

NICARAGUA

Joint Programming Roadmap

Overview

The EU Delegation to Nicaragua (EUD), EU Member States (EU MS) and other "like-minded countries" (Switzerland and Canada) have been discussing the option of joint programming (JP) since February 2012.

A joint analysis of key co-operation sectors (economic development, social sectors, natural resources and governance) and of co-operation instruments was conducted in spring 2012, coordinated by the EUD. Furthermore, possible complementarities and synergies among the interventions of above-mentioned donors have been studied. The concept of a joint programming has been widely welcomed and appreciated by EU MS and like-minded countries. Nevertheless, it was noted that the current programming calendar would not allow for starting a formal joint programming in 2014 given that:

- (i) the programming cycle of the Government of Nicaragua (GoN) does not correspond to the one of the EU,
- (ii) neither the National Development Plan of Nicaragua for 2012-2016¹ has been approved by the Government nor the draft constituted a solid basis for the joint programming, and
- (iii) the programming cycles of EU Member States were in different phases. As such, it was considered more realistic to look at 2018 as a starting date.

However, participants agreed to make an effort towards division of labour as from 2014, when some of them will review their strategies. The division of labour will be evaluated in 2017 to feed into the joint programming.

Starting a formal joint programming only in 2018 would also allow for a better alignment to the national development strategy: both the term of the current government as well as of the current National Development Plan come to an end in December 2016. Assuming that the new government may need a year or so to consolidate its development strategy, to which the donors could align, the real programming cycle of the Government is likely to start only in 2018.

The GoN has so far reduced the opportunities for wide Government-donors coordination, preferring to negotiate with each donor bilaterally. However, the GoN has recently accepted to associate EU MS in the negotiations of the new priorities for EU cooperation 2014-2020. The momentum is therefore optimal to position the EU-as-one vis-à-vis the GoN.

The considerations above were summarized in the document "Common Opinion of EU Heads of Missions regarding EU Joint Programming", which was drafted in February 2013 and approved by the Head of Missions on the 21 February 2013.

In order to start joint programming as of 2018, this Roadmap defines milestones to be reached in the following years. These will require discussion and agreement on:

¹ "Plan Nacional de Desarrollo Humano" (PNDH)

- Synchronisation: common programming cycles aligned with the country calendar.
- Common analysis of priorities, expected results and impact.
- Division of labour.
- Planning document and indicative financial allocations.
- Approval procedures.
- Role of the GoN in the joint programming.

So far, the joint programming exercise has been led by the EUD, with the participation and consultation of all EU Member States present in Nicaragua as well as like-minded countries, such as Switzerland and Canada.

Roadmap

2012

- Joint analysis of key cooperation sectors and instruments, complementarities and synergies.

2013

- Common Opinion of EU Heads of Mission regarding EU Joint Programming drafted and approved
- Technical seminars on joint programming organized
- Germany and Spain to define their programming for 2014-2017
- Luxembourg in the process of a mid-term review of its current programming, ready to adapt its programming cycle to start the new one in 2018
- Switzerland will start its new programming period as of 2018
- Canada expressed an interest in principle to be associated to the exercise
- The EU to draft the Country Strategy Paper (CSP) and propose a first Multiannual Indicative Programme (MIP) to cover 2014-2017 only. The CSP will be shared with partners as a base for common analysis.
- EU MS and like-minded countries to be involved in the process of EU programming 2014-2017
- EU MS invited to participate as observers in EU consultations with GoN on programming
- Government's buy-in regarding joint programming to be sought

2014-2015

- Discussions on JP with the GoN, its leading role in the process to be sought
- Donor mapping exercise as of January 2014, with the aim of supporting division of labour (possible use of consultant / joint working group to support the process)
- 1st semester 2014: consultations with GoN to define bilateral programming for Luxemburg, Spain, Switzerland
- Common country analysis (needs and priorities of the country), based on EU CSP to be shared and discussed
- Joint analysis of development issues, policies and strategies
- European donors in-country retreat to be organized in order to: 1) brainstorm about donor mapping, synchronisation, common analysis of priorities and

needs of the country, expected results and impact, division of labour, lessons learned from evaluation of previous cooperation periods; and 2) discuss about GoN support, willingness and commitment towards JP.

- Sharing information on bilateral programming strategies, especially those starting in 2014, in view of a preliminary division of labour as from 2014
- 2nd semester 2014: first draft of division of labour
- End 2014: Revision of the road map, based on evaluation of advancement and difficulties
- Start joint consultations with development partners.
- Progressively implement the agreed division of labour, i.e. each donor to concentrate on its focal sectors. Donors working in same sectors to operationalize the division of labour
- Meetings at capital level to endorse division of labour
- Common messages to be transmitted to the GoN, e.g. during cooperation missions from HQs.
- Possible engagement on JP by the GoN

2016

- Continue joint consultations and involvement of civil society, private sector, academia, social partners, wider donors' community (development agencies, regional and south-south cooperation actors, etc.) on formal joint programming
- Revision of the road map, based on evaluation of advancement and difficulties
- Joint analysis on evolution of country context and future for development cooperation with Nicaragua (including new cooperation instruments, new donors, etc...)

2017

- Joint analysis of the new draft GoN Development Plan
- EU Mid-term review
- Joint evaluation of cooperation 2014-2017 implemented by EU and partners (methodology and scope to be defined)
- Joint programming document to be drafted and approved by all the parties involved
- Meetings at capital level to endorse joint analysis / response

2018

- Joint programming starts
- Joint meetings with GoN within the policy dialogue
- Joint evaluations of European response

Following steps and commitments:

- For the joint programming to be effective as from 2018, the participants must commit to maintain support to Nicaragua during the duration of the exercise.
- Before starting the joint programming, a reflection will be needed on the context for development cooperation with Nicaragua and scenarios for EU cooperation, including the implementation of the AA, new donors, new financing instruments available for the country and development indicators.
- The EU will include provisions for joint programming in the 2014-2020 CSP, so that it does not hamper future decisions nor limits in-country discussion.
- Countries commit to take forward joint programming along their own national procedures, so as to align to the common calendar.

Implementation issues

- Preferred modalities: European donors will prefer modalities that foster Nicaraguan ownership and alignment to the national development plan.
- A joint communication strategy will be discussed, with the aim to give visibility to the joint impact of European cooperation.
- Coordination with donors not participating in the joint programming will continue, and the joint programming exercise will remain open for others to join. European donors who would opt for a bilaterally-identified portfolio will be asked to keep the group informed on their activities, results and financial allocations.

European Donors matrix with joint programming - *Current division of Labour*

| Sector | EU | ES | DE | IT | LU | CH |
|--------------------------------|--------------|----|----|----|----|----|
| Governance | (up to 2013) | X | | X | | X |
| Education | X | X | | | X | |
| Health | | | | | X | |
| Culture | | X | | | | X |
| Environment and Climate Change | X | | X | | | X |
| Water and Sanitation | | X | X | | | X |
| Energy | | | X | | | |
| Agriculture | | X | | X | | |
| Food security | | | | X | | |
| Private and productive sector | X | | X | | X | |
| Employment | | | | | | X |
| Infrastructure | | | | | | |

Annex: Common Opinion of EU HoMs regarding EU Joint Programming, February 2013