

## **Instructions for the revision of MASP 2014-2017 in the 15 development cooperation partner countries and the Great Lakes and Horn of Africa regional programmes**

### **Introduction**

Embassies are being asked to draw up a revised MASP 2014-2017 because of:

- the new policy document 'A World to Gain', which develops the theme of the relationship between foreign trade/economic cooperation and development cooperation;
- the budget cuts for development cooperation, which means new priorities have to be set;
- the desire to participate more closely in EU Joint Programming.

This context presents both policy-related and financial challenges. Revising the MASP is seen as a means to give this new policy concrete form at country level.

This revision of the public version of the MASP relates to the four-year period from 2014 to the end of 2017 and will again be published. The MASP is flexible, too – annual adjustments may be made via the annual plan cycle (as of 2015) and participation in EU Joint Programming.

### **What do you need to do?**

#### *Partner countries*

In revising your MASP, you can refer to the new memorandums<sup>1</sup> which flesh out the priorities of SRHR, water, food security, security and the rule of law and, among other themes, climate change, women's rights, disaster risk reduction and civil society organisations (see [Instructions and appendices, MASP 2014-2017](#)).<sup>2</sup>

#### *General*

- Perform a light revision of the MASP unless there are special circumstances which warrant a more substantial revision. For transition countries this depends in part on the existing focus, if any, on trade and development cooperation and the scope for increasing this focus.

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<sup>1</sup> A framework document on trade and development cooperation providing direction for interventions in this field will be published in a few weeks.

<sup>2</sup> All annual plan cycle-related documents are now being made available on a collaborative digital workspace which can be accessed by staff both in The Hague and at the missions.

- Set out a strategic vision (5-10 years). This should include, especially in transition countries, a view of the end-point of the development relationship and the establishment of economic cooperation. This strategy for the transition countries is not limited to the development cooperation priorities, but also examines opportunities for the leading sectors that lie both within and beyond the scope of those priorities.<sup>3</sup>
- Make necessary changes to the programme as a result of the budget cuts.
- Amend country analyses where they are no longer up-to-date because of political and social developments, or where the primary focus is to be shifted to economic cooperation. In other cases the existing country analyses will continue to be used as a basis for planning.

#### Priorities

- More attention should be paid to women's rights. This could mean independent programmes within the priorities and/or the integration of gender equality objectives in programmes with appropriate policy markers in Piramide. Also, missions with a delegated gender budget could set up independent gender equality programmes.
- More attention should be paid to climate issues. This could mean independent programmes within the priorities and/or the integration of climate objectives in water and food security programmes with appropriate policy markers in Piramide in connection with, among other things, climate-related financial commitments. More attention should be paid to disaster risk reduction, especially within the priority of water.
- Activities in the fields of good governance, the environment and vocational education should only be conducted within the priorities where relevant; independent programmes should be phased out.<sup>4</sup>

#### With other partners

- In line with commitments to the House of Representatives, examine what elements of the bilateral programmes (within the priorities) in the countries in the Great Lakes region (Rwanda, Uganda and Burundi) and the Horn of Africa (Ethiopia, South Sudan and Kenya) lend themselves to a more regional approach.
- Indicate opportunities for EU Joint Programming.

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<sup>3</sup> DGIS-DGBEB will set up a project group in the near future and will hold conference calls with the missions in transition countries.

<sup>4</sup> Environmental, gender-related and climate expertise is available via the Dutch Sustainability Unit or the World Resources Institute specialist in Kampala (can provide support to all partner countries).

- Explicit deployment of embassy (in an EU context or with other international organisations) to ensure political space for civil society organisations to play a role as development partners.

*Regional MASP for the Horn of Africa and Great Lakes region*

- Great Lakes: Kigali updates MASP in consultation with DAF, Bujumbura, Kinshasa and Kampala, and departments involved at the Ministry.
- Horn of Africa: Addis Ababa and Nairobi draw up new MASP in consultation with DAF, Khartoum, Juba and the departments involved at the Ministry, and the Ministry of Defence.

**Which sections of the existing MASP should be revised?**

Section 1: Management summary and items for decision – revise<sup>5</sup>

Section 2: Review – add review of 2012-2013

Section 3: Country analysis. Amend the text where applicable on the following points:

1. New political developments.
2. In countries in a transitional relationship, examine where the link between aid and trade offers opportunities for economic development, the promotion of trade and investment, and cooperation with Dutch businesses and research institutions.
3. In the case of a change in priority, the choice of priority will need to be explained with a contextual analysis and policy analysis.
4. If a joint EU analysis is already available in your country, you can refer to it and use it. This analysis can be supplemented with regard to the promotion of trade and investment.

NB Existing extensive analyses submitted as appendices to the MASP in 2012 do not need to be amended except in the case of a new priority or very substantial changes.

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<sup>5</sup> The items for decision and any other sensitive issues will not be published.

Section 4: Objectives, results, activities and risks relating to each of the chosen priorities (maximum of 3)<sup>6</sup> and relating to economic development/foreign trade. Amend text of MASP, focusing on:

- Long-term strategic vision (5-10 years).
- What will you stop doing due to the cutbacks? How will you cut the number of activities to reduce fragmentation and possibly discontinue priorities if not enough progress is being made?
- What additional results will you aim to achieve in connection with new policy? In the case of transitional countries, this means that envisaged results should also be formulated at the interface between aid and trade.
- Regional dimension of bilateral programmes for countries in the Great Lakes region and the Horn of Africa.
- Description of new risks and mitigating measures.

NB The results chain and risk analysis appended to the MASP in 2012 do not need to be resubmitted, but may help you to adjust your programme.

Section 5: Other foreign policy instruments

- Where applicable update the text with regard to political and consular matters, migration, culture, sport and development. NB The promotion of economic interests now comes under section 4 (objectives and results).
- Update text on the phasing-out of programmes.

Section 6: Country/countries to which an ambassador is jointly accredited (if applicable)

- New policy in countries with jointly accredited ambassador.
- Where relevant: alignment with regional approach.

Section 7: Operational consequences

- Changes to deployment of financial and human resources, knowledge, networks and conditions.

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<sup>6</sup> A new priority can only be proposed if an existing priority is discontinued.

## **Explanatory notes**

Policy theme departments have drawn up memorandums explaining what implications the new policy will have for priorities. The memorandums also present proposals for making the necessary spending cuts. These have been used as a basis for the indicative country budgets, drawn up in consultation with the regional departments.

The following principles have been observed in fleshing out the development cooperation cutbacks:

- Budgets in partner countries where the focus is on the aid relationship are to be reduced, but will remain fairly constant in the period 2014-2017.
- Budgets in transitional countries will be reduced in the period 2014-2017, but the speed with which this takes place will vary from country to country.
- Decisions on final budgets will be made on the basis of the revised MASP and approved annual plans.

## **Financial**

- Attached to these instructions are the indicative ODA programme budgets for the 2014-2017 period. No allowance has been made in these indicative budgets for the downward adjustment of the ODA budget due to lower than expected growth in GNP. This downward adjustment will amount to some €350 million in 2017.
- During the MASP approval process, the policy theme departments will therefore be asked to make additional cutbacks in respect of their priority within the central and delegated priority budgets.
- It goes without saying that the additional cutbacks necessitated by disappointing GNP growth, which still have to be implemented, reduce the available budgetary scope for fulfilling claims. In anticipation of these cutbacks, a commitments ceiling of 85% (i.e. 85% of the expenditure budget attached to these instructions) has been set with immediate effect for the year 2014 for the priorities of security and the rule of law, food security, SRHR and water. The policy theme departments are responsible for monitoring this ceiling, with support from FEZ.
- For transitional countries, a small budget is available to also make the transition from development cooperation to trade (ODA and non-ODA) outside the areas covered by the priorities. The framework document on trade and development cooperation will provide greater clarity on this issue.
- In the context of the annual plan instructions 2014, you will receive, in mid-September, the e-appendix and a package of instructions with additional requests

(including from line ministries) that are NOT addressed in your MASP. So besides the MASP, which is public, missions also submit an e-appendix and explanatory notes with personnel-related and other non-public information.

- The e-appendix will – again – include the indicative development cooperation budgets, but this time presented in accordance with the new budget headings and SBEs.

You will be informed about the cutbacks to the mission network entailed by the letter 'Working together for the Netherlands, worldwide – Moving to the forefront of modern diplomacy' in mid-September in the context of the annual plan instructions for 2014.

### Personnel

The principle of 1 FTE posted from The Hague and 1 local FTE per priority will be maintained for the time being. Where there is policy theme coherence within a region, consideration will be given in due course to more deployment of experts on a regional basis.

- Capacity for the regional programmes in the Great Lakes region and the Horn of Africa should in principle be made available by slimming down programmes. In these times of spending cuts, scope for additional establishment posts, either temporary or permanent, exists only in exceptional cases. The size of the staff establishment will be set indicatively in the e-appendix and decisions will be made on the basis of the indicative plans.
- A number of specific guidelines apply to funding staff deployment from programme budgets. FEZ will send a separate message on this subject in the near future.

### **MASP procedure including Joint Programming**

The EU and member states conduct a joint analysis of national development plans, formulate a joint response, identify priority sectors and allocate tasks. Each donor will give an indication of how much it will contribute in the period ahead. In 12 of the 15 MASP countries, the EU is undertaking full joint programming. They are: Bangladesh, Benin, Burundi, Ethiopia, Ghana, Kenya, Mali, Mozambique, Rwanda, South Sudan, Uganda and Yemen.

The EU is synchronising its planning cycle with that of partner countries and is asking member states to do the same. The Netherlands has expressed its strong support for this measure.

With a view to making planning more flexible and giving missions the opportunity to take part in Joint Programming, a rolling planning cycle is being adopted for MASP. The procedure will be as follows:

- You draw up a public MASP 2014-2017.
- You fill in the e-appendix, which you will receive in September, and respond to any personnel-related items for decision and other additional requests.
- In subsequent years, via the annual plan cycle, you can adjust the MASP 2014-2017 annually and extend it by one year, with the option of taking part in EU Joint Programming.
- All budgets will continue to be allocated in the framework of the annual plan cycle, by means of an integrated decision-making moment at the end of the year.

#### Timetable

- In mid-September the e-appendix and the package of requests relating to 2014 will be available in the collaborative digital workspace of the annual plan cycle.
- 18 October is the deadline for submitting MASP 2014-2017.
- Assessment process (light) led by country teams with support from FEZ and BIS.
- Approval will be given by the end of December at the latest.

#### Cooperation during the process

An MASP is the result of analysis and consultations between the embassy and the government in the partner country, the other donors (especially EU member states), civil society and businesses. If some of these steps have already been taken in the framework of Joint Programming, they do not need to be repeated. Duplication should be avoided. An integrated interministerial approach and cooperation with Dutch sectoral partners is also important. The policy theme and regional departments are very willing to provide support. In the framework document on trade and development cooperation that is to be published in the collaborative digital workspace, DGBEB and DDE will offer guidance on the transitional strategy. They will also discuss this with the missions.

#### Technical instructions

- All MASP-related documents (except the e-appendix) are or will be made available in the collaborative digital workspace (SharePoint) and can be accessed via the following link [Instructions and appendices, MASP 2014-2017](#). Here you will find the instructions and explanatory notes concerning the priorities and themes.

- A folder should be created on your P drive with the name 'Electronic appendix to annual plan 2014'. This year, the electronic appendix will again be presented in two files: an \*.mde file and a \*.data file. You should work in the \*.mde file. You do not need to open the \*.data file, but you should leave it in the same folder as the \*.mde file.
- You must upload your MASP 2014-2017 (including your response to the package of requests) by **18 October 2013** at the latest to the folder MASP 2014-2017 for your mission in the collaborative digital workspace via 'Add document' (NB: Indonesia is in the folder 'MIB-posten'). This means that after 18 October your MASP 2014-2017 can no longer be changed as it will have been finalised. You should submit the e-appendix by email to 'JAARPLANNEN'.
- File name MJSP: Mission - MJSP 2014-2017, e.g., for Kampala: Kampala - MJSP 2014-2017.
- The revised MASP must not be longer than 20 pages, not including appendices. A shorter MASP is preferred. Do not submit accompanying memos.
- The font to be used is Verdana 9, with single line spacing.
- You may write your MASP in English if you wish.
- If you have any questions about the MASP and the e-appendix, please email them to 'JAARPLANNEN'.

## Appendix

Indicative development cooperation programme budgets