in the process of designing its next National Development Plan, due to be released in 2011. Bolivia's EU donors have agreed a Joint Assistance Framework that identifies common European priorities in the country and highlights important orphan sectors such as culture, combating narcotics trafficking and climate change. The Framework also tackles harmonisation issues, for example calling for a more consistent European approach to improving coordination and government involvement in funding to NGOs and for a joint response to Denmark's planned phasing out of the country. While not currently a joint programming document, it could potentially be developed into one. The FTI Facilitating Donor, Spain, enjoys solid support from the EU donors present in the country and has expressed its willingness to improve implementation of division of labour and to work towards joint multi-annual programming. With the development of a new national strategy in 2011, there is now a window of opportunity to start work on synchronising donor support.

Burkina Faso

HDI Score: 0.31 No. of Donors: 28 Fragmentation: 25 (low) PBAs 2005: 45% 2007: 57%

	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$891m	$961m													
ODA per Capita	$65	$66													
National Strategy					Stratégie de Croissance Accélérée et de Développement Durable (SCADD)										
EC														✓	1
Austria											✓	✓	✓	✓	4
Denmark	Awaiting finalisation of National Strategy									S		✓	✓	✓	3
France										S	✓	✓		✓	3
Germany										F		✓	✓	✓	3
Luxembourg										S	✓	✓	✓	✓	4
Netherlands										S	✓			✓	2
Sweden												✓	✓	✓	3
Switzerland															
TOTALS										5	4	6	5	8	2.9

FTI Country. No EU donors are currently aligned with the national programming cycle. However, Denmark is currently awaiting the finalisation of the new national strategy in order to align its country strategy with this. Denmark also reports that it is ready to undertake joint programming with other donors. All EU donors bar one can either change their cycle or operate without a bilateral strategy. All are procedurally able to participate in joint programming. In 2007, donors started work on what was termed a joint country assistance strategy (Stratégie Conjointe d'Assistance Pays), however this appears to have now stalled. A donor mapping was undertaken in 2009 and included an assessment of comparative advantages but did not reach a common understanding between Government and donors on sector definitions or lead to any re-programming. A joint Government-donor group has recently been established (Groupe Conjoint) and in 2010 agreed a roadmap for action on division of labour. This envisages a leadership role for Government and a pivotal function for line Ministries. Government has also recently adopted a National Aid Effectiveness Action Plan for 2010-2012 as well as a series of principles on aid coordination and effectiveness, both of which urge donors to better coordinate their programming and to align it with the national strategy, systems and timing. However, the focus is currently on alignment and harmonisation at the sector level as opposed to joint country programming by donors. Nevertheless, Government has clearly stated a preference for donors to base their work on a common assistance strategy and, as mentioned above, at least one donor has taken this up. Utilising the existing FTI Facilitating Donor, Germany, to drive the process has potential given their good flexibility score. They could potentially be joined by Denmark given their commitment to joint programming in Burkina Faso.

Burundi

HDI Score: 0.28 No. of Donors: 27 Fragmentation: 15 (low) PBAs 2005: 54% 2007: 36%

	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$522m													
ODA per Capita	$63													
National Strategy				Cadre Stratégique de Lutte Contre la Pauvreté (CSLP) II										
EC									S				✓	1
Belgium									F		✓	✓	✓	3
Finland										✓		✓	✓	3
France										✓	✓		✓	3
Germany											✓	✓	✓	3
Netherlands									S	✓			✓	2
Sweden											✓	✓	✓	3
UK										✓			✓	2
TOTALS									3	4	4	4	8	2.5

FTI Country. One European Union donor is currently aligned with the national programming cycle. Of the remaining seven, four can change their cycle and a further two can operate without a bilateral strategy. All are procedurally able to participate in joint programming. Burundi is characterised by a relatively small number of donors and aid that is far below needs. Some work has been done on division of labour and Government is in favour of more progress on this front as long as it does not lead to a reduction in overall funding. Sector definitions have been agreed, mapping undertaken and sector working groups and lead donors established. Some donor reprogramming is now underway. However, bilateral projects remain the norm in terms of aid delivery and there is a downward trend in the use of programme-based approaches. Weak government capacity and diverse donor programming cycles have been cited as on-going challenges. Moves towards joint programming would need to be designed in such a way as to minimise transaction costs for Government, ensure national ownership of the process, and catalyse increased donor funding for the country. It could be considered to take one of the two donors already aligned with the national strategy, Finland or France, to lead on joint programming as opposed to the existing FTI Facilitating Donor.

Cambodia

HDI Score: 0.49 No. of Donors: 33 Fragmentation: 27 (low) PBAs 2005: 24% 2007: 28%

	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$580m	$597m													
ODA per Capita	$47	$51													
National Strategy			National Strategic Development Plan (Update)												
EC										S	✓	✓			2
Denmark				Under Review						S		✓	✓	✓	3
Finland											✓		✓	✓	3
France											✓	✓		✓	3
Germany										F		✓	✓	✓	3
Sweden												✓	✓	✓	3
UK											✓			✓	2
TOTALS										3	4	5	4	6	2.7

FTI Country. No EU donors are currently aligned with the national programming cycle, though five out of the seven can change their cycle and the remaining two can operate without a bilateral strategy. Six are procedurally able to participate in joint programming. The Cambodian Government's Strategic Framework for Development Cooperation Management sets out a series of principles for donors to follow such as using Government systems wherever possible and delivering aid through budget support or programme-based approaches. It also expresses a preference for donors to align with national cycles. The Framework is supplemented by National Operational Guidelines for Development Cooperation that specifically encourage donors to prepare joint country assistance strategies. Similarly, the National Action Plan of Harmonisation, Alignment and Results ask donors to align their support to national and sector plans. Progress has been made in establishing multi-donor programme-based approaches in some areas (though the percentage of aid using them remains low) and on a limited division of labour, although Government has subsequently expressed some objections to the concept and also highlighted a limited willingness of donors to be led. Nevertheless, Government has also stated that aid is currently too fragmented with much of it bypassing national structures, systems, and strategies and, as mentioned above, has expressed its support for joint programming. Utilising the existing FTI Facilitating Donor, Germany, to drive a joint programming process has potential given their good flexibility score.

Cameroon

HDI Score: 0.46 No. of Donors: 27 Fragmentation: 41 (high) PBAs 2007: 40%

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.1bn																		
ODA per Capita	$27																		
National Strategy			Document de Stratégie pour la Croissance et l'Emploi (DSCE)																
EC																		✓	1
France														F	✓	✓		✓	3
Germany														S		✓	✓	✓	3
UK															✓			✓	2
TOTALS														2	2	2	1	4	2.3

FTI Country. No EU donors are currently aligned with the national programming cycle, though two out of the four can change their cycle and one of the remaining two can operate without a bilateral strategy. All are procedurally able to participate in joint programming. A donor coordination group (Comité Multi Bailleurs) provides the framework for a series of sector working groups in Cameroon. A mapping of aid was carried out in 2008 and, while there has been no agreement on sector definitions or comparative advantages, lead donors have been established and some reprogramming has taken place. Sector-wide approaches have also been launched in several sectors. However a 2010 study[22] highlighted a lack of alignment of donors' priorities behind those of Government and recommended that donors accept more Government guidance on both the sectors they work in and on the financial allocations that they make to those sectors. The study suggested that a Code of Conduct be drafted for donors to follow in this regard. It also flagged the need for donors to reform their procedures and to support Government to reinforce its capacity for managing aid. Utilising the existing FTI Facilitating Donor, France, to drive a joint programming process has potential given their good flexibility score.

[22] http://www.minepat.gov.cm/index.php?option=com_docman&task=cat_view&gid=63&Itemid=37

Central African Republic

HDI Score: 0.32 No. of Donors: 17 Fragmentation: 24 (low) PBAs 2007: 34%

	2008	2009	2010	2011	2012	2013	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$255m											
ODA per Capita	$59											
National Strategy	Document de Stratégie de Réduction de la Pauvreté (DSRP)			[Unknown]								
EC							S				✓	1
France							F	✓	✓		✓	3
TOTALS							2	1	1	0	2	2.0

FTI Country. Neither European Union donor is currently aligned with the national programming cycle, though one can of the two change their cycle. Both are procedurally able to participate in joint programming. The Central African Republic has suffered from being a relative aid orphan in terms of donor involvement, though foreign aid is still around three times national revenue and finances nearly 70% of the national development strategy and 99.9% of public investment. Nevertheless, aid is described by donors as being largely misaligned and there are few sector-wide or programme-based approaches in existence. The need for joint programming, aligned to the national strategy and its timing, is therefore pressing, though the problem of extremely weak national capacity first needs to be addressed. Utilising the existing FTI Facilitating Donor, France, to drive the process has potential given their good flexibility score. Given that there is currently only one other European donor, the EC, to coordinate with, progress could potentially be swift.

Ecuador

HDI Score: 0.70 No. of Donors: 25 Fragmentation: 20 (low)

	2007	2008	2009	2010	2011	2012	2013	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$217m	$231m										
ODA per Capita	$16	$17										
National Strategy			Plan Nacional Para El Buen Vivir									
EC								✓	✓			2
Belgium									✓	✓	✓	3
Germany									✓	✓	✓	3
Spain								✓	✓	✓	✓	4
TOTALS								2	4	3	3	3.0

OECD Working Party Focus Country. No EU donors are currently aligned with the national programming cycle. However, all are able to change their cycle. In addition, all bar one are procedurally able to participate in joint programming. Aid effectiveness has only recently come into focus as a priority in Ecuador with the country endorsing the Paris Declaration in 2009. In the same year it established a dedicated agency to deal with international cooperation. Government-donor sector working groups have been set up as a means of fostering harmonisation and an online aid monitoring system has been rolled out. A system is also planned to review new grants, assess their alignment with the national development strategy, and integrate them into the national budget. Government already has a policy of only accepting aid that is in line with the national development plan. However, rather than seeking a formal division of labour, it prefers to negotiate with each donor bilaterally. Aid is nevertheless still predominantly delivered in the form of projects, over 2,000 of which are currently under implementation EU donors coordinate well amongst themselves and have for example agreed on exits from congested sectors. There is interest in joint programming but progress has so far been stalled by the issue of divergent programming cycles and procedures.

Ethiopia

HDI Score: 0.33 No. of Donors: 35 Fragmentation: 37 (medium) PBAs 2005: 53% 2007: 66%

	2007	2008	2009	2010	2011	2012	2013	2014	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$2.6bn	$3.3bn												
ODA per Capita	$33	$41												
National Strategy					Growth and Transformation Plan									
EC									F				✓	1
Austria										✓	✓	✓	✓	4
France										✓	✓		✓	3
Germany											✓	✓	✓	3
Ireland									S		✓		✓	2
Italy									S	✓	✓	✓	✓	4
Netherlands										✓			✓	2
Spain	Under Review									✓	✓	✓	✓	4
United Kingdom									S	✓			✓	2
TOTALS									4	6	6	4	10	2.8

FTI Country and EU DG's Focus Country. No EU donors are currently aligned with the national programming cycle. However, five donors can change their cycle and one of the two that cannot is able to operate without a bilateral strategy. All state that they are procedurally able to participate in joint programming. The Government of Ethiopia has repeatedly invited its development partners to accelerate implementation of their aid effectiveness commitments. Donor coordination and sector working groups are well established in Ethiopia. However a division of labour initiative which commenced in 2007 is yet to yield significant results despite the extensive mapping and comparative advantage assessments that have been carried out. Increasing fragmentation highlights the need for more progress to be made. A Joint Assistance Strategy for EU donors is being developed in 2011 and will outline national development priorities and aid effectiveness activities but not seek to replace donors' bilateral programming papers or cycles. Support has been voiced by these donors for joint programming, however this has involved varying interpretations of what the concept actually involves. There is also debate about whether joint initiatives should be extended to include non-EU donors. It should be noted that a previous attempt at a joint EU strategy in 2007/8 simply involved EU MS being asked to sign the EC's strategy paper which included summaries of their programmes. However they were subsequently blocked from doing so by the EC's legal service. While the Government favours more alignment of donors, it remains somewhat cautious of a unified front due to past experience of budget support being cut off when donor concerns arose over governance. Utilising the existing FTI Facilitating Donor, the EC, to drive any joint programming process might require review given their low flexibility score. Given the large donor community in Ethiopia, more than one driving donor may be needed.

FYROM

HDI Score: 0.70 No. of Donors: 22 Fragmentation: 36 (medium)

	2008	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$201m	$221m													
ODA per Capita	$98	$108													
National Strategy		Rebirth in 100 Steps													
EC											✓				1
Germany												✓	✓	✓	3
Netherlands											✓			✓	2
Slovenia										F	✓	✓		✓	3
Sweden												✓	✓	✓	3
Switzerland															
TOTALS										1	3	3	2	4	2.4

FTI Country. No EU donors are currently aligned with the national programming cycle. However, three donors can change their cycle and both of the remaining two can operate without a bilateral strategy. All bar one are procedurally able to participate in joint programming. European work in FYROM is largely EU accession-driven. Reflecting this, the EC provides the majority of aid and many EU MS are in the process of withdrawing. Given the small number of donors and the EC's centrality, informal coordination is reported to already provide a de facto division of labour. As EU integration is commonly agreed as the main priority by Government and donors and as work on this is already joined up, an additional joint programming initiative would appear to be of very limited value.

Ghana

HDI Score: 0.47 No. of Donors: 29 Fragmentation: 48 (high) PBAs 2005: 53% 2007: 69%

	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.3bn													
ODA per Capita	$55													
National Strategy			Growth and Poverty Reduction Strategy (GPRS) III											
EC									S				✓	1
Denmark									S		✓	✓	✓	3
France									S	✓	✓		✓	3
Germany									F		✓	✓	✓	3
Netherlands									S	✓			✓	2
UK										✓			✓	2
TOTALS									5	3	3	2	6	2.3

FTI Country and OECD Working Party Focus Country. No EU donors are currently aligned with the national programming cycle, though three of the six can change their cycle and two of the remaining three can operate without a bilateral strategy. All are procedurally able to participate in joint programming. Progress on division of labour is reported to have been inhibited by a lack of Government leadership and, though lead donors have been established, no comparative advantage assessment has been made, only limited and ad-hoc reprogramming has taken place, and orphan and darling sectors remain in evidence. A Joint Assistance Strategy was agreed to in 2006 by 15 donors. This provides a joint analysis and set of principles and priorities for donors' work to adhere to rather than acting as a joint programming document. However Government did not sign this Strategy and its involvement in the formulation process has been described as weak. The Strategy is now due for review while a new Government Aid Policy is currently being drafted which includes commitments on Government leadership of division of labour. In light of these opportunities, certain European donors have expressed an interest in moving forward on joint programming in 2011 and a calendar of potential actions has already been drafted to this end. Utilising the existing FTI Facilitating Donor, Germany, to drive the process has potential given their good flexibility score.

Haiti

HDI Score: 0.40 No. of Donors: 27 Fragmentation: 48 (high) 2007: 61%

	2008	2009	2010	2011	2012	2013	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$912m											
ODA per Capita	$92											
National Strategy	Document de la Stratégie Nationale de Croissance et de Réduction de la Pauvreté (DSNCRP)											
			Action Plan for National Recovery & Development									
EC							S				✓	1
France								✓	✓		✓	3
Germany									✓	✓	✓	3
Poland												0
Spain							F	✓	✓	✓	✓	4
Switzerland	Under Review											
TOTALS							2	2	3	2	4	2.2

FTI Country. No European donors are currently aligned with the national programming cycle, though two of the five can change their cycle and one of the remaining three can operate without a bilateral strategy. All bar one are procedurally able to participate in joint programming. Following the 2010 earthquake, European donors agreed a joint strategy to contribute to reconstruction efforts for the country. The EC and EU MS participated as a single entity in the Post-Disaster Needs Assessment and the International Donors' Conference Towards a New Future for Haiti. A joint EU pledge of €1.24bn was made and the Foreign Affairs Council Conclusions of March 2010 stated that this would be delivered via a joint approach. The EC and EU MS then coordinated at headquarters level to draft a country strategy paper capturing the entirety of their support to Haiti. While this has involved some division of labour and the appointment of lead donors for each sector, it has nevertheless mainly been a joint presentation of bilaterally planned work as opposed to genuine joint programming. Reflecting this, it has not involved changes to donors' bilateral programming documents or cycles. Attaining agreement from all concerned in order to finalise the document has nevertheless proved time-consuming and the final approval is still pending as at March 2011. Once it is finalised, the challenge will be to move from pledges of cooperation to implementation on the ground. The planned establishment of an EU House in Port-au-Prince appears to be a positive step in this direction.

Indonesia

HDI Score: 0.60 No. of Donors: 33 Fragmentation: 70 (high) PBAs 2007: 51%

	2007	2008	2009	2010	2011	2012	2013	2014	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$896m	$1.2bn											
ODA per Capita	$4	$5											
National Strategy			Medium-Term National Development Plan										
EC									✓	✓			2
Germany										✓	✓	✓	3
Netherlands									✓			✓	2
Sweden										✓	✓	✓	3
UK									✓			✓	2
TOTALS									3	3	2	4	2.4

OECD Working Party Focus Country: No EU donors are currently aligned with the national programming cycle. However, three donors can change their cycle and both of the remaining two can operate without a bilateral strategy. All bar one are procedurally able to participate in joint programming. The 2010 Paris Declaration Evaluation report highlights some fragmentation but notes that the Government has to date chosen not to push division of labour, preferring to maintain bilateral relations with donors. Government does however produce a “Green Book” of projects that donors are asked to pick from to provide funding for and some donors report that a natural division of labour has arisen on the ground as a result of informal coordination. European donors recently approached the Government to request their views on joint EU programming and were informed that they was satisfied with the current situation of bilateral relations. If the principle of ownership is to be adhered to, it would therefore appear inopportune to attempt to pursue joint programming in Indonesia at the present time. As a middle-income country, it should also be noted that donors increasingly view their aid to Indonesia as part of a package of bilateral ties and are therefore somewhat less inclined to want to work jointly.

Kenya

HDI Score: 0.47 No. of Donors: 33 Fragmentation: 24 (low) PBAs 2005: 45% 2007: 30%

	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.5bn													
ODA per Capita	$35													
National Strategy	Five Year Plan													
EC													✓	1
Denmark									F		✓	✓	✓	3
Finland										✓		✓	✓	3
France										✓	✓		✓	3
Germany											✓	✓	✓	3
Italy									S	✓	✓	✓	✓	4
Netherlands										✓			✓	2
Sweden											✓	✓	✓	3
UK									S	✓			✓	2
TOTALS									3	5	5	5	9	2.7

FTI Country. No EU donors are currently aligned with the national programming cycle, though five out of the nine can change their cycle and a further three can operate without a bilateral strategy. All are procedurally able to participate in joint programming. A Joint Assistance Strategy was agreed in 2007 between Government and 17 donors. This provides a country analysis, commitments on issues such as alignment, and lists in broad terms the donor support required for each sector, but not who should do what. The Strategy has therefore not replaced donors' bilateral programming documents or timetables as a basis for their support and in fact in its introduction specifically states that individual development partners should still discuss and formalise their bilateral programmes with Government. The latter has expressed doubts as to donors' real commitment to align aid behind a Government-owned programme. It should also be noted that the use of programme-based approaches has been decreasing over time. Nevertheless, some progress has been made on division of labour with donor mapping and the assessment of comparative advantages carried out and the establishment of lead donors. Limited re-programming has subsequently taken place with further progress hindered by the country's political situation. The on-going revision of the Joint Assistance Strategy, and the recent signature of a Joint Statement of Intent on Aid Effectiveness could potentially be leveraged to start discussions on genuine joint programming. This could fit well with the new national development strategy that is due to commence in 2013, giving a two year period for donors to prepare to align. Utilising the existing FTI Facilitating Donor, Denmark, to drive the process has potential given their good flexibility score.

Kyrgyz Republic

HDI Score: 0.60 No. of Donors: 25 Fragmentation: 36 (medium) PBAs 2005: 12% 2007: 18%

	2007	2008	2009	2010	2011	2012	2013	2014	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$198m	$237m												
ODA per Capita	$52	$68												
National Strategy			Country Development Strategy (CDS)			Strategy for Socio-Economic Development								
EC										✓	✓			2
Germany											✓	✓	✓	3
Poland														0
Switzerland														
UK									F	✓			✓	2
TOTALS									1	2	2	1	2	1.8

FTI Country. The national development strategy is currently under review. Two of the four EU donors present can change their programming cycle and one of the remaining two can operate without a bilateral strategy. Two are procedurally able to participate in joint programming. A Joint Country Support Strategy was prepared by the Asian Development Bank, EC, Swiss Cooperation, UK, UN and World Bank to cover 2007-10. This provided a joint country analysis, a summary of the national development strategy and commitments to general aid effectiveness principles. While detailing the broad lines of where donors would provide support and a results framework, it did not specify who would do what and thus provided a general framework to be added onto bilateral strategies as opposed to replacing them. As can be seen in the table, joint work by donors in the form of programme-based approaches has remained the exception rather than the rule. In addition there was little Government involvement in the drafting of the document. The Strategy has now been extended to the end of 2011 and a donor meeting in late 2010 agreed to work on a new document to succeed it that will focus on more genuine alignment and may bring on board additional donors including the IMF and USAID. Given that the Government is also currently re-working its own national strategy, this could be an opportune time to drive genuine joint programming forward. The EU Delegation is currently leading on the development of the new Joint Country Support Strategy and would therefore appear to be an appropriate lead for joint programming in the country, as opposed to the FTI Facilitating Donor.

Laos

HDI Score: 0.50 No. of Donors: 31 Fragmentation: 35 (medium) PBAs 2007: 9%

	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$396m	$496m													
ODA per Capita	$65	$80													
National Strategy					7th National Socio-Economic Development Plan (NSEDP)										
EC										S	✓	✓			2
Finland											✓		✓	✓	3
France											✓	✓		✓	3
Luxembourg											✓	✓	✓	✓	4
Switzerland															
TOTALS										1	4	3	2	3	3.0

FTI Country. No EU donors are currently aligned with the national programming cycle. However, three donors can change their cycle and the remaining one can operate without a bilateral strategy. All bar one are procedurally able to participate in joint programming. The Vientiane Declaration on Aid Effectiveness was signed by Government and donors in 2006 and commits donors to taking forward division of labour in order to better align their work with the national development strategy, though it does not set clear guidelines or limits to help achieve this. An analysis of sectoral involvement was carried out in 2009 and highlighted that significant fragmentation still exists while Paris Declaration surveys have shown that the proportion of aid delivered via joint approaches is quite low. However, sector working groups generally perform well and promote coordination as well as undertaking joint sector reviews in some cases. Though strong Government leadership on division of labour / joint programming has been lacking in the past, Government has now highlighted the need to better integrate aid into mainstream planning in the 2010-11 Action Plan for the implementation of the Vientiane Declaration. The Plan commits donors to "broadly align, harmonise and synchronise their assistance strategies with the NSEDP VII [PRSP] objectives, sector strategies and programming cycle." EU donors have responded to this call by adopting an EU Roadmap for Increased Aid Effectiveness which includes commitments to engage in common approaches and to take forward division of labour. The latter foresees the coordination of missions and analysis, the alignment of sector definitions to those of Government, regular mapping, the establishment of comparative advantages and subsequently donor focal sectors, and the leverage of sector working groups to embed the process and engage the wider donor community. It also commits to examining the potential for employing a joint EU country strategy document, starting with an examination of individual donors' current strategy requirements and then developing a framework template. Given the Government's position in favour of more coordinated programming and good local EU support for the issue, along with the relatively small number of European donors present in the country, there does now seem to be potential to take the first steps towards joint programming in Laos. Utilising the existing FTI Supporting Donor, the EC, to drive this process has potential given their track record in facilitating donor coordination to date.

Madagascar

HDI Score: 0.44 No. of Donors: 24 Fragmentation: 21 (low) PBAs 2007: 44%

	2007	2008	2009	2010	2011	2012	2013	2014	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$869m	$787m												
ODA per Capita	$48	$44												
National Strategy	Madagascar Action Plan													
EC													✓	1
France									F	✓	✓		✓	3
Germany											✓	✓	✓	3
UK										✓			✓	2
TOTALS									1	2	2	1	4	2.3

FTI Country. No EU donors are currently aligned with the national programming cycle, though two out of the four can change their cycle and one of the remaining two can operate without a bilateral strategy. All are procedurally able to participate in joint programming. The Government has created an aid coordination structure and sector working groups have been established. A mapping has also been undertaken and lead donors nominated. However the political situation and suspension of aid by some donors has prevented further progress on division of labour and towards joint programming. Donors have also specifically flagged the lack of coordination of programming cycles as a constraint. Utilising the existing FTI Facilitating Donor, France, to drive a joint programming process in future has potential given their good flexibility score.

Malawi

HDI Score: 0.39 No. of Donors: 29 Fragmentation: 38 (medium) PBAs 2005: 32% 2007: 42%

	2008	2009	2010	2011	2012	2013	2014	2015	2016	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$913m														
ODA per Capita	$61														
National Strategy				Malawi Growth and Development Strategy (MGDS) II											
EC										S				✓	1
Germany												✓	✓	✓	3
Ireland												✓		✓	2
UK	Under Review										✓			✓	2
TOTALS										1	1	2	1	4	2.0

FTI Country. No EU donors are currently aligned with the national programming cycle. However, two donors can change their cycle. All are procedurally able to participate in joint programming. Malawi has a relatively well-established structure of Government-led sector working groups and lead donors and also carries out annual mapping in the form of the Malawi Aid Atlas. However these initiatives have not moved far beyond coordination and policy dialogue and the Atlas shows that the average donor is still present in 6 sectors. Government also highlights issues of both orphan and darling sectors as well as uncoordinated donor exits. The Aid Management Division of the Ministry of Finance published a report on division of labour in March 2010. This notes the cautious approach of Government stating that "the general standpoint of the Government of Malawi at the moment is against asking donors to withdraw from a sector and against introduction of a maximum number of sectors per donor". The report's recommendations are correspondingly general and light. Nevertheless, with only four European donors present, coordination between them is good and there is an appetite for joint work, as evidenced by the recent establishment of a common fund to finance NGOs by the EC, Ireland and the UK. Coordination around budget support is also strong. The main barriers to progressing towards joint programming are now said to be donors' divergent programming cycles, the short amount of time generally available for the programming process, and the bilateral and multi-sector approach pushed by donors' headquarters. If these constraints are tackled, a joint programming process beginning with a small nexus of donors - for example the EC, Germany, Ireland and Norway - could have potential, with others encouraged to join as momentum is gathered. The EC would be well-placed to lead the process given its role to date in fostering donor coordination in Malawi.

Mali

HDI Score: 0.31 No. of Donors: 27 Fragmentation: 22 (low) PBAs 2005: 48% 2007: 41%

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$831m	$1bn	$964m														
ODA per Capita	$69	$82	$76														
National Strategy		Growth and Poverty Reduction Strategy Framework					2012-2016 Growth and Poverty Reduction Strategy Framework										
EC												S				✓	1
Belgium														✓	✓	✓	3
France												F	✓	✓		✓	3
Germany														✓	✓	✓	3
Luxembourg													✓	✓	✓	✓	4
Netherlands												F	✓			✓	2
Spain	Under Review												✓	✓	✓	✓	4
Sweden														✓	✓	✓	3
Switzerland																	
TOTALS												3	4	6	5	8	2.9

FTI Country, EU DG's Focus Country and OECD Working Party Focus Country. One European Union donor is currently aligned with the national programming cycle. Five of the remaining seven can change their cycle and one of the two that are left can operate without a bilateral strategy. In addition, all European donors in the country report being procedurally able to participate in joint programming. Donors have committed to designing a joint programme for Mali in 2012, with their planned approach outlined in a "Methodological Note" drafted by the African Development Bank, EC and World Bank. Joint analysis is planned for the first half of 2011 and should then form the basis for a joint strategic and operational response. At present however there is not unanimous agreement among the wider donor group as to what status the intended joint programme should have. There have also been concerns that the process will be dominated by European interests and attempts to push forward the EU Code of Conduct on Division of Labour. Nevertheless, with the current national strategy expiring in 2011, it appears to be an opportune time to take forward a joint programming initiative. Utilising the existing FTI Facilitating Donor, France, to drive the process, at least from the European side, has potential given their good flexibility score and leadership on the issue to date.

Moldova

HDI Score: 0.62 No. of Donors: 25 Fragmentation: 24 (low) PBAs 2005: 16% 2007: 30%

	2007	2008	2009	2010	2011	2012	2013	2014	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$267m	$299m												
ODA per Capita	$73	$82												
National Strategy					2011-2014 National Development Strategy									
EC										✓	✓			2
Austria									F	✓	✓	✓	✓	4
Czech Republic														0
France										✓	✓		✓	3
Germany											✓	✓	✓	3
Poland														0
Sweden											✓	✓	✓	3
Switzerland														
United Kingdom	Under Review								S	✓			✓	2
TOTALS									2	4	5	3	5	2.1

FTI Country and EU DG's Focus Country. Two EU donors are currently aligned with the national programming cycle. Of the remaining five, three can change their cycle. Five are procedurally able to participate in joint programming. Donors signed a Partnership Principles Implementation Plan in 2010 which sets the ground rules for better coordination and places a strong emphasis on division of labour. Following a donor pledging conference in the same year, Moldova is set to receive considerably increased support from EU donors. The Government has a particular foreign policy interest in moving closer to Europe and has recently stated that it believes significant benefits would come from European donors being better coordinated. It has therefore requested that they coordinate their responses to its next national development plan which will commence in 2011. Poland, the Czech Republic and Romania now all have substantial programmes in the country, with Romania being the largest of all bilateral donors on the basis of recent commitments. These emerging European donors offer particular potential for joint programming given that they have generally not yet adopted specific country strategy templates and timetables and therefore retain a substantial amount of programming flexibility. A comparatively small donor community could facilitate coordination but restricts the resources available to work on a joint document. Austria, as the FTI Facilitating Donor, is committed to moving ahead and is seeking to share responsibilities with other EU donors.

Mongolia

HDI Score: 0.62 No. of Donors: 29 Fragmentation: 34 (medium) PBAs 2005: 29% 2007: 6%

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$202m	$239m	$246m															
ODA per Capita	$78	$91	$93															
National Strategy		National Development Strategy (NDS) - Phase I																
EC														✓	✓			2
Czech Republic													S					0
Germany															✓	✓	✓	3
Netherlands														✓			✓	2
Switzerland																		
TOTALS													1	2	2	1	2	1.8

FTI Country. No EU donors are currently aligned with the national programming cycle, though two out of the four can change their cycle and one of the remaining two can operate without a bilateral strategy. Two are procedurally able to participate in joint programming. Donor alignment and harmonisation in Mongolia is very weak and the use of programme-based approaches has fallen to an exceptionally low level. While there is no formal coordination structure, the Government organises bi-annual donor conferences which include sector working groups. The National Development Strategy is felt by some donors to lack substantial concrete commitments and operational guidelines. No progress has been made on division of labour. Several donors do not maintain a permanent presence in the country despite their work there. Utilising the existing FTI Supporting Donor, the Czech Republic, to drive any joint programming process may need to be reconsidered given their low flexibility score. Germany could perhaps serve as a suitable replacement.

Mozambique

HDI Score: 0.28 No. of Donors: 34 Fragmentation: 38 (medium) PBAs 2005: 46% 2007: 46%

	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.7bn	$1.9bn													
ODA per Capita	$81	$89													
National Strategy					Plan for the Reduction of Poverty (PARP)										
EC										S				✓	1
Austria											✓	✓	✓	✓	4
Belgium												✓	✓	✓	3
Denmark										S		✓	✓	✓	3
Finland											✓		✓	✓	3
France										S	✓	✓		✓	3
Germany										S		✓	✓	✓	3
Ireland										S		✓		✓	2
Italy										S	✓	✓	✓	✓	4
Netherlands										F	✓			✓	2
Portugal										S	✓	✓	✓		3
Spain											✓	✓	✓	✓	4
Sweden												✓	✓	✓	3
Switzerland															
UK											✓			✓	2
TOTALS										8	8	10	9	13	2.9

FTI Country. Three EU donors are currently aligned with the national programming cycle. Of the remaining eleven, eight can change their cycle and two others can operate without a bilateral strategy. All bar one are procedurally able to participate in joint programming. A Task Force on Division of Labour has done extensive mapping and established lead donors and comparative advantages as well as making plans for sector rationalisation. Consideration of joint programming previously concluded that it would be untenable without a national aid policy or synchronised donor programming cycles. A Government Aid Policy is now under development though lacks clear instructions for donors or measurable targets. This reflects a reluctance by Government to provide firm guidance to donors out of concern that seeking to influence their behaviour may result in a decrease in funding. Nevertheless, several donors have recently shown a willingness to adjust the timing of their programming including the ADB, Germany and Norway, who all extended their latest strategies so that their end dates would coincide with that of the national development plan. The UK has also introduced a rolling strategy to tackle the issue of programming alignment. In addition, a substantial proportion of aid is given as budget support and is already aligned with the national budgetary cycle. There does therefore appear to be significant appetite and potential to take forward joint programming. It might be considered to use one of the already aligned donors to drive the process as opposed to the FTI Facilitating Donor.

Nicaragua

HDI Score: 0.56   No. of Donors: 31   Fragmentation: 26 (low)   PBAs 2005: 48% 2007: 46%

	2007	2008	2009	2010	2011	2012	2013	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$840m	$741m											
ODA per Capita	$150	$131											
National Strategy			Plan Nacional de Desarrollo Humano (PNDH)										
EC								F				✓	1
Finland									✓		✓	✓	3
Germany										✓	✓	✓	3
Luxembourg								S	✓	✓	✓	✓	4
Netherlands								S	✓			✓	2
Spain									✓	✓	✓	✓	4
Switzerland													
UK	Under Review								✓			✓	2
TOTALS								3	5	3	4	7	2.7

FTI Country. No EU donors are currently aligned with the national programming cycle. However, three donors can change their cycle and all of the remaining three can operate without a bilateral strategy. All are procedurally able to participate in joint programming. Donors in Nicaragua established a Working Group on Division of Labour in 2008. However Government has shown little interest in the topic, preferring to deal with donors bilaterally and objecting to the concept of them speaking with one voice. A new Government policy on harmonisation was published in December 2010 following lengthy debate but, while reference is made to division of labour, the aim appears to be to restrict donor activities in certain areas where the Government is against them, such as governance, rather than to work towards overall harmonisation. European donors plus Norway and Switzerland do coordinate well amongst themselves and have examined the possibility of joint programming. However the different programming cycles that are set by each donor's headquarters have been found to form a significant impediment to this. Work on a common country assessment has also run aground due to difficulties in reaching a consensus on the country's political situation. Finally, several donors have pulled out of the country unilaterally in the last five years which has had a further negative effect on harmonisation and left several gaps in sectoral coverage. Should the situation improve in future, utilising the existing FTI Facilitating Donor, the EC, to drive a joint programming process might require review given their low flexibility score.

Rwanda

HDI Score: 0.39   No. of Donors: 34   Fragmentation: 41 (high)   PBAs 2005: 42% 2007: 38%

	2008	2009	2010	2011	2012	2013	2014	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$931m												
ODA per Capita	$96												
National Strategy	Economic Development and Poverty Reduction Strategy												
EC												✓	1
Belgium										✓	✓	✓	3
Germany										✓	✓	✓	3
Netherlands									✓			✓	2
Sweden										✓	✓	✓	3
Switzerland													
UK								F	✓			✓	2
TOTALS								1	2	3	3	6	2.3

FTI Country and EU DG's Focus Country and OECD Working Party Focus Country. No EU donors are currently aligned with the national programming cycle. However, four donors can change their cycle and one of the remaining three can operate without a bilateral strategy. All are procedurally able to participate in joint programming. The Rwandan Government led a division of labour process which was finalised in late 2010 with each door limited to three sectors and floors placed on bilateral project funding. A monitoring system is now being designed which will seek to assess the implementation and impact of division of labour as part of annual performance reviews. The Government is keen to move on towards joint programming, having highlighted in the 2010 Development Partners Meeting that donors' different programming cycles and strategy papers stand in the way of true ownership, alignment and harmonisation of aid. A series of potential steps has now been outlined including adjustment of donors' planning cycles, the use of Sector Working Groups to coordinate all donor support to each sector, and the launch of a joint country diagnostic. It should be noted that this is a donor-wide as opposed to EU process and therefore no particular European donor is flagged to lead the process.

Senegal

HDI Score: 0.41 No. of Donors: 32 Fragmentation: 38 (medium) PBAs 2005: 57% 2007: 39%

	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$780m	$1.1bn													
ODA per Capita	$73	$87													
National Strategy					Document de Stratégie pour la Croissance et la Réduction de la Pauvreté (DSRP) III										
EC										F				✓	1
Belgium												✓	✓	✓	3
France										S	✓	✓		✓	3
Germany												✓	✓	✓	3
Italy										S	✓	✓	✓	✓	4
Luxembourg											✓	✓	✓	✓	4
Netherlands										S	✓			✓	2
Spain	Under Review										✓	✓	✓	✓	4
TOTALS										4	5	6	5	8	3.0

FTI Country. No EU donors are currently aligned with the national programming cycle, though six out of the eight can change their cycle and one of the remaining two can operate without a bilateral strategy. All are procedurally able to participate in joint programming. The Government's Aid Effectiveness Action Plan covering 2008-10 highlights the need for more joint approaches. An Aid Policy has also been drafted which cites the reduction of fragmentation as a key goal. Government has specifically asked that donors move beyond information sharing to actually coordinating their approaches, stating that the divergent interests and priorities of donors remain a serious challenge and, reflecting this, it can be seen that the use of programme-based approaches has been decreasing over time. Government has also expressed its desire for a single institutional point of entry for aid and a joint donor country strategy to ensure ownership, alignment and harmonisation. The challenge is now to operationalise these various good intentions. EU donors have undertaken extensive mapping as a preparation for division of labour but little reprogramming has so far been evident. Their divergent programming formats and cycles are cited as a key reason for this. Utilising the existing FTI Facilitating Donor, the EC, to drive a joint programming process might require review given their low flexibility score.

Serbia

HDI Score: 0.74 No. of Donors: 30 Fragmentation: 47 (high)

	2006	2007	2008	2009	2010	2011	2012	2013	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.6	$839m	$1.0bn											
ODA per Capita	$213	$114	$142											
National Strategy	The National Strategy of Economic Development of the Republic of Serbia													
EC										✓				1
Germany											✓	✓	✓	3
Hungary											✓	✓		2
Sweden									F		✓	✓	✓	3
Switzerland														
UK	Under Review									✓			✓	2
TOTALS									1	2	3	3	3	2.2

FTI Country. No EU donors are currently aligned with the national programming cycle. However, three donors can change their cycle and the remaining one can operate without a bilateral strategy. Three are procedurally able to participate in joint programming. European work in Serbia is largely accession-driven. The Government, well aware of the reforms needed to meet EU requirements, undertakes dedicated programming and proposes projects for European funding. EC funding is far higher than that of the EU MS present and the Government is thus predominantly EC-focused. Sector-based coordination generally works well with a lead donor driving policy dialogue and coordinating activities. Projects remain the normal delivery modality however. Sweden, the FTI Facilitating Donor, convened a meeting on division of labour in 2008 but interest from others was weak given the perceived low amount of fragmentation and the number of donors phasing out. Government is in favour of working towards sector wide approaches but interest from donors has so far been low while limited national planning capacity remains a significant constraint. European donors are progressively leaving Serbia, though not in a coordinated way, which further complicates any harmonisation or joint programming effort. Utilising the existing FTI Facilitating Donor, Sweden, to drive any future joint programming process has potential given their good flexibility score.

Sierra Leone

HDI Score: 0.32 No. of Donors: 27 Fragmentation: 33 (medium) PBAs 2007: 27%

	2008	2009	2010	2011	2012	2013	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$367m											
ODA per Capita	$56											
National Strategy	Agenda for Change											
EC											✓	1
Germany							F		✓	✓	✓	3
Ireland							F		✓		✓	2
Sweden									✓	✓	✓	3
UK	Under Review						S	✓			✓	2
TOTALS							3	1	3	2	5	2.2

FTI Country. No EU donors are currently aligned with the national programming cycle. However, three donors can change their cycle. All are procedurally able to participate in joint programming. A Joint Country Strategy was agreed between the EC and UK in 2007, covering 2008-13. Inputs for the Strategy were also received from other EU MS working in the country. It should be noted that this period was chosen in order that the EC could sign the strategy without altering its own bilateral programming cycle. Meanwhile the UK is in fact putting the strategy into effect over the period of 2007-12 to match its own cycle. Neither period is aligned with the current national strategy which runs from 2008 to 2011. While the Strategy establishes some division of labour between the two donors, each has also drafted its own bilateral implementation document - a National Indicative Programme in the case of the EC and a Management and Results Framework in the case of the UK. Meanwhile, non-European donors have been pursuing their own joint programming, with the African Development Bank and World Bank agreeing a Joint Assistance Strategy and the UN family agreeing a Joint Vision. The challenge is now to prevent a fragmentation of joint programming and to ensure alignment with the national strategy. A precedent does already exist in that the EC, UK, African Development Bank and World Bank currently contribute to multi-donor budget support, planning and programming this aid jointly. However the majority of aid to Sierra Leone is still delivered by bilateral projects. Utilising the existing FTI Facilitating Donors, Germany and Ireland, to drive joint programming in future has potential given the strong commitment of their local offices to donor coordination.

Tanzania

HDI Score: 0.40 No. of Donors: 34 Fragmentation: 50 (high) PBAs 2005: 55% 2007: 61%

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$5.6bn	$2.8bn	$2.3bn													
ODA per Capita	$46	$68	$55													
National Strategy						National Strategy for Growth and Reduction of Poverty (NSGRP)										
EC											F				✓	1
Belgium													✓	✓	✓	3
Denmark											S		✓	✓	✓	3
Finland												✓		✓	✓	3
France												✓	✓		✓	3
Germany											S		✓	✓	✓	3
Ireland											S		✓		✓	2
Netherlands											S	✓			✓	2
Sweden													✓	✓	✓	3
Switzerland																
UK												✓			✓	2
TOTALS											5	4	6	5	10	2.5

FTI Country. One European Union donor is currently aligned with the national programming cycle. Five of the remaining nine can change their cycle and a further three can operate without a bilateral strategy. All are procedurally able to participate in joint programming. While progress on division of labour has been made, with lead donors established and some reprogramming undertaken, the level of fragmentation remains considerable The Tanzania Joint Assistance Strategy was initiated by Government and signed by 19 donors in 2006. It lays out principles for donors to follow such as the use of Government systems and division of labour and expresses a preference for aid to be given in the form of budget support. It might therefore more commonly be described as an aid policy. Donors have also agreed a Joint Programme Document to respond to this Government-led strategy. This provides a joint country analysis which aims to replace donors' bilateral analysis and lists the various national priorities that donors will support, but stops short of specifying who will do what. It provides a summary of donors' bilateral programming documents as opposed to seeking to replace these or their individual timetables. Utilising the existing FTI Facilitating Donor, the EC, to drive a genuine joint programming process may require review given their low flexibility score.

Uganda

HDI Score: 0.42 No. of Donors: 32 Fragmentation: 38 (medium) PBAs 2005: 50% 2007: 66%

	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.7bn													
ODA per Capita	$52													
National Strategy			National Development Plan											
EC													✓	1
Austria			Intentionally aligned to National Development Plan							✓	✓	✓	✓	4
Belgium											✓	✓	✓	3
Denmark	Under Review										✓	✓	✓	3
Germany									S		✓	✓	✓	3
Netherlands									S	✓			✓	2
Sweden											✓	✓	✓	3
UK										✓			✓	2
TOTALS									2	3	5	5	8	2.6

FTI Country. One European Union donor is currently aligned with the national programming cycle. Of the remaining seven, four can change their cycle and two others can operate without a bilateral strategy. All are procedurally able to participate in joint programming. The Ugandan Joint Assistance Strategy was agreed in 2005 and signed by Government and 14 donors. It was developed at the same time as the Government's Poverty Eradication Action Plan which is said to have restricted the latter's capacity to engage in its drafting. This indicates that, rather than being part and parcel of national plans, the Strategy is rather a separate, donor-centric document. The Strategy sets out principles for donor engagement and is thus an overarching framework as opposed to a replacement for donors' bilateral programming documents or timetables. Decisions on aid are reported to still be ultimately driven by individual donor preferences as opposed to any joint commitments. There has however been some progress on division of labour under the Strategy with mapping and comparative advantage assessments carried out and lead donors established. This has subsequently led to re-programming by some donors. The current drafting of a Partnership Policy by Government could offer scope for converting donors' rhetoric on harmonisation and alignment into concrete progress on joint programming. With the next national strategy due to commence in 2015, donors have ample time to align. It could be considered to use Austria, the one donor that has intentionally aligned with the national cycle, to drive the process as opposed to the FTI Supporting Donors.

Ukraine

HDI Score: 0.71 No. of Donors: 24 Fragmentation: 50 (high) PBAs 2007: 8%

	2007	2008	2009	2010	2011	2012	2013	2014	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$384m	$574m												
ODA per Capita	$9	$13												
National Strategy		Ukranian Breakthrough												
EC										✓	✓			2
Germany											✓	✓	✓	3
Poland														0
Sweden									F		✓	✓	✓	3
Switzerland														
UK										✓			✓	2
TOTALS									1	2	3	2	3	2.0

FTI Country. No EU donors are currently aligned with the national programming cycle, though three out of the five can change their cycle and a further one can operate without a bilateral strategy. Three are procedurally able to participate in joint programming. While some joint programmes have been undertaken by donors in individual sectors, the use of programme-based approaches is exceptionally low and there is no evidence of progress on overall joint programming. A donor mapping has taken place and lead donors have been established in some sectors, though no assessment of comparative advantages has been undertaken. Several donors are however reported to have reprogrammed their aid on an ad-hoc basis in order to concentrate their resources on fewer sectors. Nevertheless, both orphan and darling sectors are still acknowledged to exist. Utilising the existing FTI Facilitating Donor, Sweden, to drive a joint programming process has potential given their good flexibility score.

Viet Nam

HDI Score: 0.57 No. of Donors: 35 Fragmentation: 46 (high) PBAs 2005: 34% 2007: 58%

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$1.8bn	$2.5bn	$2.6bn													
ODA per Capita	$22	$29	$30													
National Strategy						Sixth National Development Plan										
EC											F	✓	✓			2
Belgium													✓	✓	✓	3
Denmark													✓	✓	✓	3
Finland												✓		✓	✓	3
France											S	✓	✓		✓	3
Germany													✓	✓	✓	3
Ireland											S		✓		✓	2
Luxembourg												✓	✓	✓	✓	4
Netherlands												✓			✓	2
Spain	Under Review											✓	✓	✓	✓	4
Sweden													✓	✓	✓	3
Switzerland																
United Kingdom												✓			✓	2
TOTALS											3	7	9	7	11	2.8

FTI Country and EU DG's Focus Country. Four EU donors are currently aligned with the national programming cycle. Of the remaining eight, six can change their cycle and the final two can operate without a bilateral strategy. All bar one are procedurally able to participate in joint programming. The Government of Viet Nam has taken firm leadership of the aid effectiveness agenda over the past 5 years. The Hanoi Core Statement localises the Paris Declaration commitments and its implementation is regularly monitored. EU Heads of Cooperation meet on a regular basis and monitor implementation of their Division of Labour Action Plan. This Plan also envisages moving towards joint multi-annual programming, commencing with a joint analytical review of the country's 2011 to 2015 Socio-Economic Development plan. The EC, France and Spain have all registered their commitment to this process. In general, there appears to be a favourable environment for joint programming given the substantial momentum and reputation built up in aid effectiveness in recent years. However, as the country approaches middle-income status, it is possible that bilateral concerns will crowd out aid effectiveness initiatives on donors' agendas. Utilising the existing FTI Facilitating Donor, the EC, to drive a joint programming process may require review given their low flexibility score.

Zambia

HDI Score: 0.40 No. of Donors: 32 Fragmentation: 44 (high) PBAs 2005: 47% 2007: 47%

	2007	2008	2009	2010	2011	2012	2013	2014	2015	FTI Role	No bilateral strategy?	Change cycle?	Rolling strategy?	Joint Programming?	SCORE
Total ODA	$926m	$1.1bn													
ODA per Capita	$81	$86													
National Strategy					Sixth National Development Plan (SNDP)										
EC										S				✓	1
Denmark												✓	✓	✓	3
Finland											✓		✓	✓	3
Germany										F		✓	✓	✓	3
Ireland												✓		✓	2
Netherlands										S	✓			✓	2
Sweden												✓	✓	✓	3
UK											✓			✓	2
TOTALS										3	3	4	4	8	2.4

FTI Country. No EU donors are currently aligned with the national programming cycle, though four out of the eight can change their cycle and three others can operate without a bilateral strategy. All are procedurally able to participate in joint programming. An Action Plan for division of labour was drafted in 2010. This commits donors to align their sector definitions to those of the Government and to link their work to the donor coordination structure. Some progress has already been made on implementation with mapping carried out, comparative advantage assessments completed, and sector definitions agreed upon. Lead donors have subsequently been nominated and some limited re-programming undertaken. The second Zambia Joint Assistance Strategy was signed in 2007 by 16 donors. Originally intended to replace the country strategy papers of certain donors, this has not happened in practice. The Strategy has instead been used as an overarching framework for donor support. A successor Strategy is now being developed, offering a window of opportunity for returning to the original intention of a document that replaces donors' bilateral programming. Utilising the existing FTI Facilitating Donor, Germany, to drive a joint programming process has potential given their good flexibility score.

2.3 Summary

A summary is given below of the overall findings from the text and tables above in terms of the current potential of each country to undertake joint programming (JP).

High Potential for JP	Bolivia	Ghana	Haiti	Kyrgyz Republic	Laos	Malawi	
	Mali	Moldova	Mozambique	Rwanda	Tanzania		
Some Potential for JP	Albania	Bangladesh	Benin	Burkina Faso	Cambodia	Cameroon	Ethiopia
	Kenya	Senegal	Sierra Leone	Uganda	Viet Nam	Zambia	
Questionable Potential for JP	Burundi	CAR	Ecuador	FYROM	Indonesia		
	Madagascar	Mongolia	Nicaragua	Serbia	Ukraine		

3. Conclusions and Recommendations

3.1 Summary of Key Findings

The sub-section below provides a summary of the key opportunities and challenges for synchronisation and joint programming that have been identified. The Options for Action that follow are based on these.

- Perceptions: all EU donors reported being committed to joint programming and ranked "alignment with national strategies" and "providing support in sectors of comparative advantages" as the most important aid effectiveness principles guiding their work. However they also perceive a series of barriers to taking forward synchronisation and joint programming in practice, namely: internal rules and regulations designed for bilateral working and a lack of capacity to take forward joint work; weak political will due to bilateral goals, visibility concerns and increasing pressures to demonstrate impact and value for money; a lack of local leadership or interest from other donors; and no existing division of labour on the ground to form the basis of a joint programme. These perceived barriers are echoed in the fact that less than half of EU donors state that they are ready to actually see joint programming implemented at the country level. Substantial uncertainty also exists as to what joint programming really means and entails in practice.

- Agreements: a series of EU agreements are already in place that clearly commit to synchronisation and joint programming. Further political backing is provided by the Lisbon Treaty and the recently established European External Action Service. However there has been little enforcement of what has been agreed at the EU level to date, demonstrated by similar commitments being made repeatedly over a number of years. A lack of monitoring and enforcement at the country level may be to blame for this. Several donors have cautioned against making any further high-level agreements, stressing that the priority should now be to implement what has already been signed up to and to tackle the challenges that are evident on the ground in attempting to do so. Such challenges are demonstrated in the Country Snapshots which report on a series of attempts at the country level that have failed to move beyond general agreements on principles and priorities to produce a joint programming document.

- Synchronisation ability: 68% of EU donors are able to adjust their programming cycle to match that of the partner country. However, a glance at the Country Snapshots shows that such synchronisation has rarely been undertaken in practice. For those who do not presently have the ability, establishing it can involve substantial legal and procedural changes. In addition to straight synchronisation, 64% can fund activities without a specific bilateral country strategy paper and 52% can make use of rolling strategies.

- Joint programming ability: 67% could sign a joint programming document with other EU donors that "that sets out shared analysis and objectives and then divides implementation activities among donors". Only a third of these would be obliged to also develop their own bilateral strategy paper alongside it. 64% are procedurally required to look at the possibility of joint programming when developing their country strategy paper while 75% are at least required to consult other donors at country level when they programme.

- Decentralisation: overall there is little decentralisation of decision-making to country offices with only 5% of EU donors fully decentralised and 45% fully centralised. For more than half, headquarters-based personnel are primarily responsible for drafting country strategy papers. A lack of adequate decentralisation is one of the most frequently cited reasons for poor progress on synchronisation and joint programming, along with inadequate partner country ownership.

- Partner country ownership: 90% of EU donors are required to consult the partner country government in preparing their programming document and state that they are able to respond to partner countries' priorities. However, as has been noted above "despite perceptions of flexibility, most respondents have significant restrictions as to what extent they can respond to government priorities". These can be caused by globally set sectoral quotas and priorities and their existence reflects the asymmetrical nature of programming that is reported by many partner countries. This can see partner countries with little power to decide what donors do and well aware of what they prefer to fund. The Country Snapshots above reflect this, reporting on the frequent calls for better donor alignment that are made in many national aid policies and strategies.

3.2 Options for Action

3.2.1 Clarify

Three key issues need to be clarified by EU donors at both headquarters and partner country level in order to close the present information and understanding gap.

3.2.1.1 What Has Been Agreed
As noted above, the various EU agreements made to date on joint programming have not been well enforced. They have also not been well communicated, leading to many at both the headquarters and the partner country level being unaware of exactly what has been signed up to. An audit could therefore now be made of all existing commitments and a summary document produced and circulated, potentially complemented by new information drawn from the recommendations below.

3.2.1.2 What Joint Programming Means
The Country Snapshots demonstrate that there are various interpretations of joint programming circulating, from undertaking a joint initiative with another donor, to making a compendium of bilateral strategy papers, to agreeing on a series of principles to guide all donors' support. While these may all be valuable undertakings in their own right, there is a need to be clear that none of them constitute joint programming. Without seeking to put forward a one-size-fits-all approach, several components could be proposed, some or all of which would have to be included in an initiative for it to be categorised as joint programming:

- A commitment by donors to agree, at the same time and for the period of the national development strategy, the specific contributions that each will make to that strategy.
- A change to donors' existing bilateral strategies and cycles.
- A clear division of labour between donors.
- Specific details on what is going to change vis-à-vis the status quo, for example who is going to do what, when, and the new rules that are going to be applied.
- Signature at donors' headquarters level to lock in the agreed commitments.

It should also be clearly stated that any document that is only a statement of principles and/or a general agreement to align behind the partner country's priorities, without specifying who will do what, cannot be classified as a joint programming document.

3.2.1.3. What Is Possible

Donors' offices in partner countries are sometimes unaware of the legal and procedural options for joint working that are already available to them. A joint communication could therefore be sent from the headquarters of the EU donors present in each country to their country offices, outlining the options that each donor already has available for participating in cycle synchronisation and joint programming, for example based on the material available in this study. This communication could also request a proposal from the country level on how to take forward a process utilising these options while at the same time asking that any barriers to joint programming that may currently be present are flagged (e.g. limited local decision-making power or particular donor procedures). The results of this could be used to identify where particular donors may need to apply legal and procedural changes in order to implement their commitments. It should be noted however that the majority of EU donors have reported that they are already able to either change their programming cycle, use a rolling cycle, or operate without a bilateral programming document. In addition, most state that they can undertake joint programming as defined in the questionnaire for thus study. This suggests that poor communication of existing procedural flexibility from headquarters to country offices is a large part of the problem. In the same vein, donors should sensitise their country offices to how they are already working jointly in other countries, thereby demonstrating what is possible and replicable.

3.2.2 Choose How to Synchronise

Several options are available for synchronisation and these are set out below. For each option, a number of EU donors are currently already able to pursue it without making further legal or procedural changes but are generally choosing not to do so. This challenges the donor perception reported above that legal and procedural barriers are one of the main impediments to synchronisation and joint programming. A two-step policy approach could therefore now be envisaged: firstly and most easily to request donors who do have the ability to utilise it in each partner country where they work, and secondly and more challengingly to request donors who do not have the ability to undertake the necessary legal and procedural changes to introduce it.

<u>Changing the cycle:</u> commitments to synchronise programming could most clearly be met by donors altering their programming cycles in order to align them with each other. In doing so, a choice needs to be made between establishing a single, worldwide EU cycle which all would align to or to synchronise with the national cycle in each country. As set out in the introduction to this study, the various EU commitments made on joint programming to date clearly specify that synchronisation should take place at the local level, i.e. to match the national planning cycle of the partner country. The pros of such an approach are local alignment, ownership, predictability, decreasing transactions costs for government, and a higher possibility of persuading other donors to join the process, given that it will not be perceived as owned by a particular donor or group of donors. This is reinforced by the research carried out for the Country Snapshots above which has shown that the majority of donors' country offices and partner country governments believe that the lack of alignment of donors' programming cycles to the national planning cycle is one of the most serious barriers to joint programming today. The purported cons of such an approach are that it could prove administratively burdensome and that the visibility of a global EU cycle would be forgone. However, both of these suppositions merit further examination:

- *Administrative burden:* several EU MS do already use different cycles in each partner country in order to match the national cycle. These donors reported in interviews that their reasons for doing so were to improve ownership and alignment in line with their aid effectiveness commitments. They also stated that this approach actually diminished their administrative burden by spreading the work of preparing programming documents across several years as opposed to having to undertake all at the same time. The UN and World Bank were also interviewed on this question and similarly reported that their policy is to match the programming cycle of the partner country for reasons of ownership and alignment and that this reduces their programming workload by distributing it over time. Therefore the contention that following a different cycle in each country will increase administration costs appears questionable.

- *EU visibility:* any positive visibility anticipated from introducing a global EU cycle needs to be weighed against the potential negative visibility that could result from doing so. Using a single cycle for all countries would contradict both the commitments made by the EU to synchronise with national cycles and those made by the wider donor community to align their aid with national plans. This point was highlighted by both the UN and World Bank in interviews with their officials and deserves consideration, especially in light of the EU's central role in delivering the agreements that were reached in Paris and Accra. For Member States that are already synchronised to partner country cycles, justifying switching away from this approach to an EU global cycle would be particularly problematic as it would appear to represent a step back on aid effectiveness. However, a global EU programming cycle should certainly not be seen as the only way to raise EU visibility. The EU could instead significantly heighten its profile by undertaking joint action as the first-mover in aligning to partner country cycles and taking forward joint programming on the ground, aiming to stimulate other donors to do the same and positioning itself as a donor trailblazer and example of good practice.

As shown in the Country Snapshots, donors' programming cycles are overwhelming out of line with national cycles at present. If the recommendation to follow the method of alignment outlined above is followed, a simple progressive synchronisation arrangement could be envisaged for initial alignment. Donors whose cycle finishes before the current national cycle could be requested to extend their present cycle in order to match the national finishing date and from then on to align with the national cycle. Such flexibility has already been demonstrated by donors in some countries such as Mozambique. Donors whose cycle finishes after the current national cycle could be asked to join the new national cycle at this point, initiating a short cycle at first to match its next finishing date and then fully aligning from its next iteration on. Donors with existing ability to comply: Austria, Belgium, Denmark, France, Germany, Hungary, Ireland, Italy, Luxembourg, Portugal, Slovakia, Slovenia, Spain, Sweden.

<u>De-linking planning from financing:</u> some donors' financing cycles depend on their national budget and are therefore not easily altered. However, even without changing the financing cycle, the goals of synchronisation and joint programming could conceivably still be met. By de-linking financing from planning, as some donors already do, it would be possible to match the planning cycle of the partner country while still making financial commitments as per the original cycle. This would mean that some planned activities would not have firm financial commitments, but this is no different from the indicative commitments already offered by many donors. The overall national plan could still have a clear financing envelope with donors' contributions to it, both locked-in and indicative, updated on an annual basis to reflect new funding coming online. It would therefore provide a rolling picture of funds versus needs. This would also supply an up-to-date map of where gaps lay so that when new donors, funds etc. entered the country they could be directed to where their resources would be of most value. Donors with existing ability to comply: all bar the EC.

<u>Using a rolling cycle:</u> such cycles provide a planning horizon that is extended by one year every year so as to give a fixed forecasting length. While not synchronised to the national planning cycle, they nevertheless have the potential to facilitate joint programming and to improve alignment and ownership given that they provide the ability to re-shape plans on an annual basis and for donors to provide joint annual future commitments of financing. Donors with existing ability to comply: Austria,

Belgium, Denmark, Finland, Germany, Hungary, Italy, Luxembourg, Portugal, Slovakia, Spain, Sweden.

Dispensing with bilateral country strategy papers: donors could sign a joint programme that would form a single planning and policy document for all. They could then restrict their bilateral planning to the specific implementation documents required for their part of the overall programme. The timing of these would of course be aligned to that of the partner country. Donors with existing ability to comply: Austria, Cyprus, Finland, France, Greece, Italy Luxembourg, Netherlands, Portugal, Romania, Slovenia, Spain, UK.

The above options could be mixed and matched according to the EU donors present in a particular partner country and their specific flexibilities. For example, looking at the Country Snapshot for Malawi, Germany could use its ability to work from rolling strategies, Ireland to change its cycle, and the UK to operate without a bilateral strategy. Each could therefore implement an agreed joint programming document in its own way.

3.2.3 Potential Joint Programming Vehicles

A series of potential vehicles for taking forward joint programming are considered below.

Templates*:* a standardised EU format for joint programming is to be cautioned against for several reasons. Firstly, the stated aim of promoting ownership and alignment would seem to require programming documents that are customised to the particular needs of each partner country. Secondly, a standard template or format put forward by any one donor or group of donors could have a deterrent effect on other donors joining the process given that they have not been involved in its design. Thirdly, any EU template would need to be agreed by all EU donors and, given the need to satisfy all while also being applicable to every partner country, could have a strong tendency to gravitate towards the lowest common denominator, dealing in generalities that most donors are already adhering to. This criticism has been made of the 2006 Common Framework for Drafting Country Strategy Papers and Joint Multiannual Programming which mandates EU donors to include certain elements in their country strategy papers such as details of relations between them and the partner country, information about past cooperation, current strategy, and an analysis of the partner country situation. These are all standard components that could be found in the majority of donors' strategy papers as a matter of course, whether European or not. Their use in helping donors to actually do the work of establishing a joint programme is therefore questionable. Finally, it should be noted that no partner country Government or donor country office surveyed has requested such a standard template. As with timing, the only approach that is likely to be legitimate in the eyes of all donors, not to mention of the partner country government, is using what has been designed specifically for the country in question by those present on the ground. Nevertheless, general principles for what such documents should and should not do (as outlined in the "What Joint Programming Means" paragraph above), are to be recommended in order to avoid them being reduced to general statements of intent. Practical examples are also very much in demand and would benefit from a central online location for ease of reference. This could also include details of much of the information provided by this study on EU donors' programming processes and the current situation in partner countries, presented in an easily accessible and searchable way.

Division of Labour Initiatives: synchronisation of programming cycles and joint programming are a natural next step on from division of labour. As has been recognised in Rwanda, where an agreement on division of labour has already been reached, if all donors planned simultaneously then it would greatly facilitate the enforcement of adherence to agreed sectoral commitments. It would also enable the Government to split work in a complementary manner between donors, ensuring that gaps and overlaps were avoided as well as preventing breaks between one donor exiting a sector and another entering it. Uniting such synchronised planning work in a single document that provides a one-stop-shop for donors' contributions to the national strategy would then be a relatively straightforward exercise. This type of common document, containing a clear explanation of how national needs are being met by different donors, would also assist donors' country offices to clearly justify to their headquarters that, in a coordinated approach with other donors, they are fully addressing all the various needs of the country. This would help reduce pressure from capitals to initiate bilateral involvement in additional sectors and therefore to maintain the agreed division of labour commitments. While synchronisation and joint programming can therefore facilitate the implementation of division of labour, the relationship also works the other way round - agreeing a joint programming document that states who will do what is only possible once donors have agreed on the split of work between themselves. This has been highlighted by several donors in their responses to the questionnaire for this study. It is therefore recommended to either build synchronisation and joint programming initiatives on existing division of labour processes or to establish such processes as a first step should they not already exist.

Sector Working Groups: a division of labour process establishes which donors will be active in which sectors. In the majority of partner countries, coordination and policy dialogue within each sector is then carried out by sector working groups of some description. This is in effect a form of joint programming at the sector level but its effectiveness is currently inhibited by donors' divergent programming cycles which hinder efforts towards alignment and harmonisation. The synchronisation of programming cycles could therefore be championed at the sector level as it would allow sector working groups to move from undertaking only policy dialogue and coordination to an arrangement where government and donors first agreed on the national sectoral approach, then on the external financing needed to support it, and finally on the programme of donor initiatives that this support would be packaged in. Only with donors planning on the same timetable as government would such a holistic approach be possible. If carried out in all sectors, the plans from each could then be combined to form an overall programming document detailing all development assistance to the country. Sector working groups could also be tasked with undertaking annual sectoral analysis which could be combined to provide the diagnostic section of a joint programme.

Existing Joint Assistance Strategies and Frameworks: as detailed in the Country Snapshots, many joint strategies and frameworks already exist but overwhelmingly consist of statements of general principles as opposed to being true joint programming documents. Nevertheless, the legitimacy and momentum of these should be built upon, adding in the components of a true joint programming document that are outlined above as well as plans to synchronise donor cycles. This is already happening in some countries, such as the Kyrgyz Republic, where donors are attempting to move the Joint Country Support Strategy from a statement of principles towards a document that promotes genuine alignment and synchronisation.

Many other examples of successful joint work already exist on the ground such as budget support coordination groups. These often involve several of the elements necessary for joint programming, such as coordinated planning and financing, and therefore should be built upon and learned from in efforts to roll out synchronisation and joint programming. Finally, substantially decentralising the drafting of country strategies to the partner country level should be considered in order to facilitate more joint work on the ground.

3.2.4 Country Selection

The 2009 Operational Framework on Aid Effectiveness commits to implement joint programming starting with the FTI countries. Given that this is a group of over 30 countries, it could be decided to start with a sub-set of these that show particular promise. Two options for selecting such a sub-set are given below:

Target the high potential countries: prioritise the ten countries highlighted by this study as having high potential for joint programming, namely Bolivia, Ghana, Haiti, Kyrgyz Republic, Laos, Malawi, Mali, Moldova, Mozambique, Rwanda, and Tanzania. Each of these is also an FTI country.

Set country criteria: use simple criteria to make a selection, such as a minimum number of EU donors present. Alternatively, a minimum number that display certain flexibility, such as the ability to change their cycle, to programme without a strategy paper, or that score well in the ranking provided by this study, could be used.

However countries are selected, a joint European mission from EU donors' headquarters (ideally at senior management level) to demonstrate support and explore how to take forward the process on the ground is to be recommended. This would also provide a valuable opportunity to establish what changes would be needed at the headquarters level in order to facilitate the process.

3.2.5 Approach to Bilateral Strategy Papers

Several options could be considered for the role of bilateral strategy papers in joint programming processes:

Complete removal*:* it could be argued that a true joint programming document would remove the need for donors' bilateral strategy papers all together. While theoretically appealing, this approach would be difficult for the majority of donors, entailing substantial legal and procedural changes. It would also potentially lead to demands for a host of donor-specific requirements to be included in every joint document.

Downsizing: joint programming implies a division of labour between donors. As such, each would be restricting their activities to certain areas. It could therefore be envisaged that their bilateral strategy papers would be restricted to the implementation and financing of these specific activities. The overall rationale for them, their fit with the activities of other donors contributing to the joint programme, and the general country analysis could then instead be drafted as common text and placed only in the joint programming document. The latter could be annexed to each donor's bilateral document in order to satisfy headquarters' requirements for such information. Each European Union donor could be requested to draw up such a downsized template, stating which information they would be prepared to delegate to a common document wherever a joint programming process is undertaken.

Continuation in present form: this option would involve the least amount of disruption with donors simply continuing with their existing bilateral programming documents, albeit on a different timetable, whilst also signing up to an overall joint document. However it would risk a substantial amount of duplication with components such as country analysis and the examination of the fit of different donors' activities with one another covered by each bilateral document as well as by the joint document. Donors' bilateral programming documents were designed for programming bilaterally and therefore continuing with them in their present form would seem to both provide the wrong tool for the job of joint programming and to risk that donors simply carry on with business as usual, as has indeed been the case in many of the countries examined in the Country Snapshots when a joint document was adopted on top of bilateral ones. By agreeing a joint programme, donors have agreed on a common position. The added value of repeating this, in a slightly different form, in each bilateral programming document is therefore of questionable benefit while at the same time bringing significant additional transaction costs.

Finally, it should be noted that several emerging EU donors who do not currently use bilateral country programming documents are currently in the process of designing them (see the Donor Profiles section for details). This presents a window of opportunity for ensuring that these EU MS do not lock themselves into rigid bilateral programming, but rather introduce the flexibility necessary to participate in joint programming approaches.

3.2.6 Approach to Partner Country Governments

Partner country governments would appear to be the only actors with sufficient legitimacy to finalise decisions on joint programming. The Paris Declaration recognised that they should "take the lead in co-ordinating aid at all levels"[23] and the Accra Agenda for Action that they should "lead in determining the optimal roles of donors in supporting their development efforts at national, regional and sectoral levels."[24] The Country Snapshots support this as they show that leaving such decisions to donors can result in deadlock or cosmetic agreements that do little to improve aid effectiveness and/or are parallel to national planning processes. This appears to be because no donor has the authority to guide other donors or the necessary incentives to take a truly impartial and overall view of the partner country and its aid landscape. The various government strategies and policies set out in the Country Snapshots section also show that partner countries are consistently requesting donors to align to national strategies and programming cycles.

However, despite the rationale for governments leading the process and their stated commitment to donor alignment, they often remain cautious of joint programming in practice. Stated concerns include a "ganging-up" of donors, an increase in risk, a decrease in choice and voice, and a reduction in overall funding - in short an apprehension that they will not own the process and therefore that it will not deliver the benefits that they are seeking. Addressing these concerns is key given that joint programming needs partner country leadership in order to succeed. To do so, it is recommended that donors stand back and allow Governments to specify which donor should do what as well as to set the structure and content of the joint programming document. They should also offer commitments that aid volumes will not decrease, which may need an agreement by some donors to suspend sectoral earmarks in countries where joint programming is undertaken. A joint, written commitment at the headquarters level is advisable to lock in this approach. Critically, the joint programming process should be made part and parcel of national planning rather than a parallel, additional activity. Along with further strengthening ownership and alignment, this will also help to lower transaction costs.

3.2.7 Approach to Non-EU Donors

The question of whether synchronisation and joint programming approaches should be EU-only or inclusive of other donors has been raised by both the EC and EU MS during the course of this study. As with the issue of which cycle to use, this question has in fact already been answered several times in EU commitments made over the last ten years. These are presented in the introductory section of this study and clearly state that EU synchronisation and joint programming processes should be open to other donors. Arguments for the foreign policy / visibility advantages of instead undertaking EU-only processes should be weighed against potential criticism from other donors and partner countries for putting such goals above aid effectiveness, and for reneging on existing EU commitments. Additionally, as with the question of cycles, the EU can still gain significant visibility and kudos by acting as the first mover and champion of a wider donor process. With an increasing proportion of aid provided by non-traditional donors and global and vertical funds, the EU could also risk marginalisation in many partner countries if it seeks to pursue a European-only approach.

[23] http://www.oecd.org/dataoecd/30/63/43911948.pdf
[24] http://www.oecd.org/dataoecd/30/63/43911948.pdf

3.2.8 Monitoring

A lack of monitoring and follow-up appears to be one of the key reasons why past commitments on synchronisation and joint programming have not been fully implemented. This could now be addressed at both the headquarters and the partner country level.

At the headquarters level, it could be requested that, for any partner country where it has been agreed to take joint programming forward, the EU donors active there submit an annual joint report on progress to the Council. The framework for such reporting should set clear criteria for measuring concrete progress in order to avoid general agreements of principles being passed of as implementation of joint programming.

At the country level, monitoring should also be rigorous. This should again concentrate on tangible progress being made and on measurable, behavioural change. It should also seek to measure the effects of joint work in terms of quantitative progress on issues such as reducing fragmentation and administration costs. Any such monitoring should be fully integrated into existing performance assessment frameworks and mutual accountability reviews in order to avoid excessive transaction costs.

3.2.9 Cross-country Division of Labour

While cross-country division of labour is not the subject of this study, effective joint programming will ultimately depend on donors coordinating who works in each country at the headquarters level. This is necessary in order to address the issue of orphan and darling countries and the disruptive effects that donors' bilateral entries and exits currently have. A realistic approach is needed here, taking into account the various bilateral foreign policy aspects to country choices. These make it highly unlikely that donors will submit to a centrally determined set of criteria or rationing system to determine where they work. Instead, informal negotiations at the political level that can take account of both the hard and soft aspects of country choices and agree on the necessary trade-offs appear to be the best way forward.

3.2.10 Political Concerns

As noted above, one of the principle barriers to synchronisation of programming cycles and subsequently joint programming is reported to be the desire of EU donors to maintain control over bilateral aid programmes. The incentives for this, and how they may be addressed and indeed leveraged, are explored below:

<u>Increasing impact, value for money, and visibility:</u> in a time of shrinking national budgets, donors are under increasing pressure to demonstrate efficiency and results in their aid spending. This is often translated into a call for more bilateral control of aid programmes. However, it has been demonstrated above that joint programming is likely to result both in an increase in the impact of aid and in a decrease in its cost. These benefits need to be both better measured and better communicated to electorates and parliaments in order to increase demands for synchronisation and joint programming and therefore raise the political pay-offs to be gained from pursuing them. In this way, pressure for impact, value for money and visibility could be converted into pressure for acting more cooperatively, with joint programming positioned as part of the solution rather than part of the problem.

<u>Pressure to be involved in multiple sectors:</u> domestic electorates, NGOs, the media and other interest groups may exert substantial pressure on decision makers to be involved in multiple sectors in each country, flagging each as a priority. This contravenes the principles of division of labour and joint work. However, synchronisation and joint programming may actually offer a way to relieve this

pressure if marketed correctly - it can be argued that, by taking part in a combined, holistic programme of support, the donor country is actually contributing to and influencing a far larger development effort, that will yield far more substantial results, than if it were acting alone.

Using aid as one part of a package of foreign policy goals: bilateral donors may be reluctant to give up control of what they view as one lever of their foreign policy with the partner country in question. It seems unrealistic to ask that donors simply drop these foreign policy aspirations for aid, however the way in which aid is used to contribute to them could be reconsidered. The majority of partner countries would like donors to meet their aid effectiveness commitments, coordinate better with other donors, and to align their support more closely with the national development plan, particularly in terms of timing. By agreeing to do so, and thus satisfying the partner country's wishes, donors stand to improve their bargaining position on other issues while gaining the additional benefits of meeting their international commitments.

It should also be noted that political incentives exist at the European level to pursue synchronisation and joint programming that could be further exploited. A series of EU agreements on the subject are in place that could be better publicised and monitored in order to increase the political benefits of complying with them.

Annex 1: Terms of Reference

TERMS OF REFERENCE

Joint Multi-annual Programming

The purpose of the study

The European Commission has been mandated by the Council of Ministers of the European Union "**to present a proposal to the Council by 2011 for progressive synchronisation of EU and national programming cycles at partner country level and based on partner countries' development strategies and taking into account their programming cycles**[25]**"**. This shall facilitate progress on joint programming on a more substantial level among the EU member states and the Commission, and shall be open to other donors.

The purpose of the study to which these Terms of Reference refer is to provide the Commission with background analysis needed to prepare such a proposal. It is to include an update of information provided in a similar study prepared in 2005.

Background

In 2006, building on the predecessor study, the Council endorsed a Common Format for a framework for drafting country strategy papers and principles towards joint multi-annual programming.[26] Council agreed to a two step approach of a joint analysis, followed gradually by a joint response strategy.

In November 2009, Council has re-affirmed and specified its commitment to joint programming in the Operational Framework on Aid Effectiveness[27]. Commission and member states committed to "… **increase participation in joint multi-annual programming based on partner countries' development strategies and use the EU joint programming as a pragmatic tool to advance division of labour. To this end, identify, by July 2010, a selected number of countries where the EU will work to implement joint programming with the aim to be fully operational by 2014, starting within the Fast Track DoL countries.** The joint programming will be carried out in line with the 2006 Common Framework for drafting Country Strategy Papers and Joint Multi-Annual Planning…"

Most recently, Council mandated the Commission to present a proposal on the synchronisation of programming cycles: "**On joint programming, the Commission will present a proposal to the Council by 2011 for progressive synchronisation of EU and national programming cycles at partner country level and based on partner countries' development strategies and taking into**

[25] Council Conclusions of 15 June 2010on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond - Supporting the achievement of the Millennium Development Goals by 2015 (10830/10)

[26] Council Conclusions of 11 April 2006 (document 8388/06) and Annex http://ec.europa.eu/development/icenter/repository/GAERC_2006_en.pdf

[27] Council Conclusions of 17 November 2009 (document 15912/09)

account their programming cycles. This process should speed up progress to develop joint EU country strategy papers and multi-annual programmes where appropriate.28"

However, substantial joint programming has not become common practice EU-wide yet. A stock-taking exercise that is under way is showing that there is little clarity on what joint programming actually means, nor on how it can be implemented in concrete terms. Thus, the proposal on synchronising programming cycles would be a very concrete step to allow Commission and member states to align their planning horizons with those of partner countries. The timing is crucial as the Commission will table its proposals on the next multi-annual financial perspectives in the course of 2011.

The next step is to acquire the relevant baseline and technical information to build this proposal.

1. Objective

- The objective of this study is to update the comparative study of existing multi-annual programming methodologies and programming cycles currently used by the 27 EU Member States and the European Commission.
- This is to be combined with a new study of the planning cycles of the partner country governments of all the countries of the Fast Track Initiative and of the focus countries of the Working Party on Aid Effectiveness[29], aiming to identify potentials for synchronised programming cycles of COM and MS, taking into account those of the partner countries. (FTI list attached). Within this list, special emphasis should be given to
    - Mali, Vietnam, Moldova (country cases discussed at meeting of EU DGs in July 2010)
    - Ethiopia, Bolivia (Country cases discussed at meeting of EU DGs in February 2010)
    - Rwanda (Country case to bo discussed at next EU DGs meeting in autumn 2010)

2. Beneficiaries

The final beneficiaries will be the European Commission, Members EU states and developing countries that will benefit from increase co-ordination and efficiency of EU aid towards development and poverty reduction outcomes.

3. Outcomes

The study should :

A) Update the 2005 study:

- Analyse/ determine to what extent existing programming methodologies of Member States and Commission already correspond to the principles for multi-annual programming spelled out in the common framework for drafting country strategy papers and joint mulit-annual programming of 2006 (update)
- Identify the building blocks that are common to the Member States and Commission's existing programming exercise (update), identify possible missing links/elements
- Specify the main steps in the drafting process for country strategies (where these exist) including specific procedures pertaining to the internal adoption of such strategy papers by each Member State if relevant for the ability to participate in joint programming. (update)

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[28] Council Conclusions of 15 June 2010 on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond - Supporting the achievement of the Millennium Development Goals by 2015 (document 10830/10)

[29] For the FTI-List consult the Operational Framework on Aid Effectiveness, November 2009. The partially overlapping WPEFF List consists of: Ghana, Mali, Malawi, Senegal, Cameroon, Nigeria, Ecuador, Indonesia, Cambodia, Nepal, Timor Leste.

- Update a shadow format of a potential future Donor Multiannual Programming Document, in particular for the Member States that do not have yet a multiannual programming exercice.

B) New research:

- analysis of planning/programming cycles of the Commission and those Member States present in the FTI countries and
- suggestions for their synchronisation, identification of political steps to take in order to reach such synchronisation
- based on partner countries' development strategies and taking into account their programming cycles
- This includes a research of the partner country planning cycles; research of the planning cycles of those MS present which might differ from country to country
- reflect processes of joint programming if already used (Joint Assistance strategies etc)

4. Expected results

A detailed report containing

- The update of the indepth comparative analysis
- Analyses of programming cycles, suggestions for synchronisation in pilot countries

5. Composition of the team of experts

The Team should be able essentially to gather the information required via the Internet and other sources (e.g. OECD/DAC) and by bilateral electronic contacts or by phone with officials in the administrations of EU Member States or (if devolved) their country offices, and undertake a desk study on this basis.

The team should be composed of **3 experts**, one of category I, one of category II and one of category III. They will have a (Post)graduate degree in Development Studies, Economics, Law or Political Sciences or other appropriate discipline.

The experts should combine experience in international development issues and institutions, with knowledge of EU development policy, namely regarding aid effectiveness, and of EU development institutions.

The experts will cover the following competencies in a complementary and interchangeable way:

- Experience of working in international development in a developing country, at least 3 years in a donor context;
- Thorough knowledge of aid harmonisation and co-ordination related policies and practical issues
- Knowledge of field good practices donor coordination and joint programming
- Familiarity with the EU and EC external aid policies and procedures; a working experience with the European Commission or Member States' agencies will be an added value.
- A sound knowledge of EU development policies and procedures, including the European Development Fund (EDF), DCI and related instruments, assistance strategy preparation processes;
- Good knowledge of other donors, their development implementing agencies and international organisations

Knowledge of the EU Code of Conduct on DoL, in particular its principles on the in-country dimension of DoL, and other pro-DoL initiatives.

The team will have to manage substantial amount of documents including the production of charts and tables treat in a clear, concise and incisive manner.

It would be preferable to combine experts from different EU Member States.

5.2 Working languages

English, French and Spanish.
Report to be written in English, but communication in French and Spanish will be necessary .

6. Work requirements

6.1 Schedule of the assignment

Working time will be **60 effective working days per expert**.

Indicative starting date of the assignment: 01 November 2010
Presentation of provisional report with first findings by 15 January 2011
Presentation of final report by 15 February 2011
End date of the assignment: 30 March 2011.

6.2 Location of assignment

The experts will work from their original working place, and participate in meetings in Brussels.

The contract will include travel costs to Brussels and perdiems when needed, estimated for participation in 4 briefing/debriefing meetings in Brussels. These meetings are tentatively scheduled for the first week of November 2010, second week of January 2011, second week of Febrary and a technical seminar in February/March 2011.

7. Reporting

The consultants will inform the Commission on progress made in work. A provisional report should be presented by December 15th and be discussed with representatives of the Commission services. The consultants should accept suggestions and guidelines agreed upon at these meetings.

At the end of the study, a comprehensive final report will be produced in English and submitted to DG Development unit A/2, no later than **15 Febrary 2011 to be presented by the experts during a seminar in February/March 2011**. This report will present the results with a descriptive analysis, database, mapping, conclusions and references according to point 3 above. The report will then be revised following the agreed comments from the Commission services in March 2011. The report will be published and shared with the Member States and should therefore emphasise a communicative style rather than an academic one.

8. Budget

A maximum of **EUR 130.000,00** is available for this mission. **EUR 10.000,00** will be booked for reimbursable costs (travels, perdiem).

9. Important remarks

These Terms of Reference may be elaborated further by the Commission and/or be completed at the briefing in Brussels.

Attention is drawn to the fact that the European Commission reserves the right to have the reports redrafted by the expert, as many times as necessary, and that financial penalties will be applied if deadlines indicated for the submission of reports (drafts and final, in hard and electronic copy) are not strictly adhered to or modified without prior agreement of the Commission.

Annex 2: Links to Websites of Country Programming Documents[30]

DONORS	COUNTRY PROGRAMMING DOCUMENTS
AUSTRIA	http://www.entwicklung.at/services/publications/programmes/en/
BELGIUM	http://diplomatie.belgium.be/fr/politique/cooperation_au_developpement/pays/pays_partenaires/
CYPRUS	Medium Term Strategy on Development Assistance: www.planning.gov.cy
CZECH REPUBLIC	www.mzv.cz/aid (documents are being drafted and will be published online in March/April 2011)
DENMARK	http://amg.um.dk/en/menu/PoliciesAndStrategies/CountryRegionalStrategies/
FINLAND	Abstract on some priority countries can be found at:http://formin.finland.fi/public/default.aspx?nodeid=15360&contentlan=2&culture=en-US.
FRANCE	http://www.diplomatie.gouv.fr/fr/_5219/
GERMANY	A general description of the country situation and programme can be found at:www.bmz.de.
HUNGARY	www.kulugyminiszterium.hu
IRELAND	http://www.irishaid.gov.ie/countries.asp (will be available early 2011)
ITALY	http://www.cooperazioneallosviluppo.esteri.it/pdgcs/
LUXEBOURG	http://cooperation.mae.lu/fr/Politique-de-Cooperation-et-d-Action-humanitaire/Programmes-indicatifs-de-cooperation
NETHERLANDS	Not Centrally Available (Embassies are requested to put summaries on their country specific websites)
POLAND	EN: http://www.polskapomoc.gov.pl/Development,Co-operation,Programme,1053.html
PORTUGAL	www.ipad.mne.gov.pt

[30] Bulgaria, Estonia, Greece, Latvia, Lithuania, Malta, Romania, Slovakia did not provide/were not available.

SLOVENIA	Montenegro 2010: http://www.uradni-list.si/_pdf/2010/Mp/m2010063.pdf (see page 37).
SPAIN	http://www.maec.es/es/MenuPpal/CooperacionInternacional/Publicacionesydocumentacion/Paginas/publicaciones0.aspx
SWEDEN	http://www.regeringen.se/sb/d/12404#item136426 (First strategy with new format scheduled for government decision on 19/12/2010)
SWITZERLAND	www.deza.admin.ch/en/Home/Countries
United Kingdom	Operational plans for 2011-2015 are currently being developed and will be made available on dfid.gov.uk.
European Commission	http://www.eeas.europa.eu/countries/index_en.htm and http://www.eeas.europa.eu/regions/index_en.htm

Annex 3: EU Questionnaire on Joint Programming

Background:
For some years already, the European Commission and the EU Member States have been committed to harmonise their development assistance – please see the attached summary of specific commitments for more information. Most recently, in June 2010, the Council of the European Union tasked the European Commission to *"present a proposal to the Council by 2011 for progressive synchronisation of EU and national programming cycles at partner country level and based on partner countries' development strategies and taking into account their programming cycles*[31]." This could be a significant building block of the EU contribution to the next High Level Forum on Aid Effectiveness in Busan that will take place in November 2011.

Purpose:
The purpose of this questionnaire is to update[32] and collect additional data regarding the European Commission's and EU Member States' approach to country programming. This will form the analytical basis for the proposal on the synchronisation of programming cycles mentioned above. The European Commission (DG DEV A2) has tasked the present team of consultants with the elaboration of such an analysis. All EU Member States will be contacted with this questionnaire. We would like to thank you in advance for taking the time to complete it.

General notes on the questionnaire:
The country programming document referred to in this questionnaire is typically a multi-annual country strategy framework that earmarks funding at country level and might specify in broad terms how this funding will be spent. It is not referring to singular project-specific or programme-specific documents.

Because many of the questions may not apply to some donors, the questionnaire may look longer than it actually is. Accordingly, please mark "N / A" for Not Applicable in response to questions that do not apply. Please feel free to clarify Yes / No answers and to add additional information where needed. Should you wish to add further information that does not fit in to the "Comments / Examples" boxes provided, please do so at the end of the questionnaire in the "Additional Information" box or by email.

For any queries related to this questionnaire, please contact the European Commission's consultancy team at eujointprogramming@gmail.com.

[31] Council Conclusions of 15 June 2010 on the Millennium Development Goals for the United Nations High Level Plenary Meeting in New York and Beyond – Supporting the Achievement of the Millennium Development Goals by 2015 (doc. 10830/10), para. 33.

[32] Following a similar survey completed in 2005 – see the attached summary of specific commitments for details.

Contact Details	
Name of Country:	
Headquarters Contact for Joint Programming:	
Email Address:	
Telephone:	

1. How You Put Your Strategy Together		
1.1	What is the name of your standard country programming document? *(e.g. Country Strategy Paper)*	
1.2	How would you describe the main purposes of your country programming document?	
	• Policy document	☐
	• Legal framework	☐
	• To Earmark / Globally Commit funds	☐
	• Other (please specify)	
1.3	If available, please provide the website from where your country programming documents can be downloaded:	
	If not available online, how can stakeholders obtain a copy of your country programming documents?	
	Please include the outline / standard format of your country programming document as an attachment.	
	• Attached	☐
1.4	Do you have specific guidelines that you follow in designing your country programming document? If so what are these called?	
	• Yes	☐
	• No	☐
	• Title of guidelines	
1.5	If these guidelines are available online, please provide the link here:	
1.6	Which body authorised these guidelines?	
	• Development Ministry / Agency	☐
	• Quality Assurance Department	☐
	• Parliament	☐
	• Other (please specify)	
1.7	In your standard country programming document format, which of the following components of the 2006 EU Common Framework for Drafting Country Strategy Papers and Joint Multiannual Programming are included?	
	• Framework for relations between the donor and the partner country	☐
	• Analysis of the political (internal and external), economic, commercial, social and environmental situation	☐
	• The partner country's agenda, including the development strategy	☐
	• An analysis of the viability of current policies and medium-term challenges, based on the analysis of the country's situation and its agenda	☐

	• An overview of past and present cooperation with the donor (lessons and experience), taking account of all external aid instruments, complementarity with other donors' programmes and consistency with other external aid and policy instruments	☐
	• A description of the state of the partnership with the country, including political dialogue and progress towards harmonisation	☐
	• The donor's cooperation strategy and specific objectives, the consistency of the strategy with other external aid instruments and policies, and complementarity with other donors	☐
	• On the basis of the elements above, a work programme or National Indicative Programme (NIP) stating measurable objectives, with performance indicators, the contribution to be made by the various donors and the nature and scope of the most appropriate support mechanisms	☐
	• Summary Country Profile	☐
	• Environmental Profile	☐
	• Donor Matrix	☐
	• Migration Profile (including international protection considerations)	☐
	• Account of Consultations with Non-State Actors	☐
1.8	Who is primarily responsible for ensuring that the country programming document is drafted?	
	• Country Office	☐
	• Recipient Government	☐
	• HQ Development Ministry/Agency/Office	☐
	• HQ Foreign Affairs	☐
	• Other (please specify)	
1.9	What are the discreet steps involved in preparing and approving your country programming document(s), who is responsible for the preparation and approval of each, and what is the approximate time taken for each? Please include input / feedback / approval required from, for example, your legal services, ministry of finance, ministry of foreign affairs, etc and specify the level in each body that approval is required from.	

Step	Prepared by	Approved by (including level)	Time Taken

1.10	Would you define your country programming document as a "whole of government approach"? *(i.e. including aspects of trade, migration, security and other areas).* Please mention any other country-specific documents that define additional aspects of your relationship with Partner Countries in the "Comments / Examples" box below.	
	• Yes	☐
	• No	☐
	• Comments / Examples	
1.11	Can your country programming document include support to NGOs?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
1.12	Can your country programming document include funding to international organisations?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
1.13	Does your country programming document include development activities that are initiated or implemented through other line ministries?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
1.14	Which of the following are required to formally approve your country programming document?	
	• HQ Development Ministry/Agency/Office	☐
	• Your Partner Country office (embassy, agency)	☐
	• HQ Foreign Affairs	☐
	• Your national legislature	☐
	• Partner Country Government	☐
	• Partner Country CSOs	☐
	• Other Donors (EU or non-EU) at Partner Country level	☐
	• Other Donors (EU or non-EU) at HQ level	☐
	• Other (please specify)	
1.15	Who is responsible for the final approval of your country programming document?	
	• Minister	☐
	• Director General	☐
	• Other (please specify)	
1.16	Does your Partner Country-based ambassador /head of operations / agency director have the necessary authority to agree changes to the focus of the respective country programming document:	
	• during the preparation process?	Yes ☐
		No ☐
	• during implementation?	Yes ☐
		No ☐

	• Comments / Examples	
1.17	How decentralised would you say you are in terms of allowing programming decisions to be made at the country level?	
	• Fully decentralised	☐
	• Partially decentralised	☐
	• Some decentralisation	☐
	• Centralised	☐
	• Please justify your answer	
1.18	Do you have any **additional** documentary requirement that supports your country programming document (aside from specific programme and project agreements)? *(e.g. financing or work plan)*	
	• Yes	☐
	• No	☐
	• Comments / Examples	
1.19	Are you able to fund substantial country-level programmes without a country specific programming document in place?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
1.20	If so, for what percentage of countries where you work do you **not** have country specific programming documents in place?	
1.21	What percentage of your ODA would you estimate is committed **by headquarters** to multilateral channels?	

2. Selecting Where You Work & What You Work On		
2.1	Do you have specific criteria that you use in selecting which countries to work in? If so, what are they?	
2.2	Do your procedures require the Partner Country to have a Poverty Reduction Strategy Paper (PRSP) in place before you will support it?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
2.3	Do you have a policy to phase out from supporting middle income countries?	
	• Yes, formal policy	☐
	• Yes, but not a formal policy	☐
	• No, but significantly influences country allocations	☐
	• No	☐
	• Other (please specify)	
2.4	Do you have a policy to increase your future funding to certain types of countries (such as fragile states)? If so, which type of countries?	
	• Yes	☐
	• No	☐
	• Which type of countries	
2.5	At what level is your decision made on which countries to support?	
	• Head of Ministry/Agency for Development	☐
	• Cabinet or Inter-Ministerial Level	☐

	• Other (please specify)	
2.6	Please rate the importance of the following principles from 1 to 5 for their role in the decisions on where you work and what you do there (1 being the most important and 5 the least).	
	• Alignment with national strategies	N/A
	• Opportunities to support activities in sectors of comparative advantage	N/A
	• Poverty focus	N/A
	• Complementarity – coordinated approach	N/A
	• Long term approach to development	N/A
	• Prevalence of pooled / joint programmes (rather than project approaches)	N/A
	• Government policies	N/A
	• Human rights	N/A
	• MDGs	N/A
	• Quality of the existing partnership that you have with the Partner Country	N/A
	• Domestic lobbying (i.e. local advocates for aid)	N/A
	• Historical relationship with Partner Country	N/A
	• Historical Presence of national NGO support to the Partner Country	N/A
	• Other (please specify)	
2.7	Who selects which sectors to focus on in Partner Countries?	
2.8	How do they do this?	
2.9	What headquarter commitments feature prominently in your choice of which sectors to focus on in Partner Countries? *(e.g. national policy, sector specific commitments, global commitments such as to human rights or AIDS, legislative restrictions)*	
2.10	Are you able to adjust the sectors you focus on in order to respond to the most pressing priorities in Partner Countries as expressed by the respective Government? *(e.g. to support non-traditional sectors)*	
	• Yes	☐
	• No	☐
	• Comments / Examples	

3. Timing Your Strategy			
3.1	If you have standard programming cycles that you apply globally:		
	• What is the current period and the next period? *(e.g. 2007-2012, 2013-2018)*		
	• When will you start preparing your next country programming documents?		
	• Why do you use this particular period? *(e.g. standard practice for all government departments, internal department policy)*		
	• Do you ever adjust the period in specific cases to align with the local situation?	Yes	☐
		No	☐
		Comments / Examples	

<table>
<tr><td rowspan="5">3.2</td><td colspan="2">If you have programming cycles that vary between countries:</td></tr>
<tr><td>• What decides the particular cycle used in each country? (e.g. alignment with Partner Country planning)</td><td></td></tr>
<tr><td>• Who decides on the particular cycle used in each country?</td><td></td></tr>
<tr><td>• What is the shortest period that you use?</td><td></td></tr>
<tr><td>• What is the longest period that you use?</td><td></td></tr>
</table>

3.3	Please indicate the start and end dates of your current country programming document for each of the following countries (the target countries of the EU Fast Track Initiative on Division of Labour):	
Country	**Start Year**	**End Year**
• Albania		
• Bangladesh		
• Benin		
• Bolivia		
• Burkina Faso		
• Burundi		
• Cambodia		
• Cameroon		
• Central African Republic		
• Ecuador		
• Ethiopia		
• FYROM (Macedonia)		
• Ghana		
• Haiti		
• Honduras		
• Indonesia		
• Kenya		
• Kyrgyz Republic		
• Laos		
• Madagascar		
• Malawi		
• Mali		
• Moldova		
• Mongolia		
• Mozambique		
• Nepal		
• Nicaragua		
• Nigeria		
• Rwanda		
• Senegal		
• Serbia		
• Sierra Leone		
• Tanzania		
• Timor-Leste		
• Uganda		
• Ukraine		
• Vietnam		
• Zambia		

4. Financing Your Strategy		
4.1	How do you decide on the total amount of your budget for development work?	
	• Part of national medium-term budgeting processes	☐
	• Part of annual budget processes	☐
	• “Bottom up” after aggregating country level support needs	☐
	• Other (please specify)	
4.2	How do you decide what amount from this total budget to allocate to each Partner Country?	
4.3	Do you have a specific budget line for development in your national budget?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
4.4	For what period is this budget line set?	
4.5	Apart from any dedicated budget line mentioned above, do you finance development cooperation from any other budget lines? If so, please specify which.	
	• Yes	☐
	• No	☐
	• Comments / Examples	
4.6	For what periods are these budget lines set?	
4.7	For how many years do you typically commit funds in a country programming document?	
4.8	How often do you revise your financial allocations to Partner Countries?	
4.9	What is the maximum number of years for which you can make a bilateral financial commitment to a Partner Country?	
4.10	Have you ever made exceptions to the maximum mentioned above?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
4.11	If funds remain unused after the budgeted time period, where do these funds go?	
	• Returned to general budget	☐
	• Redirected to other development activities	☐
	• Other (please specify)	

5. Assessing Your Strategy			
5.1	For the monitoring, review and evaluation of your country programming document:		
	• Who carries out monitoring, review and evaluation?		
	• Are independent parties involved?	Yes	☐
		No	☐
		Comments / Examples	

	• When does monitoring, review and evaluation take place?	
5.2	Do you measure performance in such a way that you are able to make comparisons between the countries that you support?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
5.3	Is it possible for a review during implementation to result in significant changes to approach and/or funding for the current programming document?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
5.4	In such a case, how many months are typically required to formalise a major change?	
5.5	Do you routinely include aid effectiveness indicators in your monitoring and evaluation?	
	• Yes	☐
	• No	☐
	• Comments / Examples	

5.6	In your monitoring and evaluation, do you ever use Partner Country:			
	• Systems	Yes	☐	If yes, in which countries?
		No	☐	
	• Statistics	Yes	☐	If yes, in which countries?
		No	☐	
	• Timing	Yes	☐	If yes, in which countries?
		No	☐	
	• Targets	Yes	☐	If yes, in which countries?
		No	☐	

5.7	Do you routinely conduct joint monitoring and evaluation with other donors?	
	• Yes	☐
	• No	☐
	• Comments / Examples	
5.8	If you were to agree a joint country strategy with other donors, would you be able to merge your monitoring and evaluation requirements with the joint country strategy monitoring and evaluation structure?	
	• Yes	☐
	• No (explain the legal/procedural impediments below)	☐
	• Comments / Examples	

6. Programming with Others		
6.1	In implementing the 2006 Common Framework on Drafting Country Strategy papers and Joint Programming, have you sent any instructions internally regarding steps to be taken?*(NB. As you are aware, the Joint Framework recommended moving towards joint analysis and joint strategic response, bringing in other donors where possible, as well as joint monitoring and joint evaluation).*	
	• Yes	☐
	• No	☐
	• Comments / Examples	

<table>
<tr><td rowspan="4">6.2</td><td colspan="3">When formulating your country programming document, do you have a requirement to coordinate it with ongoing and planned work by other donors in the Partner Country?</td></tr>
<tr><td colspan="2">• Yes</td><td>☐</td></tr>
<tr><td colspan="2">• No</td><td>☐</td></tr>
<tr><td>• Comments / Examples</td><td colspan="2"></td></tr>
<tr><td rowspan="4">6.3</td><td colspan="3">When formulating your country programming document, do you have a requirement to consider joint programming as an option (especially with other European donors)?</td></tr>
<tr><td colspan="2">• Yes</td><td>☐</td></tr>
<tr><td colspan="2">• No</td><td>☐</td></tr>
<tr><td>• Comments / Examples</td><td colspan="2"></td></tr>
<tr><td rowspan="4">6.4</td><td colspan="3">Is your country office required to actively engage new donors entering the respective Partner Country in order to coordinate your work with them?</td></tr>
<tr><td colspan="2">• Yes</td><td>☐</td></tr>
<tr><td colspan="2">• No</td><td>☐</td></tr>
<tr><td>• Comments / Examples</td><td colspan="2"></td></tr>
<tr><td rowspan="4">6.5</td><td colspan="3">If you start cooperation in a new Partner Country, do you routinely develop an entry strategy based on a review of other donors' strategies?</td></tr>
<tr><td colspan="2">• Yes</td><td>☐</td></tr>
<tr><td colspan="2">• No</td><td>☐</td></tr>
<tr><td>• Comments / Examples</td><td colspan="2"></td></tr>
<tr><td rowspan="6">6.6</td><td colspan="3">Do you ask for input from the following during the drafting process of your country programming document?</td></tr>
<tr><td colspan="2">• Partner Country Government</td><td>☐</td></tr>
<tr><td colspan="2">• Partner Country donors</td><td>☐</td></tr>
<tr><td colspan="2">• Partner Country CSOs</td><td>☐</td></tr>
<tr><td colspan="2">• Headquarters' level donors</td><td>☐</td></tr>
<tr><td>• Other (please specify)</td><td colspan="2"></td></tr>
<tr><td rowspan="5">6.7</td><td colspan="3">Please name the Partner Countries where you have undertaken the following to date:</td></tr>
<tr><td>• Joint Country Strategy Analysis</td><td colspan="2"></td></tr>
<tr><td>• Joint Country Response</td><td colspan="2"></td></tr>
<tr><td>• Joint Monitoring and Evaluation</td><td colspan="2"></td></tr>
<tr><td>• Other joint work (please specify)</td><td colspan="2"></td></tr>
<tr><td rowspan="6">6.8</td><td colspan="3">Is it currently procedurally possible for you to provide support on the basis of a joint programming document signed with other EU donors (as opposed to your current bilateral one)that sets out shared analysis and objectives and thendivides implementation activities among donors?</td></tr>
<tr><td colspan="2">• Yes</td><td>☐</td></tr>
<tr><td rowspan="2">• If Yes, when you agree a joint programming document, are you still obliged to develop a bilateral one alongside it?</td><td>Yes</td><td>☐</td></tr>
<tr><td>No</td><td>☐</td></tr>
<tr><td colspan="2">• No</td><td>☐</td></tr>
<tr><td>• Comments / Examples</td><td colspan="2"></td></tr>
<tr><td rowspan="4">6.9</td><td colspan="3">If it is not currently possible for you to provide support on the basis of a joint programming document signed with other EU donors:</td></tr>
<tr><td>• Precisely what procedural and/or legal changes would be necessary for you to do so?</td><td colspan="2"></td></tr>
<tr><td>• What level of approval would this need?</td><td colspan="2"></td></tr>
<tr><td>• How long would this take?</td><td colspan="2"></td></tr>
</table>

6.10	Is it currently procedurally possible for you to provide support on the basis of a joint programming document signed with **non-EU donors** (as opposed to your current bilateral one) that sets out shared analysis and objectives and then divides implementation activities among donors?		
	• Yes		☐
	• If Yes, when you agree a joint programming document, are you still obliged to develop a bilateral one alongside it?	Yes	☐
		No	☐
	• No		☐
	• Comments / Examples		
6.11	If it is not currently possible for you to provide support on the basis of a joint programming document signed with non-EU donors:		
	• Precisely what procedural and/or legal changes would be necessary for you to do so?		
	• What level of approval would this need?		
	• How long would this take?		
6.12	Is it current procedurally possible for you to adjust your programming cycle for a particular country to match the timing of the country's national strategy or that of other donors working in the country?		
	• Yes		☐
	• No		☐
	• Comments / Examples		
6.13	If it is not currently possible for you to adjust your programming cycle for a particular country to match the timing of the country's national strategy or that of other donors working in the country:		
	• Precisely what procedural and/or legal changes would be necessary for you to do so?		
	• What level of approval would this need?		
	• How long would this take?		
6.14	Is it procedurally possible for you to use rolling strategies? *(NB. a rolling strategy is deemed to be one that is extended by one year every year so that, in any given year, the strategy always extends by the same amount of years into the future - e.g. a rolling five year strategy started in 2010 and finishing in 2015 would be extended in 2011 to reach 2016, in 2012 to reach 2017, and so on).*		
	• Yes		☐
	• No		☐
	• Comments / Examples		
6.15	If it is not currently possible for you to use rolling strategies:		
	• Precisely what procedural and/or legal changes would be necessary for you to do so?		
	• What level of approval would this need?		
	• How long would this take?		
6.16	How would you describe your opinion of the 2006 Common Framework on Drafting Country Strategy papers and Joint Programming?		
	• Good framework not applicable in current environment		☐
	• Good framework and trying to implement		☐
	• Committed to use; awaiting local leadership		☐
	• Unrealistic framework that we are implementing where possible		☐

	• Not aware of framework/not promoted at HQ	☐
	• Other (please specify)	
6.17	How would you describe your opinion of joint multi-annual country strategy programming in general?	
	• Good policy largely not applicable in current environment	☐
	• Good policy we are trying to implement	☐
	• Fully committed & ready for joint programming at country level	☐
	• Unrealistic policy we are implementing where possible	☐
	• So far, been unable to implement joint programming	☐
	• Other (please specify)	
6.18	What are the top three key challenges to your approving a joint multi-annual country strategy programming document? *(e.g. internal procedures, local context, unrealistic deadlines, capacity – i.e. labour intensive)*	
	1	
	2	
	3	
6.19	How would you see the joint programming that EU MS and the EC have committed to working in practice?	

Any Additional Information:

Please remember to attach the outline/standard format of your country strategy paper when returning this questionnaire.

Thank you.

Annex 4: EC Director-General's Letter of Introduction

EUROPEAN COMMISSION
Directorate-General Development and Relations with African, Caribbean and Pacific States

The Director-General

Brussels, 19 NOV. 2010
Dev/A2/ST/br (2010) 902868

NOTE TO THE ATTENTION OF THE EU DIRECTORS GENERAL DEVELOPMENT

Subject: **Study on Synchronisation of EU and national programming cycles (joint programming)**

Dear Madam, Sir

I am writing today to inform you about a study that we are preparing on the issue of joint multi-annual programming. I would kindly like to request the active participation of your staff in the gathering of information for this study in the weeks to come.

For some years already, the European Commission and the EU Member States have been committed to harmonise their development assistance. Most significantly, in 2006, we decided jointly on a Common Framework for Country Strategy Papers and Joint Multiannual programming.[1] Further political commitments followed.[2]

Most recently, in June 2010, the Council of the European Union tasked the European Commission to *"present a proposal to the Council by 2011 for progressive synchronisation of EU and national programming cycles at partner country level and based on partner countries' development strategies and taking into account their programming cycles*[3].*"* This could be a significant building block of the EU contribution to the next High Level Forum on Aid Effectiveness in Busan, November 2011.

We are now preparing the analytical basis to elaborate such a proposal and we count on your cooperation to gather the relevant information for this purpose. We have hired a team of three consultants, **Alexander O' Riordan**, **Andrew Benfield** and **Evert de**

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1 Council Conclusions of 11 April 2006 on Financing for Development and Aid Effectiveness: Delivering more, better and faster, P. 17 ff (doc. 8388/06)

2 Council conclusions of 17 November 2009 on an Operational Framework on Aid Effectiveness, doc. 15912/09, and Council Conclusions of 14 June 2010 on Cross-country Division of Labour in Development Aid (doc. 10348/10)

3 Council Conclusions of 15 June 2010 on the Millennium Development Goals for the United Nations High Level Plenary meeting in New York and beyond – supporting the achievement of the Millennium Development Goals by 2015 (doc. 10830/10), para. 33.

European Commission, B-1049 Brussels - Belgium. Telephone: (32-2) 299 11 11.
Office: 03/120. Telephone: direct line (32-2) 2992958. Fax: (32-2) 2921377.

E-mail: fokion.fotiadis@ec.europa.eu

Witte (HTSPE Limited). They will be updating and expanding the study[4] that formed the basis for the 2006 Common Framework. The team will shortly establish contact with you.

I would be very grateful if you could put the consultants in touch with your experts dealing with the programming of your bilateral development assistance. The consultants will provide a questionnaire, but will also provide you with your answers to the previous questionnaire of 2005 for your background. Contact will be made via email and phone interviews. Swift answers to the questionnaire would be much appreciated.

Please rest assured that, beyond the completion of this study, we would like to engage in a close informal exchange with your technical experts to prepare the Commission's proposal on synchronisation of programming cycles. For this purpose, we will be offering one or several technical seminars in early 2011.

If you have any further questions, please do not hesitate to get in touch with Sibylle Tepper, sibylle.tepper@ec.europa.eu, 00322 299 2968, the responsible task manager.

Yours sincerely,

Fokion Fotiadis

[4] "Joint EU Framework for Multi-Annual Programming", Final Report, 2005

Annex 5: Donor Profiles

A u s t r i a

Where & What	**Choice of Country**	• Criteria: poverty, good governance, existing partnership, PRSP (with some exceptions). • Decision: Director General level. • Trends: phasing out from middle-income countries and focusing on least developed countries and fragile states.
	Choice of Sectors	• Criteria: comparative advantage, partner country requests, coordination with other donors and civil society in-country. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Country Strategy / Regional Strategy See: http://www.entwicklung.at/services/publications/programmes/en/
	Purpose	• Policy document and indicative financial commitment.
Administration	**Timing**	• Generally a standard cycle is followed which will start its next iteration in 2013. • This cycle has been chosen to align with the EC cycle. • Exceptions are made in some cases to align with the partner country. • Worldwide, the cycle ranges from 3 to 6 years. • The decision on which period to use is made by the Ministry for European and International Affairs.
	Drafting & Approval	• It takes 8-12 months to draft and approve a new programming document. • Drafting guidelines are followed (“EU Guidelines 2006”) which have been set by the Development Ministry. • The local country office is primarily responsible for drafting. • Inputs are provided by the partner country, other donors, CSOs, headquarters-level donors and Austrian stakeholders. • In addition to the programming document itself, a logical framework and results matrix are required. • The document is approved by the Development Ministry with the Director General giving the final authorisation. • Reviews allow for a change in approach and/or funding for the current programming document, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual (or exceptionally bi-annual) budget process. Indicative figures are also given for the following two years. • Funds are typically committed for 3 to 5 years but are revised bi-annually. • Unused funds are redirected to other development activities.
Joint Programming	**Ability to do Joint Programming**	• Partner country offices are required to take account of other donors’ on-going and planned work when drafting a programming document and are recommended, though not required, to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies may also be used. • Country programmes can be funded without a programming document.

Belgium

Where & What	Choice of Country	• Criteria: poverty level, good governance, ability of Belgium to add value. • Decision: Cabinet / Inter-Ministerial level. • Trends: focusing on fragile states.
	Choice of Sectors	• Criteria: five sectors for concentration are specified under Belgian law namely basic health, education and training, agriculture and food security, basic infrastructure, and conflict prevention and peace building. Sector focus in individual partner countries is a result of dialogue with the country and an analysis of Belgian comparative advantage. • There is no ability to adjust sector focus based on priorities expressed by partner countries.
Programming Document	Name of Programming Document	• Indicative Cooperation Programme (Programme Indicatif de Coopération - PIC) See : http://diplomatie.belgium.be/fr/politique/cooperation_au_developpement/pays/pays_partenaires
	Purpose	• To earmark funds.
Administration	Timing	• Programming cycles vary between countries in terms of start dates but are normally four years in duration. • The decision on which cycle to use is made by the Minister of Cooperation.
	Drafting & Approval	• It takes 6-8 months to draft and approve a new programming document. • Drafting guidelines are followed ("Instructions a l'Usage des Attaches Concernant la Preparation des Programmes Indicatifs de Cooperation et des Commissions Mixtes"). • The Development Ministry and the local country office share responsibility for drafting. • Inputs are provided by the partner country Government, donors and CSOs. • The document is approved by the Development Ministry, country offices, and the partner country Government with the Belgian Development Minister giving the final authorisation. • Reviews allow for a change in approach and/or funding for the current programming document, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process with commitments typically made for four years. There are no precise criteria for determining country allocations. • The Development Minister decides on the funding level for each country. • Financial allocations to partner countries are revised every four years. • Unused funds are reallocated to other activities in the same country.
Joint Programming	Ability to do Joint Programming	• Partner country offices are not required to take account of other donors' on-going and planned work when drafting a programming document but are required to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies may also be used. • It is not possible to fund country programmes without a programming document.

Bulgaria

Where & What	**Choice of Country**	• Criteria: no specific criteria are used. • Decision: Director General level.
	Choice of Sectors	• Sectors are set on a country-by-country basis with no specific criteria used.
Programming Document	**Name of Programming Document**	• No specific country programming document exists as yet.
	Purpose	• N/A
Administration	**Timing**	• N/A
	Drafting & Approval	• N/A
	Funding	• Decisions are made on the level of financing to allocate to each partner country by the Ministry of Finance on a case-by-case basis. • Unused funds are returned to the general budget.
Joint Programming	**Ability to do Joint Programming**	• It is not possible to sign a joint programming document with other donors – a decision would be needed by the Council of Ministers to change this. • The programming cycle can not be adjusted to match the national cycle - – a decision would be needed by the Council of Ministers to change this.

Cyprus

Where & What	Choice of Country	• Criteria: per capita income, political relations, geographic proximity, African countries favoured. • Decision: Director General level.
Where & What	Choice of Sectors	• Criteria: sector focus is decided on a case-by-case basis and after consultation with other donors working in the partner country concerned. • There is an informal limit of four sectors per partner country. • There is an ability to adjust sector focus based on priorities expressed by partner countries.
Programming Document	Name of Programming Document	• Medium Term Strategy on Development Assistance. • See: http://www.planning.gov.cy
Programming Document	Purpose	• Policy document.
Administration	Timing	• Standard cycle, currently 2011-15. The cycle was initially set on the accession of Cyprus to the EU. • Exceptions are not made to this cycle.
Administration	Drafting & Approval	• No specific guidelines are followed in designing country programming documents. • The Development Ministry is primarily responsible for drafting. • Inputs are provided by HQ-level donors. • The document is approved by the Development Ministry and the Foreign Affairs Ministry with the Council of Ministers giving the final authorisation. • Reviews allow for a change in approach and/or funding for the current programming document, however the local country office has no authority to change the focus of the programming document during implementation.
Administration	Funding	• The Policymaking Body for Development Assistance makes decisions on the level of financing to allocate to each partner country as part of either the annual or medium-term budget process. • The longest commitment possible is 4 years. • Financial allocations to partner countries are revised annually. • Unused funds are redirected to other development activities.
Joint Programming	Ability to do Joint Programming	• Partner country offices are required to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors in place of the bilateral one. A change to this rule would require approval by the Council of Ministers. • The programming cycle cannot be adjusted to match the national planning cycle nor may rolling strategies be used. A change to these rules would require approval by Parliament. • Country programmes can be funded without a programming document.

C z e c h R e p u b l i c

Where & What	**Choice of Country**	• Criteria: development needs, existing bilateral relations, comparative advantages of the Czech Republic, activities of other donors, PRSP. • Decision: Cabinet level. • Trends: phasing out from middle-income countries.
	Choice of Sectors	• Criteria: partner country needs, global commitments, Czech comparatives advantages, previous experience.
Programming Document	**Name of Programming Document**	• Country Strategy Paper See: http://www.mzv.cz/aid
	Purpose	• Policy document
Administration	**Timing**	• A standard programming cycle is used, with the current period being 2011-17. • It is not possible to adjust the cycle to that of the partner country.
	Drafting & Approval	• It takes five months to draft and approve a new programming document. • Drafting guidelines are followed which have been set by the Ministry of Foreign Affairs. • The Ministry of Foreign Affairs is primarily responsible for drafting. • Inputs are provided by the partner country, other donors and CSOs. • In addition to the programming document itself, an annual funding document is also required. • The document is approved by the Foreign Affairs Ministry, partner country office and partner country Government with the Inter-ministerial Council on Development Cooperation giving the final authorisation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. • Funds are typically committed for one year, with indicative figures provided for the following two years. • Financial allocations to partner countries are revised annually. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document but no requirement to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle cannot be adjusted to match the national planning cycle (it is considered inefficient to plan for different countries at different times) nor may rolling strategies be used (a change to financing procedures would be needed which would require Parliamentary approval and take a number of years to approve). • Country programmes cannot be funded without a programming document.

Denmark

Where & What	**Choice of Country**	• Decision: Cabinet level. • Trends: phasing out from middle-income countries and focusing on fragile states.
	Choice of Sectors	• Criteria: Danish priorities, other donors' work. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Country Strategy See: http://amg.um.dk/en/menu/PoliciesAndStrategies/CountryRegionalStrategies/
	Purpose	• Policy document.
Administration	**Timing**	• Programming cycles vary between countries and are based on the partner country's planning and any joint programming activities ongoing with other donors. • Cycles vary between 3 and 5 years in length.
	Drafting & Approval	• Drafting guidelines are followed ("Guidelines for Country Strategy Processes" - http://amg.um.dk/en/menu/ManagementTools/CountryStrategies/) which have been set by the Development Ministry. • The Development Ministry and Foreign Affairs Ministry are primarily responsible for drafting. • Inputs are provided by the partner country Government, donors and CSOs. • The document is approved by the Development Ministry, Foreign Affairs Ministry and national legislature with final authorisation being granted at Ministerial level. • There is no possibility for reviews during implementation to result in changes to approach or funding for the current programming document.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual or medium-term budget process. This is a political decision and based on country-level support needs. • Funds are typically committed for 3 to 5 years (though may be extended beyond this where necessary to participate in joint processes) and are revised annually. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies may also be used.

E C (D C I)

Where & What	**Choice of Country**	• Criteria: Commission-level decision. • Trends: informal policy of moving out of middle-income countries.
	Choice of Sectors	• Criteria: national priorities, regional priorities, global sectoral commitments. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Country / Regional Strategy Paper See: http://www.eeas.europa.eu/countries/index_en.htm http://www.eeas.europa.eu/regions/index_en.htm
	Purpose	• Policy Document and earmarker of funds.
Administration	**Timing**	• Standard programming cycles are used with the current period being 2007-13. • This cycle has been dictated by the EC's financial perspectives cycle which serves as its multi-annual financial framework.
	Drafting & Approval	• It takes 22-26 months to draft and approve a new programming document. • Drafting guidelines are followed ("Programming Guidelines" - http://ec.europa.eu/development/how/iqsg/index_en.cfm) which have been set by European Commission Headqauerters. • The local country office and European Commission Headquarters are primarily responsible for drafting. • The document is approved by DG DevCo with the Commissioner giving the final authorisation. • Reviews allow for a change in approach and/or funding for the current programming document, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of yearly budgets approved by the budgetary authority. • Funds are committed for 7 years, divided into successive 4 and 3 year periods. • Financial allocations to partner countries are revised during a mid-term review process and via ad-hoc reviews where necessary. • Unused funds are returned to the general budget and redirected to other development activities.
Joint Programming	**Ability to do Joint Programming**	• Partner country offices are required to take account of other donors' on-going and planned work when drafting a programming document and are required to consider joint programming as an option. • The programming cycle cannot be adjusted to match the national planning cycle nor may rolling strategies be used (this would require a change in financial rules and regulations which would need Commission approval and take longer than a year to achieve). • Country programmes can be funded without a programming document only under "special circumstances".

E C (E D F)

Where & What	**Choice of Country**	• Criteria: a presence is sought in all of the countries that make up the Africa-Caribbean-Pacific group that the European Development Fund is designed to serve. Exceptions occur where cooperation has been temporarily suspended for political reasons.
	Choice of Sectors	• Criteria: partner country priorities, division of labour with other donors, strategic areas such as governance and infrastructure. • Decision: sectors are set by negotiation with the partner county Government. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries, but only as part of a mid-term or ad-hoc review process.
Programming Document	**Name of Programming Document**	• Country Strategy Paper See: http://www.eeas.europa.eu/sp/index_en.htm
	Purpose	• Policy document, legal framework, earmarker of funds.
Administration	**Timing**	• A standard programming cycle is followed with the current period being 2008-13. • This period is used in order to align with the relevant multi-annual financial framework. • The period is not changed in order to align with the partner country.
	Drafting & Approval	• It takes 17 months to draft and approve a new programming document. • Drafting guidelines are followed ("CSP Programming Guidelines") which have been set by European Commission Headquarters. • The local country office is primarily responsible for drafting, in close cooperation with the partner country Govenrment. • Inputs are provided by the partner country Government, donors and CSOs and HQ-level donors. • In addition to the programming document itself, a national indicative programme is required. • The document is approved by DG DevCo, the partner country Government and other donors at the HQ level with the Commissioner giving the final authorisation. • Reviews allow for a change in approach and/or funding for the current programming document as part a mid-term or ad-hoc review process, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the medium-term budget process. Country allocations are made based on allocation criteria in line with the Cotonou Agreement. • Funds are typically committed for 6 years with a mid-term review. • Unused funds are returned to the general budget and re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a country programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle cannot be adjusted to match the national planning cycle nor may rolling strategies be used (a change would require a Council decision and could possibly take years to achieve). • Country programmes cannot be funded without a programming document,

Estonia

Where & What	**Choice of Country**	• Criteria: Estonia can add value based on its own experiences, partner country is ready to move towards a democratic society built on human rights. • Decision: Cabinet level.
	Choice of Sectors	• Estonian Development Policy specifies four sectors to be focused on world-wide - human development including education and health, peace and human rights protection, development of transparent and effective state structures including capacity building and information technology, and sustainable economic development. • For individual partner countries, sectors are decided upon through a dialogue with Government.
Programming Document	**Name of Programming Document**	• There is no programming document yet in operation.
	Purpose	• N/A
Administration	**Timing**	• A standard programming cycle is followed with the current period being 2011-15. • This cycle is used in order to have all country programmes aligned to Estonia's Development Strategy.
	Drafting & Approval	• Drafting guidelines are followed ("Development Strategy for Estonian Development Cooperation and Humanitarian Aid" - http://web-static.vm.ee/static/failid/344/Development_plan_2006-2010.pdf) which have been set by the Development Ministry. • The Ministry of Foreign Affairs is primarily responsible for drafting. • Inputs are provided by the partner country Government and donors and by HQ-level donors.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. • Funds are typically committed for 1-3 years but allocations are revised 2-3 times per year. • Unused funds are returned to the general budget.
Joint Programming	**Ability to do Joint Programming**	• Partner country offices are required to take account of other donors' on-going and planned work when drafting country programmes. • It is not possible to sign a joint programming document with other donors (a new legal framework would be required). • The programming cycle cannot be adjusted to match the national planning cycle nor may rolling strategies be used.

Finland

Where & What	**Choice of Country**	• Criteria: country's need for assistance in terms of poverty level, support received from other donors, political situation, alignment of national development plan with Finland's priorities, PRSP. • Decision: Director General level. • Trends: phasing out from middle-income countries and focusing on fragile states.
	Choice of Sectors	• Criteria: partner country policy. • Decision: negotiation with partner country and other donors. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Country Assistance Plan (CAP) See: http://formin.finland.fi/public/default.aspx?nodeid=15360&contentlan=2&culture=en-US)
	Purpose	• Policy document, earmarker of funds, and internal operational guideline for more detailed intervention level planning.
Administration	**Timing**	• A standard programming cycle is used with the current period being 2011-15. • The cycle is aligned with the term of the Finnish Government. • The cycle may not be adjusted to the partner country.
	Drafting & Approval	• It takes 19 months to draft and approve a new programming document. • Drafting guidelines are followed which have been set by the Development Ministry. • The Development Ministry and Foreign Affairs Ministry are primarily responsible for drafting. • Inputs are provided by the partner country Government, donors and Finnish stakeholders. • The document is approved by the Development Ministry and Foreign Affairs Ministry with the final authorisation coming from Ministerial level. • Reviews can result in a change to approach and/or funding and the local country office has the authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual or medium-term budget process. Regional and country allocations are determined internally by the regional departments of the Ministry of Foreign Affairs. • Funds are typically committed for 2 to 4 years and are revised annually. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one, so long as the programming cycle matches Finland's bilateral one. • The programming cycle cannot be adjusted to match the national planning cycle, however rolling strategies can be used. • Country programmes can be funded without a programming document.

France

<table>
<tr><td rowspan="2">Where & What</td><td>Choice of Country</td><td>Criteria: needs, economic and political situation.
Decision: Cabinet level.
Trends: diminished focus on middle-income countries.</td></tr>
<tr><td>Choice of Sectors</td><td>Set by local country offices, Ministry of Foreign Affaires, Economy and Finance Ministry and Agence Française de Développement.
There is an ability and willingness to adjust sector focus based on priorities expressed by the partner country.</td></tr>
<tr><td rowspan="2">Programming Document</td><td>Name of Programming Document</td><td>Document Cadres de Partenariat (DCP)
See: http://www.diplomatie.gouv.fr/fr/_5219/</td></tr>
<tr><td>Purpose</td><td>Policy document and earmarker of funds.</td></tr>
<tr><td rowspan="3">Administration</td><td>Timing</td><td>A standard programming cycle is used with the current period being 2011-13. However this is a special case in order to allow synchronisation with the EC's cycle as from 2013.
In exceptional cases the cycle is adjusted to the local situation, as has been the case with Palestine and the Democratic Republic of the Congo in recent years.</td></tr>
<tr><td>Drafting & Approval</td><td>It takes 12 months to draft and approve a new programming document.
Drafting guidelines are followed.
The Foreign Affairs Ministry and the local country office are primarily responsible for drafting.
Inputs are provided by the partner country Government.
The document is approved by the Development Ministry, Foreign Affairs Ministry, and local country office with the final authorisation given at Ministerial level.
There is no possibility for reviews to result in a change in approach and/or funding for the current programming document, however a joint Ministry-local country office decision may allow some change in focus.</td></tr>
<tr><td>Funding</td><td>Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process.
Funds are typically committed for 5 years but are revised every 2.5 years as part of a mid-term review process.
Unused funds are returned to the general budget.</td></tr>
<tr><td>Joint Programming</td><td>Ability to do Joint Programming</td><td>There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming.
It is possible to sign a joint programming document with other donors in place of the bilateral one.
The programming cycle cannot usually be adjusted to match the national planning cycle nor is it possible to use rolling strategies.
Country programmes can be funded without a programming document.</td></tr>
</table>

Germany

Where & What	**Choice of Country**	• Criteria: poverty, pro-poor policies, governance, existing ODA received, other donors' activities, German interest and historic ties. • Decision: intra-Ministerial. • Trends: phasing out from middle-income countries,
	Choice of Sectors	• Criteria: global commitments on sectors; national commitments for climate change, education, health, rural development and nutrition, and aid for trade; division of labour with other donors. • Decision: negotiations with partner country. • There is an ability and willingness to adjust sector focus based on the priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Country Strategy Paper + Protocol of Intergovernmental Negotiations + Focal Area Strategy Paper. See: http://www.bmz.de
	Purpose	• Policy document, earmarker of funds.
Administration	**Timing**	• The cycle used varies from country to country. • The cycle depends on the programming cycle of the partner country.
	Drafting & Approval	• It takes 3-5 months to draft and approve a new programming document. • Drafting guidelines are followed which are set by the Development Ministry. • The Development Ministry is primarily responsible for drafting. • Inputs are provided by the partner country Government and donors. • Documents are approved by the Development Ministry, Foreign Affairs Ministry, local country office and partner country Government. • Country Strategy Papers are approved by the Development Ministry or the Ministry plus the partner country Government; Protocols of Intergovernmental Negotiations are approved by the Development Ministry and the partner country Government; Focal Area Strategy Papers are generally approved by the Development Ministry and the partner country Government. Final authorisation comes from the Deputy Director General level. • Reviews allow for a change in approach and/or funding for the current programming document, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual or medium-term budget process. A set of allocation-criteria are followed including development-oriented governance, poverty level, implementation capacity, division of labour, and opportunities for fulfillment of sectoral aid targets. There are also country quotas. • Funds are typically committed for 1-3 years but allocations are revised annually.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies may also be used. • Exceptionally, country programmes can be funded without a programming document.

Greece

Where & What	**Choice of Country**	• Criteria: Greece has a comparative advantage in sectors that are a priority for the country. • Decision: Director General level. • Trends: tendency to move away from middle-income countries and to focus on fragile states.
	Choice of Sectors	• Sectors are chosen on the basis of Greece having a comparative advantage with the selection being made at Ministerial level. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Indicative Country Strategy Paper.
	Purpose	• Policy document. .
Administration	**Timing**	• A standard programming cycle is used with the current period being 2011-15. • A standard period is used as it is believed that this contributes to a more effective development policy. • There is no ability to adjust to the local situation in the partner country.
	Drafting & Approval	• Drafting guidelines are currently being developed by the Development Ministry. • The Foreign Affairs Ministry and the Development Ministry are primarily responsible for drafting. • Inputs are provided by the partner country Government. • The document is approved by the Foreign Affairs Ministry, the Development Ministry, the national legislature, the local county office, and the partner country Government, with the final authorisation given at Ministerial level. • Reviews allow for a change in approach and/or funding for the current programming document, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. They depend on the projects proposed. • Funds are typically committed for 3 years. • Unused funds are returned to the national budget.
Joint Programming	**Ability to do Joint Programming**	• There is no requirement to take account of other donors' on-going and planned work when drafting a programming document, however there is a requirement to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors in place of the bilateral one (this would need a new legal framework which would take approximately one year to establish). • The programming cycle cannot be adjusted to match the national planning cycle nor can rolling strategies be used (as above, this would need a new legal framework which would take approximately one year to establish). • Country programmes can be funded without a programming document.

H u n g a r y

Where & What	**Choice of Country**	• Criteria: Hungary can provide added value, foreign policy priorities, existing local presence. Decision: Cabinet-level.
	Choice of Sectors	• Criteria: national policy commitments. • Decision: consultation process with partner countries. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Country Strategy Paper See: http://www.kulugyminiszterium.hu
	Purpose	• Policy Document.
Administration	**Timing**	• A standard programming cycle is used with the current period being 2011-13. • It is possible to adjust the period to the local situation.
	Drafting & Approval	• It takes 3-6 months to draft and approve a new programming document. • No specific drafting guidelines are followed. • The Ministry of Foreign Affairs is primarily responsible for drafting. • Inputs are provided by the partner Country Government and donors. • The document is approved by the Foreign Affairs Ministry with the Deputy State Secretary giving the final authorisation. • Reviews do not allow for a change in approach and/or funding for the current programming document, however the local country office does have authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. Allocations are based on broader priorities and the project pipeline. • Financial allocations to partner countries are revised annually. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is no requirement to take account of other donors' on-going and planned work when drafting a programming document, however there is a requirement to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies may also be used. • Country programmes cannot be funded without a programming document.

I r e l a n d

Where & What	**Choice of Country**	• Criteria: scope to make an impact on poverty, governance, security and stability, regional dimension, presence of other donors. • Decision: Cabinet-level.
	Choice of Sectors	• Criteria: national and global commitments. • Decision: local country office, based on Country Strategy Paper guidelines, the country context, and Ireland's comparative advantage. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Country Strategy Paper See: http://www.irishaid.gov.ie/countries.asp
	Purpose	• Policy document, earmarker of funds, planning and implementation.
Administration	**Timing**	• No standard programming cycle is used. • The programming period is adjusted to each partner country's national strategy and may be from 1 to 5 years in length.
	Drafting & Approval	• It takes 11 to 17 months to draft and approve a new programming document. • Drafting guidelines are followed ("A Results-Based-Management Approach to Country Strategy Papers"). • The local country office is primarily responsible for drafting. • Inputs are provided by the partner country Government, donors, and CSOs. • The document is approved by the Development Ministry and the local country office (the partner country Government is involved but their formal approval is not required) with the Minster giving the final authorisation. • Reviews allow for a change in approach and/or funding for the current programming document and the local country office has the authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. • Funds are typically committed for 5 years but allocations are revised annually. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors but a bilateral document is still required in parallel. • The programming cycle can be adjusted to match the national cycle but rolling strategies may not be used (a change would require the Director General's approval). • Country programmes cannot be funded without a programming document.

Italy

Where & What	Choice of Country	• Criteria: priority to least developed countries, value added of Italian cooperation, overall relations with Italy. • Decision: Director General level. • Trends: phasing out from middle-income countries.
	Choice of Sectors	• Criteria: sector-specific commitments. • Decision: made by the Directorate General for Development Co-operation of the Ministry of Foreign Affairs following a process of consultations with partner countries, with inputs provided by local country offices. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	Name of Programming Document	• Development Cooperation Framework Agreements See: http://www.cooperazioneallosviluppo.esteri.it/pdgcs/
	Purpose	• Policy document.
Administration	Timing	• A standard programming cycle is used with the current period being 2010-12. • The period can be adjusted to the local situation in excpetional circumstances such as emergencies.
	Drafting & Approval	• It takes 3.5 months to draft and approve a new programming document. • Drafting guidelines are followed ("Nine Points for Standardising Three Year Country Programmes", "Programming Guidelines and Directions", and "STREAM Checklist") which have been set by the Government. • The local country office and the partner country Government are primarily responsible for drafting. • Inputs are provided by the partner country Government, donors, and CSOs and by HQ-level donors. • The document is approved by the Development Ministry, Foreign Affairs Ministry, local country office, and partner country Government with the final authorisation coming from the Steering Committee of the Directorate General for Development Co-operation. • Reviews can result in a change to approach and/or funding, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process and are based on priorities set in the Programming Guidelines of Italian Cooperation and the specific needs of partner countries. • Funds are typically committed for 3 years but are revised annually. • Unused funds are returned to the general budget.
Joint Programming	Ability to do Joint Programming	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document but no requirement to consider joint programming as an option. • It is possible to sign a joint programming document with other donors, although a bilateral document must still be developed in parallel. • The programming cycle can be adjusted to match the national planning cycle, and rolling strategies can be used. • Country programmes can be funded without a programming document, in particular where sudden emergencies arise.

L a t v i a

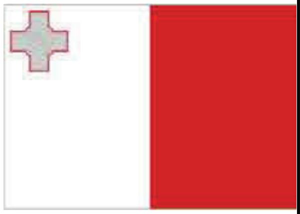
Where & What	**Choice of Country**	• Criteria: observation of universal democratic values, human rights and the rule of law; combat and prevention of corruption; presence and areas of involvement of other donors; need to strengthen local capacity and country leadership; existing contacts and aid visibility. • Decision: Cabinet-level.
	Choice of Sectors	• Criteria: national policy, global commitments, Latvian value-added. • Decision: consultation among various stakeholders including the Ministry of Foreign Affairs, local country office, partner country Government, and NGOs. • There is an ability and willingness to adjust sector focus based on the priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• No standard country programming document exists as yet.
	Purpose	• N/A
Administration	**Timing**	• N/A
	Drafting & Approval	• Country strategies are drafted by external consultants on contract to the Ministry of Foreign Affairs.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. These are based on national policy objectives and the results of previous cooperation. • The longest commitment possible is one year. • Unused funds are returned to the general budget.
Joint Programming	**Ability to do Joint Programming**	• There is no requirement to take account of other donors' on-going and planned work when drafting a country strategy nor to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors. • The programming cycle cannot be adjusted to match the national planning cycle nor may rolling strategies be used.

L i t h u a n i a

Where & What	Choice of Country	• Criteria: added value, specific needs of partner countries. • Decision: Cabinet level.
	Choice of Sectors	• Criteria: bilateral and global agreements. • Decision: made by Government based on partner country needs and Lithuania's comparative advantages. • There is an ability and willingness to adjust sector focus based on the priorities expressed by partner countries.
Programming Document	Name of Programming Document	• It is planned to introduce Country Strategy Papers in 2011.
	Purpose	• N/A
Administration	Timing	• N/A
	Drafting & Approval	• Development cooperation activities in priority countries are currently implemented using "Development Cooperation Guidelines" which are adopted every year.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the budget process with country allocations based on the data of previous years and the needs of partner countries. • Funds are typically committed for 1 year. • Unused funds are re-directed to other development activities.
Joint Programming	Ability to do Joint Programming	• There is no requirement to take account of other donors' on-going and planned work when drafting country strategies nor to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors. • The programming cycle cannot be adjusted to match the national planning cycle nor may rolling strategies be used.

L u x e m b o u r g

Where & What	Choice of Country	• Criteria: level of poverty, regional concentration, historical links, PRSP. • Decision: Director General level. • Trends: phasing out from middle-income countries, increasing funding to fragile states.
	Choice of Sectors	• Criteria: comparative advantage of Luxembourg. • Decision: negotiation with partner country. • There is an ability and willingness to adjust sector focus based on the priorities expressed by partner countries.
Programming Document	Name of Programming Document	• Indicative Cooperation Programme (ICP) See: http://cooperation.mae.lu/fr/Politique-de-Cooperation-et-d-Action-humanitaire/Programmes-indicatifs-de-cooperation
	Purpose	• Policy document and earmarker of funds.
Administration	Timing	• A standard programming cycle is used with the current period being 2011/12 to 2015/16. • The cycle can be adjusted to match that of the partner country.
	Drafting & Approval	• It takes 14 months to draft and approve a new programming document. • The "EU Common Framework for Drafting Country Strategy Papers and Joint Multiannual Programming" is used as a guideline for drafting. • The Development Ministry, local country office and partner country Government are primarily responsible for drafting. • Inputs are provided by the partner country Government and donors. • The document is approved by the Development Ministry and the partner country Government with the final authorisation coming from the Minister. • Reviews allow for a change in approach and/or funding, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• A 4-5 year funding commitment is made. • Unused funds are re-directed to other development activities.
Joint Programming	Ability to do Joint Programming	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document but not to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies may also be used. • Country programmes can be funded without a programming document.



Malta

Where & What	Choice of Country	• [No information provided]
	Choice of Sectors	• [No information provided]
Programming Document	Name of Programming Document	• No country programming document is currently used.
	Purpose	• N/A
Administration	Timing	• N/A
	Drafting & Approval	• N/A
	Funding	• Commitments are made on an annual basis.
Joint Programming	Ability to do Joint Programming	• There is no requirement to take account of other donors' on-going and planned work nor to consider joint programming. • It is not possible to sign a joint programming document with other donors. • The programming cycle cannot be adjusted to match the national planning cycle nor is it possible to use rolling strategies.

Netherlands

Where & What	**Choice of Country**	• Criteria: added value of the Netherlands, other donors' activities, macro-economic indicators, private sector investment opportunities, labour intensity of the programme, PRSP. • Decision: Cabinet level. • Trends: phasing out from middle-income countries and increasing funding for fragile states.
	Choice of Sectors	• Criteria: commitments to MDGs, Global Public Goods, and individual sector commitments on water, food security, private sector development, sexual and reproductive health and rights with environment, climate, and gender as cross-cutting themes. • Decision: sectors are set by the Ministry of Foreign Affaris in collaboration with local country offices. • There is an ability and willingness to adjust sector focus based on priorities expressed by the partner country.
Programming Document	**Name of Programming Document**	• Multi-Annual Strategic Plan (MASP)
	Purpose	• Policy and planning document.
Administration	**Timing**	• A standard programming cycle is used with the current period being 2008-11. • The cycle cannot be adjusted to local circumstances.
	Drafting & Approval	• It takes 7 months to draft and approve a new programming document. • Drafting guidelines are followed ("Instructions for Drafting a MASP') which have been set by the Development Ministry. • The local country office is primarily responsible for drafting. • Inputs are provided by the partner country Government, donors and CSOs and HQ-level donors. The document is approved by the Development Ministry and the Foreign Affairs Ministry with the final authorisation given at Ministerial level. • In addition to the programming document and financial plan, a Track Record, Sectoral Track Record, Result Chain and Strategic Governance & Corruption Analysis are required. • Reviews may result in a change to apporach and/or funding and the local country office has the authority to change the focus of the current programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process or medium-term budget process. • Four-year plans determine funding allocations and are normally revised annually. • Unused funds are re-directed to other development activities or returned to the general budget.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming. • It is possible to sign a joint programming document with other donors although a bilateral document must still be developed in parallel. • It is not possible to use rolling strategies. • Country programmes cannot be funded without a programming document.

Poland

Where & What	**Choice of Country**	• Criteria: foreign policy goals, Poland's stability and security, prevention of potential conflicts, promotion of economic interests by increasing participation of beneficiaries in the global economy, promotion of sustainable use of the environment, international commitments - MDGs, Paris Declaration, Accra agenda. • Decision: Director General level.
	Choice of Sectors	• Criteria: global commitments such as democratisation, human rights and the MDGs. • Decision: Department of Development Cooperation taking into account inputs from study visits, monitoring missions, in-house analysis, external consultants, geographical units at the Ministry of Foreign Affairs, and local country offices along with consultaitons with CSOs and implementation partners. • There is an ability and willingness to adjust sector focus based on priorities expressed by the partner country.
Programming Document	**Name of Programming Document**	• No specific country programming document is presently used though one is planned. • See: http://www.polskapomoc.gov.pl/Development,Co-operation,Programme,1053.html
	Purpose	• Earmarker of funds.
Administration	**Timing**	• Plans are underway to introduce standard country programming documents using a fixed period of 2012-16. • The period will not be adjusted to local country situations.
	Drafting & Approval	• It will take 3-4 months to draft and approve a new programming document. • Drafting guidelines will be followed ("Development Cooperation Strategy" - http://www.msz.gov.pl/files/Akty%20prawne/inne/Strategia%20polskiej%20wspolpracy%20na%20rzecz%20rozwoju.doc) which have been set by the Council of Ministers. • The Foreign Affairs Ministry will be primarily responsible for drafting. • Inputs will be provided by HQ-level donors, local country offices and Polish CSOs. • The document will be approved by the Foreign Affairs Ministry with the final authorisation given by the Minister. • Reviews will be able to result in a change in approach and/or funding for the current programming document, however the local country office will have no authority to change the focus of the current document.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. They are based on needs analysis, Polish priorities, past performance, and absorption capacities. • Funds are typically committed for 1 year • Unused funds are returned to the general budget.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document but no requirement to consider joint programming. • It is not possible to sign a joint programming document with other donors in place of the bilateral one. This would need a new law allowing for multi-annual programming and funding which could take up to one year to approve. • The programming cycle cannot usually be adjusted to match the national planning cycle nor is it possible to use rolling strategies. This would need a new law allowing for multi-annual programming and funding that could take up to one year to approve. • Country programmes will not be able to be funded in future without a programming document.

P o r t u g a l

Where & What	**Choice of Country**	• Criteria: historical links, comparative advantages, PRSP. • Decision: Director General level.
	Choice of Sectors	• Criteria: partner country needs, Portugal's comparative advantages, and commitments foreseen in the strategic document "Uma Visão Estratégica para a Cooperação". Particular emphasis is placed on education and training and support for partner countries' institutional frameworks. • Decision: Development Agency and partner country Government. • There is an ability and willingness to adjust sector focus based on priorities expressed by the partner country.
Programming Document	**Name of Programming Document**	• Indicative Cooperation Programme (PIC) See: http://www.ipad.mne.gov.pt
	Purpose	• Policy document and earmarker of funds.
Administration	**Timing**	• The programing cycle used varies by country. • The cycle is aligned with the partner country.
	Drafting & Approval	• Drafting guidelines are followed ("Common Framework for Country Strategy Papers") which have been set by the Development Ministry. • The Development Ministry and partner country Government are primarily responsible for drafting. • Inputs are provided by the partner country Government, Portuguese Ministries and civil society. • The document is approved by the Development Ministry and the partner country with the final authorisation given by the Secretary of State. • Reviews allow for changes to approach and/or funding for the current programming document, however the local country office has no authority to change the focus of the document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. • Funds are typically committed for 3-4 years but are revised bi-annually. • Unused funds are redirected to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document but not to consider joint programming. • It is not possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and it is possible to use rolling strategies. • Country programmes can be funded without a programming document.

Romania

Where & What	Choice of Country	• Criteria: political and economic relations, added value of Romania, geographic proximity. • Decision: Cabinet level.
	Choice of Sectors	• Criteria: national strategies on development and external relations, commitments to partner countries, global commitments, and legislative restrictions. • Decision: Ministry of Foreign Affairs after consultation with HQ-level donors, line Ministries, and NGOs. • There is a partial ability to adjust sector focus based on priorities expressed by partner countries.
Programming Document	Name of Programming Document	• There is no specific country programming document used at present.
	Purpose	• N/A
Administration	Timing	• A standard one-year programming cycle is used in order to align to the Romanian national budget process. • There is no ability to adjust to the local country situation.
	Drafting & Approval	• N/A
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. These are based on the quality of the project proposals received. • Unused funds are returned to the general budget.
Joint Programming	Ability to do Joint Programming	• There is no requirement to take account of other donors' on-going and planned work when planning actions nor to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors. • The programming cycle cannot be adjusted to match the national planning cycle, nor can rolling strategies can be used. This would need new legislation to allow for multiannual budget allocations which would require approval by Parliament and the Head of State. • Country programmes are always funded without a programming document

Slovakia

Where & What	**Choice of Country**	• Criteria: coherence with Slovak and EU foreign policy; comparative advantages and potential of Slovak aid; level of social, economic and political development; identified needs; existing activities and experiences of Slovak actors; historical bonds with Slovakia. • Decision: Cabinet level.
	Choice of Sectors	• Sectors are set by the Ministry of Foreign Affairs. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• No specific country programming document Is used at present.
	Purpose	• N/A
Administration	**Timing**	• N/A
	Drafting & Approval	• The Foreign Affairs Ministry is primarily responsible for planning country activities. • These are approved by the Foreign Affairs Ministry with the final authorisation coming from Ministerial level.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. • Funds are committed for one year. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies can be used. • Country programmes are always funded without a programming document.

S l o v e n i a

Where & What	**Choice of Country**	• Criteria: set by Parliamentary Resolution. • Decision: Cabinet level. • Trends: increasing funding to fragile states.
	Choice of Sectors	• Criteria: partner country strategies and Slovenia’s capacities. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• No country programming document is used at present.
	Purpose	• N/A
Administration	**Timing**	• A standard period is used with the current one being 2012-15.
	Drafting & Approval	• It takes 4.5 months to approve a country programme. • No specific guidelines are followed.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. Country allocations are based on priorities derived from Slovenia's Parliamentary Resolution on International Development Cooperation. • Funds are typically committed for one year. • Unused funds are returned to the general budget.
Joint Programming	**Ability to do Joint Programming**	• There is no requirement to take account of other donors’ on-going and planned work when drafting a country programme nor to consider joint programming as an option. • It is possible to sign a joint programming document with other donors. • The programming cycle can be adjusted to match the national planning cycle, however rolling strategies cannot be used. • Country programmes are always funded without a programming document.

Spain

Where & What	**Choice of Country**	• Criteria: set by the Development Master Plan 2009-12 and include poverty / development levels, experience and capacity of Spanish cooperation actors, country potential as a development partner in terms of aid effectiveness standards, PRSP. • Decision: Director General level. • Trends: phasing out from middle-income countries and increasing funding to fragile states.
	Choice of Sectors	• Criteria: set by the Development Master Plan 2009-2012. • Decision: made by the Development Agency following dialogue with the partner country Govenrment and local CSOs. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Development Partnership Framework See: http://www.maec.es/es/MenuPpal/CooperacionInternacional/Publicacionesydocumentacion/Paginas/publicaciones0.aspx
	Purpose	• Policy document and earmarker of funds.
Administration	**Timing**	• A standard programming cycle is used with the current cycle being 2008-11. • It is possible to adjust the cycle to the local situation.
	Drafting & Approval	• It takes 4.5-6 months to draft and approve a new programming document. • Drafting guidelines are followed ("Development Partnership Framework Methodology" - http://www.maec.es/es/MenuPpal/CooperacionInternacional/Publicacionesydocumentacion/Documents/2010MetodologiaMAP.pdf) set by the Development Ministry. • The Development Ministry and local country office are primarily responsible for drafting. • Inputs are provided by the partner country Government, donors, CSOs, and Spanish cooperation actors. • The document is approved by the Development Ministry, local country office, and partner country Government with the final authorisation given by the Minister. • Reviews can result in a change to approach and/or funding and the local country office has the authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual or medium-term budget process. 85% of aid is allocated to priority countries. • Funds are typically committed for 3 to 5 years but are revised annually. • Unused funds are either re-directed to other development activities or returned to the general budget.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies can be used. • Country programmes can be funded without a programming document only in exceptional cases.

Sweden

Where & What	**Choice of Country**	• Criteria: poverty level, political will to strengthen democracy and human rights, enabling environment for effective aid, Swedish comparative advantages. • Decision: taken by Government. • Trends: phasing out from middle-income countries.
	Choice of Sectors	• Criteria: partner country priorities, division of labour with other donors, Swedish comparative advantages, aid effectiveness considerations such as the possibility to align and use country systems in specific sectors. • Decision: taken by Government. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Cooperation Strategy See: http://www.regeringen.se/sb/d/12404#item136426
	Purpose	• Policy document.
Administration	**Timing**	• The programming cycle varies between countries. • The cycle is aligned with partner country planning.
	Drafting & Approval	• It takes 7-9 months to draft and approve a new programming document. • Drafting guideliens are followed ("Guidelines for Cooperation Strategies" - • http://www.maec.es/es/MenuPpal/CooperacionInternacional/Publicacionesydocumentacion/Documents/2010MetodologiaMAP.pdf) which have been set by Parliament. • The Foreign Affairs Ministry is primarily responsible for drafting. • Inputs are provided by the partner country, donors, and CSOs. • The document is approved by the Foreign Affairs Ministry and the national legislature with the final authorisation given by the Government. • Reviews can result in a change to approach and/or funding, however the local country office has no authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual or medium-term budget process. • Funds are typically committed for 3 to 5 years, the period being matched to that of the strategy of the particular country. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is a requirement to take account of other donors' on-going and planned work when drafting a programming document and to consider joint programming as an option. • It is possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle can be adjusted to match the national planning cycle and rolling strategies can be used. • Country programmes cannot be funded without a programming document

Switzerland

Where & What	**Choice of Country**	• Criteria: socio-economic and political circumstances, institutions and decision-making processes, change and dynamics of reform, stakeholders and possible drivers of change, significance and feasibility. • Decision: Director General & Cabinet level. • Trends: phasing out from middle-income countries and increasing funding to fragile states.
	Choice of Sectors	• Criteria: varies from case to case and includes a consideration of needs and context. • Decision: local country office and headquarters. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Cooperation Strategy See: http://www.deza.admin.ch/en/Home/Countries
	Purpose	• Policy document.
Administration	**Timing**	• The programming cycles varies between countries and lasts for between 2 and 6 years. • The period used depends on various factors including context and previous planning cycles.
	Drafting & Approval	• It takes 5.5 months to draft and approve a new programming document. • Drafting guidelines are followed (“Swiss Development Cooperation Guidelines for Elaborating Cooperation Strategies and Medium-Term Programmes”) which have been set by the Development Ministry. • The local country office, Development Agency and Foreign Affairs Ministry are primarily responsible for drafting. • Inputs are provided by the partner country Government, donors, CSOs, and other stakeholders. • The document is approved by the Development Agency, Foreign Affairs Ministry and local country office with the final authorisation given at Director General level. • Reviews can result in a change to approach and/or funding and the local country office has the authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the annual budget process. These are based on the overall development budget. • Funds are typically committed for 2 to 6 years and are revised annually. • Unused funds are re-directed to other development activities.
Joint Programming	**Ability to do Joint Programming**	• There is no requirement to take account of other donors’ on-going and planned work when drafting a programming document nor to consider joint programming as an option. • It is not possible to sign a joint programming document with other donors in place of the bilateral one. • The programming cycle cannot be adjusted to match the national planning cycle nor may rolling strategies be used. This would require changes at the administrative and political level. • Country programmes cannot be funded without a programming document.

United Kingdom

Where & What	**Choice of Country**	• Criteria: existing programmes, needs, aid effectiveness, UK strategic interest. • Decision: Cabinet level. • Trends: currently reviewing portfolio in order to target aid where it is most needed and will make the most difference. Increasing funding to fragile states.
	Choice of Sectors	• Criteria: existing programmes, needs, aid effectiveness, UK strategic interest, potential of aid to make the most difference. The current Bilateral Aid Review will re-programme based on the results that can potentially be delivered against the UK's strategic priorities, namely: wealth creation, delivering the MDGs, governance and security, and climate change. • Decision: Secretary of State and Ministers, on the basis of evidence generated by the Bilateral Aid Review. • There is an ability and willingness to adjust sector focus based on priorities expressed by partner countries.
Programming Document	**Name of Programming Document**	• Operational Plan See: http://www.dfid.gov.uk
	Purpose	• Internal planning and management document.
Administration	**Timing**	• A standard programming cycle is used with the current period being 2011/12-2014/15. • This period is used in order to correspond to the Government-wide Comprehensive Spending Review.
	Drafting & Approval	• It takes 4 months to draft and approve a new programming document. • Drafting guidelines are used ("How To Note: Preparing an Operational Plan"), which have been set by DFID. • The Foreign Affairs Ministry are primarily responsible for drafting. • Inputs are provided by the partner country Government, donors and CSOs and by HQ-level donors and other UK Government departments. • The document is approved by the Ministry with the final authorisation given by the Director General. • A Results Framework and Workforce Planning Tool are also required. • Reviews can result in a change to approach and/or funding and the local country office has authority to change the focus of the programming document during implementation.
	Funding	• Decisions are made on the level of financing to allocate to each partner country as part of the medium-term budget process. These are currently being based on the results of the Bilateral Aid Review which considers the results that can potentially be delivered against the UK's strategic priorities, namely: wealth creation, delivering the MDGs, governance and security, and climate change.
Joint Programming	**Ability to do Joint Programming**	• There is no requirement to take account of other donors' on-going and planned work when drafting a programming document nor to consider joint programming as an option. • It is possible to sign a joint programming document with other donors, although a bilateral document must still be developed in parallel. • The programming cycle cannot be adjusted to match the national planning cycle, however rolling strategies can be used. • Country programmes can be funded without a programming document.