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ANNEX

of the Commission Implementing Decision on the financing of the support measure – cooperation facility
– strategic communication in favour of Yemen for 2023

**Action Document for Support Measures – Cooperation Facility for Yemen – Strategic
Communication¹**

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and support measure in the sense of Article 24(2) of NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Support Measures – Cooperation Facility for Yemen – Strategic Communication OPSYS number: ACT-62255 Financed under the Neighbourhood, Development and International Cooperation Instrument (<u>NDICI-Global Europe</u>)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Yemen
4. Programming document	No programming document
5. Link with relevant MIP(s) objectives / expected results	NA
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Not applicable
7. Sustainable Development Goals (SDGs)	Main SDG: SDG 17, partnerships for the goals Other significant SDGs (up to 9) and where appropriate, targets: NA
8 a) DAC code(s)	43010- Multi-sector (100%)
8 b) Main Delivery Channel	60000: Private sector institution
9. Involvement of multilateral partners	No

¹ This Action Document template concerns strategic communication activities only. Public diplomacy activities will be covered by another Action Document.

10. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input type="checkbox"/> Human Rights, Democracy and Governance			
11. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Trade development	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	☒	<input type="checkbox"/>	<input type="checkbox"/>
	12. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective
Digitalisation @ digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services		☒	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
Connectivity @ transport people2people energy digital connectivity		☒	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
13. Amounts concerned	Budget line(s) (article, item): 14 02 01 30 Middle East and Central Asia Total estimated cost: EUR 900 000 Total amount of EU budget contribution EUR 900 000			
MANAGEMENT AND IMPLEMENTATION				
14. Type of financing	Direct management through: - Procurement			
15. Type of measure	<input checked="" type="checkbox"/> Cooperation facility <input type="checkbox"/> Measures in favour of Civil Society			

1.2 Summary of the Action

The action will support the implementation of strategic communication activities designed to raise awareness, understanding and perception of the EU and its partnership with the country, in line with the priorities identified in the Strategic Guidance for Yemen² as well as relevant global and regional strategies.

Such activities are in line with the new integrated approach to communication in the EU's external actions, moving away from a project-based communication to a thematic-based, campaign-driven strategy that will reduce fragmentation of messages and support stronger narratives to raise awareness among the general Yemeni public on the EU's role and impact in the country. The Action will provide relevant communication expertise based in Jordan and Yemen for the implementation of the communication plan of the Delegation. A communication strategy outlining the Delegation's overall approach to communications was drafted by the Political, Press and Information section in coordination with the Development Cooperation section for the 2021-2023 period. At this stage, this overall strategy is yet to be put fully into practice as many of the recommendations are still to be implemented. In general, there is a low level of understanding of EU values, objectives and actions in Yemen and the general public often confuse the EU with the UN and other donors. Among those better aware of it, the EU is globally perceived as an impartial actor, having the interest of Yemenis at heart, and most Yemenis consider its positions positively.

2 RATIONALE

2.1 Context

The Asia-Pacific region's growing economic, demographic, and political weight makes it a key partner for the European Union in shaping the international order and in addressing global challenges. The EU's current vision, interests and priorities in Yemen and the wider Asia-Pacific region are outlined by various EU strategies, notably the Indo-Pacific Strategy (2021)³ and Global Gateway Strategy (2022)⁴. These comprehensive strategies outline the EU's positive offer to the Asia-Pacific region, from sustainable and inclusive prosperity to connectivity, climate, research and human development. They are underpinned by shared values and principles, including democracy and human rights, security, sustainability, and equality.

² EU development cooperation with Yemen | Strategic guidance 2021-2024: Ares(2021)7076370

³ EU Indo-Pacific Strategy 2021: https://www.eeas.europa.eu/eeas/eu-indo-pacific-strategy_en

⁴ Global Gateway Strategy (2022): https://international-partnerships.ec.europa.eu/policies/global-gateway_en

Ensuring these strategic priorities are known, understood and well perceived by both specialised and general public audiences in Yemen is essential to help position the EU as a trusted and reliable partner for the country (and wider Asia-Pacific region). The focus will not only be on what the EU does, but why, including by emphasising shared values, interests and impact, and promoting the EU's leadership role on these key priorities.

Currently, there is no credible one set of country-wide domestic policies in place, in particular in view of the de facto split of the country and relevant institutions. The guiding principles for this action are hence laid out in the UN Economic Framework⁵.

Communications is an integral part of the ongoing conflict with all sides using social media and traditional channels as part of the war effort. Western actors and donors including the EU have been sometimes targeted by the manipulation and information war. The EU needs to communicate clearly about its cooperation work in Yemen.

2.2 Problem Analysis

Strategic communication plays a key role in strengthening the EU's role in the world. Fragmented, project-specific partner-implemented communication and visibility activities have largely failed to demonstrate the EU's added value as a partner for Yemen and its people. By consolidating strategic communication resources in the Support Measure, the EU Delegation (EUD) will be able to plan and execute multiannual strategic communication actions with the scale and focus necessary to be effective on a national scale. This will ensure more impactful communication on the EU's international partnerships objectives and external policy priorities. The action will therefore contribute to raising awareness, understanding and perception of the EU and its role in the country.

The main target audiences covered by the action are:

- Specialised audience: local authorities and implementing partners.
- Non-specialised audience: general Yemeni population, including civil society, women, youth, etc.
- Multipliers: activists, journalists, decision-makers, celebrities, online influencers, press and media outlets.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to position the EU as a trusted and reliable partner for the Yemeni people, among selected target audiences.

The Specific(s) Objective(s) (Outcomes) of this action are to measurably increase awareness, understanding and perception of the EU cooperation priorities and impact, including Global Gateway.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are

- 1.1 Political communication activities and large-scale public campaigns are designed and implemented to make the EU's brand positioning more understandable, visible and influential to target audiences.

3.2 Indicative Activities

Based on Article 24(2) of the NDICI Global Europe Regulation⁶, the Support Measure - Cooperation Facility may cover support expenditure for the implementation of the Instrument and for the achievement of its objectives. This includes strategic communication activities related to the political priorities of the EU, which is the sole aim of this Action Document. In particular, the following indicative activities, among others, are foreseen:

Activities related to Output 1.1

⁵ United Nations Yemen Sustainable Development Cooperation Framework 2022-2024:

<https://www.undp.org/sites/g/files/zskgke326/files/2022-06/UNSDCF%20YEMEN%202022-2024%2030052022.pdf>

⁶ NDICI Global Europe Regulation: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32021R0947>

- Design and roll out at national level of (a) major public campaign(s) aimed at ordinary citizens, primarily in the 18-35 age cohort, with the objective of measurably increasing the awareness, understanding and perception of the EU's support to the Yemeni people. All such campaigns will be data-driven and based on clearly defined key performance indicators. Regular monitoring against these key performance indicators (KPIs) will allow content, channels and approaches to be constantly adjusted to meet the objectives set.
- Produce a suite of high-quality, people-focused evergreen content (e.g. human interest stories, infographics/data visualisations, explainer videos) designed to be deployed across Delegation social media and web channels according to an agreed dissemination strategy.
- Design and implement specialised communication content around key political priorities, including around major milestones, missions, and summits (as relevant).
- As relevant/required, undertake research required to ensure strategic communication activities are data-driven and measurable. This may include audience analysis and perception surveys, media landscape, as well as ongoing monitoring activities to measure impact of communication activities undertaken.
- As relevant/required, arrange for various cooperation events that are aligned with the EU & Delegation's main priorities.

3.3 Mainstreaming

Environmental Protection & Climate Change

All strategic communication activities will be respectful of the environment and promote an environmentally-friendly approach.

Gender equality and empowerment of women and girls

Gender equality will be mainstreamed across all activities, ensuring strategic communication activities are inclusive and gender-sensitive.

Human Rights

All strategic communication activities will be values driven, integrating the key principles (participation, non-discrimination, accountability and transparency) of the human rights based approach.

Disability

All activities will be designed to ensure they are inclusive and accessible.

Reduction of inequalities

All strategic communication activities will be values driven, integrating angle on reduction of inequalities.

Democracy

All strategic communication activities will promote the democratic values of the EU.

Conflict sensitivity, peace and resilience

All strategic communication activities will be informed by the conflict analysis screening done by the EU in consultation with EU Member States in 2022-2023, as well as the conflict analysis done by each implementing partner.

Disaster Risk Reduction

NA

Other considerations if relevant

NA

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
	Continuation of the ongoing conflict/war	High	Medium	The EUD has been working under these conditions since the conflict started in 2015. However, worsening of the conflict could have an impact on the communication channels in Yemen. In that case, the EU could focus on traditional communication channels such as radio, TV and printed media.
	Instrumentalisation of media and communication by opposing parties	High	Medium	An increase in EUD communication presence could be accompanied by a major exposure/criticism from parties/population. Conflict analysis and do not harm approach will be very important for this action.
	The EU Delegation to Yemen is temporarily based in Amman, Jordan	High	Medium	The EUD has been operating from Jordan already since 2017 and it is not really known when the EUD will be able to move back to Yemen. In order to mitigate the risk, the action will include the service of local providers in Yemen and Jordan to support the EUD in the communication effort.
Lessons Learnt:				
Fully successful implementation will depend among other things on:				
<ul style="list-style-type: none"> – good coordination between EU Delegation and Headquarters; – ‘whole of Delegation’ approach to strategic communication and public diplomacy – ensuring coherence between different funding sources, notably those managed by EEAS, ECHO and FPI – good management of the various contracts; – high quality of experts supplied. 				

3.5 The Intervention Logic⁷

The underlying intervention logic for this action is to support the EU-Yemen partnership. It will enable the EU to build support for priorities under the Strategic Guidance Document and key global and regional strategies.

By targeting specified audiences through professionally designed and implemented strategic communication activities, the action will contribute to measurably increase awareness, understanding and perception of the EU’s partnership with the Yemeni people.

⁷ [@TEI Methodological Note to Support Design](#)

3.6 Logical Framework Matrix

Given the nature of this Action a Logical Framework Matrix is not required at Action level.

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner country.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁸.

A tender may be launched before the adoption of this Financing Decision during the last quarter of 2023 or first quarter of 2024. This is due to the fact that the EUD has drafted a communication plan which is currently under implementation for which the resources foreseen under this Action will be fundamental. The internal INTPA prior approval procedure will be followed.

4.3.1 Direct Management (Procurement)

The measure will be implemented through direct management using procurement contract(s).

4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realization of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
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⁸ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

Implementation modalities – cf. section 4.3	
Outcome 1: Strategic communication composed of	900 000
Procurement (direct management) – cf. section 4.3.1	
Procurement – total envelope under section 4.3.1	900 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	covered by another Decision
Contingencies	NA
Total	900 000

4.6 Organisational Set-up and Responsibilities

A strategic communication steering group will be established at Delegation level to oversee and validate the overall implementation of the action, in accordance with the country-level strategic plan which has been developed. This should dovetail with specific press & information and public diplomacy activities funded through other envelopes. It is the responsibility of the EU Delegation to ensure communication related to Global Gateway and TEIs are fully integrated into these country-level strategic plans when applicable. The EEAS-INTPA-FPI-NEAR strategic communication and public diplomacy Coordination Mechanism will provide any necessary strategic guidance and support at Headquarters level.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Examples of key indicators for measuring the performance of this operation may include:

- positive perception of the EU as a partner
- social media reach and engagement
- media items published in top tier media
- website visits, bounce rate and conversation rate
- video views and view through rate
- message recall and follow-up

Key indicators for measuring the performance of this operation will be derived from the Contractor Assessment Form to be completed at the end of the assignments covering performance of the contractor, performance of experts and overall performance.

5.2 Evaluation

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants.

It will be carried out for accountability and learning purposes at various levels, (including for policy revision), taking into account in particular the fact that the action is designed to implement a new approach to Delegation-led strategic communication activities at country-level.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination⁹. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

Strategic communication activities will be implemented to ensure awareness, understanding and perception of the EU and its partnership with the country is commensurate with the scale, scope and ambition of our sustained engagement. Public facing campaigns and political communication, particularly around the Global Gateway priorities and Team Europe initiatives when applicable, will focus not only on what the EU does, but why, including by emphasising shared values, interests and impact, and promoting the EU's leadership role on key priorities.

With varying emphasis, activities will focus on two complementary types of audience:

- Wider audiences, comprising citizens, especially in the 18-35 age bracket, who are not involved in policy, advocacy or international relations, and who may hardly be aware of the EU.
- Key political and opinion leaders and the wider diplomatic community which will be targeted through political communication, especially in the context of Summits (if relevant), events and visits.

These activities will be based on a multiannual strategic plan which reflects the objectives of the EU Delegation as a whole.

⁹ See best [practice of evaluation dissemination](#)