Draft Roadmap to Joint Programming

in Republic of Yemen

**1. Background**

In 2013, discussions took place at the level of both the Development Counsellors and the Heads of Mission (HoMs) for EU joint programming for Yemen. On 13 April 2014, the main EU Member States represented in the Republic of Yemen, committed themselves to aim for full joint programming as of 2016 onwards. From now to 2016, the EU Joint Programming process will be conducted.

The Government's [Transitional Programme for Stabilisation and Development](http://www.mpic-yemen.org/yemendc/images/stories/PDF/yemenecg/TRANSITIONAL%20PROGRAM%20FOR%20STABILIZATION%20AND%20DEVELOPMENT%20(TPSD)%202012-2014.pdf) (TPSD) adopted at the Yemen Donor Conference held in Riyadh, Saudi Arabia, on 4 and 5 September 2012, provides the main basis for national and international humanitarian and development aid actors to align with the national development strategy. Next TPSD will cover the period 2016 – 2020.

The Government of the Republic of Yemen has recently appointed a Yemeni Managing Director to the Executive Bureau (EB). The EB for the Acceleration of Aid Absorption and Support for Policy Reforms was established by a presidential decree in February 2013. It is mandated to catalyse technical assistance and regional and international expertise and capacity building for the government. The EB supports the EU Joint Programming. It encourages the Ministry of Planning and International Cooperation (MoPIC) to take the lead in the EU Joint Programming Process.

EU Joint Programming efforts have to take into consideration the rather complex dynamics in action in the Republic of Yemen:

* Fragile country in political transition with powerful and strong social structures,
* Country at the back door of the Gulf Cooperation Council's countries with close links and similar humanitarian and development aid needs like the Horn of Africa,
* Important humanitarian and development needs with weak Governmental aid absorption and limited donor delivery capacities (due to security concerns),
* High security risks issues both for Yemenis and expatriate limiting monitoring and evaluation of aid programs in remote areas where aid is most needed
* Transition of the Republic of Yemen towards a 6 regions Federal States

**2. Results to be achieved for the implementation of Joint Programming (JP).**

There are a number of cornerstones to be reached to put in practice JP. The most relevant ones are reflected here and constitute the main elements of the Roadmap:

* MoPIC involved into leading the JP process
* JP linked to the (community) resilience agenda
* Preparation of a donor mapping in terms of sector as well as areas of intervention. In addition to most active EU Member States in the Republic of Yemen (NL, UK, Germany), Sweden, Finland, Switzerland, Japan and Turkey will be invited to participate the EU Joint Programming.
* Agreement of a common analysis and vision of the Yemeni development context.
* Reach an efficient division of labour, where limiting the number of sectors per donor is to be achieved gradually and possibly through delegating implementation to other donors.
* Identification of outcomes indicators in order to give sense to JP and make it functional
* Synchronization of European donors’ programming cycles and implementation plans as of 2016 with indicative financial allocations. Multilateral financial allocations will be taken into consideration for analytical purposes. Only bilateral financial allocations will be involved in JP.
* Agreement on the content that will be included in the joint programming document. The JP in the Republic of Yemen will be gradual. In a first stage JP will not take into consideration issues such as political dialogue on political issues. It will focus on aid effectiveness.
* Agreement on the approval procedures that each donor will apply to the joint document

**3. Participants**

In addition to the EU Delegation and ECHO, all the countries with permanent representation in the Republic of Yemen have agreed to JP, as certified by the April 2013 Joint Programming meeting. In this line those countries with relevant bilateral cooperation agreed to closely work together in the specific working group to implement JP. The members of the working group are:

* EU Delegation to Yemen
* ECHO
* NL
* UK
* Germany
* Denmark

**4. Short-term Actions**

The following actions are intended to be taken in the April 2014 - 2015 period:

* May 2014 Submission of preliminary draft of the Roadmap for JP in Yemen to EEAS and DEVCO
* May 2014 Presentation of the JP draft roadmap to MoPIC
* May/June 2014 Meeting in Brussels with officials and detached officials from EU capitals to present the draft roadmap and analyze JP perspectives
* May/June 2014 JP and Resilience Workshop IN Brussels
* July 2014 Presentation of the donor mapping document
* September 2014 Draft Roadmap for Joint Programming in Yemen completed
* November 2014 Joint programming document and plan of action
* December 2014 Feedback from Government of the Republic of Yemen
* February 2015 HoMs letter to be sent to the Government of the Republic of Yemen enclosing the Roadmap and requesting written endorsement for moving to full European joint programming from 2016 onwards
* June 2015 Joint Communication to be sent by HoMs to European capitals, briefing on the process, attaching the Roadmap and the Government of Yemen endorsement letter and highlighting the specific actions that need to be taken by capitals

**4. Subsequent Steps**

4.1 Common analysis and vision

A common analysis and vision for European support has to be envisaged based on the National Development Strategy and other existing assessments. The EU JP won't conduct an additional assessment but rather use the existing ones including MoPIC's to reach a common agreement.

4.2 Division of labour

A good information sharing among donors exists in Yemen but actual coordination leading to an efficient division of labour is still to happen. What is also missing is the Government leading the division of labour or following a certain developmental strategy.

Nevertheless, concerns have been expressed that some sectors may be over-served (‘darlings’) and others under-served (‘orphans’). The most obvious underserved areas and considered as a priority by the EB are education and more specifically the fight against youth unemployment as well as community based micro-economic development. The EB requests donors to focus on economic and community development (especially in the more difficult regions in the country) rather than the on-going donors' focus on political issues such as the support to the outcomes of the National Dialogue Conference.

4.3 Synchronization of European donors’ programming cycles and implementation plans

From a preliminary analysis the EU Delegation and most active Member States seem in condition to synchronize their support to Yemen.

4.4 Stake holders

The Government of Yemen, other development partners, civil society and the private sector need to be kept informed of the joint programming process, sensitized to its implications and invited to provide input and opinion at certain points, as appropriate.

* The Government of Yemen will be regularly updated on the joint programming process. It should be requested not only to comment but even to propose a division of labour. It should also be reminded that the existence of a National Development Strategy and key sector strategies that adhere to the national budgeting cycle are vital for European joint programming to go ahead in practice. The Executive Bureau needs to be fully embedded in all these efforts.
* The larger donors' coordination groups as well as the GCC and USAID will be kept updated on progress and invited to provide input and comment on specific content of the joint programming document as this is being developed.
* Civil society will be asked for input on the overall analysis of the country and where the European support should best focus. This should be kept as a key element of the joint programming process.
* Private sector views will be sought on relevant issues, such as the implications of access to finance, labour market, etc.

**5. Other contents**

* **Modalities preferences**, with a statement of intent to move progressively towards sector based approaches and more coordinated forms of aid
* Agreement on a **results framework** for the joint programming document with a limited number of results and outcome indicators to track whether the joint strategy is achieving its stated objectives and also looking at European donors’ overall development effectiveness performance.
* Agreement on a number of **communication products** that will be taken forward to raise the European profile in Yemen, for example a joint website showcasing results, a brochure giving an overview of cooperation, annual reports on achievements, and press releases on joint EU positions and demarches to the Government of Yemen.
* A clear understanding what the benefits of JP are to EU donors, and an analyses / monitoring whether such benefits are achieved.

**6. Links to HQs**

In spite of strong support from the EU Heads of Missions in Sana'a, JP in Yemen will be impossible without specific support from EU capitals. While EU Ministers have already endorsed the general concepts of synchronizing planning cycles, agreeing on a joint strategy paper, and establishing a division of labour and indicative financial allocations, turning these intentions into practice will require specific direct commitment and support from the EU capitals.

MS capitals will be asked to commit themselves to restrict their respective bilateral implementation plans to their agreed contribution to the joint programming document. Should some countries have difficulty with this, they should identify the additional content they want to maintain in their bilateral document and to what extent this can be the same as in the agreed text of the joint programming document. MS capitals will also be required to ensure that GCC countries understand the importance of JP and eventually buy-in. This is a political effort that cannot be performed by the EU locally in Yemen.

While each country’s bilateral implementation plan will be in a different format due to their respective administrative and legal requirements, it will be useful to summarize the various projects and programmes of each Member State in a **standard format**, thus providing an overall European portfolio that can be presented to the Government of Yemen and other development partners.

**7. Indicative timetable**

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| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Actions | | Estimated timing | | | | | | | | | | | |
| 2014 | | | | 2015 | | | | 2016 | | | |
| Q1 | Q2 | Q3 | Q4 | Q1 | Q2 | Q3 | Q4 | Q1 | Q2 | Q3 | Q4 |
| 1 | Presentation of state of play to MoPIC |  |  |  |  |  |  |  |  |  |  |  |  |
| 2 | Finalize donors involved |  |  |  |  |  |  |  |  |  |  |  |  |
| 3 | Share first draft with EEAS and DEVCO HQ |  |  |  |  |  |  |  |  |  |  |  |  |
| 4 | Link Resilience / Joint Programming |  |  |  |  |  |  |  |  |  |  |  |  |
| 5 | Meeting in BXL with official and EU representation |  |  |  |  |  |  |  |  |  |  |  |  |
| 6 | Analysis of country situation and EU response |  |  |  |  |  |  |  |  |  |  |  |  |
| 7 | Roadmap completed, donor mapping and outcome indicators |  |  |  |  |  |  |  |  |  |  |  |  |
| 8 | First draft JP document |  |  |  |  |  |  |  |  |  |  |  |  |
| 9 | Detailed action plan for the JP in Yemen |  |  |  |  |  |  |  |  |  |  |  |  |
| 10 | Consultation civil society and private sector |  |  |  |  |  |  |  |  |  |  |  |  |
| 11 | Preparation of division of labor document |  |  |  |  |  |  |  |  |  |  |  |  |
| 12 | Second draft JP document |  |  |  |  |  |  |  |  |  |  |  |  |
| 13 | Letter of endorsement from Government of Yemen |  |  |  |  |  |  |  |  |  |  |  |  |
| 14 | Preparation of the synchronization of funds |  |  |  |  |  |  |  |  |  |  |  |  |
| 15 | Final draft JP document |  |  |  |  |  |  |  |  |  |  |  |  |
| 16 | Formalization at capital level of the JP document and adoption |  |  |  |  |  |  |  |  |  |  |  |  |
| 17 | Endorsement from Government of Yemen |  |  |  |  |  |  |  |  |  |  |  |  |
| 18 | Communication activities on JP |  |  |  |  |  |  |  |  |  |  |  |  |
| 19 | Consultation with Stakeholders and other donors |  |  |  |  |  |  |  |  |  |  |  |  |
| 20 | Implementation |  |  |  |  |  |  |  |  |  |  |  |  |