



POLICY NOTE ON EU JOINT PROGRAMMING

OCTOBER 2013





1. SUMMARY

The rationale of EU joint programming is to improve the quality and effectiveness of development cooperation and reduce transaction costs for the partners. It will also enhance the EU's political leverage by providing a common policy platform. Building on already established coordination, alignment and harmonisation efforts at the country level, EU joint programming should be seen as a process through which the EU and its Member States, and if possible other non-EU donors, engage in various joint activities of different depths depending on the local context. These include joint analysis of and joint response to a partner country's national development strategy, identifying priority sectors of intervention, in-country division of labour, indicative financial allocations per sector and donor, synchronisation of program cycles and possibly joint results framework. At present the EU Joint programming process does not encompass implementation of joint programs.

Denmark strongly supports EU joint programming and will take an active part in promoting joint programming processes – both at headquarters' level and the field level. Participation in joint programming processes will increase Denmark's influence on EU's development aid and will support Danish efforts to enhance a more comprehensive approach in EU's external actions. Developing a common strategic platform will enable the EU to “speak with one voice” and hence strengthen the political dialogue with the partner government and other donors. Denmark will seek to achieve coherence between EU joint programming and Danish country policy and programming.

2. INTRODUCTION

The objective of this internal policy note is to operationalize the strong political ambition of strengthening the synergies and the interaction between Denmark and EU's development cooperation as expressed in Denmark's Strategy for Development Cooperation “The Right to a Better Life” and in the new Strategic Framework for Denmark's Participation in the EU's Development Cooperation “Together for a Better World”. Two areas are highlighted in this regard: stronger division of labour between EU Member States and the EU, and the promotion of EU joint programming of development interventions.

The Danish approach to EU joint programming is first and foremost pragmatic, flexible and adapted to the local settings. To the extent possible, joint programming should be led by the partner country and promote the alignment and synchronisation with national policies, systems cycles and procedures, and it should encourage participation of all relevant donors.

Key policy priorities:

- Denmark will be at the forefront in promoting EU joint programming and will participate actively in EU joint programming processes in all relevant priority countries. Focus will be on obtaining tangible development results to the benefit of the partner country, reducing transaction costs as well as increasing EU's and Denmark's political leverage. Developing shared strategic documents for EU's overall engagement in a third country (Joint Framework Document) should be promoted where relevant. EU Joint programming should be open to other development partners, where possible.
- Danish country programs should to the extent possible be synchronised with the national development plans and hence with EU joint programming. In cases where the processes do not run in parallel, flexibility and pragmatism should be applied. Denmark will seek coherence between EU joint programming and Denmark's own country policies and programming.



- Denmark will address key challenges and barriers to EU joint programming both at the political level, at the working group/technical level in Brussels and at the country level. This calls for clearer policy guidance from the Commission and certain Member States on the synchronisation and decision making processes. Denmark will be ready to engage in joint programming in countries, where necessarily not all Member States are ready to participate. Similarly, joint programming can be started with some key elements (e.g. joint analysis) before entering into to a full-fledged process covering all elements.
- Denmark will encourage better information sharing internally and externally. Participation in regional training workshops and the use of the Commission's on-line knowledge sharing platform is recommended to all staff.
- In the process moving forward, the close dialogue and exchange of experiences between headquarters and the embassies and representations abroad will continue in order to feed in to the policy discussions in Brussels as well as to facilitate a smooth implementation of joint programming at the country level.

3. EU JOINT PROGRAMMING IN A CHANGING GLOBAL CONTEXT

Discussions about EU joint programming have taken place at headquarters level for several years. The concept was already mentioned in the Report of the EU Ad Hoc Working Party on Harmonisation (2004), in the European Consensus on Development (2005), in the Council Conclusions on the Operational Framework on Aid Effectiveness (2009) and was already trialled in Haiti (2010) and South Sudan (2011).

Several Member States, including Denmark, were initially reluctant to engage in joint programming as it has been seen as a rather "Brussels-centric" exercise aiming at transferring more sovereignty to the EU Commission in the area of development cooperation. However, in recent years, the EU and its Member States have expressed commitment to move forward on joint programming.¹ This is partly a result of the entering into force of the Lisbon Treaty, which has led to a fundamental reorganisation of EU development cooperation including the establishment of the European External Action service (EEAS) and EU Delegations at the field level. This paved the way for a more pragmatic and flexible approach to EU joint programming. Another key reason is the growing awareness among some Member States of the prospects of reduced economic and political influence in a changing global context.

Joint programming got new impetus through the Council conclusions for the Busan High Level Forum in November 2011 and the new EU development policy: *Agenda for Change* (2012), where the EU development ministers agreed on the scope and principles of EU joint programming (see Annex 1). Commitment to implement joint programming was further a key EU deliverable at the Busan meeting.

In response to Busan, the European Commission (EC) and the EEAS launched an assessment of the feasibility of joint programming in 12 countries in January 2012. As a result, joint programming processes were started in five countries: Ethiopia, Ghana, Rwanda, Guatemala and Laos.² In December 2012, the EU and the Member States requested the EU Delegations in additional countries to consider jointly with member states the potential for joint programming. By June 2013, 55 countries had been

¹ Council conclusions 2006, 2007, 2009, 2010, 2012.

² Mali was also selected as a sixth pilot country but the initiative was delayed given the coup d'état in March 2012. The commitment to undertake joint programming was restated in February 2013.



assessed, of which more than 40 positively. For the other ones further assessment is needed and in a limited number of cases the scope for joint programming seems to be limited or absent (see Annex 2). Thus, joint programming is now broadly supported by EU Member States as was also stressed at the Foreign Affairs Council for Development Ministers in May 2013.

4. WHAT IS EU JOINT PROGRAMMING?

The terminology “*joint programming*” has led people to believe that the exercise is about “*joint programs*”. However, at present, joint programming does not include joint implementation, but has the potential to pave the way for increased and more effective joint implementation through joint modalities of aid delivery such as (sector) budget support, sector wide approaches, co-financing, basket funding or delegated cooperation.

As set out in the Busan Council conclusions, EU joint programming is a process through which the EU jointly determines a joint development response strategy for a particular partner country and drafts a joint strategy document, ideally to replace bilateral country strategies. Building on already existing harmonisation and alignment efforts, joint programming may also involve decisions on ‘who does what’ through a division of labour of sectors. Though there is no standard format for joint programming, the core elements of joint programming documents prepared by the EU-delegation, Member States and where possible European Development Financing Institutions and other non-EU donors are the following:

1. A *joint analysis* of the partner country’s development plan and situation.
2. Identification of key strategic *sectors of intervention*.
3. In-country *division of labour*
4. *Indicative multiannual financial allocations* per sector and donor. Both grants and concessional loans should be covered by the joint programming document.
5. *Synchronisation* of the EU and the Member States’ programming cycles to the national/regional cycles of the partner country/region.

The depth and speed of the joint programming process will vary from country to country according to the local context. Further, the possibility to take joint programming up to the level of *joint results framework* has been discussed in general terms. A proposal from the Commission is expected in the autumn 2013. A more detailed description of the different steps of the EU joint programming process can be found in Annex 4.

The special case of Joint Framework Documents

In some partner countries, e.g. Ghana, the EU Delegation and Member States have decided to prepare a Joint Framework Document, which outlines the EU’s strategic priorities and objectives in its overall relations with a partner country/region. Based on a joint analysis, the Joint Framework Document defines strategic lines of action, and a broad policy mix referring to the EU and Member States’ policies and instruments in relation to a partner country, including diplomatic and political aspects, development cooperation, humanitarian aid, security, and trade. As the Joint Framework Document is not a programming document, the joint programming process at country level will not depend on whether a Joint Framework Document is being prepared. However, if a Joint Framework Document has been prepared, it can be used for the joint analytical part of the joint programming and therefore no additional or parallel analysis will be required.³

³ Further discussion is taking place on the development of the concept for the Joint Framework Document in the context of the so called EU Comprehensive Approach.



5. WHY JOINT PROGRAMMING?

The ultimate rationale for joint programming is to make the delivery of EU Development assistance more effective. Building on already established coordination, alignment and harmonisation efforts at the country level, the aim is to promote transparency, to enhance division of labour and provide the opportunity for the partner country government to guide all European donors' work simultaneously. Further, the burden on the partner government of having to negotiate different country programmes with different European donors at different times is greatly reduced – especially in countries where harmonisation and other coordination mechanisms are less advanced.

Another rationale for developing one country strategy document for the EU donors' assistance is the strong political signal, it sends when the EU institutions and its Member States seek to draw on their shared strengths and similarities in their engagement with third countries. So far the EU has not been able to sufficiently capitalise economically and politically of its position as the largest donor in the world. EU joint programming will enhance the EU's political leverage by providing a common policy platform and thereby enabling the EU to speak with one voice.

Taking an active part in this process, Denmark will also increase our own political leverage, including our influence on EU's development aid. Further, the joint analytical work will save resources at Danish embassies and representations abroad, especially in the process of drafting country policy papers.

6. THE DANISH APPROACH TO EU JOINT PROGRAMMING

Denmark sees joint programming as a means to improving the quality and effectiveness of development cooperation, reduce transaction costs for the partners, and as an important means to strengthen the political dialogue at the country level. The main focus for Denmark is what works at country level and how to deliver tangible development results. Consequently, the process should be flexible to accommodate context specific situations and allow for different depths and speed of the joint activities. To the extent possible, joint programming should be led by the partner country and promote the alignment to national systems and procedures, and it should encourage participation of all relevant donors. The Danish position is thus in line with the EU Busan Council Conclusions and the Busan Partnership for Effective Development Co-operation.

Being part of the joint programming process, Denmark is provided with a platform for increased influence on EU development aid compared to the current policy dialogue through the management committees in Brussels. Further, joint programming will support Danish efforts to enhance a more comprehensive and integrated EU approach to external actions. Developing Joint Framework Documents will be instrumental in this regard.

Through the development of a common strategic platform (joint programming document or Joint Framework Document), the political dialogue with the partner country and other partners will be strengthened. This approach should not only be applied in least developed countries. In middle-income countries where traditional development cooperation is being phased out, it will be equally important to enhance joint efforts in diplomacy, foreign and security policy, trade etc.

Integrating EU Joint Programming in the Danish Programming Cycle

Denmark will focus its efforts at joint programming in its priority countries. Besides South Sudan and the two pilot countries, Ghana and Ethiopia (see Annex 5 for lessons learned from the pilot countries),



EU joint programming is envisaged in a majority of Danish priority countries in the coming years. Through presence and insight as well as its acknowledged high quality of development cooperation, Denmark can contribute actively to the joint programming at the country level and also to the discussions at Headquarters and in Brussels.

The joint programming is to be *synchronised with the time line for the poverty reduction strategy/national development plans* (or similar national strategy). This is also the aim of Denmark's country programme. Hence, Denmark aims at synchronising its country programme with the national cadence and consequently also with EU joint programming. The timing of allocations and commitments for the country programmes in priority countries will be scheduled in the process of developing the Finance Act to the Danish Parliament. To the extent possible, this timing should honour the alignment with the national plan/strategy and harmonisation with the EU and its Member States and other development partners. As can be seen in annex 3, the Danish country programme and the EU joint programming are already well synchronised in most priority countries.

Denmark does not operate with country strategies for its priority countries. Instead, *country policy papers* for all priority countries are being developed. The country policy papers provide a single integrated presentation of Denmark's policy towards a given priority country which encompasses Denmark's entire engagement and strategic direction in a country, i.e. foreign and security policy, development cooperation and commercial relations.

At this stage, Denmark does not see the joint programming documents as substituting the country policy papers, but rather as complementary. The country policy papers serve an important task of facilitating the entire engagement between Denmark and a priority country through dialogue with the priority country, Danish civil society, the Council for Development Policy and the Danish Parliamentary Foreign Affairs Committee. In the case that the Joint Framework Documents in the future develop into documents that fully reflect the various relations that the EU and its Member States have with the country, it could be considered to let these together with joint programming documents replace the country policy papers.

The formulation of a country policy paper and the joint programming process should be mutually informing and preferably the two processes should run simultaneously. Aspects that need to be decided upon include:

- The four strategic priority areas for the development cooperation that the cooperation with the country in question will focus at (in Danish priority countries, Denmark is engaged in up to three sectors + possibly a development contract)
- Overall objectives and results
- Tentative resource allocation. While resource allocation is not included in the country policy paper, it will in most cases already be tentatively allocated in the Finance Act.

Also, and maybe even more important, the analyses carried out jointly while developing joint programming documents (including the JFD), should preferably form the background for the country policy paper and hence fulfil several of the demands for analytical work as listed in the guidelines for country policy papers, e.g.:

- Development challenges, poverty profile etc.
- Key macroeconomic challenges and opportunities
- Policies in key sectors and areas

- Assessment of human rights, democratisation, rule of law and good governance
- Natural resource management, climate change etc.
- Capacity and role of government institutions, civil society and private sector and drivers of change
- Development partner landscape (division of labour), partnerships, aid effectiveness

Developing a *joint results framework* as part of the joint programming exercise is generally seen as relevant in a changing world with new partners and as a means to further enhance development efficiency and effectiveness. In countries where national results frameworks have already been agreed upon by the development partners and the national government, these should be applied.

Normally, it will take at least a year from the country policy paper is in place to the first commitments and disbursements can start. The specific timing will vary among development partners. While working towards alignment and harmonisation, there are also Danish demands for appraisal, presentation for Grant Committee etc. that will have to be adhered to. Denmark will aim at programming jointly when possible and hence enter into joint arrangement for formulation, appraisal etc.

There are still important decisions that cannot be taken at the country level exclusively but are taken in the preparation of the country policy paper and in the finance act. These include which sectors Denmark will engage in, the level of financing and the overall policy line.

Summary of the joint programming process

	Country level	EU Brussels	Denmark
1	Joint assessment of development challenges, joint EU response (joint programming document); division of labour.		The Embassy is in charge. Consultations and decisions by HQ regarding choice of thematic area, funding level. Preferably this process runs in parallel with the development of the country policy paper. The joint assessments are forwarded to the regional department with copy to the Department for Development Policy and Global Cooperation (UGS).
2	EU HoMs in priority country agree on joint programming document.	HQ endorsing the joint programming docs.	The Embassy has the mandate to approve the document. If country policy paper is drafted simultaneously, the approval of central decisions takes place in the country policy paper process. During the preparation of the Finance Act, decisions about funding level are made.
3	Finalise joint programming in-country with the partner government. Forward final document to HQ.	To be adopted in Brussels.	The joint programming documents will always be listed as background documents for the country policy paper and the joint programming documents should be forwarded to Council for Development Policy and the Parliamentary Foreign Affairs Committee upon request. The Embassy has the mandate to approve the joint programming document.
4	Develop road maps for the implementation of the EU joint programming exercise, monitor these.	Monitor process/road maps based on regular progress reports from country level.	The Embassy has the mandate to approve these. They should be forwarded to the regional department with copy to UGS.



7. BOTTLENECKS AND CHALLENGES

While experiences in the first joint programming countries have been positive, there are still barriers that need to be addressed. These include first and foremost the problem of synchronisation of EU Member States' programming cycles, the reluctance of Member States to enter or leave certain sectors in order to enhance division of labour and establishing joint results framework.. Stronger guidance (and political support) from the EU headquarters and Member States' capitals are needed on these issues as much depends of the realisation of a political context. These should be given on a case-to-case basis as fixed top-down guidelines risk being counterproductive.

Devolution of powers to the country level as well as more flexible legal and procedural procedures could also enhance some countries and agencies' ability to effectively participate in joint programming⁴. Further, it needs to be clarified if the EU Delegations are meant to drive the process forward in cases of low interest from the Member States. Alternatively, it could be considered to have "multi-speed" joint programming in countries, where not all the Member States are interested in participating in the exercise.

Finally, capacity constraints at the EU Delegations and the limited awareness – both in Member States, partner governments and other development partners - of the scope and aims of joint programming are issues which need to be addresses by the EU institutions and the Member States. All stakeholders (governments, private sector, CSOs, EU Member States, non-EU donors) need to understand that EU joint programming is not a zero-sum game. There are important gains for all to make.

To address some of these concerns, a number of technical seminars and training missions to capitals and in the regions are undertaken by the EU headquarters. MFA staff are encouraged to participate in these and to become members of the Commission's online knowledge sharing platform (<http://capacity4dev.ec.europa.eu/>), where EU joint programming documents from pilot countries and training material are available.

⁴ Denmark is quite well-placed to effectively participate in joint activities due to the decentralisation of our development aid



8. CONCLUSION

The Danish approach to EU joint programming is first and foremost pragmatic, flexible and adapted to the local settings. Building on already established alignment and harmonisation efforts at the country level, EU joint programming should adhere to principles of local ownership as well as openness towards other donors as this will be essential for a successful implementation and thereby improved development results. Focus must be on added value and how best to reduce transaction costs for national partners. A more comprehensive and coordinated EU response at the country level can enhance the Union's political leverage - including the ability to speak with one voice. Finally, the approach underlines the commitment to adapt and synchronise our country programs with the partner country's development plan and hence the EU joint programming process.

Being part of the process, Denmark is provided with a unique platform for increased influence and leverage on EU's development aid, including promoting Danish core interests and approaches such as the Human Rights Based Approach to development, green growth, fragile states and Policy Coherence for Development. Furthermore, the analyses carried out jointly can fulfil several of the analytical demands for the Danish country policy papers and thereby save resources at the embassies.

While the first joint programming countries have shown impressive progress in enhancing closer cooperation at the field level, it will, however, take a long time before joint programming is implemented in its ideal format. Overcoming challenges and bottlenecks – both within the EU system and in the Member States – will be crucial. Much depends on the political will to actually coordinate Member States' development efforts in a given country as well as a changing mind-set toward the EU as merely another donor with a large aid volume.



ANNEX 1: ANNEX TO THE COUNCIL CONCLUSIONS ON THE EU COMMON POSITION FOR THE FOURTH HIGH LEVEL FORUM ON AID EFFECTIVENESS - EUROPEAN UNION STRENGTHENING JOINT MULTI-ANNUAL PROGRAMMING

CONTEXT

The EU and its Member States (hereinafter referred to as the EU) have adopted a framework for joint programming and repeatedly expressed commitment to move forward on joint programming of their external assistance to partner countries.

Joint programming has started (Haiti, South Sudan) and will be proposed to take place in further partner countries to be identified, in line with the EU Operational Framework on Aid Effectiveness.

Joint multi-annual programming:

- enhances the effectiveness and coherence of EU and Member States' aid,
- increases the impact and delivering better results,
- reduces fragmentation,
- increases transparency, predictability and accountability,
- is open to all relevant development stakeholders.

SCOPE

Joint programming is a process whereby the EU takes strategic decisions based on a comprehensive view of European and other donors' support to a given partner country. Joint programming respects Member States' sovereign decisions e.g. on choice of partner countries and level of financial allocations in these countries. The core elements of joint programming are:

- joint analysis of and joint response to a partner country's national development strategy
- identifying priority sectors of intervention,
- in-country division of labour: who is working in which sectors,
- indicative financial allocation per sector and donor.

Joint programming does therefore not encompass bilateral implementation plans. It allows the EU and the Member States to substitute their individual country strategies.

PRINCIPLES

Joint programming is led by the partner country wherever possible, is based on a partner country's national development strategy and is aligned to the partner country's strategy and programming cycles. Joint programming is kept simple and pragmatic and conducted at partner country level in order to respond to specific needs and the situation on the ground.

- Participation by all Member States who are present in a given partner country strengthen the coherence of the EU's action. All other Member States are invited to contribute for the purpose of reinforcing joint EU external action. Joint programming should build on the comparative advantages of all EU donors.
- The EU will keep joint programming flexible and avoid parallel processes where, for example, donor-wide strategies exist or are being developed. While joint programming is not meant to be an exclusive EU process, the EU will act as a driving force.

ANNEX 2: STATUS FOR EU JOINT PROGRAMMING (JUNE 2013)

Countries	Joint Programming status	HoMs report received	Partner country policy and/or planning cycle	Joint Programming from	MS
West Africa					
Benin	Y	Y	2011-2015	2016	BE, DE, FR, NL
Burkina Faso	Y	Y	2011-2015	2016	AT, DE, DK, FR, LU, IT
Cote d'Ivoire	Y	Y	2012-2015	2016	FR
Ghana	Y	Y	2010-'13 (Compact 2012-22)	2013	DE, DK, FR, NL, UK
Liberia	Y	Y	2012-2017	2018	IE, SE, UK
Mali	Y	Y	?	?	BE, DE, DK, FR, LU, NL, SE, ES
Mauritania	Y	Y	2011-2015	2016	DE, ES, FR, IT
Niger	Y	Y	2012-2015	2016	BE, DE, DK, ES, FR, IT, LU
Senegal	Y	Y	2012-2016	2013 or 2017	BE, DE, ES, FR, IT, LU
Sierra Leone	Y	Y	2013-2017	2017/18	DE, IE, UK
Togo	Y	Y	2014-2017	2014	DE, FR
Central Africa					
Burundi	Y	Y	2012-2015	2016	BE, DE, FR, NL
Chad	Y	Y	2013-2015	2014	FR, DE
Rwanda	Y	Y	2013-2017	2013	BE, DE, FR, NL, SE, UK
Eastern Africa					
Comoros	Y	Y	2010-2014 (next 2015-2019)	2015	FR
Ethiopia	Y	Y	2011-2015/16	2016	AT, CZ, DE, ES, DK, FI, FR, IE, IT, NL, PL, RO, SE, SK, UK
Kenya	Y	Y	2013-2017	end 2013 or 2018	DE, DK, FI, FR, IT, NL, SE, UK, SK
Somalia	PO	N	N/A	N/A	DK, IT, SE, UK
South Sudan	Y	N/A	2011-2013 and 2014-2016	ongoing	DE, DK, FR, IT, NL, SE, UK, SK
Tanzania	Y	Y	2010/11 - 2014/15	2016	BE, DE, DK, FI, FR, IE, IT, SE, NL, UK
Uganda	Y	Y	2010/11 - 2014/15	2016	DE, DK, NL, BE, IE, SE, AT, UK
Southern Africa					
Malawi	Y	Y	2011/12 - 2015/16	2016	BE, FR, DE, IE, UK
Mozambique	Y	Y	2011-2014/15	2016	AT, BE, DE, DK, ES, FR, FI, IE, IT, NL, PT, SE, UK
Namibia	Y	Y	2012-2017	2014	DE, FR
Zambia	N	Y	2011-2015	N/A	DE, FI, IE, SE, UK
Zimbabwe	PO	Y	2011-2015	2016	DK, FR, SE, UK
Caribbean region					
Haiti	Y	N/A	2013-2015	ongoing	ES, FR, DE
Latin America					
Bolivia	Y	Y	2013-2016	2017	BE, DE, DK, ES, IT, SE, FR, CH
El Salvador	PO	Y	2010-2014	2016	ES, IT, LU
Guatemala	Y	Y	2012-2016	2013	DE, ES, IT, SE
Honduras	Y	Y	2014-2017	2018	DE, ES, IT, FR
Nicaragua	Y	Y	N/A	2018	ES, IT, LU, FR
Paraguay	Y	Y	2010-2020	2014	ES, FR (DE, IT)
Pacific region					
Timor Leste	PO	Y, draft	2011-2030	?	PT, DE, FR
Asia					
Afghanistan	PO	Y	2013/14	2016	CZ, DE, EE, HU, DK, FR, IT, LV, LT, NL, PL, RO, SE, SK, UK
Bangladesh	Y	Y	2011-2015	2016	DE, DK, FR, NL, SE, UK, CH
Burma/Myanmar	Y	Y	2015/2016	2015 or 2016	DE, DK, FR, IT, SE, SK, UK, LU
Cambodia	Y	Y	until 2013, 2014-2018	2013	CZ, DE, FR, IT, SE, SK
Laos	Y	Y	until 2015	2013 or 2016	DE, FI, FR, LU
Nepal	Y	Y	2013-mid 2016	mid 2016 or 2017	DK, FI, DE, NL, UK, NO, CH
Pakistan	PO	Y	until 2015	2016	DK, DE, FR, IT, UK, NL
Philippines	Y	Y	2011-2016	2017	ES, DE, FR, IT, UK, others through NGOs
Vietnam	PO	Y	2011-2015	2016	BE, DE, FR, IE, IT, LU, SK
Middle East					
Yemen	Y	Y	until 2015	2016	NL, DE, UK, SE, DK, CH
Neighbourhood East					
Armenia	PO	N	elections 2012/2016	2017 (?)	AT, IT, FR, PL, RO
Georgia	Y	Y	elections 2012/2016	2017	AT, CZ, EE, FR, HU, LT, LV, PL, RO, SE, SK
Moldova	PO	Y	2012-2020	N/A	AT, CZ, EE, HU, LT, LV, PL, RO, SE, SI, SK
Ukraine	N	Y	elections 2012/2016	N/A	DE, EE, HU, LT, PL, RO, SE, SK
Neighbourhood South					
Algeria	PO	Y	2014-2017	elements of JP '14	BE, FR, HU, IT, DE
Egypt	Y	Y	elections in 2015	2014	DE, ES, FR, HU, IT, RO, SK
Jordan	PO	N	current NDP started in 2011	?	FR, HU, IT
Libya	PO	N	elections 2012/2016	?	FR, IT, HU, PL, RO
Morocco	Y	Y	elections 2016	2016 (?)	BE, DE, ES, FR, HU, IT
Occ. Palestinian ter	PO	Y	2011-2013	2013	AT, BE, CZ, DE, DK, ES, FR, HU, IT, NL, PL, RO, SE, UK
Tunisia	PO	Y	elections 2013/2014	2016 (?)	FR, HU, IT, PL, RO, SK

ANNEX 3: PLAN FOR IMPLEMENTATION OF COUNTRY PROGRAMMES IN DENMARK'S PRIORITY COUNTRIES

As a result of the LEAN-process in 2012/2013 it was decided to introduce country programmes in Denmark's priority countries instead of the various sector/thematic programmes being approved one by one during several years. The country programme builds on the decisions taken in the country policy paper. Typically, the commitment (financial resources) for a country programme will be granted 1 year after the country policy paper was approved.

Below is a list of the schedule for country programmes in the Danish priority countries. The year showed is the time for the (first)⁵ commitment in the country programme. Hence, it is the end of a 1-2 year process with development of country policy paper and programming.

Implementation of country programmes in priority countries		
<i>Country programme</i>	<i>Commitment</i>	<i>EU joint programming from</i>
Tanzania	2014/2015	2016
Bolivia	2013/2014	2017
Palestine	To be planned	2013
Somalia/Nairobi	2015	N/A
Kenya/Nairobi	2015/2016	end 2013 or 2018
South Sudan/Addis	2015	on-going
Burkina Faso	2015/2016	2016
Niger	2016	2016
Zimbabwe	2016	2016
Mozambique	2016/2017	2016
Burma	2016	2015 or 2016
Bangladesh	2016/2017	2016
Uganda	2017/2018	2016
Pakistan	2017	2016
Nepal	2018/2019	mid 2016 or 2017
Mali	To be planned	N/A
Afghanistan	To be planned	2016
Priority countries where it is not expected to develop country programmes:		
Ethiopia		2016
Ghana – in transition		2013
Indonesia – in transition		N/A

⁵ Some of the country programmes involve very large commitments. In order to reduce risk and make the budgeting at the finance act more flexible, some of the large commitments have been spread over two on each other following years.

ANNEX 4: THE EU JOINT PROGRAMMING PROCESS

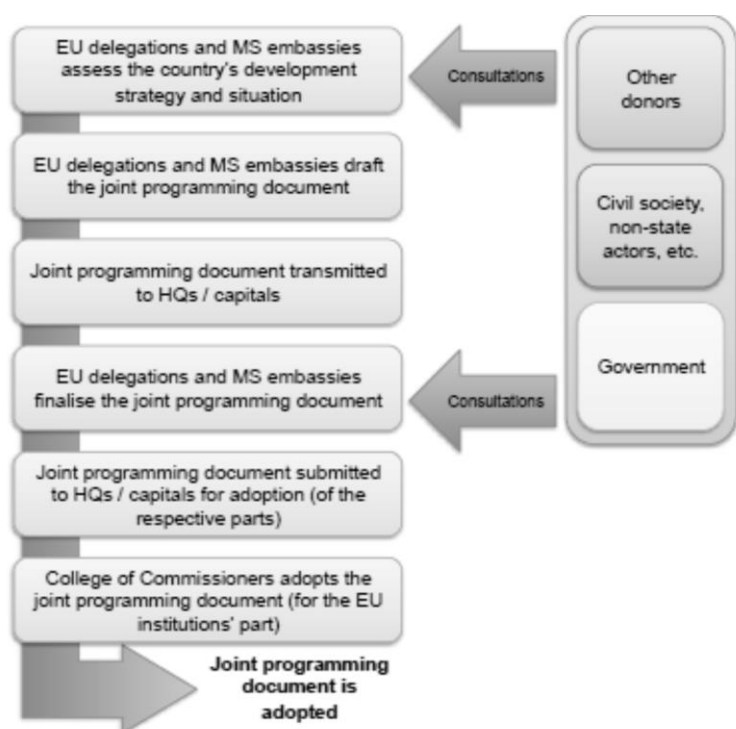
1) As joint programming is a country-level process, the EU delegations and Member States' embassies and country offices together with national partners are the main actors. In its ideal form, the joint analyses and joint programming documents will be prepared in-country by the EU Delegation, Member States and where possible with the EIB and other European Development Financing Institutions. Other (bilateral and/or likeminded) donors are encouraged to take part in the initiative, as they have done e.g. in Ethiopia and Rwanda. It is of crucial importance that a thorough in-country consultation process should take place, including the civil society and private sector. EU Member States not represented in the country will be informed regularly by the European External Action Service (EEAS) and the European Commission (EC) through the Development Working Group and Technical Seminars.

2) Once the joint programming document has been agreed at country level by the participating EU Heads of Mission, it will be transmitted to the headquarters and capitals for endorsement and shared with the partner country government.

3) Following endorsement by headquarters, the joint programming document is finalised by the EU Delegation and Member States' embassies and country offices.

4) Subsequently, the final version will be sent to headquarters and capitals for final adoption, each donor being responsible for its own respective parts. A signing ceremony with the partner government may be envisaged after the formal adoption by the Commission.

5) Lastly, the document will be translated into the bilateral programming documents/implementation plans with allocations and detailed specifications of EU interventions in particular sectors. In Annex 5 you will find a copy of the joint programming endorsement/adoption process taken for the EU Programming Instructions.



The length of the endorsement process in the first joint programming countries has varied due to the different level of ambitions of the programming documents and the number of participating donors. In countries where division of labour has not been part of the exercise but only focused on joint analysis and responses, e.g. Ethiopia, the process has been rather fast and uncomplicated. In countries, where the EU and Member States choose a more comprehensive/ambitious approach, including division of labour, sector choices and indicative allocation, the process will take more time e.g. in Ghana.

ANNEX 5: ENDORSEMENT/ADOPTION PROCEDURES OF JOINT PROGRAMMING DOCUMENTS - EXTRACTS FROM PROGRAMMING INSTRUCTIONS

PARAGRAPH 3.2 OF THE DCI / EDF PROGRAMMING INSTRUCTIONS

EU joint programming occurs when the EU and its Member States agree to adopt a common multiannual programming document for their support to a partner country/region, or when they take steps in this direction. To maximise aid effectiveness, joint programming processes should include EIB and other European Development Financing Institutions and also be open to non-EU donors that are committed to the objectives of the exercise. If donor-wide strategies are already under way, EU joint programming should build on, complement and strengthen these existing processes.

The synchronization of the EU and Member States' programming cycles to the national/regional cycles of the partner country/region is a requirement for launching a joint programming process. This may require the prolongation of existing bilateral programmes until the new planning cycle of the partner country/region begins. During this interim period, the EU

Delegation should facilitate the preparatory process for joint programming with the partner country/region, EU Member States present on the ground and other donors. The interim period (see Section 3.1 above) could be used to identify which donors will participate in the subsequent joint programming process and how the work should be organised.

In accordance with the Council Conclusions of November 2011, joint programming calls for a joint analysis and a joint response to the partner country's/region's development plan. The analysis should be concise and refer to available analysis (including what is available in the national/regional development plan or other documentation by EU Member States, International Financing Institutions or other donors). The joint programming document should include the identification of the sectors of intervention, in-country/regional division of labour and the indicative financial allocations per sector and donor. Both grants and concessional loans should be covered by the joint programming document.

While the joint programming process may cover several sectors, the principle of sector concentration in defining the EU support, as explained in Section 2.3 and Annex 2 should be fully respected.

Joint programming documents will be prepared in-country/at regional level by the EU, EU Member States and where possible with the EIB, other European Development Financing Institutions and other donors under the guidance of the Heads of Mission of participating donors. The normal in-country/regional consultation process should apply, including notably civil society, social partners and private sector. EU Member States not represented in the country/region will be informed regularly by EEAS and DEVCO about the progress made in the joint programming exercises.

There is a need for close cooperation and dialogue between EU Delegations, the EEAS and DEVCO during this process. At Headquarters, the EEAS and DEVCO will also ensure the timely involvement of the other relevant Commission services and the EIB through the organisation of Country/Regional Team Meetings.

Once agreed at country level by the participating EU Heads of Mission, the joint programming document will be transmitted by the EU Head of Delegation to the EEAS and DEVCO for endorsement, following consultation of relevant Commission services, of the EU contribution. The EU Head of Delegation will also see to it that participating donors will do likewise for their contributions. Following endorsement by Headquarters, the joint programming document should be finalized in consultation with the partner



country/region and initialed by all participating Heads of Mission, including the EU Head of Delegation, together, whenever possible, with the partner country/region.

The joint programming document will then be transmitted by the participating Heads of Mission to their respective capitals recommending it for adoption and formalisation in accordance with their internal procedures and requirements (Commission adopts the EU part, taking account of the proposed Member States' contributions to the joint programming). The joint programming document should also be translated into the bilateral programming documents/implementation plans (such as the EU NIP/MIP - see Section 4).

A signing ceremony/visibility event may be envisaged after the formal adoption by the Commission. It is to be noted that this adoption may only take place after the adoption of the relevant legal basis (DCI or 11th EDF).

In the case of fragile or conflict affected states, there is a particular need for a wider group of donors present in the country/region to participate in joint programming. Therefore, the international community, and in particular the EU, should actively strive towards joint programming, which may take the form of a transition compact and which may have short or longer-term validity. The compact should as far as possible be based on a national/regional transition plan and should include a special emphasis on stepping-up coordination between relief, rehabilitation and development in order to achieve resilience. It should, in particular, ensure coherent approaches in state building. Relevant experiences from transitional states should be taken into account.

ANNEX 6: COUNTRY CASES: GHANA & ETHIOPIA

GHANA

The joint programming process in Ghana started in February 2012 with an EU-HoMs Report, advising that the circumstances in Ghana were considered conducive for trying out an EU joint programming process. It was decided to use the 2012-2022 Compact on “*Leveraging Partnerships for Shared Growth and Development*” as the basis for EU joint programming. The EU HoMs furthermore agreed to prepare a Joint Framework Document (JFD), encompassing all aspects of the EU’s external action and tools in Ghana.⁶

In September 2012, the EU-delegation, the EIB and the eight member states submitted an orientation for the joint programming document to headquarters in which they presented a first joint analysis and the current division of labour between the EU partners, including respective sector involvement. It was further decided to divide the programming cycle into two periods: 2013-2016 and 2017-2020 as this would allow Member States to implement already agreed bilateral country strategies. In 2015/2016 a midterm review of the Multiannual Indicative Programme (MIP) will be organised on the basis of which decisions for the programming for 2017-2020 will be taken. From 2017, all EU partners are expected to have synchronised their programming.

A draft joint MIP (2013-2016), which will be the actual joint programming document, was sent to headquarters for a first response in June 2013. The joint MIP will be further fine-tuned, shared with HQs for adoption and eventually be signed by all EU partners involved and the Government of Ghana (possibly first half of 2014).

Lessons learned:

The joint programming exercise in Ghana has been viewed as a great success not least due to the exceptionally good dialogue and cooperation between the EU and the eight Member States in Accra. Experiences show that:

- a flexible approach to joint programming with a focus on how joint programming can make a real difference and add value at the country level is key,
- joint programming should not be seen as merely a technical exercise. Equally important is the enhanced partnership and development of common grounds in analyses of context, results and risks as well as in the political dialogue,
- there are limits to how much the EU Delegation and the Member States in the field can determine in relation to how joint the EU are prepared to act,
- the involvement of national authorities is paramount,
- joint development programming is only one element. In middle-income countries like Ghana, where traditional development cooperation is being phased out, there is also a need for enhanced joint efforts in diplomacy, foreign and security policy, trade, etc., if possible laid down in a Joint Framework Document (JFD).
- A competent EU Delegation is an important factor to facilitate a good and transparent process.

⁶ Though endorsed by both the EEAS and the EC in the Joint Communication on Global Europe (2011), the JFD is still being disputed at headquarters level. In the case of Ghana, this has meant that the JFD has not been approved yet and risks being disregarded in the joint programming process.



ETHIOPIA

In Ethiopia, the EU joint programming process has been tied to the efforts of developing a joint EU assistance strategy that were started in 2011. The outcome document is the EU Joint Cooperation Strategy (JCS), which articulates the common vision on development challenges and priorities of the EU+ group (EU Institutions, Member States and Norway) in support of the Government's development strategy: "*Growth and Transformation Plan*" (GTP). In January 2013, the EU+ ambassadors signed the document.

The JCS represents a point of departure for further coordination since division of labour is not part of the document. A roadmap for joint programming 2013-2015 has been annexed to the document, outlining activities to be carried out to implement the strategy. These include division of labour and harmonisation of reporting practices. A review of the document is expected by 2015 to ensure that the JCS reflects the priorities of the next development strategy of Ethiopia, to be launched in 2016. This will also allow for synchronisation with the Ethiopian planning cycle.

Lessons learned:

While the joint programming process in Ethiopia has been viewed quite positively, the exercise has also shown that it is imperative to adapt the level of ambition to what is strategically and politically feasible in the local context. In Ethiopia, the resistance by some of the major EU Member States and the government has led to a less ambitious EU joint programming document with *intra-sectoral* division of labour, which means that no donor is expected to leave a (political important) sector. Overall, the experiences from the EU joint programming process Ethiopia are:

- One size does not fit all. While it is important to learn from other countries, it is essential to keep the local context in mind – including the number of (major) donors, the size of the joint development budget and the partner country's weight in the Member States' foreign policy,
- Focus should be on the realistic, added value and purpose of an EU joint programming process compared to other wider donor groups,
- Flexibility is needed in the implementation process.
- Important to avoid parallel processes and overlaps not least when it comes to monitoring and evaluation,
- Important to engage and clearly communicate to the partner government throughout the whole process,
- A competent EU Delegation is important to facilitate a good and transparent process. An active supporting role of a small number of Member States also proved to be asset.

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