

PROJECT INFORMATION DOCUMENT (PID)

APPRAISAL STAGE

75778

<b>Project Name</b>	Government-CSOs Partnership Project
<b>Region</b>	MIDDLE EAST AND NORTH AFRICA
<b>Country</b>	Yemen, Republic of
<b>Sector(s)</b>	Social Development (100%)
<b>Lending Instrument</b>	TAL
<b>Project ID</b>	P144665
<b>Borrower(s)</b>	Ministry of Planning and International Cooperation (MOPIC)
<b>Implementing Agency</b>	Public Works Project under MOPIC
<b>Environmental Category</b>	C
<b>Date PID Prepared</b>	22-January-2013
<b>Estimated Date of Appraisal Completion</b>	24- January-2013
<b>Estimated Date of Board Approval</b>	N/A (to be submitted to trust fund Steering Committee)
<b>Concept Review Decision</b>	Project authorized to proceed with preparation of project proposal to be submitted to the MNA Transition Fund
<b>Other Decision (as needed)</b>	

**I. Country Context**

- 1. Yemen, one of the poorest countries in the Middle East and North Africa (MNA) region, faces daunting development challenges.** With a GDP per capita of US\$1,209 (PPP<sup>1</sup>), Yemen ranked 154 out of 187 countries in the 2011 Human Development Index. Rapid population growth of over 3% a year, lack of clear alternatives to an oil economy, rapidly depleting water reserves, poor infrastructure with inadequate access to basic services for the majority of the population and acute gender inequality are amongst the development challenges Yemen is confronted with. Since the transfer of power, the country has embarked on a political transition. Although the implementation of the National Dialogue is largely on track, Yemen faces significant risks if reforms do not materialize quickly and if substantive changes are not felt by the population. Gains achieved so far by the National Dialogue are fragile and important challenges lie ahead that need to be addressed collectively by all stakeholders.
- 2. Civil society organizations (CSOs) in Yemen are one of the most vibrant and dynamic**

<sup>1</sup> Purchasing Power Parity.

**in the MNA region.** Although their activities were constrained throughout the last three decades, the current transition has brought new opportunities for CSOs to engage constructively with the Government and donors on development and reform programs. The Government of National Reconciliation (GNR) has a unique opportunity to harness the constructive engagement emerging in Yemeni civil society in order to collectively address complex reform issues and support the immediate transition and longer term state-building.

- 3. In October 2012, G-8 countries, regional partners, and international financial institutions launched the Deauville Partnership,** a new Transition Fund, to provide partnership countries, including Yemen, with technical assistance to undertake sustainable policy reforms.<sup>2</sup> The commitments made in the Riyadh conference, the subsequent Mutual Accountability Framework and the Deauville Partnership Transition Fund, are supporting participation to promote sustainable reforms and state building in Yemen.
- 4. The Government-CSOs Partnership Project supports this objective** by providing technical assistance to both stakeholders to facilitate their dialogue and inform the formulation of a joint Government-CSOs Partnership and Mutual Accountability Framework (PMAF). Through capacity building and targeted technical assistance at sector level, the project will help them operationalize the PMAF on a pilot basis with the goal of improving development programs' results and promoting more inclusive reform policies.

## **II. Sectoral and Institutional Context**

- 5. The role of CSOs in effective service delivery, participation, and decentralization programs has also been embraced by the GNR and the donor community.** In the Riyadh conference in September 2012, the GNR and donors reaffirmed their commitment to work with CSOs as key development partners. This was specifically mentioned as one of the pillars in Yemen's Mutual Accountability Framework (MAF), which also emphasized the need to focus on women and youth in both economic and governance realms. Yemen ISN highlights the Bank's overriding objective as to "help the Government produce tangible results that stabilize the transition in the short term."<sup>3</sup> Building inclusive and sustainable partnerships between the Government and CSOs is one of the cornerstones in Yemen's transition process.
- 6. The political transition in Yemen has created a momentum for CSOs to engage constructively with the Government and donors.** For the first time in Yemen's modern history, CSOs have an explicit mandate to engage actively with Government counterparts. With the transition challenges facing the country, engaging with Yemeni CSOs is no longer an opportunity but a necessity, as it will build a sustainable link between the state and citizens, channeling the voices of Yemenis to government entities and reaching out to women, youth and marginalized groups while helping to hold the Government accountable.

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<sup>2</sup> The United States, United Kingdom, Saudi Arabia, Canada, Japan, France, Kuwait, Russia, and Qatar all announced their proposed contributions, totaling about \$165 million towards a goal of \$250 million over several years.

<sup>3</sup> *Interim Strategy Note for the Republic of Yemen, FY 2013-2014.* World Bank 2012, pg. i.

7. **Yemen Interim Strategy Note (ISN) highlights the Bank’s overriding objective as to “help the Government produce tangible results that stabilize the transition in the short term, while laying the groundwork for medium-term reforms and sustainable longer-term benefits.”**<sup>4</sup> Building inclusive and sustainable partnerships between the Government and CSOs as shown by Global experience<sup>5</sup> can play an important role in restoring confidence in the government’s ability to implement institutional and social change and in extending the state’s capacity to deliver – objectives underlined across ISN’s three strategic pillars.<sup>6</sup>
8. **The proposed Government-CSOs Partnership Project builds on successful Government-CSOs experiences in countries that have undergone similar political and economic transitions,** such as the Philippines, Turkey and Indonesia. It also draws on the lessons learnt from the Bank’s Palestinian Non-Governmental Organization (PNGO) Project in the Palestinian territories. The proposed project will build on the findings and recommendations of the FY13 CSOs Mapping and Capacity Assessment study that is underway. It will also inform the preparation of the Civil Society Support Project requested by the Government of Yemen for FY14. Through technical assistance the proposed project will facilitate the Government-CSOs dialogue and joint formulation of a Partnership and Mutual Accountability Framework (PMAF), and subsequently, sector-specific action plans between line ministries and CSOs that are working on select sectors. The pilot sectors for the project will be identified in consultation with sectors, MOPIC and line ministries after the completion of the CSO Mapping and Capacity Assessment study (currently underway) and proposed sectoral dialogue sessions. Given the emphasis on service delivery and decentralization, the pilot sectors are likely to be from the health, education, social protection, water supply, and sanitation sectors.

### III. Project Development Objectives

The development objective of the proposed project is:

9. To enhance Government-CSOs partnership in the implementation and monitoring of sector development programs.
10. The expected key results of the Government-CSOs Partnership Project at the PDO level are:
  - (a) Enhanced capacity and knowledge of the Government and CSOs regarding the value of partnership and participation as critical factors in improving development outcomes.
  - (b) Clearly defined frameworks for mutual collaboration, partnership and accountability between the Government and CSOs to enhance participation and inclusion, and to improve development results in select sectors.
  - (c) Improved on-the-ground collaboration and partnership between the Government and CSOs for enhanced participation and inclusion, and improved development results in

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<sup>4</sup> *Interim Strategy Note for the Republic of Yemen, FY 2013-2014*. World Bank 2012, pg. i.

<sup>5</sup> The paragraph builds on *World Development Report 2011: Conflict, Security, and Development*. World Bank, 2011. pg. 13.

<sup>6</sup> More about the ISN’s objectives in Section: C. *Higher Level Objectives to which the Project Contributes*.

select sectors.

**11. Results indicators for the project are:**

- (a) Number of partnerships between government(s) and civil society organizations formalized;
- (b) Number of CSOs representing rural and urban constituencies participating in the partnership;
- (c) Number of women and youth groups directly engaged in the sector project's activities.

#### **IV. Project Description**

**12. In the context of Yemen, Government-CSOs engagement and partnership needs to be supported by a pragmatic approach and mechanisms for genuine dialogue.** The joint PMAF will help clarify the rules and principles of partnership and accountability. It is critical to operationalize this PMAF on a pilot basis in select sectors to test its feasibility and improve its implementation.

**13. Through its three components this project will help foster a dialogue between line ministries and sector mapped CSOs working on service delivery, participation and decentralization programs.** This will provide them with the space and opportunity to exchange views on sector development issues, develop a shared vision and understanding of sector priorities, and jointly identify their complementarities and overlaps. Based on the dialogue outcomes, specific results oriented action plans will be developed in select sectors on a pilot basis. The dialogue will build on the findings and operational recommendations of the CSO Mapping and Capacity Assessment study that will inform both the proposed activity as well as the upcoming Civil Society Support Project.

**14.** The proposed Project will have two tracks: a Bank-executed track aimed at distilling international and regional experiences of the demand and supply side perspectives on government-CSO partnerships, and a Recipient-executed track with the objective of organizing and facilitating sector dialogue sessions.

#### **Project Components**

##### **Component One: Knowledge for Development Partnership (US\$500,000 - Bank-executed)**

**15. In addition to learning from international and regional experiences, the project will facilitate interactions across different stakeholder groups.** Bringing different groups together towards a common objective will help break down barriers and facilitate spaces for dialogue. Lessons learnt from Indonesia, Turkey and the Philippines, countries that have successfully put in place government-CSO partnerships for development, will be presented and discussed to foster Government-CSO dialogue in Yemen. The Palestinian NGO experience will also be presented and discussed, particularly, aspects related to CSOs self-regulation for improved networking and internal governance as well as their work in the area of service delivery.

**Component Two – Partnership and Mutual Accountability for Improved Participation and Inclusion (Recipient-executed):**

16. Parallel dialogue sessions between line ministries and CSOs that are active in the same development sectors will be organized to exchange views on sector development issues and priorities. These sessions will cover development programs currently implemented in these sectors and the potential role of each stakeholder, in order to identify points of convergence and synergy for collaboration. Inherent weaknesses in terms of participation and accountability in the targeted sectors will be identified so that these can be meaningfully addressed with CSO involvement. Based on the outcome of the parallel dialogue sessions, a draft PMAF will be formulated, with the assistance of experts/facilitators of multi-stakeholder coalition and partnership building. The validated PMAF in the targeted sectors will be submitted to MoPIC and disseminated.

**Component Three – Sector Action Plans for Improved Development Results and Capacity Building Activities (Recipient-executed):**

17. Building on the synergies that will have emerged from drafting the PMAF, SAPs that are results oriented will be jointly formulated in select sectors by CSOs and line ministries collaboratively as a pilot initiative. The SAPs will attempt to operationalize the principles enshrined in the PMAF, thereby testing its sustainability and also shed light on the aspects that need to be refined, added or clarified. These action plans are expected to be monitored by multi-stakeholder committees comprising of officials from line ministries and CSO representatives. Furthermore, a key mechanism for the sustainability of the Government-CSOs partnership will involve, at a later stage, institutionalization of the PMAF actions plans within ongoing Government and donor supported programs. Capacity building needs identified in the SAPs will be addressed through ongoing capacity building ANSA-AW programs. ANSA-AW also implements a small grants program for CSOs. CSOs active in the proposed project’s pilot sectors will be encouraged to apply for grants to implement social accountability related interventions specified in SAPs in close coordination with partner line ministries.

**V. Financing**

Source:

Borrower/Recipient

IBRD

IDA

Others (specify): MNA Transition Fund (Grant)

**US\$ 1.5 M**

**Total**

**US\$ 1.5 M**

## VI. Implementation

### Implementation Agency Assessment

18. The project counterpart is the MoPIC. The project will be implemented by the Public Works Project PMU. The ministry is also the main counterpart for the FY13 CSO Mapping and Capacity Assessment study as well as the upcoming Civil Society Support Project. The request reflects the Government's commitment to this process and the importance of this project in its agenda. MoPIC is well positioned to ensure a transparent and inclusive approach to promote all stakeholders' buy-in to the dialogue process, and also has more leverage in terms of coordination with various line ministries, the Ministry of Social Affairs, CSOs and key donors. Finally, MoPIC was also the counterpart ministry for the FY10 Stakeholder Mapping.

## VII. Safeguard Policies (including public consultation)

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment (OP/BP 4.01)		X
Natural Habitats (OP/BP 4.04)		X
Pest Management (OP 4.09)		X
Physical Cultural Resources (OP/BP 4.11)		X
Involuntary Resettlement (OP/BP 4.12)		X
Indigenous Peoples (OP/BP 4.10)		X
Forests (OP/BP 4.36)		X
Safety of Dams (OP/BP 4.37)		X
Projects in Disputed Areas (OP/BP 7.60)*		X
Projects on International Waterways (OP/BP 7.50)		X

## VIII. Contact Point at World Bank and Borrower

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### **Borrower/Client/Recipient**

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\* By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties' claims on the disputed areas

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**IX. For more information contact:**

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