1

THE FOUNDATIONS OF WORKING BETTER TOGETHER AS #TEAMEUROPE

1.   Policy context

'We will pursue our priorities by mobilising our unparalleled networks, our economic weight and all the tools at our disposal in a coherent way. To fulfil our goals, we must collectively invest in a credible, responsive and joined-up Union.'

Global Strategy for the European Union's Foreign and Security Policy, 2016

In the new European Consensus on Development and the Global Strategy for the European Union's Foreign and Security Policy the European Union and its Member States affirmed their commitment to **working better together**. The aim is to strengthen the EU's contribution to implementing the 2030 Agenda for Sustainable Development through greater coordination and coherence. Renewed commitments were made as part of the new Team Europe approach, both in the Joint Communication on the Global EU Response to COVID-19 and in the Council Conclusions on Team Europe Global Response to COVID-19.

The 2030 Agenda and its 17 associated Sustainable Development Goals (SDGs) provide a universal and shared reference among the EU, Member States and like-minded partners, partner countries and other actors, including the private sector and civil society. The SDGs set out the ambition of this agenda within a changing landscape of development finance (Addis Ababa Action Agenda). Over 90 percent of the goals and targets of the SDGs correspond to human rights obligations. For the EU as a whole, the values, interests and international commitments affirmed in the 2030 Agenda are at the basis of all our External Action priorities. The SDGs thus present an opportunity to establish and strengthen partnerships that promote sustainable development in line with the EU's own values and policy commitments.

The concept of **working better together** emphasises the opportunity for increased influence and impact by collaborating in a more systematic and strategic manner. In addition to an increased focus on working in fragile and conflict-affected contexts, this collaboration extends beyond traditional areas of development cooperation to include security, human rights, climate action, migration, finance, trade and investment.

The EU Global Strategy therefore calls for further enhanced joint programming in development.

#TEAMEUROPE

was born out of the extraordinary conditions created in 2020 by the Covid-19 pandemic, as a united European response to the major needs emerging in the partner countries. Team Europe combines the collective development resources of the EU, Member States — including their respective financial institutions and implementing agencies —, the European Investment Bank and the European Bank for Reconstruction and Development. Its response is global and addresses three priorities:

1.   emergency response;
2.   support to health, water/sanitation and nutrition systems; and
3.   support to socio-economic recovery that helps partner countries to 'build back better' by focusing on a sustainable, green, and digital recovery.

Work is ongoing to extend its purpose beyond the corona crisis.

The new European Consensus on Development: a new era of partnership

The European Consensus on Development (the European Consensus) sets out a common approach to develop-ment policy for the EU's institutions and Member States (MS). It signals a new era of closer and more coordina-ted work with partner countries. In the European Consensus, the EU and MS commit to respond jointly to global challenges and to support partner countries in their progress towards the SDGs. **Joint programming,** the use of **joint results frameworks** and **joint implementation** are essential in this endeavour (see excerpt below). Furthermore, the European Consensus states that the EU and its MS will implement a rights-based approach to development cooperation, encompassing all human rights. They will promote inclusion and participation, non-discrimination, equality and equity, transparency and accountability.

1

'WORKING BETTER TOGETHER'

73. In response to global challenges, the EU and its Member States will further improve the way they deliver their cooperation, including by working together better, taking account of their respective comparative advantages. This includes improving effectiveness and impact through greater coordination and coherence, by applying the development effectiveness principles and by delivering development cooperation as one part of the overall inter-nal and external action to promote the implementation of the 2030 Agenda. To be more effective in pursuing its objectives, and consistent with the primary aim of eradicating poverty, the EU's development policy should be adaptable and responsive to changing needs, crises and priorities.

74. The EU and its Member States will coordinate and develop common positions in international fora on matters related to development policy. This will enhance the EU's and Member States' collective influence and will contri-bute to more effective multilateral discussions.

75. At country level, the EU and its Member States will enhance Joint Programming in development cooperation to increase their collective impact by bringing together their resources and capacities. Joint Programming should be promoted and strengthened, while being kept voluntary, flexible, inclusive, and tailored to the country context, and allow for the replacement of EU and Member States' programming documents with EU Joint Programming documents. Partner country engagement, appropriation and ownership are essential for this process. Joint Pro-gramming should be led by the partner country's development strategy and aligned to the partner country's development priorities. The EU and its Member States will work together to develop strategic responses groun-ded in shared knowledge, added value, lessons learnt and joint analysis of the country context, including poverty and sustainability, and the country's overall relations with the EU. In doing so, they will take account of available means for development financing, in line with the AAAA. The EU and its Member States will also pursue enhanced coordination and synergies in fragile and conflict-affected countries, including through Joint Programming pro-cesses and joint conflict analysis. This will also contribute to the New Deal for Engagement in Fragile States.

76. The increased use of EU joint responses derived from Joint EU Programming can ensure greater impact and visibility for the EU and its Member States on the ground. This approach will help pool resources, reduce frag-mentation and boost effectiveness. Joint monitoring and results frameworks will be core elements of the joint response to maintain momentum, inform dialogue and enhance mutual accountability. Joint Programming should be open to other relevant donors and inter- national actors when this is assessed to be relevant at country level by EU Delegations and Member States' Embassies and field offices.

77. The EU and its Member States will also seek to support partner countries through joint implementation whenever appropriate. Joint implementation is a way of promoting more coherent, effective and coordinated EU support based on shared objectives in selected sectors or on specific cross-sectoral specific themes tailored to the country contexts. Joint implementation will be grounded in joint analyses, will take account of available resources and will be monitored and evaluated jointly. Joint implementation can take place at national, regional or global level and can be linked to other areas of external action as appropriate.

78. Joint implementation will be inclusive and open to all EU partners who agree and can contribute to a common vision, including Member States' agencies and their development financial institutions, the private sector, civil society and academia. This could also, when assessed to be relevant, include other like-minded governments, the United Nations and other international and regional organisations and financial institutions. Joint implementation can involve various financial modalities, such as co-financing and delegated cooperation, as well as non-financial means of implementation, and should build on different actors' comparative advantages and sharing of best practices. In this context, the EU and Member States will continue to draw on and share the experiences of all Member States, including transition experience.

Stepping up joint programming: strengthening implementation and impact

In May 2016, the Council of the European Union adopted conclusions on stepping up Joint Programming as part of an ongoing effort to increase the impact of the EU's development and neighbourhood policies.

These Council conclusions point out that in 'pursuing Joint Programming the EU and its Member States collectively contribute to implementing the policy commitments made at global and EU level' and recommend that joint programming expand its focus in conflict-affected and fragile contexts and in low-income and middle-income countries.

The diagram below helps to visualise the collective commitments in the new European Consensus for European coordination at country level that provide a frame of reference for **working better together as Team Europe** and inserts the Team Europe initiatives into this understanding.
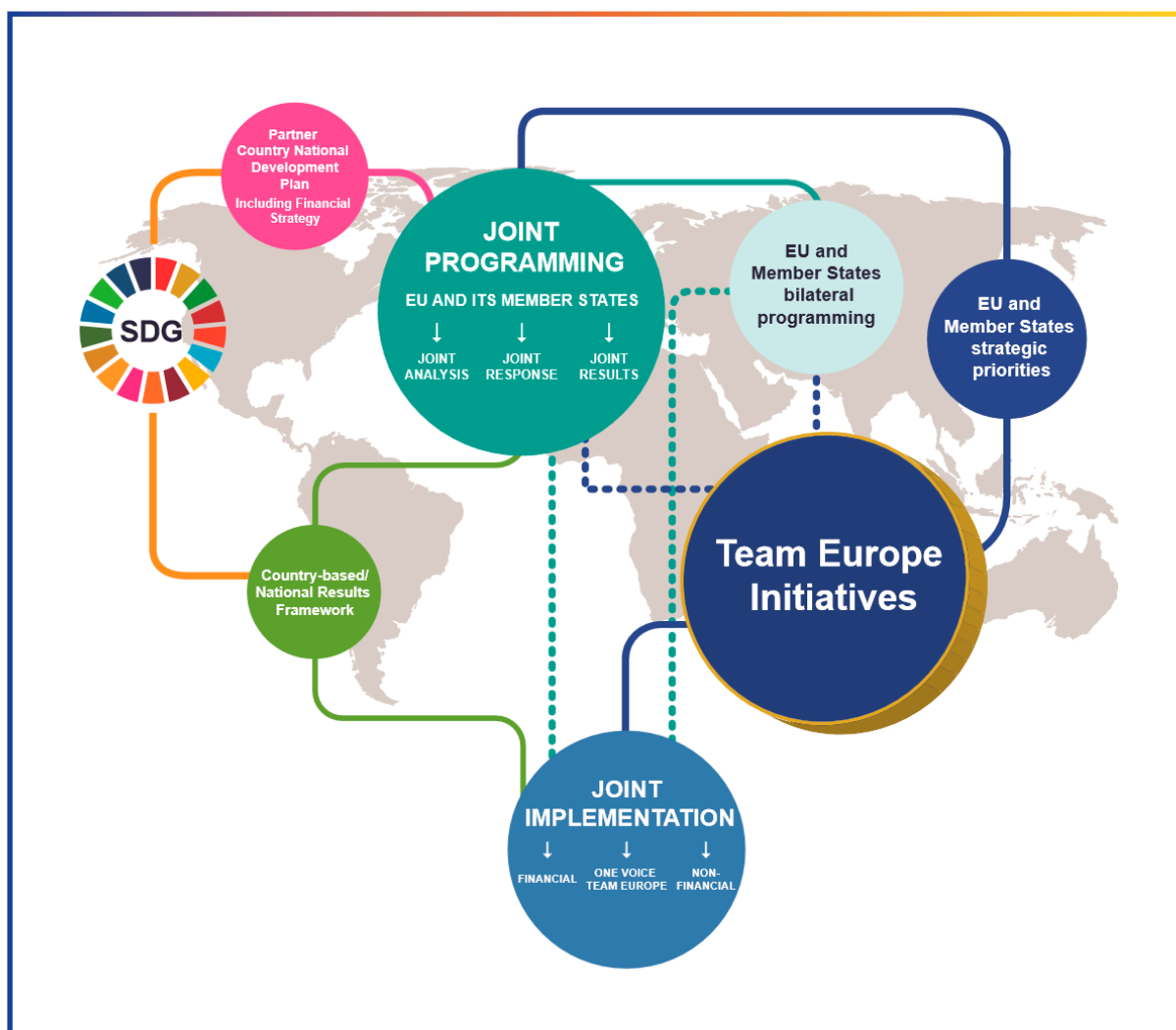
2. The value of the working better together approach

'A coherent and coordinated approach to EU external action will be important for the successful implementation of the 2030 Agenda globally.'

New European Consensus on Development, 2017

The Global Strategy for the European Union's Foreign and Security Policy (the Global Strategy) and the new European Consensus on Development (the European Consensus) make a strong case for working better together at partner country level through tailored and contextualised joint programming approaches. The advantages of joint programming and joint implementation are summarised here so that they can be adapted for use in communications and advocacy with other development actors.

The European response to a changing global context requires a 'working better together' approach

The Global Strategy acknowledges a changing global order. With official development assistance declining as a share of total development finance, the EU and Member States, as Team Europe, need to engage beyond the issues of traditional development cooperation in order to remain relevant to our partner countries. Facing an increasing number of actors and a diversity of relationships with partner countries, Team Europe will only have significant leverage if we work in a coordinated and coherent way.

Working better together through joint programming can help Team Europe to combine international cooperation and development priorities into a common European message and strategy at country level.

A 'working better together' approach is about increasing European visibility and influence

Joint programming and joint implementation support Team Europe in speaking with a common voice based on shared objectives at country level. Policy coherence and effective communications can raise the profile and visibility of the European presence, boosting our leverage in policy dialogue. Increased collaboration, including the pooling of financial and technical resources, can bring European investments to scale, increasing their profile and impact while also demonstrating accountability for results. These efforts will be further fortified by the introduction of Team Europe Initiatives, large-scale projects that will position Europe as the partner of reference.

Joint programming is a flexible and country-tailored process

The European Consensus states that joint programming is voluntary, flexible, inclusive and tailored to the country context. This allows Team Europe to work with partner country counterparts to ensure that joint programming is adaptable and responsive to changing needs, crises and priorities at country level. Joint programming's flexibility makes it the ideal tool for bringing all our policy commitments (global, European and bilateral) together in a single framework at country level.

Thinking jointly about implementation improves our effectiveness

All European partners have committed to the Busan effectiveness principles and the work of the Global Partnership for Effective Development Co-operation (see annex 4). Joint programming implies planning, implementing and monitoring together so that there is reduced fragmentation and greater transparency. For the partner country, it is an opportunity for greater alignment and inclusiveness.

In practice, defining common or joint objectives at country level through joint programming and Team Europe Initiatives can lead to opportunities for joint implementation. Looking jointly at implementation places our collective country assistance in a more strategic framework. By bringing together our knowledge and resources, Team Europe and — when relevant — like-minded partners can explore concrete ways to pool them efficiently at country level. Joint implementation can also contribute to reducing fragmentation and expanding the visibility of Team Europe members and their actions.

Lessons learnt

Learning from past experience takes place at both country and global level. The European Union's Global Strategy: Three Years On, Looking Forward, observes that:

'European foreign policy would become more effective through closer coordination between Member States, including better coordination between EU and Member States' activities, and through greater consistency between what Member States agree to in EU settings and what their policies do in practice. This is true at the level of policy design — as demonstrated by common frameworks such as the European Consensus on Development —, on the ground within third countries (joint programming, joint results frameworks, joint implementation), as well as in multilateral contexts, notably by supporting the implementation of international law, including international humanitarian law, and the international commitments the EU and Member States have made.'

The most strategic and comprehensive independent assessments to date include an evaluation published in April 2017, and the Joint Programming reflections of an OECD Peer Review in 2018.

The evaluation highlighted that:

'[Joint programming] has also helped to make EU and Member States aid more harmonised, working towards commonly agreed objectives and adopting commonly agreed strategic approaches. Even though this might not yet have led to improved aid effectiveness indicators […], it has led to an improved division of labour within sectors and laid the foundation for more effective aid and more effective development.'

The OECD Peer Review of the EU in 2018 concluded that 'The EU's joint programming exercises help support the 2030 Agenda and advance the effectiveness agenda in partner countries, as they harmonise efforts towards joint analysis and commonly agreed objectives.'

3.   Team Europe

Team Europe consists of the European Union, the EU Member States — including their implementing agencies and public development banks —, as well as the European Investment Bank (EIB) and the European Bank for Reconstruction and Development (EBRD).

Since its launch as part of the EU's global response to the Covid-19 pandemic in April 2020, the concept of Team Europe has been incorporated into the working better together approach, in order to further improve the coherence and coordination of efforts, notably at partner country level.

The Team Europe approach

The Team Europe approach applies both internationally and at country level and is an inclusive process open to all EU Member States, their implementing organisations and financing institutions. In a changing geopolitical context, Team Europe is about establishing a leading role on the global stage, protecting our interests and promoting our values. Team Europe is also about branding EU interventions and creating more visibility, especially through the use of the Team Europe visual identity package. The Team Europe approach stands for impact, innovation and overall coherence. It sends a strong message of European partnership and solidarity to build back better, making sustainable recovery and the achievement of the SDGs a reality and showing that multilateralism works. But most of all, Team Europe is about pulling resources together and better coordinating, to ensure that collectively we achieve the greatest sustainable impact and transformational change.

Team Europe can represent the common positions and objectives of its constituent parts at country or international level wherever there is a joint agreement to do so. While its core membership is delineated, Team Europe can establish and agree working relationships with like-minded partners, internationally or in a specific country, depending on the need.
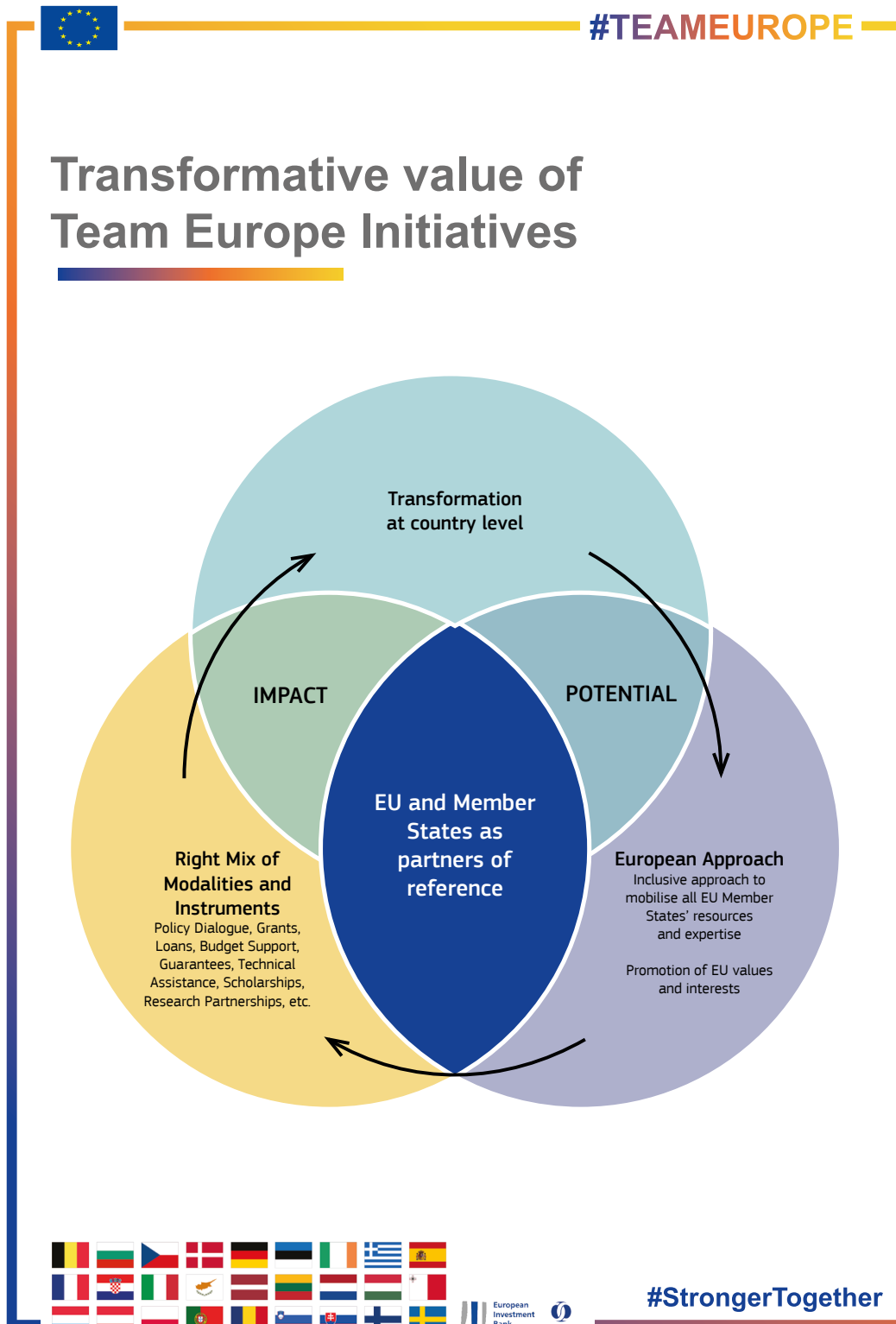
Team Europe and programming

The Team Europe approach is one of the guiding principles for the EU Multiannual Indicative Programmes (MIPs) and an essential part of the Neighbourhood, Development and International Cooperation Instrument (NDICI) programming guidelines. It aims to provide a strategic European response to the multiple challenges faced by our partner countries and is translated and framed at country level through the joint programming preference for country programming. Drawing on the wealth of Team Europe's collective experience, expertise and resources, the Team Europe approach provides an opportunity to combine the most appropriate mix of implementing modalities to obtain maximum results in joint programming and joint implementation, including through Team Europe Initiatives.

Team Europe Initiatives

Team Europe Initiatives (TEI) are the flagship of the Team Europe approach. They deliver concrete results for partner countries, in line with their strategic and national priorities, and promote the 'Team Europe' brand. The joint analysis leading to the identification of a TEI at country level should identify a critical priority (bottleneck) that is limiting development and where a coordinated and coherent effort by Team Europe would ensure a transformative impact. The design, financing and implementation of TEIs are open to all members of Team Europe following an inclusive approach, to make the best use of European expertise and resources. TEIs should also bring together the best possible mix of modalities, tools and partners (e.g. CSOs and private sector) to deliver the intended impact. TEIs are underpinned by the EU's political and policy priorities and guide the programming of EU funds; they are financed both from the EU budget — and are therefore guided by NDICI pro-

gramming guidelines —, and from the relevant financial resources of the participating EU Member States. The joint programming processes at country level should reflect and incorporate the Team Europe Initiatives, and, in turn, TEIs that are identified should feed into the ongoing and future joint programming processes.

Team Europe Initiatives can also be multi-country or regional, when synergies and efficiency at this level can be secured.

SECTION 2

JOINT PROGRAMMING

4.   A quick guide to joint programming

Joint programming is a strategic engagement process by Team Europe and other European partners that starts with a joint analysis of the challenges and opportunities in a partner country and then develops a joint response at country level based on the EU's values and interests and in support of that country's national development priorities and associated financing strategy to achieve the SDGs.

What is joint programming?

A strategic, coherent and coordinated **approach** to European development cooperation and external action planning at country level

A voluntary, flexible and tailored **process** designed and driven by Team Europe
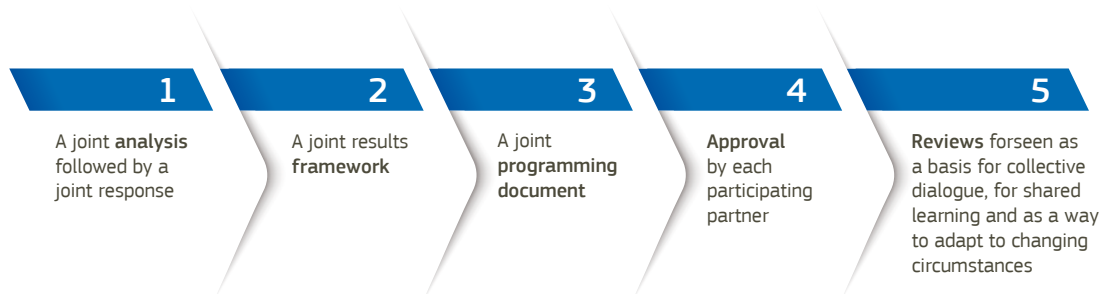
A focus on **bringing together** the development cooperation provided by the EU and by its Member States to a particular country or region

An opportunity for Team Europe to develop collective policy **dialogue**, speaking with one voice

- Joint programming allows for a more strategic, coherent and coordinated approach to European development cooperation and external action planning at country level, where Team Europe members work hand-in-hand to promote EU values and interests and to implement the 2030 Agenda and the SDGs.

- Joint programming is a voluntary, flexible and tailored process designed and driven by Team Europe, along with its like-minded partners when relevant, in consultation with partner country counterparts. It can be adapted to different contexts, including countries experiencing conflict and fragility as well as least developed countries.

- Joint programming has to date mainly focused on bringing together the development cooperation provided by the EU and by its Member States to a particular country or region into a Joint Programming Document. However, a joint programming process can also provide a framework to work 'beyond development' to address other external action priorities in a partner country, such as human rights, gender equality, security, climate action and trade.

- Joint programming now provides an opportunity for Team Europe to develop collective policy dialogue, speaking with one voice. It also provides visibility at country level to Team Europe.

What does joint programming consist of?

1 A joint **analysis** followed by a joint response

2 A joint results **framework**

3 A joint **programming document**

4 **Approval** by each participating partner

5 **Reviews** forseen as a basis for collective dialogue, for shared learning and as a way to adapt to changing circumstances

- Joint programming starts with a **joint analysis** of a country's particular situation to identify the needs and issues to be addressed (chapter 9), followed by a **joint response** (chapter 11) that proposes a collectively agreed strategy.

- A **joint results framework** then translates the priorities that have been identified into measurable results and impact. Monitoring the joint results framework will serve to inform a dialogue with national stakeholders regarding the contribution of Team Europe assistance, while enhancing mutual accountability.

- The ensuing **joint programming document** (chapter 12) should reflect the partner country's national

development priorities and will therefore **be most successful when synchronised with the country's national planning cycle**.

- A joint programming document provides **indicative levels of funding for all participating partners**, disaggregated by priority objective/result area.

- Whenever relevant, like-minded partners can participate in a joint programming process at country level, based n their added-value and comparative advantage, following a decision by Member State Heads of Mission.

- Joint programming documents are approved by each participating partner according to their respective internal regulations. A joint programming document can replace participating Team Europe members' strategies or plans (and those of other like-minded partners, if any).

- Joint programming documents should foresee reviews as a basis for collective dialogue, for shared learning with national stakeholders and as a way to adapt to changing circumstances.

How is a joint programme implemented?

- **Joint programming** supports Team Europe and — whenever relevant — like-minded donors to think jointly about the implementation of development cooperation and other activities. This reflection should lead to a 'division of labour' by priority areas or sectors, a pooling of resources and capacities through specific joint implementation modalities, the conception of joint actions or visibility events, etc.

- **Joint implementation** (section 3) is the best way to provide coherent, effective and coordinated Team Europe support to specific sectors or priorities at country level. Both financial and non-financial modalities of joint implementation can emerge from a joint programming process.

Who is involved in joint programming from Team Europe?

Heads of Delegation	Heads of Cooperation	Development and/or political and economic counsellors

- **Heads of Delegation**, together with Member State Heads of Mission, lead the process. They play a key role in representing EU interests, values and principles, reconciling them with the partner country context and conducting dialogue with officials from the partner country government.

- **Heads of Cooperation** manage the joint programming process. The coordinating and facilitating role of the EU Head of Cooperation includes leadership in the process, communication and consensus-building.

- **Development and/or political, as well as economic counsellors** provide ideas that inform the potential scope of joint programming, prepare inputs from their specific sector and contribute to political, technical and economic coordination.

Is joint programming appropriate in fragile or crisis contexts?

- The 2016 Council conclusions on stepping up joint programming stress the importance of expanding joint programming in fragile situations and conflict-affected countries, as well as in prevention or post-conflict settings. In this context, the Council recalls its conclusions on the EU's comprehensive approach, noting that the starting point of the comprehensive approach must be an early, coordinated and shared analysis. This provides a strategic basis for conflict-sensitive EU programming (chapter 6).

5.   Broadening the scope of joint programming

The 2016 Council conclusions set higher ambitions for joint programming processes. They called for the inclusion of strategic issues such as migration, climate change, fragility, security and democracy in line with the EU's comprehensive approach to external conflict and crisis. European values on human rights, gender equality, good governance and engagement with civil society must also be increasingly reflected in joint programmes as they evolve to look 'beyond aid'.

GHANA

In Ghana, graduation beyond aid is a strategic aspect of the joint programming document underpinning all of the priorities. The joint programming process will specifically support and accompany Ghana's transformation process and consolidation of its middle-income status, economic growth and democratic governance. The aim is to move towards a mature and mutually beneficial partnership and into more strategic forms of cooperation, which the government refers to as 'Ghana beyond Aid'. This 'EU+ Cooperation Group' will therefore evolve from traditional aid to a more comprehensive approach encompassing trade, competitiveness, migration and climate change. The role of joint programming in the broader cooperation context is deemed essential in serving Ghanaian and European common interests.

Joint programming processes have so far focused mainly on programmable bilateral cooperation, because including other funds (thematic, regional, etc.) was seen as adding to the complexity of the exercise. However, some country experiences have highlighted pragmatic ways to address this issue.

A coherent response to the 2030 Agenda

The 2030 Agenda for Sustainable Development sets out 17 Goals that are 'integrated and indivisible and balance the three dimensions of sustainable development: the economic, social and environmental.' The 2030 Agenda also provides a commitment to 'leave no one behind', implying that complex issues related to exclusion and inequality within and between nations need to be accorded a higher priority. To achieve the targets associated with the 17 SDGs, new partnerships, increased use of innovative financing, and new networks of collaboration will need to be explored.

The European response is elaborated in the Global Strategy (2016) and the new European Consensus on Development (2017). Both documents recognise the need to implement a coherent European approach to addressing complex and multi-sectoral issues that were not always at the heart of development programming. The joint programming approach is in line with the 2019 EU Report on Policy Coherence for Development and is intended to bring together existing policy commitments.

These include:

- Democracy, governance and human rights
- Justice and the rule of law
- Peace and security (fragility and conflict)
- Food security and resilience
- Migration
- Trade, finance and investment
- Sustainable development and climate change

Ensuring a joined-up response is the primary motivation for joint programming.

For example, joint programming could integrate the principles of the 2009 Conclusions on Democracy Support, the 2012 EU Strategic Framework on Human Rights and Democracy and the new Action Plan on Human Rights and Democracy, to lay the ground for further development of a common and practical response based on coo-peration between the EU institutions and Member States to tackle these challenges.

SENEGAL

In Senegal, migration is a strategic issue, which is referenced in a number of ways in the joint programming document. In particular, migration is part of the 2nd strategic objective (economic governance, public finance management and the fight against corruption; migration management; democratic governance and security). An analysis of the state of migration is provided in the document along with other strategic issues. Migration is also specifically monitored through the joint results framework, notably linked to SDGs 5 (gender equality), 8 (decent jobs and economic growth), 10 (reduced inequalities), 16 (peace, justice and strong institutions) and 17 (partnerships for the goals). The overall aim is to step up management of regular and irregular migration as a factor promoting sustainable development and there are tables with expected results, indicators, means of verification and lead actors. Finally, the joint programming document for Senegal also looks into the rela-tionship between programmable and non-programmable aid, noting that both deal with migrant management, because they are complementary and help deliver the aims and results of the European Joint Strategy.

Including strategic issues in joint programming

Joint programming develops common approaches to strategic issues. It can incorporate existing bilateral work and design new programmes that build on common interests and collective expertise. To establish the scope of the joint programme while ensuring it remains feasible and realistic, the following approach is suggested:

1. Head of Delegation, together with Member State Heads of Mission, should be closely involved in deter-mining the scope of the joint programme. They are most closely acquainted with bilateral and EU policy and, as senior-level advocates for joint programming at country level, they will have national counterparts with decision-making responsibility on strategic, complex and potentially sensitive issues.
2. The joint analysis will indicate the strategic issues that are most relevant to the partner country context as well as the potential for — and risk involved in — designing a successful response.

3. Review the mapping exercise to identify existing support for strategic issues identified in the context analysis. This will establish the foundation for joint programming work.

4. Informed by the context analysis, convene a discussion that will reconcile partner country realities with European policy priorities. This will inform the selection of priority sectors as well as programme design.

5. Policy initiatives such as the Gender Action Plan, the EU country roadmaps for engagement with Civil Society, the Action Plans on Human Rights and Democracy, and the Humanitarian-Development-Peace Nexus already share common mechanisms, principles and goals with joint programming and may be integrated with the joint programming process in various ways.

6. Use the outcome of internal reflections in dialogue with the government, national stakeholders and other development partners working on similar issues. It is strongly advised to include dialogue/consultations with the people (rights-holders) often represented by civil society organisations that will be affected by or benefit from the interventions, in order to create a participatory process in line with the rights-based approach. Where relevant, reference the national plan, international treaties and obligations, and the SDGs to frame the discussion in a normative manner.

7. Develop a vision and/or proposal for how like-minded partners — including those not participating in joint programming — could work together to address specific strategic issues (agreed results can be included in the joint results framework).

8. Set up an expert working group if specific expertise is required and resources are available. This group can lead on some or all of the tasks outlined above to inform the final decision on the scope of work and implementation modalities.

9. When consensus about joint strategic interests and priorities is reached, agree on a detailed outline for the joint response and highlight any potential for joint implementation or division of labour.

10. Manage partnerships and messaging through deliberate and careful use of communications to indicate policy direction and expected results on strategic issues.

6.   Joint programming in contexts of fragility, conflict and crisis

In its 2016 conclusions, the European Council highlights the opportunity to expand joint programming in fragile situations and conflict-affected countries. This commitment to ensure a more coherent and holistic engagement is taken forward by the EU's Integrated Approach to external conflicts and crises and its policy on resilience, providing a strategic basis for coherent EU programming.

The EU is committed to engaging effectively in fragile and crisis-affected situations. The new European Consensus on Development provides an assurance that 'the EU and its Member States will also pursue enhanced coordination and synergies in fragile and conflict-affected countries, including through joint programming processes and joint conflict analysis.'

A study on applying joint programming in these situations was commissioned by the EU in 2018. The study confirmed that joint programming must be adapted to each country context to be responsive and flexible. While it may not be feasible or useful to embark on a full-fledged medium-term joint programming process from the start, many of the 'working better together' principles and tools have proven to be all the more relevant in such contexts, often marked by a high level of aid fragmentation.

The Humanitarian-Development-Peace Nexus

In its 2017 conclusions on operationalising the Humanitarian-Development Nexus, the Council recognised that short-term humanitarian relief, medium- to long-term development cooperation, and conflict prevention and/or peacebuilding approaches and diplomacy are all required to effectively work together in fragile and crisis contexts. Based on lessons learnt and good practices from a number of pilot countries, the EU is looking at options for developing guidance to further implement what is now known as the Humanitarian-Development-Peace nexus, or triple nexus.

The Humanitarian-Development-Peace nexus builds on several EU frameworks, in particular the Global Strategy, the new European Consensus on Development, the Commission communication on Forced Displacement, the Strategic Approach to Resilience, and the EU's comprehensive approach to external conflict and crisis.

The triple nexus reinforces the Comprehensive Approach and should be understood as a process to shift the work culture towards more systematic and up-front coordination between humanitarian, development and peace actors in headquarters and on the ground, among EU Institutions, EU Member States and other relevant actors, and in full compliance with their respective mandates and roles.
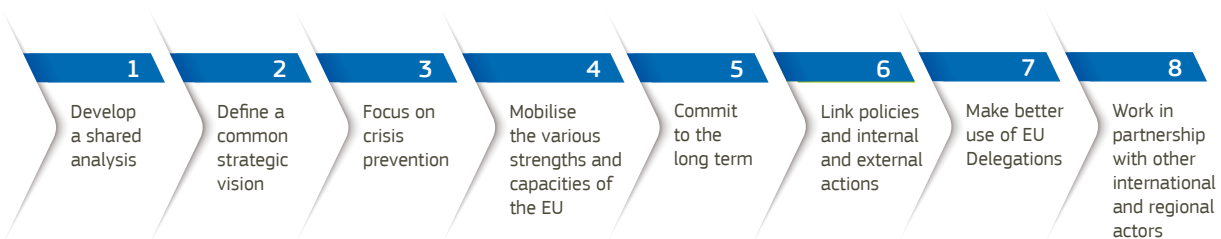
2

At the international level, the EU, UN and OECD commitments frame the definition of the triple nexus. This paper should be read in line with the OECD's Development Assistance Committee Recommendation on the Humanitarian-Development-Peace Nexus, and UN efforts to move towards a "new way of working" by operationalising the nexus.

While each country context is unique and the triple nexus will apply differently in each of them, the guidance package proposes steps towards greater coordination between the humanitarian, development and peace communities. The joint programming exercise can build upon and inform an ongoing nexus approach in contexts of fragility, conflict and crisis. Planning must take into account any nexus coordination activities already under way on the ground, to make the best use of (limited) resources and staff.

Supporting joint programming in fragile and crisis situations: recommended activities

Fragile states are vulnerable to aid fragmentation, poorly designed interventions and ineffective practices. A proliferation of overlapping humanitarian and development actors, limited government coordination capacity, and a rapidly evolving context present challenges that are specific to each situation. Team Europe may be constrained by limited presence, security considerations and high staff turnover.

The EU's comprehensive approach to external conflict and crises therefore identifies a number of practical steps:

1	2	3	4	5	6	7	8
Develop a shared analysis	Define a common strategic vision	Focus on crisis prevention	Mobilise the various strengths and capacities of the EU	Commit to the long term	Link policies and internal and external actions	Make better use of EU Delegations	Work in partnership with other international and regional actors

Under the NDICI regulation, a conflict analysis must be conducted as part of the programming process for countries and regions in crisis or post-crisis, as well as for fragile and vulnerable situations. This ensures that the programming is conflict-sensitive and takes into account the special needs of the countries and regions concerned, so as to avoid any actions that unintentionally exacerbate conflicts.

In crisis contexts, it is also key to systematically include DG ECHO and consult with other humanitarian actors in joint programming processes, in order to design holistic and coherent responses to the needs of the population.

Assessing the value of conducting a conflict analysis

Starting a joint programming process with a conflict analysis builds risk assessment into the joint planning and response exercise. Based on a shared understanding of the conflict drivers, a joint and timely conflict analysis offers an evidence-based foundation for the effective prevention and resolution of violent conflicts and effective peacebuilding programming. In addition, conflict analysis helps to ensure that integrated EU engagements in fragile countries are conflict-sensitive. Informed, timely and effective conflict prevention reduces the risk of human suffering and further harm. In turn, failed prevention may cause forced displacement and migration or increased human rights violations, reverse years of development, increase the need for costly reactive engagements and undermine the credibility of international diplomacy.

Developing and incorporating a conflict analysis

Conflict analysis is a structured analytical process that offers key insights into the risks for violent conflict and conflict dynamics in a specific area, country or region. While the analytical approach remains flexible to accommodate different timelines and environments, key elements of the analysis generally include: 1) a brief overview of the historical and current environment, describing the type and scope of past or ongoing violent conflict, or related risks; 2) structural and proximate causes of (potential) violence, and patterns of resilience; 3) actors that shape the conflict (including parties to the conflict, people affected by it and those with an interest or stake therein); 4) potential scenarios for violence; 5) mapping of ongoing conflict prevention and stabilisation activities; and 6) recommendations to ensure conflict-sensitive engagement and conflict prevention.

In the context of joint programming, two main options can be explored (see chapter 8):

1. A conflict/situational analysis in the initial phase of the joint programming process. A conflict scan through a desk study and workshop, for example, could precede the joint programming analysis and response.
2. A conflict/situational analysis to inform the existing joint programming process. An established joint programming initiative can be reviewed and revised, for example if the need arises to formulate a combined humanitarian and development response.

It is useful to start with an overview of Team Europe members' ongoing and future priorities in the partner country, for example through a mapping of their main concerns, support modalities and programming cycles. Conducting a survey or similar information-gathering exercise could be of use before embarking on a conflict/situational analysis. Some partners may have already conducted their own analysis that can be incorporated.

The conclusions of the conflict/situational analysis are important inputs to the joint programming process and provide the underlying foundation for the joint analysis. This will then inform a conflict-sensitive joint response. In countries where a nexus plan exists, the joint programming process should, if possible, build on it.

Should my Delegation/Service conduct or participate in an EU conflict analysis?

— Is there a significant risk of violent conflict in the country?

— Could EU action possibly aggravate tensions, divisions, violence?

— Does the EU have a significant (ongoing or plan) interest or engagement in the country (e.g. through political instruments, development corporation and humanitarian assistance or CSDP)?

— Is there an up-to-date conflict analysis available?

— Could the delegation benefit from additional expertise and capacity to do more on conflict prevention and conflict sensitivity?

7.   EU Framework documents and joint programming documents

The NDICI proposal states that geographic multi-annual indicative programmes should be based on: i) national or regional strategies; ii) EU Framework documents (EUFDs) drafted jointly with Member States (MS); or iii) joint documents between the EU and partner countries (mainly applicable to the Neighbourhood, e.g. the 'Partnership Priorities' and 'Association Agendas').

The EU Framework document lays down the Union policy towards the partner country or countries in question, including a joint document between the Union and MS (Art. 12.3.b of the proposed NDICI). In view of the 2021-2027 programming, EU Delegations in a number of countries have prepared these EUFDs. They take the form of Heads of Mission Reports entitled 'HoMs reports framing the Union's and Member States' policy towards country X for the period 2021-2027'.

Increasingly complex and challenging situations in partner countries and regions call for a thorough and consolidated approach on the part of Team Europe. The background analytical work produced by Delegations and headquarters through Country, Regional and Thematic Assessments is the backbone of the EUFDs, enriched by the perspective of our MS, as well as through joint analysis. A Team Europe undertaking with a partner country must be built on a well-defined, comprehensive political framework that facilitates coherent and coordinated engagement, reflects EU assessments, including from MS, expresses a common vision and pulls together diverse contributions, instruments and tools. EUFDs will cover 2021-2027, knowing that they may be reviewed when necessary.

The list of countries for which these documents were developed was based on strategic choices, geographical balance, and the following considerations:

● partner countries that are relevant in their region and in terms of EU engagement, but for which an EU strategy is not available;
● partner countries where joint programming is not sufficiently advanced.

These considerations apply to partner countries at different levels of development, ranging from fragile and/or conflict affected states, where the challenges may be more complex and systemic in nature and the variety of instruments mobilised may be broader, to upper middle income countries, with which we develop policy dialogue and partnerships beyond financial cooperation (as these countries need fewer or no concessional forms of bilateral assistance) and in which other instruments may carry more weight.

Based on this rationale, it was agreed to develop HoMs reports for the period 2021-2027 in the following countries:

● **Sub-Saharan Africa**: Angola, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, Democratic Republic of Congo, Gambia, Guinea, Mali, Mauritania, Mozambique, Niger, Nigeria, South Sudan and Sudan;
● **Asia**: Cambodia, Sri Lanka and Thailand;
● **Americas**: Argentina, Chile, Colombia, El Salvador and Haiti.

They were jointly drafted by the EU and its MS, based on a shared vision of strategic interests and objectives in the selected country. If this shared vision is already reflected in a joint programming document, it can be used as valuable input for the EUFD.

8. Deciding to start a joint programming process

The decision to engage in joint programming should be taken by Head of Delegation, together with Member State Heads of Mission, at country level. Factors to consider include the expected benefits and potential transaction costs of a joint programming process, along with an initial scoping of potential issues to be included in joint programming.

Anticipating the transaction costs associated with joint programming for participating partners in the short, medium and longer term allows solutions to be factored in from the earliest stage. Successful joint programming processes have all relied on dedicated support. A range of country-tailored solutions have emerged, such as: identifying and assigning internal staff resources from across the participating partners — including Member States seconding staff to EU Delegations; hiring specific secretariat or administrative support for joint programming coordination work; contracting external technical assistance to facilitate consultations and /or prepare relevant documents.

Useful things to consider mapping at the beginning

- Develop a picture of past European ODA disbursements to identify trends in European support (sectors, amounts, channels) and compare the combined size of the partner country's European counterparts (EU and MS) and of its other main partners (EU Aid Explorer is a useful resource).
- Map the individual programming cycles of the EU and MS against the partner country's national planning cycle (and/or political cycle) and ask MS to confirm with their headquarters whether they could synchronise with the country's cycle. Sometimes European partners cannot immediately synchronise their bilateral programming plans with the national development plan and/or prefer an incremental approach to synchronisation and coordination. This incremental approach is based on everyone's active participation in the joint programming process and a commitment to fully align in the next bilateral programming cycle (see annex 1).
- Identify any upcoming events, e.g. pledging conferences, elections, reform processes, international events, that provide an opportunity for a joint European approach and/or outreach to national stakeholders. Finding a moment to visibly act as Team Europe early on in the process provides momentum and helps consolidate trust.
- Create a list of ongoing country-level joint actions with MS, such as EU Country Roadmaps for Engagement with Civil Society, Gender Action Plans, Human Rights and Democracy Country Strategies, and if applicable, the Joint Humanitarian and Development Frameworks (JHDF), which might provide a basis on which to build further collaboration through a joint programming process.
- Map the European presence in the existing aid coordination architecture, including on cross-cutting issues such as gender and the environment, to understand current resource investments by country colleagues.

Confirming partner engagement in the joint programme

- Secure MS commitment through dialogue and consultation, especially with Heads of Cooperation, to understand their aspirations for a joint programming process.
- Reach out to non-resident MS that are accredited to the partner country, to gauge their interest in being further associated with the joint programming process.

- Like-minded partners can participate in a joint programming process at country level following a decision by MS Heads of Mission. Switzerland and Norway are often associated with European joint programming processes in an EU+ modality.

- A decision to launch and participate in a joint programming process is best taken by Heads of Mission so as to provide clear direction to the Heads of Cooperation. As joint programming is voluntary, some MS may choose not to participate, and this should and cannot prevent the process from going forward. Other MS may wish to join the process at a later stage, while some may decide to start participating as silent members or observers before committing more firmly.

MALI

In 2018 European partners in Mali launched the second joint programming exercise with the participation of nine Member States and Switzerland. The process benefited from a joint mission from European partners capitals that helped review the past joint programming process and set the frame for the intensive work at country level. The Mali joint programming process has developed a unique and country tailored ecosystem approach to joint programming that has not only developed a joint programming document but also strengthened information sharing between the participating European partners in a reinforced working better together approach. The ecosystem is set out below and reflects in particular the need, identified in the joint programming process, to enhance information sharing and trust between European partners operating in a volatile country context.

Preparing a joint programming roadmap

A roadmap can help set out the anticipated steps in the preparation of a joint programme. The roadmap's main objective is to identify and describe the main actions and indicate a potential timeline and sequence for their implementation.

The definition and agreement of a roadmap by Team Europe and other European partners can also provide an entry point to dialogue with partner country counterparts to build momentum in the move towards joint programming as well as to secure wider validation, visibility and commitment.

Roadmaps can be as detailed as needed for the country context although simple concise overviews are usually easier to work with. Awareness of political cycles, staff rotations, upcoming monitoring missions, evaluations or technical studies can prove useful, but the main consideration should be to set out a clear schedule that addresses all key steps with sufficient management oversight and quality assurance.

Developing a roadmap

- Establish a structured coordination process (e.g. regular Heads of Cooperation meetings, periodic updates to Heads of Mission) that can begin to institutionalise the joint programming approach.

- Estimate the potential scope of the joint programming document (beyond development issues, concerted priorities and participation) (see chapter 5).

- Identify available resources to support the process (including external support if necessary).

- Plan how to conduct the joint analysis — the most significant work stream — to be incorporated into the joint response.

- Confirm the need for a conflict/situational analysis (see chapter 6).

- Clarify the level of engagement of the partner government and identify opportunities for dialogue.

- Communications and advocacy: conduct a stakeholder analysis to identify all key actors and perspectives/risks.

- Draw up a timeline that includes sufficient time for any detailed analytical work that might be required, including political economy analysis or sector studies, as well as for proper coordination with all participating partners.

- Identify opportunities to link to other events (meetings, consultations, etc.) where partners can 'speak as one' in political or policy dialogue and demonstrate an intervention logic that delivers better results.
- Consider the value of a joint communication to respective headquarters sharing the roadmap (see role of headquarters below). Typical outputs of the roadmap process would include analysis, mapping, assessment of national processes/systems, high-level results, timeline, etc.

CAMBODIA

In Cambodia, the roadmap was a succinct rolling table of month-by-month actions drawn up at the beginning of the year as a work plan for the EU Development Counsellors group and updated the following year to reflect the actual timing of events. In this way it became an operational document that also provided a record of the process. The EU Delegation also contracted an aid effectiveness consultant to support the joint programming process in anticipation of the workload. The consultant provided secretariat services for the EU Development Counsellors group (drafting documents and inputs, keeping minutes, organising retreats, preparing extracts of aid statistics, etc.) and was available to support all European partners in their sector-lead facilitation role, together with the EU Delegation. This external support provided direct added value for all partners.

In addition to that, see annex 2 for the table outlining four different joint programming scenarios, with a progressively increasing set of components and associated level of effort.

The role of headquarters

Whereas headquarters are generally not directly involved in these initial stages, it is advisable to keep your colleagues in INTPA and/or NEAR and the EEAS geographical directorates updated on the process and to share any agreed-upon roadmap.

Headquarters counterparts will be in a position to provide remote support, including by indicating other partner countries with a similar context that have gone through the process and may have useful lessons to share. Support for facilitating initial discussions within the Team Europe group can be provided through the joint programming facility (contact the INTPA joint programming support functional mailbox listed in the Introduction, page 5).

2

9.   Conducting a joint analysis

The joint analysis is a significant input to the joint programming process. It assesses context, identifies priorities, documents risks and facilitates a common understanding of the challenges and opportunities for the partner country's development, building on its national development plan. The joint analysis informs the joint response and provides the foundation of the joint programming document.

Preparing for a joint analysis

The 2016 Council conclusions on stepping up Joint Programming mandate that joint programming broaden its scope to address issues 'beyond development'. Applying this at country level through a joint analysis will ensure a coherent and strategic European response to challenges such as promoting peace and security, working in fragile and conflict-affected areas, promoting democracy, human rights and gender equality, growth and sustainable development, responding to the threat of climate change, and securing economic objectives related to trade, investment and shared prosperity.

The scope of work and a feasible timeframe for preparing the joint analysis should be set out in the roadmap (chapter 8). The strategic direction, management and implementation of the joint analysis is determined at country level by participating partners. It may be that the joint analysis can build on existing studies undertaken by European partners or others and that through the joint programming process only a specific aspect of analysis may need to be undertaken by European partners.

Resources for undertaking analytical work should be identified, including for cross-cutting issues.

Activities in a joint analysis

A joint analysis should be concise and, where possible, derived from existing sources.

A useful starting point is to review the partner country's national development plan and the SDG localisation process (including a Voluntary National Review if available), as well as assessing the existing country results framework, both for the nation as a whole and for priority sectors, including how it aligns with the SDGs. National monitoring capacity and data availability should also be examined. This initial review will help Team Europe better understand how the partner country perceives and identifies its medium-term development challenges.

The sources feeding into the joint analysis may include the following:

- National Development Plan and results framework.
- Latest Voluntary National Review (where available).
- Existing EU and MS country strategy papers (where applicable).
- The Paris 21 initiative and UN Rapid Integrated Assessment of policy alignment and monitoring systems. Economic and public financial management analyses, produced by the World Bank (Public Expenditure Reviews), regional development banks and the IMF (Article IV), detail economic trends, challenges and priorities.
- Budget support and sector programme analysis and other relevant reviews/evaluations.

- Gender analysis, country- and/or sector-specific, carried out by the EU Delegation, MS or by another international organisation, governmental institution or NGO, addressing structural barriers to gender equality (laws, social and cultural norms, etc.).

- UN Human Development Reports (especially national reports if available) and multi-dimensional poverty indices to understand long-term socioeconomic development trends and challenges.

- Environmental analysis, including climate change mitigation and disaster preparedness.

- Analytical and human rights reports by civil society organisations.

- Trade, investment and private sector analysis, including vulnerability to shocks, production capacity and labour migration (and the role of remittances).

- Busan monitoring survey results on meeting development effectiveness commitments, focusing in particular on aligning support and strengthening/using country systems.

- Regional integration and cooperation initiatives identifying cross-border issues that may be addressed through regional initiatives.

- National Development Plan or Poverty Reduction Plan.

- MS bilateral strategies.

Additional analytical inputs may include:

- Development Finance Assessment (if available) mapping different possible financing flows (beyond ODA), which allows a country to better connect planning and financing to reach the SDGs.

- Integrated National Financing Frameworks (if available), which are a comprehensive framework mapping the landscape for financing sustainable development at country-level (including all financial and non-financial means of implementation of the Addis Ababa Action Agenda) and laying out a financing strategy to implement targeted policies and reforms in order to reach the SDGs.

- Conflict sensitivity/conflict analysis, if relevant.

- An assessment of the role of religion and religious actors in the specific context.

- The EU Development-Humanitarian Nexus Action Plan, developed as a basis for humanitarian and development planning and programming.

- Rights-based analyses focusing on capacity gaps of duty bearers and rights holders (see annex 5).

- Consult the Human Rights and Democracy Country Strategy if available.

- Civil Society Roadmap (if available) with a view to fully integrating the EU engagement with civil society as a building block of the joint programme (chapter 19).

- Gender Action Plans prepared under the 2016-2020 global framework (country report, if available), and any future Gender Action Plans.

When conducting the joint analysis exercise, it is of particular importance to consult with as wide a range as possible of government institutions (including legislative organs and sub-national authorities), civil society organisations (including those representing persons in vulnerable or marginalised situations), MS implementing organisations and the private sector, including local and European chambers of commerce.

Some pertinent considerations

When conducting the joint analysis, attention must be given to process, content and future use:

- The joint analysis is most useful when it remains analytical, avoids excessive description and attempts to convey a hierarchy of national priorities and mutual interests.
- It does not need to be a standalone document. The most important aspect is a shared analysis of country context and priority needs by Team Europe: discussions can be more useful than purely focusing on a document.
- Maximise the use of objective evidence, especially on political economy.
- Use mapping to inform overall priority identification as well as to guide opportunities for joint implementation and division of labour.
- Consultations are an important part of the joint analysis process. They will help to develop consensus, secure engagement and build momentum for the joint response and its insertion into the joint programme (see chapter 17).
- Communications are equally important. Consider the use of joint statements and opportunities for dialogue during the joint analysis phase.
- Some parts of the analysis may be sensitive. Arrangements for sharing the full document should be determined by the Heads of Mission or Heads of Cooperation.
- Regional issues need to be considered.
- For programming in European Neighbourhood Policy (ENP) partner countries, analysis should take account of priority areas jointly agreed in line with the principle of differentiation, as set out in the revised ENP and multilateral policy frameworks.

MOLDOVA

In Moldova, preparing the joint analysis entailed devising a preliminary work plan dividing up the various tasks involved. It foresaw the structure of the document, the concrete milestones, and the distribution of sector analyses. Moldova had recently signed an Association Agreement with the EU covering many sectors, but during the drafting of the work plan disagreement persisted over definitions and the number of sectors to focus on. Thirteen sectors were finally chosen, with 13 sector leads and their teams working in parallel.

Regular coordination meetings were organised to monitor and manage this complex process. The EU Delegation encouraged partners to actively contribute to the analysis while ensuring that overall, the joint analysis document remained coherent and balanced. Broad consultations were conducted with the government, sector coordination councils, other key donors and civil society organisations to ensure that all sector descriptions contained accurate and up-to-date information.

Finally, the consolidated joint analysis paper was shared with donors, and discussed and endorsed by the Heads of Mission meeting. It was then presented to the Prime Minister and his cabinet by the Heads of Mission at a public event on 13 October 2016. The analysis was a comprehensive reference document of shared expertise.

As the Republic of Moldova is a close neighbour of the European Union, the joint programming exercise is less about technical division of labour and much more about reinforcing common policy dialogue and a coordinated approach in our assistance, supported by a solid analytical basis.

Outputs from the joint analysis

A typical structure of the joint analysis, informed by the activities identified above, will bring together the analytical inputs that will then be used to generate a joint response and the joint programme itself. It may be presented as follows:

1. executive summary (drafted so as to be shared with a wide range of stakeholders);
2. context analysis including socio-economic development and human rights trends, priorities and challenges, National Development Strategy, alignment with EU policies, localisation of SDGs;
3. governance and institutional capacities assessment, as well as an appraisal of the capacities of civil society and private sector actors;
4. mapping of current European and other donor support (and projections if available).

Depending on available time and resources, the joint analysis may also begin to outline some of the issues to be elaborated in more detail in the joint response:

1. an early indication of priority areas for European actions;
2. insights into alignment with EU policies, national priorities, systems and the SDGs;
3. partnering principles and stakeholders (active participants and associated key actors);
4. assessment of national monitoring and evaluation arrangements;
5. challenges and risks to be taken into account in formulating a joint response.

The joint analysis could include a summary that can be publicly shared and can form the first part of a subsequent joint programming document. Keeping in mind the intended wide readership of the joint programming document, this summary should exclude any sensitive conclusions.

Securing a consensus on the joint analysis, especially with Heads of Mission, is essential. Disseminating and validating the findings of the joint analysis, possibly through a workshop, can provide useful branding and communication opportunities to promote European values and principles to a wide range of stakeholders, as well as providing greater visibility to the work of Team Europe and other like-minded European partners in country.

It is also useful at this stage to agree as Team Europe (at HoMs level) and with partner government counterparts on the extent to which they may wish to endorse the joint programme. This can then inform the final steps in developing a joint response and the actual joint programming document.

Role of EU headquarters

Headquarters can be consulted on the joint analysis and invited to comment, particularly on the proposed scope and priorities. In the case of EU Delegations, this consultation could include Commission line DGs, the EEAS, INTPA and/or NEAR geographical directorates and, when appropriate, thematic directorates. The final version should be shared with headquarters colleagues and with the joint programming support functional mailboxes (see Introduction, page 5).

10. Designing the division of labour

Division of labour means collectively reducing fragmentation and delegating responsibility. Individually, it means that each donor narrows their focus to concentrate on activities where they consider they are well placed to deliver results (comparative advantage). The aggregate effect is that there is an appropriate response to all priorities while minimising duplication.

How a division of labour supports joint programming

Sharing the coordinating workload at sector level or by policy area between the EU and MS (concept of European leads) frames the local discussions in a pragmatic way that supports implementation, helps to ensure the active involvement of all partners and increases the specialisation of the joint EU/MS input.

It also has the potential to promote greater joint implementation in cases where there is scope for more than one partner to pool financial and human resources in working towards a common objective.

Preparing to undertake a division of labour

The work on division of labour will likely start in the early phases of the joint programming process. While the exercise may be technically straightforward, its ramifications can result in lengthy discussion and negotiation, depending on whether or not there are existing 'divisions of labour' in the wider development partner architecture. The division of labour process should therefore be facilitated at a Head of Mission and/or Head of Cooperation level and be allotted sufficient time.

The positions and level of comfort of participating donors, as well as their relative competencies, are likely to evolve over time, so opportunities to revisit the division of labour may also be scheduled as part of the joint programme monitoring process.

It is acknowledged that division of labour discussions can be more challenging at country level when there are many partners. To begin the process, consider incorporating the following activities that may already form part of the joint analysis stage:

1. analyse existing development partner harmonisation, coordination and alignment mechanisms in the country, including existing lead roles among development partners;
2. discuss any unintended consequences that may arise, for example how a 'loss of visibility' when no longer a donor lead may be a problem for some development partners.

The joint programme itself will be the catalyst for discussing and identifying a division of labour. However, there are other entry points and opportunities that may inform work to create or review a division of labour:

- at the start of a new national development plan cycle, or a major change in the country context (transition from conflict, post-election reforms, natural disaster, etc.);
- at the start of a new strategic programming period or a review process for several important development partners (including in case of policy changes at headquarters);
- during high-level country meetings (e.g. round tables or consultative groups), where partner governments present their plans and solicit development partners' support;
- in situations of fragility or transition from humanitarian aid to more structured programmatic aid and more development partners.

Sector leadership and coordination roles

Sector leadership and coordination roles may also be discussed according to the following criteria:

- willingness to take on a leadership role and the resources to support the coordination work that this entails (e.g. a secretariat, communications, organisation of retreats);
- established and cordial relationships with government counterparts, other development partners and civil society organisations present in the sector;
- performance against development effectiveness indicators (to be able to lead other development partners with credibility).

PALESTINE

Over 20 participating development partners in Palestine have agreed to concentrate programming in five sectors. The division of labour among European development partners in Palestine is grounded in the comparative advantage of European donors and based on past and current engagement and expertise. This strategy defined EU lead and active donors in 12 focal sectors. Since then, the division of labour has been constantly evolving as the priorities of European development partners shift over time and interventions move from a sector-based to a results-based approach.

Under the European Joint Strategy, the European lead takes responsibility for coordinating among other European development partners active in that sector. This may involve discussions on programming and projects, exploring opportunities for joint implementation of projects, or being the European voice in policy dialogue with the Palestinian Authority. European leads are also responsible for reporting on developments and progress within their sector. Overall coordination of this process is undertaken by the EU Delegation. The division of labour is a pragmatic tool, and it is vital that it be kept flexible to allow for shifts in policy priorities, especially following elections. One example of flexibility is in the education sector, which was originally led by Belgium. As Finland's prominence in the sector grew, it was decided that both Belgium and Finland should assume co-lead roles for the sector. This process was helped by the existing cooperation in the education sector between Belgium, Finland, Germany, Ireland and Norway through what is known as the Joint Financing Arrangement.

One challenge is that coordination of European development partners takes a significant amount of time and often relies on the goodwill of participating colleagues. When European development partners propose becoming a lead, especially those states that are represented by smaller missions, it is important that they be aware of the resource implications of assuming such a role (leads may require extra support from capitals to fulfil their role). Finally, in order to avoid having progress be dependent on individuals, an institutional framework should be set up to ensure future coordination processes.

Implementing the division of labour

The joint response signals the start of the European division of labour. Pertinent considerations include the following:

1. **Responsible exit strategies** (phasing out of sectors by European partners), without creating a financing gap and with minimum disruption to the partner country. Joint programming processes should reflect on exit strategies in the joint response, including scenarios in which other participating partners 'plug the gap' and/or other forms of cooperation beyond ODA (e.g. the private sector) come into play.

2. **Agreement on silent partnerships**. These arrangements between two or more like-minded funding bodies allow one or more partners to channel a financial contribution, through a partner active in that country or sector, while maintaining appropriate visibility for the silent partner.

3. **Seek partners for joint actions and joint implementation** (see section 2) to promote a more coherent multi-donor response to partner country needs.

4. **Ensure the division of labour is highlighted in the joint response** (see next chapter), ensuring agreement on what the lead coordinating partners' responsibilities include. Leading policy dialogue on behalf of the group, sharing of information, hosting of coordination meetings, creating joint policy briefs including key messages for Heads of Mission, reporting in line with the joint results framework, organising joint missions, etc., could all be considered.

11. Preparing a joint response and finalising the joint programming document

*The joint response is the foundation of the joint programming document. It builds on the joint analysis to set out how Team Europe and any other participating like-minded partners plan to **work better together**. By identifying priority areas for action, the joint response articulates a common vision on challenges before detailing how participating donors will engage collectively and individually to support the implementation of EU External Action priorities, national development priorities and the SDGs. The joint response is given substance by incorporating a joint results framework and indicative financing commitments.*

From joint analysis to joint response

The joint response comprises the main substance of the joint programming document. Before proceeding, it is therefore essential that the conclusions of the joint analysis be agreed by all participating partner Heads of Mission. To maximise credibility and legitimacy, the partner country government and other national actors should also have the opportunity to comment on the main findings and proposals included in the joint analysis. Clarifying how the partner government will be involved in the final steps of joint programme preparation is also useful, especially if they are interested in endorsing the joint programming document.

To complete the joint response and have it feed directly into the joint programming document, it is necessary to clarify the extent of coverage — including 'beyond aid' issues — and the resources that fall within its remit, e.g. country programmable bilateral assistance, centrally-managed programmes, European Investment Bank and other MS development banks' lending, scholarships, humanitarian support, etc.

Structure and content of the joint response

Depending on the vision at country level, the joint response may include the following components:

Country context analysis and strategic objectives

In its simplest form, the context analysis provides the analytical basis that informs a common Team Europe position on national development issues and is essentially the main findings of the joint analysis work (including the assessment of drivers of change) that underpins the intervention logic of the joint response. The European partners' strategic objectives should be stated based on this analysis.

Sector analysis and joint programme priorities

The joint response becomes a shared narrative that conveys the common interests and specific priorities of Team Europe and, whenever relevant, other like-minded partners in country, if duly associated under each strategic objective. This narrative should be mainstreamed in sector analysis, support modalities and in the identification of partnerships for future joint implementation and action.

This section places the European strategic objectives in the context of the National Development Plan and the SDGs. It sets out the priority focus for the future joint programming and demonstrates the alignment with (a) EU and MS priorities, (b) national priorities/systems, and (c) the SDGs.

Including aspects of the division of labour (see chapter 10) is useful, notably with regard to setting out the concept of European partners leading by priority policy area. Discussions on the division of labour and joint implementation (see section 3) will also help to identify issues, roles and responsibilities.

Including cross-cutting priorities in joint programming

As with strategic issues, cross-cutting priorities can be mainstreamed across all areas of action in the joint programming document and/or included as specific areas for joint focus. The joint analysis should confirm the cross-cutting issues to be prioritised as well as indicate entry points for each of the areas of intervention.

When considering the cross-cutting issues to be prioritised, attention should be paid to integrating ongoing and complementary policy initiatives undertaken at country level with MS involvement into the joint programming. These include the Gender Action Plan, the Civil Society Roadmap, and the Humanitarian-Development-Peace Nexus.

BOLIVIA

Bolivia has included gender as a cross-cutting issue that is integral to the joint programming document. More specifically, the participating partners have adopted gender mainstreaming principles for cooperation in Bolivia and committed to promoting gender equality throughout their programmes. In particular, they have agreed to use national law and international agreements as a reference for defining future support to include proposals from women's organisations in their programme design, to contribute to the development of measures on gender inequality and to allocate budgetary and technical resources to promoting gender equality. The joint programming document also highlights the shared approach to fostering increased transparency of national investments in gender equality and pushing for the establishment of formal accountability spaces. The results framework for the Bolivia joint programming document includes a specific gender indicator monitoring the number of development cooperation instruments that incorporate gender mainstreaming.

Participating partners may also be able to contribute to a pool of experts in cross-cutting priorities, either using in-house or external resources. In the context of the SDGs, which are multi-sectoral and inter-dependent, many UN agencies may be able to provide guidance on mainstreaming initiatives. The inter-dependent nature of the SDGs may also help to inform joint programming priorities and results that fully integrate issues previously seen as cross-cutting rather than fully embedded.

CAMBODIA

In Cambodia, the European partners found that the absence of a coordination group on climate change in the existing aid coordination framework meant that support in this area was fragmented, with a high risk of duplication and limited institutional capacity-building. As a group, European partners pursued a three-track approach: starting their own internal coordination; lobbying for the creation of a coordinating group in the aid coordination framework and including a specific result on climate change in the results framework. The lobbying and advocacy work resulted in the creation of a government coordination group open to development partners for specific meetings and to which the EU was invited as a key partner in recognition of its advocacy work on climate change. The joint results framework was also updated to include an indicator taken from the country's Intended Nationally Determined Contribution in an area of key policy interest for the European partners, namely forest cover.

Results framework and monitoring plan

Set out how progress in the strategic objectives will be monitored through a joint results framework. The joint results framework should, where possible, draw on existing national indicators measured through national systems which reflect the strategic priorities of the joint programme and its intervention logic (i.e. the links between resources, actions and expected results). Alignment of selected indicators with the SDG targets and indicators should be highlighted where possible.

Monitoring arrangements (see chapter 13), ideally derived from or complementing national processes, should also be described, together with any plans to conduct a mid-term review of the joint programming. Regular monitoring provides opportunities for dialogue with national actors to further consolidate Team Europe visibility and to convey joint messages.

Activities to prepare a results framework

Establish strategic objectives for the joint programme

The strategic objectives will be determined as a clear picture emerges regarding the specific challenges and issues to be addressed by the joint programme. Once they are agreed, they can provide an entry point to defining higher-level results, especially outcome and impact, and to anticipate the link between resources and results.

Identify stakeholders and incorporate results into preliminary consultations

To frame the discussion at an early stage, participating partners should share current monitoring arrangements (policy, process, level, etc.). Team Europe development agencies and Programme/Task Managers should be involved in discussions about indicators related to their specific areas of expertise. Consultations with national stakeholders (government, parliament, CSOs, academia and the private sector), especially concerning the national results framework and the SDGs, will inform understanding on priorities, policies and capacity concerns at an early stage.

Agree on the purpose of the results framework

The purpose of the joint results framework and its relationship to other monitoring obligations should be discussed at an early stage to ensure a common understanding of its role and to encourage all participants to think critically about its structure and content.

Experience to date has shown that joint results frameworks can be used to:

- underpin policy dialogue by signalling key priority messages and providing an evidence base;
- establish a logical and verifiable link between resources and activities with higher level results;
- improve accountability in terms of project/programme results;
- contribute to overall monitoring of national development goals and to provide visibility for the joint programme's collective impact; and
- monitor commitments to the development effectiveness agenda.

Define key results and the scope of the results framework

The scope of the results framework should be agreed based on the activities prioritised in the joint programme. It will be necessary to take a strategic view on result and indicator selection, also taking into account other joint strategic documents produced at country level, such as the CSO Roadmap and the Gender Action Plan. Participation of CSOs and the private sector in the monitoring process should be considered. Depending on data availability and timeliness, a smaller number of representative results might be easier to monitor and communicate than an extensive list.

Experience to date indicates that including ambitious, higher-level results indicators can help to focus dialogue on the bigger picture. In order to account for potential attribution difficulties, a number of countries (e.g. Honduras, Ecuador) decided to complement what they saw as country impact indicators through a set of more tangible joint results indicators (showing how the group collectively contributes to the impact indicators through their programmes) or development effectiveness indicators (showing how joint programming has led to working better together at partner country level, e.g. number of joint positions taken to the policy dialogue; joint missions; joint evaluations, etc.). This approach is in line with the model used for the EU's Global Results Framework, which proposes three levels of results indicators (1. Country progress/impact indicators; 2. EU contribution indicators; 3. INTPA institutional performance indicators).

NICARAGUA

In Nicaragua, the EU and MS combined four different results frameworks to produce a tailored joint results framework. This took the SDGs as a starting point, because it was agreed that it should allow for the monitoring of the joint programming contribution to the SDGs. In addition, results from the National Plan for Human Development, the EU Results Framework and the results framework of each participating agency mostly drew on national indicators from this National Plan. Mechanisms for coordinating the monitoring and evaluation of the results were outlined and now include an annual update of results. This annual update requires discipline from all partners but allows for regular adjustments of the results framework as needed.

Review potential links with national monitoring systems and results frameworks

A review of the national monitoring mechanisms, information systems and results frameworks (including data availability and quality) can support an agreement on the feasibility of using national systems.

Important factors to take into account when accommodating the partner country system include translation of Agenda 2030 commitments into national frameworks, the country's own incentives for delivering development results, accountability for results (national, sector, agency level), and the extent to which the results framework can be managed and monitored. The partner country use of routine data systems, additional research and census/surveys should be considered.

In the absence of a national results framework, participating partners could consider the SDG results framework and/or other specialist monitoring processes, such as the Public Expenditure and Financial Accountability assessments under public finance management, Nationally Determined Contributions under the Paris Agreement on climate change, or the Global Partnership development effectiveness survey. Other results may already be formulated in budget support performance assessment frameworks. Using international indexes (e.g. 'Doing Business' or 'Rule of Law') and related indicators has also proven to be a useful and very measurable way of making country progress comparable at global level.

CAMBODIA

In Cambodia, the European partners did not wish to create a parallel system for monitoring results, but rather boost existing national processes. The European Strategy results framework was therefore aligned with the Government's own strategy and associated national processes for results management including the national process of agreeing joint monitoring indicators between government and the development partners in 19 sectors. The results framework in Cambodia was intended as a concise framework that includes the outcomes which are of particular importance for the European external cooperation programmes and which provide a platform for policy dialogue. In this context, one representative output indicator was selected for each area of European partners' focus and support, as well as some additional indicators in areas European partners felt were not covered by the 19 sectors but which were important for the group. The results framework was originally 14 output indicators although after the first monitoring report this was expanded to 21 to better capture the breadth of European support in Cambodia (the added indicators covered higher education scholarships and TVET, anti-corruption, green energy, sustainable production, social protection, support for the CSO enabling environment and climate change).

Experience shows that the following principles were key for Cambodia:
— use of the joint results framework as a tool for policy dialogue;
— importance of alignment to country priorities;
— selectivity in the choice of results to be monitored;
— references to the SDG targets that the joint programming priorities contribute to; and
— keeping the joint results framework comprehensible for external stakeholders and manageable for the European group.

Explicitly address assumptions and risks

A poorly designed results framework represents a risk to the credibility of the entire joint programme. In terms of the monitoring system, attention should therefore be given to risks and assumptions related to country level data collections, evidence generation and data processing, and support for national statistical and information systems. The accessibility and reliability of data sources should be confirmed, along with the timeliness and frequency of data collection and analysis, as the joint results will provide the basis for dialogue, reporting and advocacy work.

Include cross-cutting issues and joint values

Joint programming documents are underpinned by the common values of participating partners: commitments to promote gender equality and women's empowerment, environmental sustainability, an enabling environment for civil society, protection for human rights and democratic governance.

These common issues should be incorporated into the joint results framework. This can be done by ensuring they are reflected in main sector priorities and/or as standalone results. Existing agreed priorities/indicators listed in other policy documents could be drawn on: Civil Society Roadmaps (chapter 19), Gender Action Plan, Human Rights and Democracy Country Strategies and the Humanitarian–Development–Peace Nexus (chapter 6).

Formulate the joint results framework

When putting the final results framework together, consider the following:

1. An ambitious yet attainable joint results framework rests on the careful consideration of result levels (output/outcome/impact), the quantity of indicators and their measurability.

2. Place sufficient emphasis on higher-level results, as this will be of more interest to national counterparts and can provide a better basis for policy dialogue. Complement such country progress/ impact indicators through more tangible 'Team Europe contribution indicators' where needed and applicable, to achieve better attribution and visibility.

3. Select quality SMART indicators (including, at least, disaggregation by sex, age and disability) that can be reliably collected on a timely basis. Ensure that baselines and targets are agreed with those responsible for the monitoring work (chapter 13).

4. Consider a division of labour in monitoring responsibilities, in line with the division of labour in sector coordination and policy dialogue leadership amongst European partners (chapter 10).

5. Development effectiveness indicators (annex 4) can be a driver for improvements in delivery. They also include measures of the enabling environment for the private sector and civil society, as well as gender equality and women's empowerment.

6. Include measures to ensure that joint programme activities comply with policies on environmental, social and economic sustainability and the protection of human rights.

7. Institutionalise links to other joint initiatives such as the CSO Roadmap, the EU Gender Action Plan and Human Rights and Democracy Country Strategies, and the joint Humanitarian and Development Framework documents (if not directly incorporated).

8. Reference the respective SDGs in the results framework to facilitate national and donor reporting. Where applicable, show how the selected joint indicators align with SDG indicators (e.g. if the formulation is the same or compatible).

9. Consider integrating outcomes: indicators shared with the UN, the Word Bank, the African Development Bank or the IMF could be incorporated into the results framework to demonstrate integration among development partners, facilitating common monitoring among them when using similar indicators across all interventions. Indicators should quantifiable and process-based.

10. The joint programme's communications strategy (chapter 20) should include links to monitoring work so that results can be used to form the evidence base in reporting and advocacy.

MALI

The joint programming process in Mali includes the European Joint Programming Document 2020-2024 for Mali and the joint declaration of commitment from European partners. A set of 14 sectorial documents, each one focusing on a specific area of work falling within the scope of the objectives listed in the joint programming document. A matrix of indicators reflecting the targets identified in each of the 14 sectorial documents to assist with joint monitoring of the European response. A Google Drive folder containing all information/documentation falling within the scope of the JP. The latter provides "live memory" of the European partners' joint resources and has proved essential for enhanced donor coordination and cooperation in a very challenging environment. An operational database of European projects in Mali that is updated on a regular basis. A report on the modus operandi of the Delegation and Member States in Mali and a list of in-country technical assistance being provided by European partners. Biweekly and ad hoc meetings between the EU Delegation, Member States Heads of Cooperation as well as Heads of Cooperation from Switzerland and Norway, the UK, Canada and other partners. Reports are made available through the shared Google drive. Last but not least, an embryonic secretariat to support the working better together approach, currently composed of a technical assistance, but meant to expand and become a fully-fledged Secretariat in support of joint action at country level.

Resourcing

The European indicative financing framework presents projections of support by Team Europe and, whenever relevant, other duly associated like-minded partners in country. The financing framework should at least detail funding by donor and by priority sector. It may be further disaggregated by year, type of ODA (loan/grant) and type of assistance (investment, technical assistance or humanitarian aid).

In addition to resources provided to governments, CSOs and private sector actors, Team Europe and other donors' funding to multilateral institutions — both core funds and those programmed at country level — could also be included to provide a complete picture.

Implementation and management arrangements

The joint programming should draw on country coordination mechanisms as far as possible. This will ensure that the joint programme strengthens national ownership of the coordination function. Arrangements for dialogue with government and other national partners should be described, together with a consultation schedule linked to monitoring.

This section could also set out key partnership principles for Team Europe, including those related to the 2030 commitment to leave no one behind as well as to the Global Partnership development effectiveness commitments, depending on the country context.

Indicate any additional coordination arrangements required for strategic European planning and monitoring and for joint communications and visibility. Where joint implementation (see section 3) and policy dialogue modalities have been agreed, these could also be described.

Challenges and risks

The challenges and risks to joint programming are both internal to Team Europe and external. Internal risks relating to coherence and the ability to work better together should be discussed, and mitigation measures foreseen.

Risks may be of a political, financial/fiduciary or environmental nature, or they may be related to partners, capacity or security. The possibility that the joint programme itself might introduce some risks, either to the environment, to people living in vulnerable situations, to partners or to the reputation of the EU and MS should also be considered, using the 'do no harm' principles.

Important considerations to keep in mind:

- The joint response is the core of the joint programming document and conveys key messages to external actors on European priorities and intentions.
- Depending on how extensive, inclusive and conclusive the consultations were during joint analysis, consider whether further dialogue is necessary, especially with national partners.
- The final steps towards agreement can be intensive. Provide for time for Heads of Cooperation to pause and reflect in order to make the document as ambitious as possible while representing a consensus.
- The structure and content of the joint programme should meet participating partners' expectations and requirements so that it is acceptable to all (see chapter 12 on EU approval of joint programming documents).
- The joint programming document can either: (a) directly replace a participating Member State's bilateral programming strategy; or (b) provide a strategic framework under which participating MS align and coordinate their own bilateral programming.

If the joint programming document is not replacing the bilateral programming documents, it is advisable to include a specific text clarifying the link between bilateral documents and the joint programme.

KENYA

The EU(+) Joint Cooperation Strategy in Support of Kenya's Medium-Term Plan 2014 – 2017 was based on guiding principles covering the five themes of joint programming in Kenya: division of labour, use of country systems, joint monitoring, the Kenyan government's role and joint communication and visibility. The Joint Cooperation Strategy is structured around these principles and contains sections on the expected benefits of joint programming, together with a joint analysis of Kenya's development challenges and opportunities, EU support and alignment to implement Kenya's Medium-Term Plan II — including priority sectors, division of labour, capacity development, and use of country systems. Sections on indicative financial allocations to the Medium-Term Plan, monitoring and evaluation, including a set of indicators based on the national plan, joint implementation, joint communication and visibility and synchronisation, complete the joint strategy.

Finalising and approving the joint programming document with headquarters input

Consult the latest programming instructions from the EU and all participating partners when drafting a joint programming document. Team Europe headquarters should have a say in the document draft, and INTPA Performance, Results and Evaluation; Internal Communication, Knowledge Management and Collaborative Methods Unit can provide further guidance and feedback on results frameworks.

For EU colleagues, see chapter 12 on the joint programming approval process to further understand the implications of the consultation with headquarters. Remember also that for the EU portion of the joint programming document, current EU programming instructions apply: guidance on key priorities, consultation, modalities, fragmentation across sectors, etc.

12. EU approval procedures for joint programming documents

'Joint Programming should be promoted and strengthened, while being kept voluntary, flexible, inclusive, and tailored to the country context, and allow for the replacement of EU and Member States' programming documents with EU Joint Programming documents.'

New European Consensus on Development, para. 75

For the EU and every Member State, there are two options for finalising the joint programming document (including the joint analysis, joint response and joint results framework):

1. A joint programming document that replaces the bilateral programme to become the single programming document. It can apply only to those donors whose policies allow it (i.e. it need not be applied to all participating donors).
2. A joint programming document that does not replace a bilateral programming document.

In both cases, the **headquarters** units responsible for joint programming should ensure that the position on replacing bilateral strategies is updated and communicated organisation-wide, especially to country-based staff. **Specific** country-level exceptions or pilots can be used to inform future policy on adopting the joint programme as a single programming document. For clarity and transparency, the joint programming document should clarify how — and for which donors — the joint programme replaces or complements the bilateral programme.

A joint programming document that replaces the bilateral programming document

To facilitate the headquarters analysis and approval process, the following is useful:

- The joint programming document should be reviewed by each partner for compliance with their own programming policies before a Heads of Mission meeting.
- The draft joint programming document should be informally discussed with the relevant headquarters policy and geographical units. For the EU, this is INTPA/NEAR/EEAS, who will consult with the relevant services ahead of the country team meeting.
- For the EU, approval will require country-level agreement on the draft joint programming document by participating HoMs; inter-service consultation; appropriate involvement of the European Parliament; appropriate involvement of MS experts; and a Commission Decision.

The draft joint programming document should clearly and individually identify the contribution of the EU and each MS for each priority area. The contribution to the expected results should be explicit (for the EU, this informs the Commission Decision).

For the EU, a joint programming document will have the same legal status as the country programming document it replaces. The same programming instructions, adoption process and timeline therefore apply and a country team meeting with line DGs is obligatory. The EU Delegation should abide by the legal and programming requirements set by the European Development Fund (EDF), Development Cooperation Instrument (DCI) and European Neighbourhood Instrument (ENI) and subsequently the Neighbourhood, Development and International Cooperation Instrument (NDICI) when adopted, or any applicable regulation. These instruments require that EU programming documents set out specific objectives, priority sectors, expected results, performance indicators, and indicative financial allocations, both overall and broken down by priority.

For MS and other participating donors, the replacement process is determined by each partner's own rules. Respective headquarters are invited and encouraged to review the joint programming document and to take a decision on replacement of its own bilateral strategy. While the identification of priority sectors is determined at country level, each donor should confirm their own indicative financial allocations.

Regarding the signature, the Commission Decision can specify that the Commissioner for International Cooperation and Development Partnerships or his/her designate is entitled to sign the joint programming document.

LAOS

The European joint programming document for LAO People's Democratic Republic 2016-2020 replaces the EU Multiannual Indicative Programme for 2016-2020. The structure and content were conceived for this purpose, and the parts of the document which relate to the EU and to the content that is required by a MIP can be identified.

A joint programming document that does not replace a bilateral programming document

The joint programming document will be reviewed and approved by participating headquarters. They will ensure coherence with bilateral programming documents and wider policy commitments (e.g. EU Commission Decisions).

For the EU, a joint programming document that does not replace the EU bilateral programming document is not adopted through an amending Commission Decision. In this case, the joint programme document is regarded as a coherent and coordinated response to the partner country priorities by the EU and MS.

While the identification of priority sectors is determined at country level, each donor should confirm their own indicative financial allocations. The draft joint programme document should therefore identify individual EU and MS financial contributions. The financing framework will present projections of support over the joint programme period and must detail funding by donor and by priority sector. Funding may be further disaggregated by year, terms (loan/grant) and type (investment, technical assistance and humanitarian).

For the EU, in addition to the above, the minimum requirements for the joint programme are as follows:

1. The joint programming document should contain a section that explicitly states that the document fully reflects the existing EU country Multi-Annual Indicative Programme/National Indicative Programme/Single Support Framework and that the MIP/NIP/SSF remains the legal basis for EU support until it expires (see wording below).

'La base légale de la contribution de l'UE est le PIM/PIN/IEV 2014-2020 (pays). Ceci prévoit une allocation indicative de … EUR aux priorités de la stratégie conjointe comme suit: allocation d'x EUR du PIM/PIN/IEV à la priorité 1, allocations d'y EUR à la priorité 2 …'

['The MIP/NIP/SSF 2014-2020 remains the legal basis for the EU support to (country). It foresees an indicative allocation of EUR … to the priorities of the joint strategy as follows: allocation of x EUR from the MIP/NIP/ SSF to priority 1, allocation of y EUR to priority 2 …']

To clarify the relationship between the MIP/NIP/SSF and the joint programme, an internal breakdown of the EU contribution to the joint programme should be provided (in an annex to the document or in a note from the Head of Delegation) according to the template below:

Joint Programming document	EU contribution	EU bilateral MIP/NIP/SSF (with reference) *	Other EU funds if applicable: with appropriate references			
			Previous bilateral support	Regional funds (RIP)	Thematic budget lines	Others (EIB, Trust Funds etc.)
Priority 1		Funding by each MIP sector				
Priority 2						
Priority 2+N						
Total						

If useful, the EU contribution through the MIP/NIP/SSF can be disaggregated to show committed and un-committed funds. Additional EU actions funded through different financing instruments with a valid legal basis (Commission Decision) and specified in the financing framework may also be included in the joint programme to fully reflect the breadth of cooperation.

2. Joint programming documents under preparation should be reviewed by the relevant geographical units (INTPA/NEAR/EEAS for the EU). They will consult with the corresponding sections (Commission/EEAS for the EU) before country-level Heads of Mission agree the final document.

3. INTPA/NEAR/EEAS geographical units will hold a country team meeting and EEAS will inform the EU Delegation of its outcomes. These outcomes should be taken into account as the process of finalising the joint programme continues.

4. Financial contributions for each partner should be respectively reviewed and confirmed by headquarters and country teams. The presentation of the combined financial contribution will form a key part of the 'working better together' commitment. For the EU it should also confirm coherence with the sectors of the MIP/NIP/SSF.

5. After the final joint programming document draft has been completed, the document is formally transmitted by Member States Heads of Mission to the relevant geographical unit directors, with the joint programming units/division (functional mailboxes) in copy, with the request to start the approval procedure.

6. Once the EU geographical unit(s) has/have checked the consistency of the joint programming document with their own country programming documents (MIP/NIP/SSF in the case of the EU) (sectors and financial allocations), they will confirm to the central services (in the case of the EU: Legal Service, Secretariat-General and DG BUDG) whether the joint programming document is fully coherent in financial and sectoral terms with the country programming document.

7. The EEAS regional director replies via a signed letter to the Head of Delegation, stating that the formal requirements for the joint programming document have been met, that the joint programming document is fully consistent with the MIP/NIP/SSF, and confirming their support for the joint programming document.

8. When the joint programming document has been approved by all participating partners according to their own rules and procedures, country-level visibility events (such as a press release or signed joint declaration) can be organised. Texts should be checked with the EEAS Legal Division and INTPA/NEAR legal unit(s) (who will liaise with the Commission Legal Service) to ensure that the content does not create any legal obligations.

The EU and [list of development partners] in [partner country] today launched the [local name for joint response / joint programme] for the period [---]. The [Joint Programming document] sets out how the EU and participating partners will coordinate their support for the [national development strategy]. This support is focused on the following sectors: [---]. These are the bases for sustainable development of [partner country] and its commitment to the achievement of the SDGs.

The EU and participating partners estimate their contribution through the JP document to be [EUR and local currency]. These resources will support [partner country] in implementing its national development strategy/national reforms/[sector strategies]/achieving the SDGs, particularly Goals on [priority sectors].

9. When a draft joint programming document is received by geographical unit desk officers, they are encouraged to contact the joint programming teams in the EEAS/INTPA/NEAR to request the paper on 'How to setup a Country Team Meeting in the context of joint programming'.

10. A joint programming document that does not replace a bilateral document may not be signed if it causes legal ambiguity. A Declaration may be issued instead to promote visibility and national ownership, along the following lines:

As a result of strengthened coordination carried out by the EU Delegation in [name of country] with [list of participating MS], [other donors as appropriate] and the Government of [name of country], the Joint Programming document for the period [---] is launched today. Together we look forward to implementing the [local name for joint programming document] in close partnership with the Government of [name of country] and other stakeholders [indicate as appropriate: civil society, private sector, other development partners, etc.]

Signature and date (HoMs and partner country representative).

13. Monitoring the implementation of joint programming

'Building on its work to strengthen policy coherence for development, the EU should better identify impacts of EU and member state policies on developing countries in its reporting, beyond actions taken.'

OECD peer review, 2018

The new European Consensus on Development establishes joint monitoring and results frameworks as core elements of the joint response. This reflects the commitment to ensuring a sustainable impact in the use of resources for the SDGs, as well as to implementing development effectiveness principles such as the focus on results and transparency.

Aligning with partner countries' statistical, monitoring and evaluation systems can provide a stronger and more trustworthy platform for subsequent policy dialogue. However, it may prove to be a challenge. UN Rapid Integrated Assessments and the Voluntary National Reviews completed to date suggest that many partner countries will not be able to report on all SDG indicators, either because some aren't relevant, or due to insufficient reporting capacity. This highlights the importance of including support to national monitoring processes in discussions about a joint response.

Joint programming experience to date shows that the need to elevate the focus on results has become clearer. The 2017 evaluation highlighted that joint programming had not yet been translated into results at country level, a view that was shared by the OECD in its 2018 peer review of the EU.

Learning from country experience has shown that:

- Joint results clarify the common goals and intentions of the joint programming partners, helping to raise visibility and structure policy dialogue with partner governments.
- Linking joint results to the joint programme's strategic objectives from the planning stage ensures credibility, transparency and accountability.
- Reporting on a common set of results promotes European visibility, maintains momentum in strategic joint planning and enhances mutual accountability.
- The process of developing a set of joint results is itself valuable as it facilitates consensus on underlying challenges and informs resource allocation and activity design, paving the way for thinking about how European partners can implement jointly.
- Clear and visible results can help to identify and establish partnering arrangements with other development actors, including civil society and the private sector.

Furthermore, it has been established that high-quality results frameworks display the following features:

- an explicit underlying logic informs the results chain and planning of activities;
- they align to national monitoring and processes for results management;
- they integrate European values and approaches, such as gender equality and support to civil society;
- indicators, baselines/targets, data collection, data quality and monitoring responsibilities have been carefully considered to confirm the feasibility of joint programme monitoring;
- monitoring is informed by partner country processes so that results reporting can contribute to policy dialogue and programming work; and
- the results and monitoring processes are reflected in the joint communications strategy to raise visibility of European partners' support.

An effective joint programme monitoring plan

Clarify the delegation of responsibilities

Monitoring of the joint programme will include tasks related to data collection and analysis, tracking implementation milestones and validating evidence. It is also necessary to identify responsibilities for aggregate reporting and analysis. These tasks should be allocated among participating Team Europe members or outsourced to ensure that monitoring work is completed in a timely manner.

Monitoring at multiple levels

European impact will be monitored mainly at a strategic level: The joint results framework should provide a picture of overall progress in achieving the joint programme objectives. These findings, often consolidated into an annual implementation report, provide the strategic level monitoring and evidence base for dialogue with government counterparts and national development actors. At this strategic level, success is determined by the ability to show attribution (or plausible contribution), perhaps requiring complementary qualitative work (evaluations and sector reviews).

Across each of the European priority sectors, a second level of monitoring is required to gauge progress against sector objectives. Sector-level dialogue, usually technical, will often be linked to other government and development partner sector working group arrangements, or could be tied to budget support indicators.

At the level of projects, European actions and investments, whether bilaterally or jointly funded, will have their own distinct monitoring processes. The higher-level indicators here should show a direct link to the joint results framework to ensure that they effectively support the implementation of the joint programme.

Evidence of progress in each of the cross-cutting issues included in the joint programme will be required at all levels of the monitoring process, where a multitude of partners can contribute (including MS agencies and development financial institutions). Considering the variety of participants monitoring the programme, it is important to simplify by keeping the number of indicators in the joint results framework to an operational minimum, focusing on those that can best inform policy dialogue.

Adding qualitative insights

Given the qualitative and quantitative nature of monitoring, it may be necessary to think about additional ways to inform the process, e.g. by ensuring expertise in specific areas such as gender and human rights. Joint missions and project visits can help provide further insights alongside specifically commissioned studies or analysis from local think tanks or research organisations.

A more formal evaluation plan could be incorporated into the joint programme outlining how scheduled evaluations by Team Europe partners — or other active partners' public expenditure reviews, sector and budget support reviews, etc. — will be drawn on as well as identifying a specific joint programming evaluation. An important aspect of evaluations is measuring to what extent the working principles of a rights-based approach (i.e. participation, non-discrimination, accountability and transparency), as well as gender equality and women's empowerment, have been applied in the different sectors of intervention.

Make the monitoring system greater than the sum of its parts

The EU and most MS have their own monitoring capacity. Joint programming provides an opportunity to bring this expertise together, increase collaboration and foster joint learning and more coherent sector dialogue. Insights from the collective monitoring expertise can inform analysis and joint messaging for use in communications and advocacy, while the implementation cycle should benefit from dedicated reflection and learning. Linking the technical monitoring exercise with messaging (especially for HoMs) and communications will also ensure added value, visibility and impact.

The use of management information systems

The monitoring plan may recognise the value of a joint management information system for Team Europe to easily share documents. Adapting, or directly applying, an existing system used by a participating partner is a good option. The criteria for selecting a management information system should include its ability to aid the collection, storage, analysis and reporting of information. Data sharing protocols should also be developed to ensure a consistent data standard and quality.

Using monitoring for structured policy dialogue and advocacy

Scheduled European reporting and joint programming dialogue, ideally aligned with the local government planning cycle, will maximise the visibility and influence of the European partners. A joint communications plan that includes an online European presence will help to maximise the impact of monitoring products across different media.

Monitoring reports should also identify specific issues to be taken up in dialogue with other development actors such as sub-national authorities in priority areas, civil society, parliament, academia, and other development partners.

The final set of monitoring arrangements will be determined to some extent by the decision of the EU and participating MS to replace their bilateral programme with the joint programming document and the individual reporting timelines set by Capitals for Team Europe partners. It may also be shaped by the legacy of existing monitoring systems and practices employed by the EU, MS and the wider development partner architecture.

2

JOINT IMPLEMENTATION

14. A quick guide to joint implementation

Joint implementation, whether financial or non-financial, translates shared objectives into collaborative action by establishing arrangements for working together. The purpose is to maximise the impact of Team Europe's collective expertise and resources. Joint implementation should produce more coherent, effective, efficient and coordinated support at country and regional level, thus contributing to greater impact.

What is joint implementation?

A direct **response** to the EU's Global Strategy (2016)

A **mutual reinforcing** between joint programming and joint implementation relationship

An approach that **builds on the experience and expertise** of Team Europe

A **combination of relationships**, technical and sometimes financial resources to increase political incentives

- Joint implementation is a direct response to the EU's Global Strategy (2016) which recognises that 'a strong Union is one that thinks strategically, shares a vision and acts together (…) We know what our principles, our interests and our priorities are (…) We will deliver on our citizens' needs and make our partnerships work only if we act together, united.'

- The relationship between joint programming and joint implementation is mutually reinforcing. If joint programming is well designed, it establishes the preconditions for successful joint implementation. Similarly, effective joint implementation brings joint programming to life and demonstrates its value. However, both arrangements can also exist independently from one another.

- Joint implementation is an approach that builds on the experience and expertise of Team Europe to support sectoral activities that achieve results in line with partner countries' development priorities. Joint implementation describes how the Member States work with each other as well as how the EU works jointly with MS.

- Joint implementation combines relationships, technical and sometimes financial resources to increase political incentives and the corresponding likelihood that results are achieved.

What does joint implementation consist of?
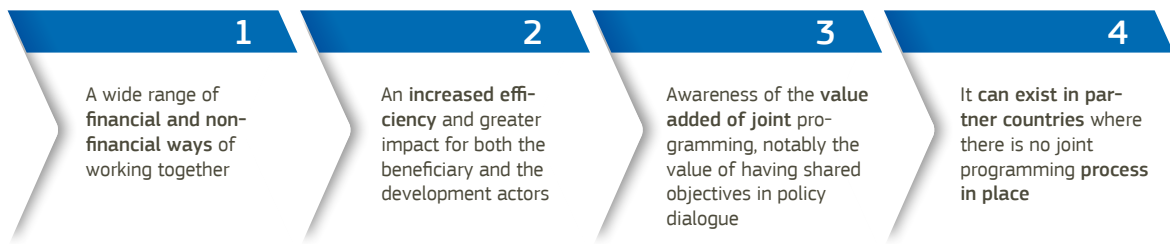
1	2	3	4
A wide range of **financial and non-financial ways** of working together	An **increased efficiency** and greater impact for both the beneficiary and the development actors	Awareness of the **value added of joint** programming, notably the value of having shared objectives in policy dialogue	It **can exist in partner countries** where there is no joint programming **process in place**

- Joint implementation involves a wide range of financial and non-financial ways of working together. It should cover all collaborative arrangements for implementation and all activities around it, including co-financing, delegated cooperation, coordination mechanisms, etc.
- It should offer increased efficiency and greater impact for both the beneficiary and the development actors.
- Joint implementation can contribute to awareness of the value added of joint programming, notably the value of having shared objectives in policy dialogue. It also can highlight what can be achieved through joint programming and contribute to policy dialogue, demonstrating joined-up action by European partners that draws on the range of tools and expertise collectively available.
- Joint implementation can exist in partner countries where there is no joint programming process in place. However, joint programming is an important facilitator for effective joint action.

What are the key characteristics of joint implementation?

Joint implementation delivers most benefits when it:
1. is specific to the country context;
2. can make effective links to other areas of European external action or priorities, and align with policy initiatives such as the Gender Action Plan, the CSO Roadmap, the Human Rights and Democracy Strategy and the Humanitarian-Development-Peace Nexus;
3. combines various financial and non-financial modalities, making best use of the combined toolbox of the EU and MS;
4. is based on the sharing and applying of best practices, experiences and networks at country/regional level;
5. covers the entire project cycle;
6. specifies the role and responsibilities of each partner during the whole project cycle, including for joint monitoring and joint evaluation processes; and
7. allows unified communication partnerships outside the EU, ensuring that partner countries give recognition to the EU's contribution and take a role in guaranteeing that the beneficial impact of the EU's contribution is understood by the citizens that gain from it.

3

15. Moving towards joint implementation

'Joint implementation is a way of promoting more coherent, effective and coordinated EU support based on shared objectives in selected sectors or on specific cross-sectoral themes and tailored to the country contexts. Joint implementation will be grounded in joint analyses, will take account of available resources and will be monitored and evaluated jointly.'

New European Consensus on Development, 2017

While the principal value of the working better together approach through joint programming is its visible cohesion of European partners, the gains in impact and efficiency are more often found in joint implementation.

The background to joint implementation

In June 2016, the Global Strategy for the European Union's Foreign and Security Policy promoted greater information sharing and joint reporting and analysis as well as greater coordination between the European actors, recalling that the implementation of the SDGs also represents an opportunity to catalyse coherence across all policy areas and encourage joint analysis and engagement across EU actors.

The new European Consensus on Development (the European Consensus) sets out the commitment of the EU and its Member States to support partner countries through joint implementation whenever appropriate. Joint implementation is seen as a way of promoting coherent, effective and coordinated EU support based on shared objectives in selected sectors or on specific cross-sectoral themes tailored to country contexts.

The European Consensus also highlights how joint implementation is inclusive and open to all EU partners who agree and can contribute to a common vision, including MS agencies and their development financial institutions, the private sector, civil society and academia.

Joint implementation is also understood to involve various financial modalities such as co-financing and delegated cooperation as well as non-financial means of implementation; it should build on actors' comparative advantage and sharing of best practice. In this context, the EU and its MS may wish to draw on and share the experiences of all Member States, including transition experience.

The 2016 Council conclusions on stepping up Joint Programming called on the Commission services and the EEAS to continue promoting EU- and MS-financed joint implementation activities.

'10. Efforts to reduce fragmentation and promote coherence and synergies between the EU and the Member States should also be part of the implementation phase. The Council therefore calls on the Commission services and the EEAS to continue promoting EU and Member States-financed joint implementation activities, which also contributes to increasing the visibility of the EU and its Member States on the ground, for example through co-financing and delegated cooperation, paying particular attention to development actors from the EU and the Member States. Cooperation between Member States development actors should also be encouraged in the framework of joint implementation.'

Further interesting reflections can be drawn from the following:

In 2016, an evaluation commissioned by INTPA recommended that delegated cooperation, as one of the financial modalities for joint implementation, should be used strategically to achieve European impact and enhance development effectiveness:

> *'Recommendation 3: Delegated cooperation should be more explicitly geared towards strengthening the partnership between the EU and the Member States, taking into account the interest of the various stakeholders. Recommendation 7: More consideration should be given to aspects that are important to partner countries such as systems alignment and ownership.'*

In November 2016, the Practitioners' Network for European Development Cooperation (PN) issued a Declaration on joint implementation and in July 2017, the Views and Suggestions Note # 4 on the Definition of joint implementation:

> *'1. The PN considers that joint implementation refers to the combined effort of the European Commission, EU Delegations, Member States and other European countries, including their respective agencies and development financial institutions, to address sustainable development challenges and to achieve joint objectives in the context of the implementation of the 2030 Agenda. It brings together, when appropriate and with those willing to participate, resources and capacities to meet the objectives and the results jointly agreed on a case-by-case basis, taking into account of the comparative advantages of European partners. It contributes to the enhancement of an effective, coherent, coordinated and visible European aid architecture and increases the leverage of EU development cooperation as a whole.'*

There is a need to further promote joint implementation by building the evidence base on what works and what doesn't. Knowledge management will therefore be prioritised by the PN, drawing on their diverse country experience.

In 2018, the OECD Peer review on EU development cooperation concluded that

> *'The EU's joint programming exercises help support the 2030 Agenda and advance the effectiveness agenda in partner countries, as they harmonise efforts towards joint analysis and commonly agreed objectives. They also potentially facilitate collaboration, a clearer division of labour and greater visibility of European support. At the same time, recent reviews suggest that joint programming should ensure greater partner country ownership, joined-up dialogue and decision making, better synchronised programming cycles, and strengthened mutual accountability through joint results frameworks. Efforts to expand the implementation of joint programming should thus continue in a pragmatic way, tailored to each country context, in order to deliver on the high ambition of making European development co-operation more effective.'*

In May 2019, the Financial Framework Partnership Agreement (FFPA) between the European Commission and Member State Organisations was signed at the PN General Assembly Meeting in Paris. At that event, the European Commission signed the FFPA with 14 Member State Organisations:

> *'[…] Actions by the EU and its Member States will be mutually reinforcing and coordinated to ensure complementarity. In this context, the Member States and the Commission confirm their commitment to working together better in a spirit of partnership, to show coherent and consistent engagement and to enhance joint implementation, when appropriate through effective and coordinated EU support […]'*

Concept and terminology

Act as one – European impact

Joint implementation stands for a coordinated, coherent and strong European approach to implementation and delivery at country level for enhanced impact. It can include public and non-public actors (private sector, civil society, and academia), that share European objectives and values. Joint implementation increases the impact of the sum of Team Europe's bilateral support to the partner country.

Joint implementation may engage the Commission together with one or several MS, or MS together without the Commission. Joint implementation can also entail MS jointly supporting a third partner in a coordinated way.

At country level

Most commonly, joint implementation takes place at country level, although the European Consensus also refers to possibilities at regional or global level.

The coordinating role of EU Delegations is central to improving the effectiveness of European coordination processes at country level, Member States Embassies and related organisations also need to play a leadership role in designing and maintaining the momentum of a country-driven process.

Linkage with joint programming

There are clear and strong links between joint programming and joint implementation.

Joint programming is an important facilitator for joint implementation: the dynamic process and the substantive discussions around joint programming usually foster joint implementation initiatives as they trigger collective thinking and a more strategic and institutionalised consideration of development opportunities and challenges. By bringing together the respective knowledge and resources of the EU and MS, Team Europe can explore concrete ways in which to pool them efficiently at country level and achieve better development results. Joint implementation options can also contribute to expanding the visibility of the collective European support and of European values and approaches.

Joint implementation arrangements can support a bottom-up coordination process in specific sectors that may facilitate and lead to larger future joint programming processes. Working together in such a cooperative way can often be less intimidating as a first step.

Successful joint implementation at sector level can generate a sense of shared interest and concretely identify the value of working better together, strengthening ambitions for joint programming. Joint implementation reveals what can be achieved through joint programming.

Experiences and knowledge from joint implementation arrangements can also help identify and more concretely discuss challenges and opportunities for working closer together, which can usefully inform a joint programming process.

Joint implementation experience is very useful to reflect on in the joint analysis stage of a joint programming process.

ETHIOPIA

As part of the joint programming process in Ethiopia, three pilot programmes for joint implementation were identifie d in the nutrition, health and green sectors. In nutrition for example, a draft roadmap was developed and an EU+ Nutrition Group established. The roadmap, which provides the principles and guidelines for joint programming and allocates responsibilities within an estimated time schedule, is structured around three key phases:

1) Planning: defining membership, situation analysis, and prioritising the elements of a strategic response;

2) Point Action Framework: this principally relates to the development of an action plan incorporating joint initiatives as well as bilateral interventions; and

3) Accountability: including resource tracking, results monitoring, evaluation, communication and visibility.

Fourteen Member States participate in the EU-led joint nutrition strategy. The nutrition group is involved in all three joint programming clusters (job creation, governance and natural resources) to make nutrition a cross-cutting issue.

Whereas division of labour (see chapter 10) focuses on efficiency, implying an exit for some partners, joint implementation prioritises effectiveness, with an emphasis on partnering and building collaborative arrangements. However, each joint implementation initiative should have a clear management arrangement so that accountability for results is not lost in the pursuit of inclusivity and collaboration.

Joint implementation of European cooperation needs to be considered under a 'governance structure' to ensure due and proactive interactions within and among all levels, and also between all actors therein. It is fundamental that all initiatives be understood under the umbrella of the 2030 Agenda for Sustainable Development and be programmed/implemented with a clear results orientation, making it possible to measure their impact against the SDGs. The following chart illustrates this overarching scheme, conveying also the idea that joint implementation and joint programming feed reciprocally.

Source: FIIAPP (2019)
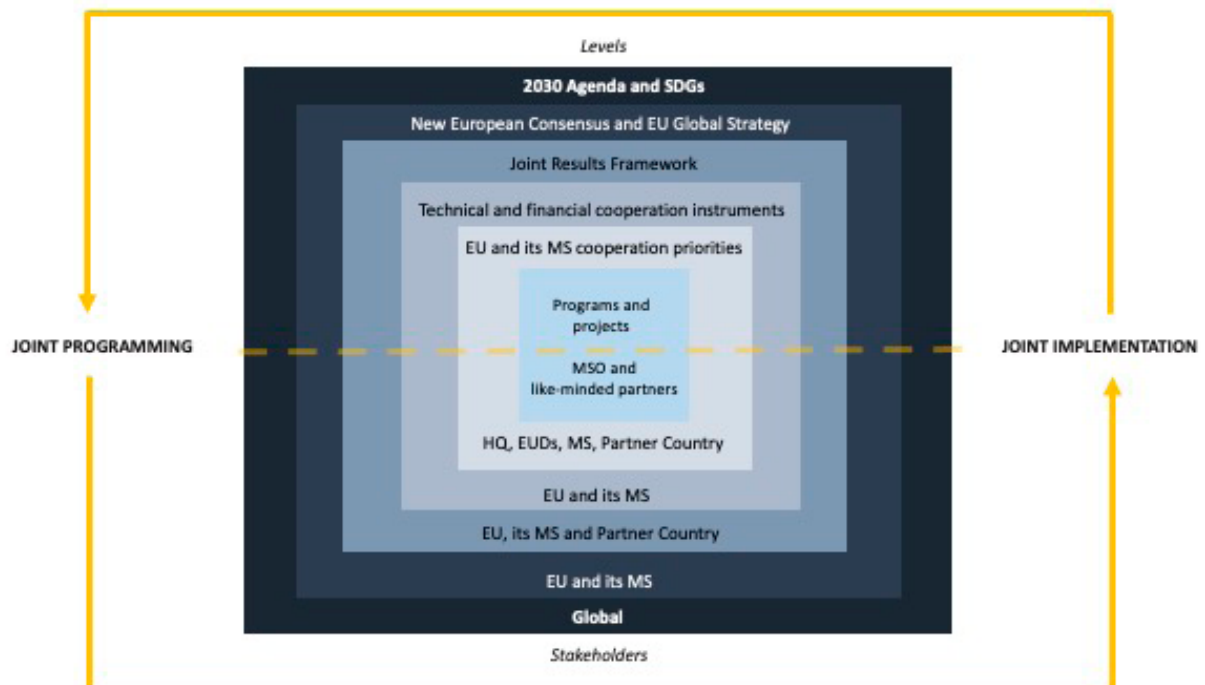
Strategic approach

It is critical that Team Europe take a strategic approach to joint implementation, engaging in ways that deliver results more effectively, enhance coordination (notably, relying on each other's procedures to avoid duplicating tasks) and reduce fragmentation (promoting joint results, monitoring and evaluation frameworks). A strategic approach encourages partner country ownership, effectively feeds into the policy dialogue, and ensures European visibility. Joint implementation, in any form, should never be reduced to a purely contractual relationship: it should allow the promotion of common European principles and values in development policy, as well as of a joint European vision of specific sectoral policies. Furthermore, it should lead to a joint strategic oversight of projects that implies, for example, joint participation in steering committees.

To ensure added value through joint implementation, Team Europe should establish clear strategic links between technical, policy and political dialogues at country level, while fully coordinated and coherent actions should be planned with an emphasis on promoting efficiency in the use of scare resources and reducing transaction costs. The beneficiary or partner country should be made aware of the advantages of this approach, in order to encourage ownership in the joint implementation process.

Change of mindset and working methods

To develop a European approach at country level, Team Europe should go beyond the mere consolidation of existing bilateral development actions and team up to jointly design unified collective EU positions. This requires a change of perception and of local working methods, in both EU Delegations and MS Embassies. It also requires greater trust, partnership and agreement on common objectives and priorities, leading to increased transparency, sharing of information, coordination, coherence and visibility. This paradigm shift can only succeed if it is proactively supported both at headquarters and country level by the EU and MS, including their development organisations, and clearly communicated to staff.

To foster the working relationships between European partners, notably MS organisations, increase cross-reliance on procedures: procurement, national systems and cost accounting practices. Audits and assessments can contribute to building relationships of trust and partnership that can further enhance the sharing of good practices and country experiences.

Facilitate harmonisation by using simplified procedures and practices, joint analytical work, enhanced focus on delivery of development results, common procurement and financial management procedures, and common arrangements for sector-wide approaches. For example, try to reach agreements to harmonise per diem payments or transportation cost payments in the framework of project implementation between European partners, or compare notes on how the various partners work and share experiences on the ground.

Information sharing and joint analysis

Confronting different institutional cultures, experiences and practices in joint implementation may enable brainstorming and stimulate innovative solutions that might not have been found bilaterally, as actors were basing their reasoning exclusively on their own experiences.

Information sharing and joint analysis are basic cornerstones of joint implementation. It can help to organise and structure deeper working relationships, for example by setting up shared drives to distribute documents; mapping implementation task responsibilities and locations; ensuring regular sector-level discussion groups to reflect on how agreed policy messages are being operationalised, etc. (see chapter 14). Joint offices and staff exchanges are also effective ways for enhancing trust and effectiveness among European development actors.

Inclusiveness

The European Consensus calls for joint implementation to be inclusive: it targets all partners who agree and contribute to a common vision, including MS agencies and their development financial institutions. Actors from all MS are now encouraged to share their respective expertise and associate themselves in joint implementation actions as Team Europe, including with their transition experience. The inclusiveness agenda aims at fostering mutual knowledge and understanding, peer exchanges and possibilities for cooperation among MS organisations, especially those that are not currently participating widely in European development cooperation.

Forms of joint implementation

Joint implementation involves a wide range of financial and non-financial ways of working together. Joint implementation should cover all parts of the project cycle as well as activities around it, including coordination mechanisms and collaborative arrangements.

- Actions involving *non-financial means* could include joint sectoral/thematic analysis; joint project identification and formulation; joint policy dialogue in the context of programme implementation; joint follow-up and evaluation of EU interventions; joint messaging and joint communication and visibility strategies.
- Actions involving *financial means* include delegated cooperation, joint and parallel co-financing, and even contribution in kind. For example: EU trust funds, multi-donor actions, blending with European financial institutions or financial guarantees, budget support, twinning/TAIEX modalities (also extended to development cooperation).

The following non-exhaustive overview of **non-financial modalities** of joint implementation contains some examples of practice:

Joint analysis as a basis for joint policy dialogue provides opportunities to improve European leverage in political and **policy dialogue** by bringing a coherent message grounded in evidence. In some cases, this leverage is being used to great effect:

GEORGIA

In Georgia, the post-2020 joint programming exercise was concluded on 11 February 2020 under the heading 'European Partners Working Better Together in Georgia'. The European development partners drew up brief sector gap analyses and formulated corresponding 'joint European messages' in key thematic areas. The outcome is constituting a Joint Analysis with joined-up policy messages, which have made it possible to communicate identified gaps and advocate overall priorities and desired governmental actions in a consistent way. The joint key messages have been used within the reinvigorated Government-led coordination platform from early 2020 onwards and in other dialogue opportunities with stakeholders. The European development partners have already engaged in joint implementation of various programmes in Georgia and this cooperation has the potential to be expanded further. Joint implementation takes different forms, such as EU Annual Action Programmes being partly implemented through indirect management by EU Member States. A concrete example of an MS implementing EU projects through indirect management is the 'Green Economy, Sustainable Mountain Tourism and Organic Agriculture' project (launched in 2019), implemented by the Austrian Development Agency. Sweden provides significant co-funding and it is an example of how MS engaged in joint implementation can contribute with different areas of expertise, in this case making sure gender equality aspects, for example, are well represented in the design phase and subsequent project steering. Another widely used tool with elements of joint implementation is twinning, facilitating cooperation between Georgia and MS institutions. Eleven new twinning projects were launched in Georgia from the beginning of 2019 to mid-April 2020, with some 23 MS institutions engaged in the implementation. Further opportunities for joint implementation and the use of joint European messages should build momentum towards future joint programming in Georgia.

3

The diagram below summarises the regional programmes' joint implementation approach: EU regional programmes in Latin America, including EUROsociAL+, Euroclima+, COPOLAD II and El PAcCTO, are good examples of the virtuous relation that exists between joint implementation and policy dialogue, and the unlocking potential of technical cooperation based on public sector expertise. Their methodology has been conceived so that each of them embraces joint implementation at the core of every action, ensuring coherence, achieving results and contributing to stronger relationships. The following key features can be highlighted:

- Governance structures and coordination efforts: These programs are implemented by MS organisations and like-minded partners gathered in varied, complex consortia. Their governance structures and coordination efforts, reflecting commitments towards common objectives, provide the basis of joint implementation.

- Results-oriented: Like other initiatives (e.g. Socieux+ in the field of social protection and employment worldwide, EU-UN Spotlight Initiative to eliminate violence against women and girls, or Bridging the Gap on the inclusiveness of persons with disabilities in pilot countries), EU regional programmes in Latin America accompany public policy reform processes. This requires the will, capacity and commitment to achieve common results, and only with clear objectives can actions be implemented effectively.

- Demand-driven: A fluid and trust-based dialogue with the partner countries and a solid consensus among practitioners, partner institutions and other stakeholders are essential for the definition of the results to be pursued. By setting Latin American (national and regional) priorities at the centre, with a bottom-up, rather than supply-driven, approach, EUROsociAL+, Euroclima+ and El PAcCTO contribute to the region's development agenda at the regional and national levels. A 'reinforced dialogue mechanism' (Mesa de diálogo país, in Spanish) is implemented, the result of which is an eventual joint commitment by different stakeholders towards common goals.

- Multi-dimensional and multi-level policy dialogue based on public sector expertise: By twinning institutions and favouring the exchange of best practices and the strengthening of partnerships, regional programmes actively build policy dialogue 1) at the national level, among key actors within one partner country; 2) at the regional level, among partner countries; and 3) at the bi-regional level, enhancing EU-Latin American relations and promoting political dialogue.
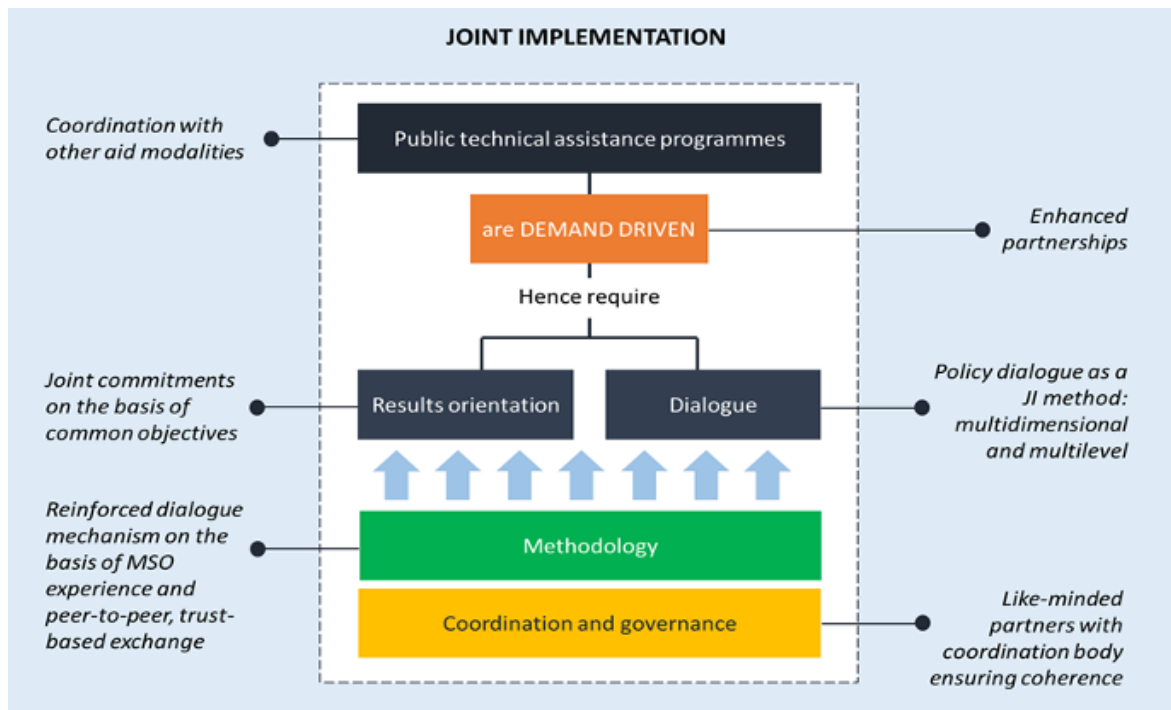
Source: FIIAPP (2019)

Structuring joint policy dialogue can also draw on Member States' and/or their agencies' networks and various relations at country level to enable a more targeted exchange, greatly increasing leverage and visibility for Team Europe.

MOROCCO

In Morocco, MS agencies with wider networks at the local and regional levels were able to test messages and improve impact by speaking with one voice as a complement to policy dialogue at the national level.

Cultural diplomacy facilitates the creation of spaces for mutual understanding via intercultural dialogue. Culture can be an engine for sustainable social and economic development as well as a tool for peaceful inter-community relations and cultural heritage cooperation. For example, EUNIC is the network of European national institutes of culture and national bodies engaged in cultural and related activities beyond their national borders. EUNIC brings together organisations from all EU Member States and adds value through its global network of clusters. By pooling the resources and expertise of its members and carrying out joint work on common areas of interest, EUNIC's stakeholders define and implement European policy on culture inside and outside the EU.

Such platforms at country level can mobilise expertise in the field of cultural relations, while bringing together the diversity of MSOs.

Use of academic and research networks

European and MS networks of academics and students that have studied in Europe can provide an entry point for dialogue on country contexts to enrich political economy analysis (for example, Erasmus+, Jean Monnet Centres of Excellence).

Cross-sector coordination groups

When working at country level, European partners may find that there are specific common challenges across sectors that would benefit from a joined-up European position and outreach. For example, this may be because the challenge requires cross-sectoral support such as improving nutrition (health, education, behaviour change, women's economic empowerment, sexual and gender-based violence, etc.); or that the challenge is prevalent across all sectors (such as corruption); or that reforms undertaken by the partner country have an impact on all sectors as the government machinery and mandates are reorganised (e.g. in a process of decentralisation). In these cases, European partners would find value added in a joint implementation approach that structures cross-sector working groups between partners to reflect on these aspects. Such groups could jointly define policy messages, use champions and approaches identified in one sector to influence work in another, effectively encourage and support intra-Government cooperation or undertake joint communication campaigns in the context of joint implementation.

EUROCLIMA+

Within the activities of Euroclima+, AECID and AFD have coordinated to organise parallel workshops for two sectors: 'Water Resilience from an Urban Resilience Perspective' and 'Energy Efficiency', with the participation of Latin American representatives enriching the mutual feedback.

Joint monitoring and joint evaluation

When working together in a sector, whether through financial joint implementation or closely coordinated bilateral programming, European partners can find value added in jointly organising monitoring missions or sector evaluation missions. Since each programme will already contain monitoring and evaluation resources, these can be pooled among partners or organised so as to make the most efficient use of resources and available expertise. For example, one partner may be able to mobilise experts from headquarters in cross-cutting issues, another might fund an evaluation/monitoring report, while yet another provides vehicles and logistics for the mission. This is more a question of conceiving the evaluation and monitoring work jointly and investing efforts to organise and structure tasks in the context of joint implementation.

EVALÚA

EVALÚA is an EU funded project that, under the Adelante Facility, promotes an 'evaluation culture' among policy makers in Latin America and provides technical assistance to partner governments for the mainstreaming and inclusion of evaluation measures in new policies and development plans. During the past few years, EVALÚA has joined efforts with other EU-funded programmes in the region (Bridging the Gap, the fight against drug-trafficking in Bolivia and others) to carry out joint implementation activities, inter alia: the inclusion of disability-related indicators for the evaluation of the reconstruction process in Ecuador after the 2016 earthquake; and the creation of a common dialogue space between Paraguayan and Bolivian authorities on the occasion of the respective, simultaneous evaluations of their national policies against smuggling and human trafficking.

Mutual reliance on procedures

To further promote complementarities and synergies in the way we work, European partners can foster mutual reliance on partners' procedures so that scoping studies, due diligence work, feasibility studies, procurement, monitoring and financial reporting or audits undertaken by one partner are accepted by others, within the applicable legal framework. This approach can contribute to aid effectiveness, reduce costs and ensure more efficient coordination and increased impacts by avoiding duplication when several partners are working in the same sector or with the same counterpart.

Joint communication and visibility

Joint communication campaigns at country level are an effective way to increase visibility and understanding of the values supported by the European partners and how we work together. Organising such campaigns through social media or other means requires coordination and a pooling of communication resources to focus on a clear joint message. EU Delegations can play a major role in helping/facilitating the creation and dissemination of joint messages.

EUROCLIMA+

Euroclima+ is structured in 6 sectoral components, each of which develops a Communication and Visibility strategy, coordinating the whole set of projects financed by the different MSOs. Those strategies are aligned with each other and with the Communication plan of the whole programme, in order to promote the joint vision and visibility of the programme.

The following description of **financial modalities** of joint implementation also contains examples of practice:

Delegated cooperation, a widely used mechanism, refers to the implementation of projects and the management of funds by one public sector organisation on behalf of another. Delegated cooperation can effectively be one of the elements of a larger European package of support to achieve a joint result, for example when combined with budget support, a blended investment modality or in the form of a multi-donor action that combines the funds of several European donors in jointly co-financed programmes.

In the EU Financial Regulation 2018, the term used for the financial modality implementing delegated cooperation is 'indirect management'. Full delegation requires that the entity respect EU budgetary principles (e.g. sound financial management, transparency, non-discrimination, visibility) and that its procedures be assessed by the Commission in a so-called 'pillar assessment'. The number of pillar-assessed organisations in EU Member States has been steadily increasing.

Commission procedures require that the choice of implementing partner in delegated cooperation be well motivated in order to guarantee fair competition. The appraisal has to justify the choice, highlighting the additional benefits of a particular partner compared to other potential implementing partners as well as indicating the added value of this form of joint implementation (Annex F2 supporting document to Action document).

Joint co-financing

European partners may decide that jointly supporting a country-level pooled fund or a co-financed multi-donor action is the best way to take forward a joint approach in a given sector. By preparing joint positions for the steering committee of these pooled mechanisms, European partners are in a good position to influence implementation choices. Other considerations could be to agree steering committee representation on a rotational basis and speaking on behalf of other European partners to gain further efficiencies in the use of human resources.

SLOVAKAID

In Kenya, a first-ever joint 4-year development project of the Visegrad Group countries — the Czech Republic, Hungary, Slovakia and Poland — under the EU Emergency Trust Fund for Africa, aims to revive the cashew industry that collapsed nearly three decades ago. This project will give 15,000 small-scale farmers in Lamu, Kilifi, and Kwale counties on the Kenyan coast the opportunity to produce organic cashew and sesame for export markets.

GERMANY

Germany and the European Commission have jointly implemented co-financed Multi-Donor Actions for over ten years in order to strengthen partner dialogue, build on existing relationships, maximise the use of implementation structures and reduce transaction costs for all parties involved.

JORDAN

As an example of coordinated assistance, in 2016 the Commission adopted a comprehensive programme called Enhanced Support to Democratic Governance in Jordan with an EU contribution of 15 million euro. To increase synergies, EU Member States present in Amman were asked if they would be interested in implementing and co-financing the programme. The Spanish Cooperation Agency AECID decided to co-finance the programme with an additional 2 million euro and to implement the component on support to civil society.

As stated in the EU evaluation of delegated cooperation: Recommendation 7, greater consideration should be given to aspects that are important to partner countries such as systems alignment and ownership. When partner countries create special mechanisms to fund and implement sector strategies, these mechanisms should be used and supported with technical assistance and capacity strengthening, if necessary.

Other forms of pooled funds include EU Trust Funds that can provide a rapid response to particular challenges, such as the root causes of migration, in specific country contexts. Trust Funds can increase flexibility and shorten the time spent on allocating funds.

EU EMERGENCY TRUST FUND

The EU Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa aims to foster stability and to contribute to better migration management, including by addressing the root causes of destabilisation, forced displacement and irregular migration. Activities are implemented across three regions of Africa – the Sahel and Lake Chad, the Horn of Africa and North Africa. The EU works with 26 partner countries (i.e. EU and non-EU members), which are facing growing challenges in terms of demographic pressure, extreme poverty, weak social and economic infrastructure, internal tensions and institutional weaknesses, insufficient resilience to food crises and environmental stress.

Parallel co-financing and proper coordination of separate programmes

Joint implementation provides a unique opportunity to look at how to further improve coordination at the sector level. Different implementing partners may have separate contracting mechanisms and there may be parallel co-financing from a range of partners, but these specific tasks can all fit within a joint frame.

For instance, AECID and AFD are financing with own funds initiatives that are aligned with EUROCLIMA+, more specifically in the energy efficiency and water sectors. AECID also co-finances one of the projects selected after the call for proposals for the disaster risk reduction sector.

BRIDGING THE GAP

Bridging the Gap is a project aimed at focussing on strengthening the capacities of governments, national human rights institutions and organisations of persons with disabilities in five partner countries (Burkina Faso, Ecuador, Ethiopia, Paraguay and Sudan), as well as mainstreaming disability in international cooperation.

Bridging the Gap-II supports the development, implementation and monitoring of disability-inclusive sector policies and services in a participatory manner and in line with the Convention on the Rights of Persons with Disabilities (CRPD) and the SDGs, namely in relation to: inclusive education, universal access to health and employment, livelihoods and social protection, and data generation.

Based on the country actions, the project advances a disability-inclusive development agenda by raising awareness and strengthening the capacities of development partners and civil society, in accordance with the CRPD and the 2030 Agenda. Critical issues such as the overall respect of human rights, universal accessibility, gender and social sustainable development are meaningfully incorporated into the scope of the project.

Bridging the Gap-II is implemented by a consortium led by the International and Ibero-American Foundation for Administration and Public Policies (FIIAPP) and composed of the Spanish Agency for Development Cooperation (AECID), the Austrian Development Agency (ADA), and the Italian Agency for Development Cooperation (IADC), the European Disability Forum (EDF) and the International Disability and Development Consortium (IDDC). The Office of the United Nations High Commissioner for Human Rights and the Ministry of Foreign Affairs of Finland also contribute to the initiative.

Proper coordination of separate programmes is an important aspect of joint implementation. There is certainly space for exploring innovative joint implementation methods that will contribute to aid efficiency, higher impact and stronger European cooperation in general. However, there is also extensive relevant prior experience in the implementation of joint activities by Member States Os and like-minded partners, on which future actions should build. Further synergies and collaborations should be encouraged. The table below presents a few examples:

Type of collaboration	Programme/ Project 1	Programme/ Project 2 and/or 3	Brief explanatory note
Combination/ appropriation of agendas	Fight against drug trafficking in Bolivia	EL PAcCTO	El PAcCTO is a regional programme that promotes dialogue on the fight against organized crime in Latin America. Bolivia participates in the project. Simultaneously, another EU bilateral project on the fight against drug trafficking at the national level is being implemented in Bolivia. In the context of an activity organised by EL PAcCTO in Montevideo, the Bolivian authorities identified a need (reinforcing the Specialized Multidisciplinary Teams) that has been further assumed by the bilateral project, building on the existing synergies and complementarities between both programmes' expert teams and backup institutions.
Joint activity	Fight against drug trafficking in Bolivia	Fight against drug trafficking in Peru	Bolivia and Peru share a 1 000 km-long border. Both projects mobilized resources and facilitated the delivery of a joint training in the town of Desaguadero for security forces of both countries on integrated border management. As a result of this activity, the neighbouring institutions share a common operational tool with coordination mechanisms against possible cases of human or drug trafficking.
Joint activity	ECI Niger	ATIPSOM Nigeria	Both are projects in the field of security. The first, developing joint investigation teams and the second, promoting the fight against human trafficking and smuggling. Nigeria and Niger share common sources and manifestations of crime, yet collaboration levels are very low. After an initial contact with both projects' teams, a roadmap has been established to further strengthen dialogue and ultimately work jointly on common protocols. Authorities of both sides are optimistic and have confidence that cooperation will be enhanced, resulting in a better detection of false documents at the border.

Using public sector expertise:

Using public sector expertise is at the core of SDGs 16 and 17. Building stronger institutions (targets 16.5, 16.6 and 16.7) goes hand in hand with building partnerships, and public sector expertise is the genuine catalyst. Its use is a way to mobilize relevant knowledge from EU Member States, involving public sector experts in partnerships between peer administrations. It nurtures policy dialogue through technical cooperation and fosters the sharing of European values through policy experiences, in the framework of the 2030 Agenda.

Public technical assistance is an enhanced joint implementation method as it involves not only development partners (accustomed to the functioning of projects under the development logic) but also third entities, not necessarily familiarised or oriented towards development, that nevertheless might well be interested in partnering with peer institutions, sharing their knowledge and experiences, and building long-lasting relationships.

Such approaches to support peer-to-peer learning through exchanges of public sector expertise between a partner country and European MS, in addition to providing technical support, can also contribute to fostering public policy change and/or reforms, as practitioners share their different approaches and experiences to find solutions that fit the context of a particular country.

3

EU twinning and TAIEX

Both Twinning and TAIEX support peer-to-peer learning through exchanges of public sector expertise between a partner country and European Member State(s). In addition to providing technical support, they can also foster policy-change and/or reforms as practitioners share their different approaches and experiences to find solutions that fit a country context.

The European Commission institutional building tools — Twinning and TAIEX — have expanded beyond the pre-accession countries to the Neighbourhood countries and subsequently even further. EC Twinning is implemented according to a specific Twinning manual and relies on national contact points in MS to support the mobilisation of European public sector expertise in response to partner countries' needs and ambitions. Cooperation between administrations from different MS is highly encouraged. In addition to this tool, MS have a variety of ways to mobilise public sector expertise.

MOROCCO

In Morocco, the EU Delegation mobilises traditional technical assistance and several EU Twinning projects to contribute to the institutional strengthening of the country's public administration and regulatory authorities. This support is implemented through a call for proposals either in direct management, or in indirect management.

TAIEX, the Technical Assistance and Information Exchange, facilitates sharing of EU best practices on *ad hoc* request. It is largely needs-driven and delivers appropriate tailor-made expertise to address issues at short notice in three ways: 1) workshops: MS experts present specific areas of EU legislation in workshops to a large number of beneficiary officials; 2) expert missions: MS expert(s) are sent to the beneficiary administration to provide in-depth advice on the transposition, implementation or enforcement of a specific part of EU legislation; and 3) study visits: a group of three practitioners from a beneficiary administration take part in a study visit to a Member States' administration.

South-South or Triangular cooperation

Once joint implementation modalities are developed, there is potential to open up and include the exchange of expertise from developing countries. However, this opportunity has not yet been used much, other than for regional projects. Joint implementation approaches should consider South-South and triangular dimensions.

The quality of the policy dialogues powered by EUROsociAL+, on the basis of the trust generated between peer institutions along the years, contributes to sharing values, approaching positions and building long-lasting partnerships both regionally and bi-regionally.

EUROSOCIAL+

EUROsociAL+ is a regional programme with a mandate to work at national level in accordance with the regional agenda, and inversely, feeding the regional agenda with lessons learnt in each country. Due to the specificities of the Latin American region, EUROsociAL+ has been a forerunner of triangular cooperation, facilitating numerous exchanges between administrations from regional institutions. This has been possible thanks to a deep knowledge of the realities in the region, the identification of best practices both in Latin America and in Europe, accurate needs analysis and prioritising, and excellent dialogue with partner administrations, based on trust.

Blending operations

Blending is the strategic use of a limited contribution to mobilise financing from partner financial institutions and the private sector to enhance the development impact of investment projects.

In blending, EU financing is combined with non-grant resources such as loans, equity and guarantees from finance institutions (FIs) as well as commercial loans and investments in order to achieve a leveraged development impact. In the context of development cooperation, blending projects are targeted at achieving sustainable growth and reducing poverty. The strategic use of a limited EU contribution can make projects with low financial returns but high economic and social gains possible.

The EU implements blending operations in the context of the EU Blending Framework through regionally or thematically focused blending facilities or platforms that support projects contributing to the fulfilment of EU and partner countries' strategic development goals. Blending facilities and platforms cover all countries eligible under the relevant financing instruments or frameworks.

Joint implementation through this modality allows European partners to leverage larger amounts of financial support for the achievement of objectives, using ODA funds as a catalyst. In developing a blended operation, European partners working with European development finance actors can design actions that coherently combine different financial tools in pursuit of agreed joint policy objectives.

The EU's External Investment Plan builds on the very successful model used within the EU and develops this logic for implementation in partner countries. Looking forward, the new European Fund for Sustainable Development (EFSD+) will provide a one-stop shop for proposals from European development finance institutions and other interested public and private investors concerning all geographies covered by the Neighbourhood, Development and International Cooperation Instrument. The EFSD+ guarantee can be used to leverage financing from the private sector, as the guarantee acts to reduce the cost of risk for private investment through its ability to absorb potential losses incurred by financiers and investors.

Some modalities can combine both financial and non-financial modalities of joint implementation:

Budget support aims to strengthen the capacity of partner countries in a sustainable way by using the country's policy and public finance system. Capacity development needs are assessed for that purpose and supported, for example, through targeted capacity development actions or public technical assistance activities. Thus budget support offers interesting opportunities for combing several joint implementation modalities (policy dialogue, capacity building, results monitoring and financial transfers).

CAMBODIA

In Cambodia, the EU sector budget support for public finance management reform was complemented by targeted support to five Cambodian institutions that were perceived as exercising direct influence over key areas for the success of the overall reform (although they were not responsible for the reform itself) and/or that could create demand for increased transparency and accountability relating to the use of public funds. The complementary support was jointly financed and implemented by the Swedish International Development Cooperation Agency (Sida) under a delegation agreement with the EU. The joined-up approach enabled the application of a holistic and multi-actor approach by drawing on the respective modalities and value added that EU and Sida could bring to the table. In the case of Sida this included, for example, core funding to civil society organisations and the mobilisation of Swedish public expertise for peer-to-peer collaboration. The close link between sector budget support and the complementary programme was reinforced, including in the budget support's Performance Assessment Framework (PAF) indicators linked to activities undertaken by partners under the complementary programme (notably the participating government agencies). This meant that the objectives of the complementary programme were institutionalised through the PAF while at the same time the complementary programme provided the technical assistance required by the government to reach these indicators. This approach enhanced the depth and width of the policy dialogue, increased collective leverage and improved the visibility of European support to the reform.

16. The contribution of joint implementation to impact and effectiveness

Joint implementation is grounded in a collective and strategic agreement between European partners. At the outset, all European partners should assess, for any of their country-based activities, whether joint implementation adds value and should be pursued.

In 2019, the Practitioners' Network and DG INTPA jointly commissioned a series of six case studies with the aim of identifying factors conductive to joint implementation, its added value and good practice by European partners in the field. This chapter distils those lessons and builds on the recommendations included in chapter 16.

In joint implementation, including financial modalities, it is also important that it combine financial, technical, organisational, operational and partnership resources to increase the 'value' of the Team Europe action. Value is created when partners work together to elaborate a theory of change and then design their combined intervention based on their respective competencies.

The network effect of joint implementation

Joint implementation facilitates access to wider and more extensive national and regional networks (as well as pools of external expertise). These networks are valuable as they can: (a) provide an evidence-base to inform policy positions; (b) add credibility to an external perspective; and (c) build a constituency that motivates partner countries to engage and take action. Joint implementation maximises these networking benefits and avoids the unintended consequence of any 'division of labour' whereby, through delegation (and exit or silent partnerships), access to networks might be reduced.

The network effect of joint implementation also applies to the political sphere, leveraging contacts between national parliaments, regional and local authorities, civil society, and the private sector. This builds policy dialogue entry points while also allowing for reality checks and adjustments to policy messaging, as well as providing contacts that can help with problems linked to project implementation.

Impact on development effectiveness

Joint implementation provides value added in terms of development effectiveness. Development effectiveness principles can be taken forward by using a joint implementation logic to move from project to programme support. This has associated benefits of coordinated planning, resourcing, management, capacity development and technical assistance, reporting and monitoring & evaluation. A programme-based approach may also help move the EU and MS forward on their commitments to strengthen and use national systems.

Joint implementation can enhance country ownership as the collaborative dynamic of information sharing encourages partner governments to engage. The peer relationship and mutual understanding between partners is reinforced, and the larger scope of expertise offered by Team Europe presents an attractive choice to partner countries between various European policy models and funding modalities. Moreover, information sharing brings greater transparency and contributes to capacity building.
This collaboration helps mobilise a wider range of national stakeholders drawing on the respective networks of each implementing partner, building stronger coalitions with important local actors and enhancing the probability of a longer-term, more sustainable impact.

Joint implementation with a coordinated group of partners can also reduce management costs for partner country governments and stakeholders. Overall, joint implementation has the potential to reduce aid fragmentation in targeted sectors and to foster greater coordination.

Impact on policy dialogue processes

Joint implementation activities have the potential to enhance political and policy dialogue with partner countries. Regardless of the entry point, joint implementation can strengthen partnership dynamics and dialogue. At project level, joint implementation improves access to senior officials; at sector level it facilitates input into the policy process; and at the strategic level it enhances political engagement. The results can be seen in greater mutual understanding, dialogue, insight, and action.

The 'return impact' of public technical assistance actions should also be noted, as mobilised experts can bring valuable experiences, knowledge and contacts to their home institutions once they are back from a mission or a project. European cooperation thus becomes a motor for SDG mainstreaming within the EU's internal administrations and systems, which contributes to the implementation of the 2030 Agenda.

The sharing of information, an intrinsic part of joint implementation, facilitates relevant, consistent and coherent messaging of European values and vision. Joint implementation exemplifies the EU acting as one. As such, it can build more comprehensive and coordinated support packages for partner countries and design bigger projects in terms of scope and funding. This can lead to greater visibility for Team Europe, even beyond the project at hand, in the pertinent sector or in related areas.

TOGO

In Togo, joint implementation directly led to a better understanding of the challenges at hand and demonstrated how the EU, MS and the partner country could foster a shared understanding of priorities that required a comprehensive donor-partner country-society dialogue. This resulted in empowering the government to take the lead in establishing an effective sector coordination structure.

Impact on resources and efficiencies

There is no evaluation that quantifies cost efficiencies in joint implementation to date. Nevertheless, it is evident from existing empirical analysis that the process of joint implementation fosters strategic coordination to help share and make the best use of our combined resources in support of partner country reform processes.

Nevertheless, the benefits must be carefully assessed and outweigh any associated costs. Project design may take longer under a joint implementation arrangement but could be considered an investment in quality. An extended network of trusted relationships can enhance project quality because it introduces intellectual challenge, diverse perspectives and a range of experience. This results in a more comprehensive knowledge of country context and needs, leading to a more relevant project design that greatly reduces implementation risks.

From a perspective of financial efficiency, joint implementation can reduce fragmentation and duplication risks by applying a programme approach to a group of projects or interventions. In addition to the development effectiveness potential of a programme approach, economies of scale can be found in pooling financial management and administrative overheads, as well as improving the coordination of inputs. However, it is critical to acknowledge that in order to deliver on our ambition for greater coherence and impact, a collective investment in human resources and support to country-level colleagues is required.

Joint implementation activities can also lead to cost reductions, particularly in the case of jointly financed multi-donor actions and when burden sharing and mutual reliance help simplify governance structures or procedures. For example, multi-donor actions ensure joint action throughout the programme cycle, avoid duplication in sectors, focus the partner dialogue, ensure coherent messaging and reduce transaction costs at all levels. They also ensure the benefits derived from all other joint implementation methods, including cost reductions for scoping, design, procurement, monitoring, evaluation or audits, when one partner takes the lead; increased efficiency when steering committees, supervision or field missions, communication and visibility events are combined; reduced expenses when office space is shared, local human resources systems are aligned, or policy dialogues are conducted jointly.

Joint implementation can also be valuable for new cooperation partners entering a country, as it can help reduce set-up expenditures by sharing information between implementing partners at little to no extra cost.

Impact on visibility and communication

Joint implementation arrangements have the potential to increase the visibility of Team Europe as a whole as well as the visibility of each intervening Member State (see chapter 20). However, experience to date shows that this is still a contested area where the perspective of unity and an inclusive European visibility is not always evident: for example, discussions are often limited to formal visibility issues like logos and banners.

Joint implementation can increase the quality of visibility and communication on our development cooperation as implementing partners align to the highest standards, successfully applying peer-to-peer learning. Joint visibility events such as press visits, communication campaigns, press releases and signing ceremonies usually work best when they are organised jointly.

Joint messaging is a more popular — and arguably more visible and high-impact — activity. In both joint programme and non-joint programme countries, including Burkina Faso, Colombia, Congo, El Salvador, Guatemala, Palestine, the Philippines, Senegal, and Uruguay, joint messaging has been used to good effect at the political level on issues such as human rights. Joint messaging has been most successful when combined with a strategic approach to communications that matches the message with the media and the audience.

See annex 3 for a list of considerations when moving ahead with joint implementation.

SECTION

4

CONSULTATIONS, PARTNERSHIP DIALOGUE AND COMMUNICATIONS

17. Conducting stakeholder consultations

Partnership and collaboration are at the heart of joint programming. Inclusive consultation — before, during and after programme formulation — is central to the entire process.

Consultation, dialogue and communication are key to identifying priorities, strengthening partnership dynamics, soliciting input and feedback, and ensuring a responsive approach to joint programming. The objective of consultation, policy dialogue and communication activities is to engage the partners, ensuring an inclusive, effective, legitimate and accountable approach to joint programming and implementation of the SDGs.

Effective communication and inclusive consultation are an explicit acknowledgement of the need for joint programming to develop in a strategic and organised manner. They enable Team Europe to engage both internally and externally to:

1. identify priorities and modalities to implement the 2030 Agenda for Sustainable Development;
2. understand partnership dynamics that can help or hinder a joint European action;
3. provide input and feedback at strategic points in the joint programming process;
4. be responsive to emerging trends and changing context;
5. complement objective monitoring with different perspectives.

A strategic approach to consultation, dialogue and communication is therefore essential.

What is different about joint programming consultations?

Although there are many normative principles that apply to all forms of consultation, there are some particular features of joint programming that are useful to keep in mind:

- Joint programming is intended to promote a coherent European position that enables systematic joint messaging to maximise political and financial leverage.
- The joint nature of consultations, the combined resources and the diversity of actors attracts more attention — and potentially a more serious level of engagement — from all types of stakeholders.
- The scope of the joint programme may imply a wide range of topics, some of which may be sensitive and demand more preparation and choreographing between European partners during consultation.
- A joint consultation requires more preparation to identify stakeholders, agree agendas, craft the messaging, design meeting formats, and assign lead roles.
- The joint programme's division of labour may inform different levels of dialogue and responsibility.

Principles and practices for a successful consultation

The new European Consensus on Development (the European Consensus) calls for stronger and more inclusive multi-stakeholder partnerships and national coordination and dialogue mechanisms, especially in support of the 2030 Agenda.

Successful partnering and dialogue are informed by principles that should shape the preparation of all consultation events:

- awareness of motivation for engaging in dialogue and the stakeholder's perspective to prepare a constructive response that offers depth and nuance;
- identifying shared goals, mutual interests and partnering principles for each consultation;
- ensuring added value for participants, not only the organiser, with follow-up actions if required;
- investing in the 'soft skill set', including negotiation skills, that drives a successful outcome.

In line with the rights-based approach working principles on participation and inclusion, any consultation process should:

- make for meaningful participation (i.e. timely notification, language, location, timing, and adequate time for participants to seek other opinions);
- be accessible to all, including women, and people living in marginalised situations or remote locations (e.g. people with disabilities, youth, the elderly, and indigenous peoples);
- consider dedicated consultation events for specific audiences or themes.

Stakeholder identification and analysis

Understanding the perspectives of those who influence the design and future success of joint programming is essential. From a joint programming perspective, stakeholders that are important in the formulation stage can represent four categories:

1. Internal participants in the joint programme, i.e. the EU and its Member States together with any other participants, who are responsible for design and accountable for results.
2. External counterparts, for example partner country governments and other national development actors (civil society and the private sector), who will be involved in joint programme formulation and implementation.
3. Other development partners that operate in the same context and, while not being involved in the joint programme, may have a relevant view on its value and impact.
4. Objective peers from across the EU that have no vested interest but may be able to contribute to learning, exchange of experiences and establishing good practice based on their own experience.

Country-based consultations

The legitimacy and credibility of the joint programme will be determined by the extent to which consultations demonstrate that they are responsive to the perspectives and objectives of participating partners, national counterparts and other development partners working on similar activities. The stakeholder analysis should identify the 'who, what and when' and this can be incorporated into the roadmap (chapter 19).

Building on the components of the working better together approach outlined in the preceding chapters, there are four stages when the need for consultations should be considered.

4

Joint analysis	Key stakeholders can inform and enrich the EU's analysis with their perceptions and specific focus (i.e. 'people focus' for civil society, 'local focus' for local authorities, 'growth focus' for the private sector, etc.) Key stakeholders are often involved at this stage as major actors being interviewed or consulted when the analysis is undertaken. If deemed relevant, particularly in sensitive/fragile environments and in contexts where there may be a 'gap' between national governments and major country-level actors, dedicated sessions can be organised to share the results of the analysis and obtain key stakeholder feedback.
Joint response	Consultation sessions can be organised to obtain feedback from key stakeholders on the selected joint priorities, the suggested division of labour, the joint results indicators, the design of the overall or sector strategies, etc. The earlier stakeholders are consulted, the better they can inform the process and drafting of the joint programming document. That said, the approach and timing for the consultations must be feasible and appropriate within the specific country context.
Joint implementation	Beginning at the joint analysis stage, internal consultation is necessary to identify the potential for joint implementation and then to establish the required modalities. The division of labour, also an important part of joint implementation, will likewise be informed by earlier discussions but it is at the commencement of the implementation phase that further consultation and clarification will be required, including with external stakeholders if they are affected by new modalities.
Monitoring and evaluation	Key stakeholders can also be invited to provide their feedback on the joint programming progress monitoring report(s). This helps check the national statistical picture against the realities on the ground and highlight the priorities to be addressed going forward. This provides inclusive follow-up to the process.

Consulting with government

In some country contexts, it will be advantageous to involve the government or national authorities from a formative stage while in others it might be better to do so once there is some agreement on the scope of joint programming and the process to be undertaken.

PALESTINE

In **Palestine**, European donors were fully committed to having joint programming aligned with and directly supporting the Palestinian Authority's (PA's) national development plan (the National Plan for Action). European donors represent a very large amount of development financing in Palestine. This means that joint programming would largely reduce fragmentation and transaction costs, while also improving impact by strengthening the standing of the Palestinian Authority as the legitimate development planning authority. EU support to help deliver Palestine's national development plan was strongly welcomed by the Palestinian Authority and the Office of the Prime Minister took responsibility for regular dialogue with European development counsellors. The ongoing dialogue between the PA's Office of the Prime Minister and the European development partners created an invaluable environment of trust. The Palestinian Authority and European donors met repeatedly to exchange views on draft texts before they were officially endorsed. This gave the European donors confidence that the PA was responding to their concerns in finalising Palestine's National Policy Agenda. As European donors were willing to exchange views on their draft strategy with the PA, Palestinian officials became more confident in their development partnership with European donors.

The European Consensus highlights that 'partner country appropriation and ownership are essential' and that 'joint programming should be led by the partner country's development strategy and aligned to the partner country's development priorities'. In its 2016 conclusions on stepping up Joint Programming, the Council 'encourages the EU and Member States to strengthen their efforts to raise awareness among partner governments and other stakeholders of joint programming in order to strengthen and encourage ownership and alignment by timely consultations and dialogue.

Partner country government engagement in joint programming should not be taken for granted. During the preparatory stages, there should be some discussion to reconcile the perspectives and priorities of the participating donors and the partner government. Concerted effort should be made, especially by Heads of Mission and Cooperation, to accommodate government priorities on sectors and modalities in line with the national development plan and respective sector strategies and reform programmes.

LAOS

In Laos, open communication on sensitive issues was key in changing the government's initial concern about losing bilateral relationships to a more positive and constructive attitude. Every opportunity was taken to reinforce the positive aspects of joint programming, including arranging meetings with the neighbouring Cambodian authorities on their joint programming process. The consultations gave European partners the chance to clarify certain misperceptions with Lao government officials. These related to:

1. the impact/implications of joint programming on existing bilateral relations, with no risk of it being at the expense of existing bilateral mechanisms;
2. the expectation of co-signing the joint programming document;
3. the positive effects in terms of reducing transaction costs and offering more value for money (not less money), with the potential to increase the efficiency of European ODA disbursed in Laos; and
4. the instrumental role joint programming will play in implementing the 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda.

Country experiences of joint programming processes show that scepticism related to issues such as 'losing' bilateral relationships or funds can be overcome through:

1. emphasising the flexible and country-driven approach;
2. scheduling regular, timely engagement; and
3. ensuring timely communication that emphasises the tailored approach and the benefits of joint programming to both sides of the partnership.

Consulting with the wider development partners group

All development partners in the country should be consulted during the joint programming formulation process to ensure that it is coordinated with their ongoing work. In some countries, similar processes such as the preparation of the United Nations Development Assistance Framework can also provide opportunities for shared analysis and lesson learning.

Moreover, non-EU partners can be invited to join the joint programming process if this is considered advantageous by Team Europe. When non-EU partners join the process, it is important to also agree and set out mechanisms to allow them to participate at relevant Heads of Mission discussions on joint programming.

CAMBODIA

In Cambodia, European partners consulted the government, civil society, the private sector and other development partners before finalising the joint programming document. Consultations with the government were organised together with the government's lead agency for aid coordination, which then communicated arrangements to all government ministries and agencies. The consultations were co-chaired by the government minister and the EU ambassador. However, each European ambassador presented an aspect of the joint programming strategy that was part of the consultations. Consultation with civil society was organised with Cambodian civil society networks, utilising and supporting their role as umbrella organisations. All documents for consultations were translated into the Khmer language to ensure that Cambodian stakeholders could prepare fully for the consultations and simultaneous interpreting was provided to enable all stakeholders to participate meaningfully. Consultations helped give the joint European group visibility from early in the process and served to facilitate subsequent dialogue around the first monitoring report on the implementation of the Cambodia joint programming document.

4

Types of consultation

There are two distinct types of consultation processes: dedicated consultation events around the joint programming process and 'blended' consultations:

- Dedicated events: joint programming events with a defined agenda and objective.
- Blended consultations: making use of established coordination mechanisms (both formal and informal) to consult on elements of the joint programming process. Blended consultations can include meetings related to the implementation of the EU Gender Action Plan, CSO Roadmap (see chapter 19) or the Human Rights and Democracy Strategy in the partner country.

MOLDOVA

Moldova faces major challenges due to the sustained outward economic migration of Moldovans. On the one hand, there is a hollowing out of Moldova's productive capacity with the country's educated youth looking abroad for work and business opportunities. On the other hand, the outward migration of household breadwinners presents an overwhelming social protection problem, with Moldova's elderly, children and disabled often left behind with threadbare social services struggling to protect these vulnerable groups. In conducting a joint analysis, European donors in Moldova acknowledged the pressing need to rethink development cooperation in a way that demonstrates to Moldovans the visible benefits from combating this problem. Unless development partners are able to deliver a credible promise of a better future, Moldova's outward migration will continue unabated with devastating consequences both for the viability of donor programming and for the integrity of the nation state as a whole.

The joint analysis led the EU to agree to focus programming more on demonstrating tangible and visible benefits. To do this, it needed to conduct a wider and deeper consultation with a large portion of the population that has increasingly questioned the value of the partnership with Europe. In 2016, the EU and other European donors held two one-day workshops with 20 government ministers in attendance to reflect on the analysis and provide a more critical space in which to approach future programming.

At the same time, European donors also held a consultation with civil society that included representatives of disabled people, the diaspora and the private sector. This laid the foundation for the shaping of a shared approach to joint programming in Moldova, because it raised awareness of the need for a shift in programming that emphasises the importance of demonstrating value to Moldovans. In this way, coalitions can be developed in support of the hard reforms Moldova needs to implement to realise its economic, social and cultural potential.

Managing the challenges of consulting stakeholders

Feedback from current joint programming initiatives shows that targeting and/or identifying the right actors continues to be critical in making consultations effective and inclusive. Particularly in sensitive, politically challenging and fragile contexts, a stakeholder analysis should be conducted at the joint analysis stage. The consultation process itself can raise expectations on the part of key stakeholders, and managing those expectations is very important, along with a systematic consideration of the political economy of national stakeholder dynamics. Careful attention should be given to developing shared key messages on joint programming in clear and concise language, openly sharing information, and providing timely feedback and updates.

Consultations also raise operational challenges. They require time and add an extra workload to the existing tasks of the EU Delegation and MS. They may involve organising meetings, preparing questionnaires, translating documents into local languages, providing access, facilitating reflection and exchange, assessing and compiling results and providing feedback to the key stakeholders on the outcomes of the consultations and how their input was taken into account.

18. Joint policy dialogue

The approach to consultation outlined in the previous chapter should set the stage for strategic policy dialogue. In this context, strategic means that the dialogue is informed, structured and sequenced to move the participants towards the achievement of specific objectives and goals. It is a structured dialogue, meaning it is planned, has concrete outputs, is scheduled for maximum effectiveness, managed in a transparent manner, and implemented with a provision for follow-up action.

Policy coherence is an additional guiding principle. This involves reconciling development and political positions in the joint programming relationship so that a common position is formed and reflected throughout the intervention logic to support the implementation of the 2030 Agenda for Sustainable Development.

Linking dialogue to results

The new European Consensus on Development (the European Consensus) states that at country level, the EU and MS will enhance joint programming to increase their collective impact by bringing together their resources and capacities as well as using joint results frameworks to maintain momentum, inform dialogue and enhance mutual accountability. The 2016 Council conclusions state that joint programming can be an effective tool to enhance coordination at country and sector level and reinforce coordinated policy dialogue; and the evaluation of joint programming provides evidence that joint programming processes can contribute to improving political and policy dialogue.

The 2030 Agenda, with its multi-partner and cross-sector approach, may be seen as an entry point for wide-ranging dialogue. Policy dialogue could be structured around localisation, financing and monitoring (see graphic below).

DIALOGUE ENTRY POINTS & 2030 AGENDA

Localising & nationalising

Policy mapping
Priorities and accelerators
Integration in national and
sub-national plans
Donor coordination
Bottlenecks
Multi-stakeholder networks
Communication

Financing

Resource mobilisation
Budget integration
New partnerships

Measuring & reporting

Data availability
M&E capacities
Reporting
Evaluation
Learning networks

4

Regardless of the specific topic, strategic and structured policy dialogue tends to achieve the best results when:

1. a public policy transformation is already underway;
2. the government's lead actors are receptive and well-prepared;
3. the profile, legitimacy and credibility of respective stakeholders are high;
4. there is a window for change, for example a binding global commitment, political pressure from within the country, or an emergency situation;
5. the agenda focuses on issues of interest to both sides with potential for mutual benefit.

The timing of policy dialogue, together with prevailing partnership dynamics, will therefore affect the degree of leverage for Team Europe. Structured policy dialogue must also be seen as a continuous process so that each dialogue event, whether formal or informal, can be used to build partnership and consensus.
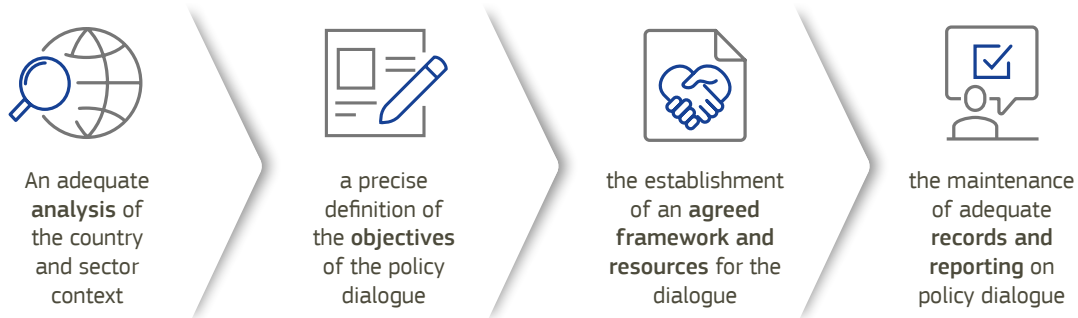
Ensuring readiness for policy dialogue

To maximise the value of joint policy dialogue, it is essential that there be clear communication channels between the government and joint programming partners in the run-up to the dialogue. In some countries, monitoring based on a joint results framework (see chapter 13) and the adoption of a 'cluster' approach to joint programming have supported strategic policy dialogue focusing on accountability for implementation.

Political and operational sections in EU Delegations and MS embassies and implementing agencies must be involved for a coherent and prioritised approach. Responsibilities can be informed by the division of labour associated with the joint programming process.

Good practices on policy dialogue can be further found in the 2017 Budget Support Guidelines. In summary, the guidelines state that effective dialogue requires a pro-active, strategic, structured and documented approach, and is based on robust monitoring and evaluation of data generated ideally by the partner country.

Four steps are outlined:

| An adequate **analysis** of the country and sector context | a precise definition of the **objectives** of the policy dialogue | the establishment of an **agreed framework and resources** for the dialogue | the maintenance of adequate **records and reporting** on policy dialogue |

Activities to support joint policy dialogue

As Team Europe comes together to adopt common approaches and speak with a single voice, these specific activities, depending on the time and resources available, could be considered:

1. Analyse possible challenges/constraints to effective joint policy dialogue. Initial collective preparatory work can prove helpful, such as awareness-raising on aims, ambitions and possible barriers to joint policy dialogue in different priority areas of the joint programming document.

2. Identify focal point(s) in government responsible for dialogue on specific issues. From a stakeholder analysis perspective, it is necessary to understand 'who calls the shots' and who the important intermediaries are to support European coordination efforts.

PALESTINE

In Palestine, the Joint Programming Document 2017-2020 directly responds to the Palestinian National Policy Agenda and was prepared based on six years of joint policy dialogue, using flexible locally developed and managed policy dialogue tools. Sixteen sector strategy fiches established leads and active donors for each sector (cluster approach), with specific roles and responsibilities. These are working documents, regularly updated, and used by the EU Delegation and the Member State embassies/field staff to pass on collective messages and information to Palestinian counterparts (way forward, financial means). They are backed by a results-oriented framework aiming at steering a structured, coherent and results-oriented policy dialogue, with stronger monitoring and evaluation features.

3. Map sector relationships to results: It may be challenging to understand the linkages between the central agencies, the line ministries and sub-national administrations and how resources, results and accountability are connected. Mapping the roles and influence of key officials will ensure that dialogue is targeted to the appropriate counterparts that are accountable for results.

4. Joint programming partners nominate a lead who will be tasked with preparing an overview of the sector, the main issues, and an approach to preparatory meetings to identify shared priorities. This should draw on the previously agreed division of labour and the work of a sector coordination group.

5. Identify other major and influential non-EU development partners in the sector. Recognise that in some instances partners can exert considerable influence irrespective of their development cooperation budget and verify the extent to which these actors have shared priorities for the sector.

6. Develop a timeline to show possible opportunities for dialogue. These might include points at which:
   — a new policy or development plan is being designed or developed;
   — there are actions to pursue the SDGs at local level;
   — evaluations, reviews, impact assessments, or major technical or feasibility studies are being conducted.

7. Schedule (joint) evaluations, reviews and technical studies to provide timely input to policy dialogue, including to analyse risks and mitigating factors that can be included in the dialogue.

8. Initiate a multi-donor discussion. Use sector/national coordination, monitoring and reporting mechanisms to identify dialogue objectives. Additional resources may be mobilised for any analytical work required (a dialogue facility, such as a joint programme secretariat, may provide on-going support for technical assistance, workshops, coordination tasks or joint missions). Together with analytical work, the outcome will inform harmonised policy positions.

9. Based on consultations and analysis, agree on a procedure for drafting and validating policy briefs. These briefs will represent policy positions to be used at all dialogue opportunities by all participating partners. Developing a number of policy tools of varying length and detail will allow them to be used selectively depending on speaker, event and audience (see chapter 20 on communication). Ensure that cross-cutting issues, such as environment and gender equality, are reflected in these policy papers.

CAMBODIA & LAOS

In Cambodia and Laos, joint policy briefs were developed through the joint programming process by lead partners under the division of labour. In Cambodia, the briefs were essentially key messages for Heads of Mission and were presented in a 1 to 2-page format so as to be accessible as meeting briefs.

10. Identify and mitigate the risks of dialogue failure: These can relate to people, process and issues, with some potential risks summarised in the table below.

People	Process	Issues
Leadership, power and influence	Unclear design process/roles	Partial coverage/content
Selection/level of participants	Poor partnering context	Priority issues not prepared
Reluctant engagement	Setting/format not conducive	No mutual interest
Lack of trust or expertise	No follow-up mechanism	Poorly prepared messaging

11. Structure Heads of Mission/Cooperation preparation meetings to include updates on policy dialogue in key areas (e.g. public administration and governance) or to discuss negotiation strategy, the division of responsibilities and the inclusion of follow-up arrangements.

12. Evaluate joint policy dialogue by evaluating the outcome so that, as part of a structured and strategic process, incremental improvements can be made.

13. Convene regular combined discussions between Heads of Mission and Heads of Cooperation on joint programming implementation, the impact of policy dialogue, and follow-up priorities.

19. Consulting and partnering with civil society

The 2030 Agenda for Sustainable Development and the new European Consensus on Development recognise the need for stronger and more inclusive multi-stakeholder partnerships. Engaging with CSOs, through dialogue and support, constitutes a key pillar in these approaches. For the EU, its commitment to enhanced dialogue and cooperation with CSOs is enshrined in several relevant policy documents.

In her mission letter to the Commissioner for International Partnerships, Jutta Urpilainen, President von der Leyen has emphasised the need 'to have a dedicated focus on supporting civil society around the world. As the experts on the ground, they often lead the way on sustainable development. We should ensure they have a far greater role in designing and implementing European policies, programmes and projects.' Correspondingly, in her mission letter to the Commissioner for Neighbourhood and Enlargement, Olivér Várhelyi, President von der Leyen pointed to the role of 'an independent media and civil society' in the EU's Eastern neighbourhood.

These statements constitute strong signals over the past few years that civil society should be more involved in country level programming processes, such as joint programming. This chapter suggests possibilities for widening the scope and increasing the effectiveness of consultations with civil society in the joint programming process, notably by coming closer and being more coordinated with the CSO Country Roadmap process.

In a joint note on the Country Roadmap of EU engagement with civil society in 2018, DEVCO Director General Stefano Manservisi and EEAS Secretary General Helga Schmid, wrote that their 'aim is that the re-launch of the Roadmaps will be done using a more coordinated approach with the joint programming process and the Human Rights and Democracy Country Strategies'.

Moving towards a structured dialogue with civil society

As a proxy for direct civic engagement, CSOs give a voice to citizens' concerns and promote the culture and values of democratic governance. Equally, civil society informs and enriches the joint programming analysis and approach based on its 'people and community' perspective and as an important driver of change. Engaging in structured dialogue with CSOs ensures their inclusive and effective participation in policy processes.

Thus far, Team Europe have often used events (i.e. workshops, focus groups, sessions, etc.) either in the form of dedicated consultation events or 'blended' consultations to engage and speak to civil society as a joint European group. This risks becoming rather ad hoc, while experience has shown that an effective dialogue needs to be more structured and regular.

4

Structured dialogue requires identifying clear objectives, ensuring that the timing is conducive to preparation and follow up, assuring appropriate representation and participation, and designing the right approach.

Good practices in establishing a structured dialogue with civil society are part of the added value of the CSO Roadmaps. The Roadmaps are intended to improve the impact, predictability and visibility of EU actions promoting coordination and synergy with MS when partnering with civil society.
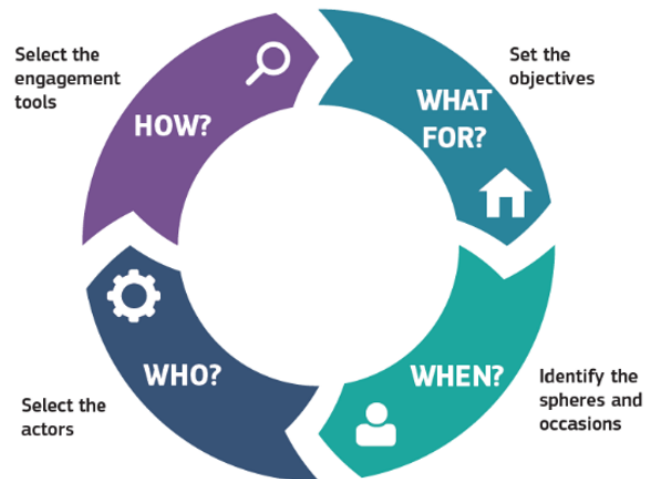
In general, the role that civil society can play in joint programming depends on the democratic space available in a specific country context. While civil society can be integrated into policy dialogue alongside the government in a conducive environment, in more challenging contexts Team Europe may require a separate dialogue with civil society at country level, sometimes off the record, in order to better understand the concerns and challenges faced by CSOs and to avoid their being sanctioned by state authorities.

There are good experiences of CSO Roadmaps and of joint programming **processes leading to more structured dialogue** between civil society and European partners, as well as increasing local understanding of how European partners work and engage at country level both through political and policy dialogue and through official development assistance, including funding for civil society.

In many cases, the two processes would benefit from closer coordination as the CSO Roadmaps can offer deeper insights into the issue of the space for CSOs, while also offering avenues to deepen dialogue with, and streamline support to, CSOs. **EU Delegations are therefore encouraged to find synergies between the two processes in a manner adapted to the country context**.

These synergies could include joint consultations or joint reviews for the two processes in full respect of their distinct identity, in order to use resources more efficiently and to ensure clear communication on EU and MS interests and action, thus avoiding consultation fatigue on the part of civil society partners. Also, by using resources more efficiently, the consultation process could be broader and more ambitious and ensure a better involvement of civil society in joint programming processes. At the same time, **care must be taken not to lose the good visibility that the CSO Roadmap** has gained over the past years within the EU, among MS, and among external partners, in particular civil society.

The CSO Roadmap document is agreed in a separate local process by the EU Delegation and MS (and is also an annex to the Human Rights and Democracy Strategies at country level), and is often confidential in nature. However, key elements of the cooperation with CSOs — presented in the Roadmap — can be referred to in different parts of the main text of the joint programming document and the results framework. If considered useful by the Head of Delegation, some subset of the CSO Roadmap could also be locally presented in parallel to the joint programming document, pointing to synergies. This should all trigger increased coordination between the relevant sections of the EU Delegations and also between the EU Delegations and MS, as recommended.

20. Communications and visibility

Successfully communicating with one voice and with an identifiable 'Team Europe' brand at country level requires a coordinated, strategic approach to communications before, during and after the formulation of the joint programming process.

Effective communication of joint objectives and results achieved as Team Europe will help to engage partners, build consensus and demonstrate accountability, while managing expectations. Communications will also help to unlock the potential of joint programming to increase European visibility, providing the EU and MS, as Team Europe, with a platform for greater policy influence.

A focus on visibility can also support greater consistency between political dialogue and development cooperation.

A key part of the joint communication on Team Europe is the introduction of the Team Europe visual identity that has been disseminated to all Team Europe members to be used consistently in all communication outreach activities.

Activities to improve visibility

The joint programming process can sometimes be largely viewed as technical and process-driven, rather than being deeply political in nature. It may therefore prove challenging to identify activities that can be communicated to a large audience in accessible language. For countries with an active joint programming process, there are good practices adopted by different European groups that can be shared, as well as easy to mobilise resources (human and technical) at headquarters.

Consider communicating on aspects such as the total amount of European funds invested, calling attention to European values and highlighting how Team Europe supports the partner country in achieving development objectives, such as the SDGs.

GHANA

In Ghana, the joint programming document contains a specific section on joint visibility and communication. The joint visibility strategy identified joint written publications, organised joint events, such as joint signing ceremonies for projects and programmes, joint missions and joint reporting, and cross-references on individual participating partners' websites as some of the key activities to support joint visibility.

4

Possible activities

1. **Consult and organise meetings with participating partners' communications officers** on how best to use the joint programming exercise to improve the visibility of Team Europe.

2. **Map out a calendar of key events** in the partner country or in relation to the participating partners and develop joint press releases. This can improve the likelihood of press releases appearing in the local press.

3. **Brief Heads of Mission and political officers** properly so that they can refer to joint programming when interviewed or speaking at official events: a tagline such as 'European partners working together' could be considered

4. **Develop a user-friendly brochure** explaining the key goals of Team Europe working together in the partner country:

   — For example, employ an easily understood metaphor such as working together as a sports team.
   — Explain how joint programming adds value. Quote combined financial allocations, preferably in local currency and converted to round numbers, compared to the partner government's budget.
   — Explicitly name participating partners and include their flags/logos.
   — Provide an explanation as to what objectively verifiable results are being pursued in priority sectors.
   — Resist using joint programming jargon, i.e. technocratic expressions or narratives such as fragmentation, harmonisation, and programming, as these will mean little to the public.
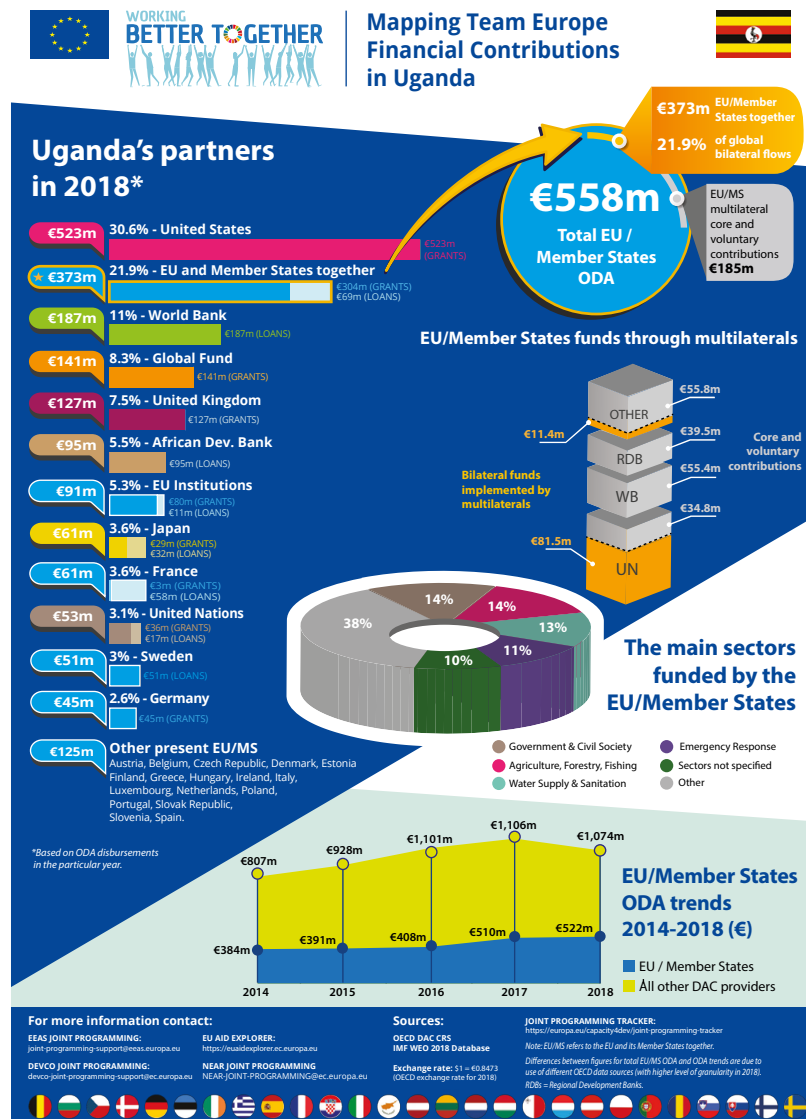
LAOS

In Laos, the European group (EU, Finland, France, Germany, Hungary, Ireland and the Luxembourg) and two like-minded partners (Switzerland and the UK) produced a brochure that outlines how Europeans contribute to the achievement of the SDGs in Laos.

The European partners have jointly identified seven priority sectors in which they have a comparative advantage and are active in policy dialogue. The sectors are aligned with the government of Lao PDR's policies and definitions. Coordination is ensured through the relevant working group mechanism, thus enabling ownership. European partners are harmonising their programming through this joint programming exercise, with each sector contributing to a results framework linked to monitoring indicators that enable mutual accountability for results.

5. Once finalised, **consider giving the joint programming document an 'official look' and brand** so as to ensure it is appropriate for public circulation (good examples include the monitoring report on joint Programming for Cambodia and brochures produced in Palestine and Laos). Translating into local languages can also trigger a wider circulation among the target audience.

6. **Explore new ways of communicating** joint programming messages, such as social media, short videos, infographics and local events (see below: infographics produced per country based on 2018 OECD DAC data).

WORKING BETTER TOGETHER

Mapping Team Europe Financial Contributions in Uganda

Uganda's partners in 2018*

€523m — 30.6% - United States €523m (GRANTS)
€373m — 21.9% - EU and Member States together €304m (GRANTS) €69m (LOANS)
€187m — 11% - World Bank €187m (LOANS)
€141m — 8.3% - Global Fund €141m (GRANTS)
€127m — 7.5% - United Kingdom €127m (GRANTS)
€95m — 5.5% - African Dev. Bank €95m (LOANS)
€91m — 5.3% - EU Institutions €80m (GRANTS) €11m (LOANS)
€61m — 3.6% - Japan €29m (GRANTS) €32m (LOANS)
€61m — 3.6% - France €3m (GRANTS) €58m (LOANS)
€53m — 3.1% - United Nations €36m (GRANTS) €17m (LOANS)
€51m — 3% - Sweden €51m (LOANS)
€45m — 2.6% - Germany €45m (GRANTS)
€125m — Other present EU/MS
Austria, Belgium, Czech Republic, Denmark, Estonia, Finland, Greece, Hungary, Ireland, Italy, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Slovenia, Spain.

*Based on ODA disbursements in the particular year.

€558m Total EU / Member States ODA

€373m EU/Member States together — 21.9% of global bilateral flows

EU/MS multilateral core and voluntary contributions €185m

EU/Member States funds through multilaterals

OTHER €55.8m
RDB €39.5m — €11.4m
WB €55.4m — Core and voluntary contributions
UN €34.8m
Bilateral funds implemented by multilaterals €81.5m

The main sectors funded by the EU/Member States

38% / 14% / 14% / 13% / 11% / 10%

- Government & Civil Society
- Agriculture, Forestry, Fishing
- Water Supply & Sanitation
- Emergency Response
- Sectors not specified
- Other

EU/Member States ODA trends 2014-2018 (€)

€807m / €928m / €1,101m / €1,106m / €1,074m
€384m / €391m / €408m / €510m / €522m
2014 / 2015 / 2016 / 2017 / 2018

- EU / Member States
- All other DAC providers

For more information contact:
EEAS JOINT PROGRAMMING: joint-programming-support@eeas.europa.eu
DEVCO JOINT PROGRAMMING: devco-joint-programming-support@ec.europa.eu
EU AID EXPLORER: https://euaidexplorer.ec.europa.eu
NEAR JOINT PROGRAMMING NEAR-JOINT-PROGRAMMING@ec.europa.eu

Sources:
OECD DAC CRS
IMF WEO 2018 Database
Exchange rate: $1 = €0.8473 (OECD exchange rate for 2018)

JOINT PROGRAMMING TRACKER:
https://europa.eu/capacity4dev/joint-programming-tracker
Note: EU/MS refers to the EU and its Member States together.
Differences between figures for total EU/MS ODA and ODA trends are due to use of different OECD data sources (with higher level of granularity in 2018).
RDBs = Regional Development Banks.

7. **Consider hosting joint visibility events in priority areas** for the joint programming document and using these sector entry points to communicate on the radio, TV and/or the press, reporting on the collective work of the European partners.

8. **Agree locally that any speeches** by participating partners on specific projects should refer to the project's impact on a priority in the joint programming document.

9. **Produce visibility items** in partnership with press and information officers that make reference to the joint programming document, such as a banner or t-shirts for events. Flags of participating partners are usually a good way to provide visibility to all participating partners and communicate the 'joint' aspect.

10. **Consider undertaking joint missions** with the press to visit a range of participating partners' projects (including joint implementation) to reinforce the joint nature of their work and provide human stories linked to the European priorities.

11. **Consider publishing a Blue Book** that captures the contributions of participating partners under the joint programming document or specific instances of joint implementation (a good example is the Kenya Blue Book 2016).

The following video about joint implementation is based on interviews conducted at the Global Learning Event on Joint Programming in Kampala, Uganda (19-21 November 2019).

There is a substantial capacity building effort at HQ to create a 'bank of knowledge' around joint programming and joint implementation. The main repository platform for communication materials is DIVA Platform, open to both the EU and to Member States officials. Other key sources for gathering evidence are the open-access, public Joint Programming tracker and the joint programming and joint implementation group that offers a repository of documents and frequent updates about country cases to registered members. In addition, there is an online course offered to EU and non-EU staff via the 'DEVCO Academy' website.

Besides those sites, support is available from HQ (EEAS and Commission joint programming teams) in the following forms: Provision of a communication expert for advice and technical support (based on short-term ToRs), Factsheets and briefs, Infographics, Dossiers, Press releases, Social media content, Policy briefs, Videos, and Newsletters.

An additional resource can be the updated 'Communication and Visibility Requirements' for implementing partners.

Please contact the INTPA joint programming team or visit the joint programming group at Capacity4dev for all communication support (for contacts see the Introduction, page 5).

ANNEXES

ANNEX 1

COMPENDIUM ON EU AND MEMBER STATES PROGRAMMING PROCESSES

Austria

Considering replacing bilateral programming document with JP document:
Yes ✅

Core requirements for JP document to replace bilateral programming document:
1. Context analyses
2. Mapping of development partners division of labour
3. Risk Assessment
4. Common Results and Monitoring Framework for Development Cooperation (in line with commitment to partner-ship and mutual accountability that is inherent to the 2030 Agenda)

Whom to consult for bilateral programming:
1. Government and civil society in the partner countries
2. All relevant Austrian ODA actors including other line ministries (i.e. Ministry for Finance, Ministry of Defence, Ministry of Interior, Austrian Development Bank, Austrian Economic Chambers etc.), Austrian CSOs/NGOs and Parliament
3. Other development partners

Can bilateral programming be synchronised with Partner Country's development cycle?
Yes ✅

Priority regions and countries for bilateral cooperation:
Albania, Armenia, Bhutan, Burkina Faso, Ethiopia, Georgia, Kosovo, Mozambique, Palestine and Uganda

Belgium

Considering replacing bilateral programming document with JP document:
Not for the time being ❌

Core requirements for JP document to replace bilateral programming document:
1. Policy priorities of BE's Minister for Development Cooperation
2. Priority sectors as defined by the Law of 2013
3. Specific objectives and expected results within a realistic timeline (incl. risk management)
4. Performance indicators (monitoring matrix, results framework/aid effectiveness benefits, visibility)
5. Financial Framework (incl. per priority area)

Whom to consult for bilateral programming:
1. Ministries
2. Political actors
3. Administration
4. Executing agencies (BTC, BIO)
5. Non-governmental actors
6. Multilateral organisations in Belgium and the partner country

Can bilateral programming be synchronised with Partner Country's development cycle?
No ❌

Priority regions and countries for bilateral cooperation:
No information available

Bulgaria

Considering replacing bilateral programming document with JP document:
Not for the time being ❌

Core requirements for JP document to replace bilateral programming document:
1. Objectives
2. Target sectors/ groups
3. Monitoring framework
4. Allocations per sector

Whom to consult for bilateral programming:
1. Ministries
2. Political actors
3. Administration
4. Executing agencies (BTC, BIO)
5. Non-governmental actors
6. Multilateral organisations in Belgium and the partner country

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible to some extent ⚠️

Priority regions and countries for bilateral cooperation:
No information available

A

Croatia

Considering replacing bilateral programming document with JP document:
No information available

Core requirements for JP document to replace bilateral programming document:
No information available

Whom to consult for bilateral programming:
No information available

Can bilateral programming be synchronised with Partner Country's development cycle?
No information available

Priority regions and countries for bilateral cooperation:
Afghanistan, Bosnia and Herzegovina, Morocco, Tunisia and Syria

Cyprus

Considering replacing bilateral programming document with JP document:
No information available

Core requirements for JP document to replace bilateral programming document:
No information available

Whom to consult for bilateral programming:
No information available

Can bilateral programming be synchronised with Partner Country's development cycle?
No information available

Priority regions and countries for bilateral cooperation:
Autonomous Palestinian Territories, Bosnia-Herzegovina, Egypt, Lebanon, Lesotho, Mali and Yemen

Czech Republic

Considering replacing bilateral programming document with JP document:
Not full replacement ⚠

Core requirements for JP document to replace bilateral programming document:
No information available

Whom to consult for bilateral programming:
1. Partner Country Ministries / public administration (as Government is co-signing the programme)
2. Non-state actors in the partner country and in Czechia
3. Other donors

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible, but only on an annual basis ⚠

Priority regions and countries for bilateral cooperation:
Bosnia and Herzegovina, Cambodia, Ethiopia, Georgia, Moldova and Zambia

Denmark

Considering replacing bilateral programming document with JP document:
Not for the time being ✖

Core requirements for JP document to replace bilateral programming document:
1. Integration of past experiences
2. Budget specified at the outcome level
3. Description of programme management and administration arrangements. Denmark's bilateral programme documents require justification based on a context analysis, and coherence with the strategic priorities of the partner country

Whom to consult for bilateral programming:
1. National governments
2. Programme partners

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible with limitations ⚠

Priority regions and countries for bilateral cooperation:
Afghanistan, Bangladesh, Burkina Faso, Ethiopia, Kenya, Mali, Myanmar, Niger, Palestine, Somalia, South Sudan, Tanzania and Uganda

Estonia

Considering replacing bilateral programming document with JP document:
Not for the time being ❌

Core requirements for JP document to replace bilateral programming document:
1. Context analysis
2. Strategic priorities for cooperation with baseline indicators and results framework
3. Division of labour among MS
4. Indicative financial allocations

Whom to consult for bilateral programming:
1. Partner country government stakeholders
2. Estonian embassies, ministries, parliament and relevant non-state actors

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible to some extend ⚠️

Priority regions and countries for bilateral cooperation:
Afghanistan, Belarus, Georgia, Moldova and Ukraine

Finland

Considering replacing bilateral programming document with JP document:
Not for the time being ❌

Core requirements for JP document to replace bilateral programming document:
Strongly supports strengthening the EU cooperation in third countries, for example by joint analysis.
Finland can benefit from joint country/ sectoral assessments in its bilateral cooperation.

**Whom to consult for bilateral programming:**
1. Partner country government and other stakeholders
2. Key stakeholders in Finland

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✅

Priority regions and countries for bilateral cooperation:
Afghanistan, Ethiopia, Iraq, Kenya, Kyrgyzstan, Mozambique, Myanmar, Nepal, Palestinian Territory, Somalia, Syria, Tajikistan, Tanzania, Ukraine and Zambia
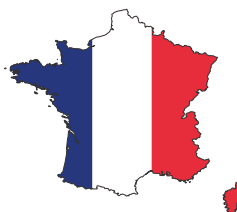
France

Considering replacing bilateral programming document with JP document:
Yes ✅

Core requirements for JP document to replace bilateral programming document:
The Joint Analysis should include:
1. a causal analysis of the development dynamics and challenges in the partner country;
2. a logical framework identifying the main leverage points, multiplier effects to foster and prioritize activities to be implemented, in order to make progress towards the SDG;s
3. an analysis of existing interventions to reduce the risk of duplication and to identify complementarities to be exploited;
4. an analysis of gaps, especially relating to the French priority axes of interventions; and
5. a summary of the results.

The Joint Response should include:
1. Defining the priority sectors of intervention. France favours (but does not consider it necessary) a broad approach to value the 'non-programmable' and 'not fully programmable' aid and to present a broad vision of European actions (peace and security, humanitarian aid, actions presenting benefits for the climate, decentralised cooperation, culture domain and/or francophone, etc.), also including non-public development aid.
2. Sectors of concentration. French offices in the field should focus on 3 priority sectors of French aid (among the 10 sectors of legally identified interventions) and 2 cross-cutting priorities consisting of gender equality and the fight against climate change.
3. A precise division of labour (offices in the field have been requested to adopt a breakdown by sector or sub-sector).
4. Indicative financial allocation per sector and donor

Financial allocations are indicative and may be modified. In order to permit a higher degree of flexibility, the financial allocations for bilateral action may be presented highlighting maximum and minimum values.

Field offices are invited to refer to the EU Results Framework and French aid indicators to obtain measurable results indicators temporally defined for each of the concentration areas. The number of priority sectors, if the French authorities deem it necessary, may be subject to revision in the future (according to the future development law).

Whom to consult for bilateral programming:
Bilateral programming documents are developed in dialogue with the administration of the partner country. At the end of this process, bilateral programming documents are co-signed with the authorities of the partner country.

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✅

Priority regions and countries for bilateral cooperation:
Benin, Burkina Faso, Burundi, Central African Republic, Chad, Comoros, Democratic Republic of Congo, Djibouti, Ethiopia, the Gambia, Guinea, Madagascar, Mali, Mauritania, Niger, Senegal and Togo. (North African countries also receive special attention.)

Germany

Considering replacing bilateral programming document with JP document:
Yes ✅

Core requirements for JP document to replace bilateral programming document:
1. Sound analysis (assessment of framework conditions)
2. Definition of priority sectors
3. Joint Results Framework per defined priority sector with results at outcome/ impact level according to OECD standards

Whom to consult for bilateral programming:
1. Partner governments
2. Civil society in the partner country and in Germany
3. Other donors (when developing the strategy document, usually a 3-month period of intense consultation activities)

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✅

Priority regions and countries for bilateral cooperation:
Africa: Benin, Burkina Faso, Burundi, Cameroon, Democratic Republic of Congo, Egypt, Ethiopia, Ghana, Kenya, Malawi, Mali, Mauritania, Mozambique, Morocco, Namibia, Niger, Rwanda, South Africa, South Sudan, Tanzania, Togo, Uganda and Zambia
Asia: Afghanistan, Bangladesh, Cambodia, Kyrgyzstan, India, Indonesia, Laos, Mongolia, Nepal, Pakistan, Tajikistan, Uzbekistan and Vietnam
Middle East: Palestinian Territories and Yemen
Latin America and the Caribbean: Bolivia, Brazil, Colombia, Ecuador, Guatemala, Honduras, Mexico, and Peru
South Eastern Europe/Caucasus: Albania, Kosovo, Serbia and Ukraine

Greece

Considering replacing bilateral programming document with JP document:
Yes ✅

Core requirements for JP document to replace bilateral programming document:
1. Defining priority sectors and interventions
2. Indicative allocations per sector and division of labour among MS
3. An evaluation monitoring framework
4. Lessons learnt from previous evaluations

Whom to consult for bilateral programming:
1. Partner countries
2. Other donors

Can bilateral programming be synchronised with Partner Country's development cycle?
No information available

Priority regions and countries for bilateral cooperation:
No information available

Hungary

Considering replacing bilateral programming document with JP document:
Not for the time being ⊗

Core requirements for JP document to replace bilateral programming document:
1. Defining priority sectors
2. Indicative financial allocation per priority sector
3. A thorough analysis of the background of and outlook for partner countries development (including risk assessment, sector-analysis etc.)
4. Monitoring and results framework
5. Development priorities of the MS should be represented

Whom to consult for bilateral programming:
1. Line Ministries
2. CSOs
3. Private sector
4. Local authorities in partner countries
5. Stakeholders in partner countries
6. Other donors and key organisations operating in the partner countries

Can bilateral programming be synchronised with Partner Country's development cycle?
No ⊗

Priority regions and countries for bilateral cooperation:
Syria, Iraq, Jordan, Uganda, Ethiopia, Kenya, Serbia, Ukraine, Bosnia and Herzegovina and Macedonia.
Other project-based partner countries: Lao People's Democratic Republic, Albania, Turkey, Belarus, Democratic Republic of the Congo, Georgia, Kosovo, Lebanon, Egypt, Libya, Nigeria, Montenegro, Palestine and Vietnam
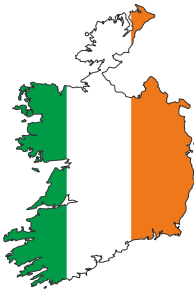
Ireland

Considering replacing bilateral programming document with JP document:
Not for the time being ⊗

Core requirements for JP document to replace bilateral programming document:
Ireland's requirements (for bilateral cooperation) include:
1. A broad 'Whole of Government' approach (integrating political, economic and development cooperation activities).
2. A general context analysis together (with a more detailed context analysis of the specific areas in which Ireland will engage).
3. An assessment of partner country priorities compared to Ireland's policies and priorities.
4. An assessment of the overall donor environment in each sector including support from non-EU donors.
5. An assessment of lessons learned from previous strategies and evaluations.
6. Clear 'Theories of Change', a 'Logic Model' and 'Performance Management Framework' setting out the outcomes and outputs that Ireland will specifically contribute to.
7. Specific arrangements for budgetary allocations as well as overall arrangements at the Embassy for managing the strategy including risk management and human resources.

Whom to consult for bilateral programming:
1. The Government
2. Other multilateral and bilateral donors
3. Civil society and other partners

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible to some extend ⚠

Priority regions and countries for bilateral cooperation:
Ethiopia, Lesoto, Malawi, Mozambique, Sierra Leone, Tanzania, Uganda, Vietnam and Zambia

Italy

Considering replacing bilateral programming document with JP document:
Yes ✓

Core requirements for JP document to replace bilateral programming document:
1. Priority sectors with cross-cutting issues such as gender, human rights, youth and civil society, which will be mainstreamed. These will take stock of the National Development Plan and Sector Plans' reviews and evaluations in order to reflect what is left to be done, along with a feasibility and gaps evaluation.
2. The State of Play, an assessment of the current political situation (respect for democracy and human rights, rule of law, governance, security and conflict risk assessment) and current economic, social and environmental conditions, gap analysis, emerging needs and priorities, stakeholders involved, financial channels and pledged and disbursed budget.
3. A specific assessment per identified priority sectors, and analysis of specific issues intertwined with the humanitarian crisis and the reconstruction process.
4. Involvement in regional cooperation initiatives and their influence on national policy (both actual and potential) and country capacity (public institutions, civil society and private sector).

The Joint Response document should include:
1. General objectives, expected results, indicative allocation per sector, results and monitoring frameworks (including clear targets and indicators), governance mechanisms and possible conditionalities/prerequisites (policy, governance, public financial mechanisms), financing instruments (programme approach, sector or general budget support, triggers for disbursement, pooling mechanisms etc.)
2. Risk assessments and related mitigation measures. If possible, it should also include CSO Roadmaps and be coordinated with other EU processes such as EU Democracy Support and Human Rights Country Strategies.
3. A timetable that is effective and realistic.
4. Core elements such as an overall strategy including a commitment to synchronize MS planning cycles with the national cycle, a clear division of labour that shows which EU donor will work in which sectors, besides indicative financial allocations from each EU donor to each sector.
5. A results framework set upon key performance indicators evaluated with SMART criteria with reference to international indicators (i.e. SDGs, PEFA, CPIA, GEI, etc.).
6. A risk assessment, a communication strategy and the commitment to a review of the effectiveness and impact.

Whom to consult for bilateral programming:
Country Programs are first designed locally, in line with the government strategies and policies, shared and agreed upon with the partner government before being officially approved by the Parties.

Country Programs are usually directly negotiated with the Prime Minister's Office and concerned line Ministries in order to ensure a strong alignment of its objectives with the priorities identified by the Partner Government.

Italy encourages the promotion of inclusive partnerships with:
1. NGOs
2. The private sector
3. Academia
4. Local authorities

Consultation with these actors is addressed through periodic meetings, promoted by the Italian Development Cooperation (IDC) Country Office and the Embassy.

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✅

Priority regions and countries for bilateral cooperation:
Africa: Senegal, Sudan, South Sudan, Kenya, Somalia, Ethiopia, Mozambique, Nigeria, Burkina Faso, Egypt and Tunisia.
South Eastern Europe/Caucasus: Albania.
Middle East: Palestine and Lebanon.
Latin America: Bolivia, El Salvador and Cuba,
Asia: Afghanistan, Pakistan and Myanmar

Latvia

Considering replacing bilateral programming document with JP document:
JP documents are used to identify LV priorities

Core requirements for JP document to replace bilateral programming document:
1. Context analysis
2. Objectives
3. Definition of priority sectors, indicative financial allocations per sector
4. Division of labour, coordination of donor activities
5. Alignment with partner country policies
6. Risk Assessment

Whom to consult for bilateral programming:
1. Latvia's stakeholders (line ministries, civil society, private sector)
2. The partner government via Latvian embassies in the partner countries.

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible (for priority countries only) ✅

Priority regions and countries for bilateral cooperation:
Georgia, Ukraine, Moldova, Kyrgyzstan, Tajikistan and Uzbekistan

Lituania

Considering replacing bilateral programming document with JP document:
Not for the time being ❌

Core requirements for JP document to replace bilateral programming document:
1. Priority sectors
2. Specific objectives in combination with a realistic timeline
3. Expected results (incl. risk management)
4. Indicative financial allocation (incl. per priority area)
5. Alignment with the policies of the partner country

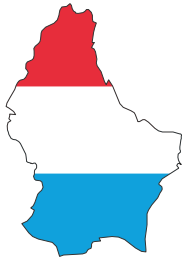**Whom to consult for bilateral programming:**
1. Partner countries ministries/administration
2. Key stakeholders in Lithuania and partner country (public institutions, civil society (NGOs), private sector)
3. Other donors (also, analysing EU political and programming documents)

Can bilateral programming be synchronised with Partner Country's development cycle?
No ❌

Priority regions and countries for bilateral cooperation:
Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine and countries of migration origin and transit

Luxembourg

Considering replacing bilateral programming document with JP document:
Not for the time being (but considers in the medium-term) ❌

Core requirements for JP document to replace bilateral programming document:
1. Objectives
2. Results
3. Indicators per sector
4. Alignment with partner country policies

Whom to consult for bilateral programming:
In the partner countries, the following stakeholders participate in developing programming documents (Indicative cooperation programmes – PIC), as well as in formulating project/programme documents arising from it:
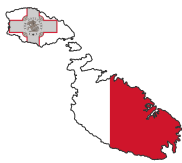1. Partner countries ministries /administration
2. CSO
3. Private sector

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✅

Priority regions and countries for bilateral cooperation:
Burkina Faso, Cabo Verde, Mali, Niger, Senegal, Central America, El Salvador, Nicaragua, Laos and Vietnam

Malta

Considering replacing bilateral programming document with JP document:
No ❌

Core requirements for JP document to replace bilateral programming document:
No information available

Whom to consult for bilateral programming:
National authorities in the country of implementation are consulted in order to identify the needs. Additionally, we also rely on recommendations from NGOs which are based or work in the country of implementation.

Can bilateral programming be synchronised with Partner Country's development cycle?
Could be an option if more information is provided ⚠️

Priority regions and countries for bilateral cooperation:
Sub-Saharan countries, especially Ghana and Ethiopia. Additionally, Palestine & select commonwealth countries

Poland

Considering replacing bilateral programming document with JP document:
Not for the time being ✕

Core requirements for JP document to replace bilateral programming document:
1. Policy priorities of Dutch Minister for Development Cooperation
2. Objectives
3. Performance indicators (results framework / aid effectiveness benefits, visibility)
4. Risk Assessments

Whom to consult for bilateral programming:
1. The embassy and the government of the partner country
2. Other donors (in particular EU and EU MS)
3. Civil society
4. The private sector

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible to some extent ⚠ (the new strategies can feed into Joint Programming processes and especially be brought into the dialogue in relation to new EU programming 2021-2027)

Priority regions and countries for bilateral cooperation:
Afghanistan, Algeria, Bangladesh, Benin, Burkina Faso, Burundi, Chad, Egypt, Ethiopia, Ghana, Indonesia, Iraq, Jordan, Lebanon, Libya, Kenya, Mali, Morocco, Mozambique, Mauritania, Niger, Nigeria, the Palestinian Territories, Rwanda, Senegal, Somalia, South Sudan, Sudan, Tunisia, Uganda and Yemen

The Netherlands

Considering replacing bilateral programming document with JP document:
Not for the time being ✕

Core requirements for JP document to replace bilateral programming document:
1. Objectives
2. Results and indicative financial allocations per sector
3. Results and Monitoring Framework
4. Risk Assessments

Whom to consult for bilateral programming:
1. The partner government (also analysis of strategic documents of partner) via Polish embassies
2. Partners of bilateral development cooperation
   - NGOs
   - public administration bodies
   - Solidarity Fund PL
   - private sector entities
3. Social partners provide suggestions concerning development cooperation by participating in the work of the Development Cooperation Programme Board

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible, but only on an annual basis ⚠

Priority regions and countries for bilateral cooperation:
Belarus, Georgia, Moldova, Ukraine, Ethiopia, Kenya, Lebanon, Myanmar, Palestine, Senegal, Tanzania and Uganda

Portugal

Considering replacing bilateral programming document with JP document:
Currently reviewing the process for replacement ✓

Core requirements for JP document to replace bilateral programming document:
Portugal is of the opinion that document replacement should be reviewed on an ad hoc basis. Therefore, appropriate requirements can only be considered in specific contexts. There are, however, principles Portugal considers should guide the process, amongst those ensuring an inclusive approach (MS' involvement, making the most of their expertise and experience). At the same time, partner countries' engagement is of the utmost importance. Furthermore, the process should be voluntary and synchronized with national programming cycles.

Whom to consult for bilateral programming:
1. The partner country
2. PT development cooperation actors (public, civil society, etc., through institutionalised mechanism such as the Inter-ministerial; Commission for Cooperation, the Development Cooperation Forum)
3. Inputs from the embassies at the country level. Final documents co-signed with the authorities of the partner country

Can bilateral programming be synchronised with Partner Country's development cycle?
Yes ✓

Priority regions and countries for bilateral cooperation:
Angola, Cape Verde, Guinea Bissau, Mozambique S. Tome and Principe and Timor Leste

Romania

Considering replacing bilateral programming document with JP document:
Not for the time being ⊗

Core requirements for JP document to replace bilateral programming document:
1. Development priorities of the target country
2. Identify funding targets with the most potential for positive impact
3. Allow flexibility for reallocation between sectors and between donors
4. Allow for the particular expertise of one MS in certain fields

Whom to consult for bilateral programming:
1. Authorities
2. Civil society in partner country through high-level and expert level meetings

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✓

Priority regions and countries for bilateral cooperation:
Georgia, Moldova and Serbia

Slovakia

Considering replacing bilateral programming document with JP document:
Not for the time being, but would be possible for some priority countries ⊗

Core requirements for JP document to replace bilateral programming document:
1. Sectors
2. Indicative allocation per sector
3. Specific objectives
4. Results
5. Indicators
6. Risk assessment

Whom to consult for bilateral programming:
1. Donors
2. Implementing agencies
3. Local stakeholders involved in the implementation process
4. In the case of Kenya: Slovak organisations implementing projects in the field

Can bilateral programming be synchronised with Partner Country's development cycle?
No ⊗

Priority regions and countries for bilateral cooperation:
Afghanistan, Kenya and South Sudan

Slovenia

Considering replacing bilateral programming document with JP document:
Not for the time being ⊗

Core requirements for JP document to replace bilateral programming document:
1. Objectives
2. Results & indicative allocation per sector
3. Results and Monitoring Frameworks
4. Risk Assessments

Whom to consult for bilateral programming:
1. Stakeholders at regional, governmental and local level, notably partner governments
2. Local NGOs

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✓

Priority regions and countries for bilateral cooperation:
Montenegro, Macedonia and Moldova

A

Spain

Considering replacing bilateral programming document with JP document:
Not for the time being ⊗

Core requirements for JP document to replace bilateral programming document:
1. Alignment & Ownership: through a permanent dialogue conducted in the framework of specific fora, aim to facilitate their adequate participation in the process. The different Spanish stakeholders (line ministries, regions, civil society, private sector…) would have to be proportionally represented in those fora. The joint analysis may need to include references on how to reach the most adequate level of alignment and ownership.
2. Regard for other aid effectiveness principles (especially mutual accountability and predictability).
3. All agreed development results negotiated and prioritized by the Spanish Co-operation agency.
4. Overall results frameworks and budget estimations.
5. Clear criteria on the choice of sectors and strategic orientations.
6. A JP process that is more structured based on a more defined methodology, which establishes a balance between leadership at the field level and coordination at HQ level.
7. For MS, internal documents elaborated during the JP process should detail the criteria used to assign roles to each participating MS.

Whom to consult for bilateral programming:
1. The partner government (ownership)
2. Spanish stakeholders (line ministries, regions, civil society, private sector…)

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✓

Priority regions and countries for bilateral cooperation:
Bolivia, Colombia, Cuba, Dominican Republic, Ecuador, El Salvador, Equatorial Guinea, Ethiopia, Guatemala, Haiti, Honduras, Mali, Mauritania, Morocco, Mozambique, Nicaragua, Niger, Palestine, Paraguay, Peru, Western Sahara (Sahrawi Population), Senegal and Philippines

Sweden

Considering replacing bilateral programming document with JP document:
Yes ✓

Core requirements for JP document to replace bilateral programming document:
In cases where it is possible to do so, replacing Sweden's bilateral strategy with a joint EU strategy will be considered. In these cases, an overarching strategy cover document is produced and adopted by the Government, with the joint EU strategy as an attachment. The cover document states the strategy period, volume, and priorities in Sweden's contributions to the joint EU strategy and governs the use of funds in the relevant appropriation item of the annual budget bill.

Whom to consult for bilateral programming:
When developing a proposal for a strategy the responsible government agency will invite a broad range of actors for consultations, such as government agencies, civil society organisations, the trade union movement, the research community, the business sector, or others to consultations before the proposal is drafted. Where relevant, the mission abroad is responsible for consultations in the partner country.

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✓

Priority regions and countries for bilateral cooperation:
Africa: Burkina Faso, Democratic Republic of Congo, Ethiopia, Kenya, Liberia, Mali
Middle East and North Africa: Mozambique, Rwanda, Somalia, South Sudan, Sudan, Tanzania, Uganda, Zambia and Zimbabwe
Asia: Afghanistan, Bangladesh, Cambodia, Iraq, Myanmar and Palestine
Europe: Albania, Belarus, Bosnia-Herzegovina, Georgia, Kosovo, Moldova, Russia, Serbia, Turkey and Ukraine
Latin America: Bolivia, Colombia and Guatemala

European Union

Considering replacing bilateral programming document with JP document:
Yes ✅

Core requirements for JP document to replace bilateral programming document:
1. Strategic objectives of the EU's relationship with the partner country.
2. Priority sectors (max. 3; less for smaller country allocations; specific considerations for fragile states and situations of conflict and crisis).
3. For each sector, the overall and specific sector objectives.
4. For each specific objective, the main expected results.
5. For each result, the main indicator(s) (limited in practice to no more than 15 indicators in total per sector).
6. Donor coordination and policy dialogue: describe donor coordination, other main donors' key priorities, the organisational set-up for policy dialogue including the role of the lead donor, and possible steps to increase donor harmonisation.
7. The Government's financial and policy commitments: the main sector and policy measures to be taken by the partner country which are necessary to obtain the expected results should be described, including the partner country's commitments to ensure mainstreaming of cross-cutting issues).
8. When needed, the appropriate type of environmental assessment (Strategic Environmental Assessment or Environmental Impact Assessment).
9. The overall risk assessment of the sector intervention.
10. Support measures (For example: Technical Cooperation Facility)..

Whom to consult for bilateral programming:
For the ACP and DCI countries (as per DCI-EDF Programming instructions 2014-2020):
1. The national government.
2. National parliament and other representative institutions, taking ownership of an inclusive development process.
3. CSOs and the private sector.

For the Neighbourhood countries (as per the ENI instructions 2014 – 2020):
1. National, regional and local authorities as well as
2. Civil society organisations and social partners.

Can bilateral programming be synchronised with Partner Country's development cycle?
Possible ✅

A

ANNEX

2

FOUR DIFFERENT JOINT PROGRAMMING SCENARIOS

The table below outlines four different joint programming scenarios, with a progressively increasing set of components and associated level of effort. The EU Delegation will lead on coordinating and producing the joint programme, but the role and inputs of the Member States is indicated in the right-hand column (timings will be set out in a separate roadmap).

Level of joint programming and principal features	EU and MS role / input
1. Basic coordination (no joint programme) Maintain the status quo: EU and MS maintain own programming documents / cycles. • Monthly cooperation meetings • Team Europe initiative (inclusive and green growth) • Access to initiatives and tools (blending, EFSD+, Twinning, TAIEX)	**On-going coordination through:** • Monthly cooperation meetings • Inputs to EU MIP and Team Europe initiative drafting • Agreed Team Europe initiative • Potential for co-funding • Use of blending, twinning etc.
2. JP-light A focus on developing a common understanding of challenges and a more coordinated approach to policy dialogue: • Joint analysis of country context, challenges and responses (aligned with GoU priorities) • Increased efforts for joint collaboration and co-funding (including with IFIs, UN) • Joint results framework (light, focused on areas identified in agreed response, e.g. guided by SDGs) • Joint dialogue with GoU and partners	**During JP formulation**, EU and MS consult and jointly develop a context analysis to guide respective programming and responses with an effort to coordinate and co-finance. Higher-level objectives can be developed into a joint results framework as part of a JP document. **On-going implementation** includes annual progress review and dialogue with GoU and other stakeholders.
3. JP-medium Builds on the EU MIP exercise to identify priority sectors and a coordinated, results-driven joint response: • Mapping of EU & MS support • Joint response identifying priority objectives and sectors • Division of labour, common sector analysis and dialogue • Joint results framework (focused on agreed priority areas, reforms, SDGs) • Indicative financing (commitments where feasible, at least to 2024 if not 2027) • Concerted joint implementation efforts (financial and non-financial) • Joint communications and visibility (for transparency, accountability)	As per JP-light, plus: **During JP formulation**, EU and MS validate the mapping, prepare joint priorities and identify a division of labour (and lead roles). Indicative financial support is associated with a more detailed joint sector level results framework. **On-going implementation** requires sector leads to dialogue with GoU and other stakeholders while all EU/MS explore scope for joint implementation initiatives that boost visibility and impact. Communication initiatives promote a joint identity and message.
4. Full joint programme Building on above options to synchronise programming cycles (around the GoU cycle) and replace bilateral programming documents: • EU replaces MIP with JP (adopts MIP timeline for JP formulation) • "Beyond aid" priorities reflected in programming and dialogue • Integrated Civil Society Roadmap and Gender Action Plan • Focus on developing flagship joint implementation initiatives (€ & non-€) • Full financing framework • Elaborated results framework, communications, visibility efforts • Structured, scheduled, strategic policy dialogue/review with GoU	As per JP-medium, plus: **During JP formulation**, EU and MS provide inputs to all substantive components listed. They confirm indicative financial support to priority sectors, prepare a detailed results framework. **On-going implementation** requires sector leads to dialogue with GoU and other stakeholders to deliver more joined-up efforts that incorporate "beyond aid" priorities (with focus on joint implementation where feasible). Dialogue and consultations with GoU are based on the results framework with associated sector reviews.

A

ANNEX

3

A CHECKLIST FOR MOVING AHEAD WITH JOINT IMPLEMENTATION

☑ Ensure that, based on mapping analysis, the joint programming process discusses participating partners' ambitions for future joint implementation. Consider the potential for institutionalising joint analysis, reviews and evaluations.

☑ Ensure that the expertise of implementing development organisations is fed into the local joint analysis process for a more strategic use of joint implementation; reflect on practices and impacts, such as enhancing national and local capacities; contribute to national and local ownership, enhancing policy leverage and contributing to new or strengthened partnerships; process to prepare the ground.

☑ Consider linking the priority sectors identified in the joint programming document with appropriate types of joint implementation.

☑ Discuss with the national governments, e.g. line ministries, the benefits of future joint implementation arrangements and seek their feedback on any current joint implementation modalities.

☑ Consider setting up a 'working better together' Focal Point in the EU Delegation to coordinate joint programming and joint implementation.

☑ Reflect on how the joint operation contributes to alignment with existing national development strategies. Has it been validated by the partner country?

☑ Review the value of different joint implementation partnerships, for example between the development partners (EU, MS agencies or international organisations, other like-minded development partners) and the partner country.

☑ Document how the joint analysis was carried out and include a summary of its main results for future knowledge management.

☑ Include a description and plan of actions to be financed jointly or separately by EU/MS/like-minded funds.

☑ Include a log-frame that incorporates a complete monitoring and results framework, developed jointly by the contracting sides and based on the country results framework if existing, and delineate the role of the partner country.

☑ Include a description of how a joint evaluation — based on the results framework — will be carried out with the partner country's involvement and how the results of joint evaluations will be used to nurture joint programming and joint implementation.

A

ANNEX

4

DEVELOPMENT EFFECTIVENESS COMMITMENTS AND JOINT PROGRAMMING

In 2011, the Busan High Level Forum on Aid Effectiveness established a Global Partnership for Effective Development Co-operation (GPEDC) that was mandated with the implementation of the Busan Partnership agreement . The agreement highlights common effectiveness principles for all development actors. These are:

- Ownership of development priorities by developing countries. Partner country governments should identify their partnership priorities and exercise leadership.

- A focus on results. Impact and sustainability can be promoted through the application of robust and shared results-based approaches.

- Partnerships for development. Securing the participation and contribution of all actors requires openness, trust and mutual respect. The complementary roles of all actors should be recognised and accommodated.

- Transparency and shared responsibility. Information sharing and accountability to all citizens is both a means and an end to better development outcomes.

The GPEDC, which includes DG DEVCO and MS representation, brings together traditional donors, partner country government, emerging donors, parliamentarians, civil society, local government, philanthropic foundations and the private sector. The GPEDC oversees a bi-annual development effectiveness monitoring survey, with 86 partner countries participating in 2018. Its work has been integrated with the 2030 Agenda.

A second High-Level Meeting in December 2016 produced the Nairobi Outcome document. This reaffirmed the Busan principles and establishes links to the 2030 Agenda and wider development financing initiatives associated with the Addis Ababa Action Agenda. Future GPEDC high-level meetings will take place alongside UN meetings to review progress in the 2030 Agenda.

The EU's policy on development effectiveness can be accessed here.

A

ANNEX 5

RIGHTS-BASED APPROACH TO DEVELOPMENT COOPERATION

'The EU and its Member States will implement a rights-based approach to development cooperation, encompassing all human rights. They will promote inclusion and participation, non-discrimination, equality and equity, transparency and accountability. The EU and its Member States will continue to play a key role in ensuring that no-one is left behind, wherever people live and regardless of ethnicity, gender, age, disability, religion or beliefs, sexual orientation and gender identity, migration status or other factors. This approach includes addressing the multiple discriminations faced by vulnerable people and marginalised groups.'

New European Consensus on Development, Art. 16

The new European Consensus on Development commits the EU and its Member States to **implementing a rights-based approach (RBA)** to development cooperation, encompassing all human rights. It thereby reinforces the EU's commitment to an RBA as outlined in the 2012 EU Strategic Framework on Human Rights and Democracy, the 2014 toolbox A Rights-Based Approach, encompassing all human rights, for EU development cooperation and the respective Council conclusions.

An RBA is a **working methodology** based on internationally recognised human rights and which aims to promote and protect human rights in practice. It integrates the norms, standards and principles of international human rights law into the plans, policies and processes of development programmes and projects. It applies to all sectors, all modalities, and each step of the project cycle: identification, formulation, implementation, monitoring and evaluation.

Within the framework of an RBA, target groups are considered **'rights-holders'** with legal entitlements, and government institutions are **'duty-bearers'**, with the obligation to promote, protect and respect people's human rights. Applying an RBA to development cooperation should strengthen 'rights-holders' to claim their rights and 'duty-bearers' to meet their obligations.

Programmes and projects therefore need to assess the capabilities of rights-holders and duty-bearers and develop appropriate strategies to build their capacities. At the heart of an RBA is the recognition that unequal power relations and social exclusion deny people their human rights and often keep them in poverty. The approach therefore puts strong emphasis on people living in marginalised, disadvantaged, and excluded situations.

The RBA methodology also reminds us that development projects can have an **unintended negative impact in terms of human rights**, such as by disadvantaging certain groups, interfering with participation rights and labour rights or contributing to forced displacement. It is therefore important to abide by the 'do no harm' principle and carry out the required analysis and mitigation.

Moreover, the RBA working methodology recognises that pursuing human rights objectives is not, in itself, enough. The way these objectives are achieved is equally important. Programmes therefore monitor and evaluate both **outcomes and processes**.

The following elements are necessary in order to apply a rights-based approach to development:

● Assessment and analysis to identify the human rights claims of rights-holders and the corresponding human rights obligations of duty-bearers as well as the immediate, underlying and structural causes of the non-fulfilment of rights.

● Programmes and projects to assess the capacity of rights-holders to claim their rights and of duty-bearers to fulfil their obligations and to develop strategies to build these capacities.

The five RBA working principles to follow throughout the programme cycle:

Applying all rights
(legality, universality and indivisibility of human rights)

Participation and access to the decision-making process

Non-discrimination and equal access

Accountability and access to the rule of law

Transparency and access to information

- **Applying all rights (legality, universality and indivisibility of human rights)** - Human rights are universal, inalienable and indivisible - all human rights, whether economic, political, civil, cultural or social, are of equal validity and importance.

  In practice: Make the link to the human rights system and use its products (reports, concluding observations, recommendations, etc.) to inform programming: How are human rights standards from treaties or laws — and related recommendations — identified in strategies and used to advance the intended project and programme outcomes (or how could they be)?

- **Participation and access to the decision-making process** - Participation is the basis for active citizenship. Active, free and meaningful participation is both a means and an end in itself.

  In practice: Make sure that participation is more than consultation or a technical step in project preparation. Do rights holders participate in a meaningful way? Are there opportunities for them to influence strategies and the intended outcomes of the intervention?

- **Non-discrimination and equal access** - Activities must prioritise the people living in the most marginalised situations and avoid contributing to established patterns of discrimination.

  In practice: Who are the rights holders? Have they been taken into account in designing the contribution? Is there unjustified formal or de facto restriction or prevention of particular groups' access to resources or services or of their participation in decision-making processes? Have efforts been made to include the most marginalised? Is the development intervention accessible for persons with disabilities (in line with the EU's obligation under Article 32 of the Convention on Rights of Persons with Disabilities)?

- **Accountability and access to the rule of law** - Activities must promote accessible, transparent and effective mechanisms of accountability.

  In practice: Who are the duty-bearers? Which powers and capacities do they have (and not have) to advance their human rights obligations? Is the proposed initiative accountable towards the rights-holders? Violations need to be prosecuted and victims have the right to adequate redress.

- **Transparency and access to information** - Activities have to be transparent, with information made available in accessible formats (i.e. in local languages). Transparency is paramount for ensuring the application of the other working principles; without transparency it is not possible to achieve accountability and participation will not be meaningful.

  In practice: Is information available in an accessible way to all stakeholders (people involved in the activities)? Are rights holders able to participate in meetings and processes where issues that affect them are discussed?

Following the adoption of the new European Consensus for Development in June 2017, the EU and its Member States are now committed to implementing an RBA. The RBA toolbox , including its checklist, provides a comprehensive methodology for ensuring inclusion and mainstreaming across the project/programme cycle.

ANNEX

6

JOINT PROGRAMMING AND THE EU GENDER ACTION PLAN

A

The EU and its Member States promote gender equality and women's empowerment, as a core objective of their external actions. Anchored in the 2030 Agenda for Sustainable Development, the new European Consensus on Development (2017) reaffirms gender equality and women's empowerment as vital for achieving sustainable development.

The EU Gender Action Plans set the EU's policy and political commitments to gender equality and translate them into a set of concrete objectives. Their commitments apply to the work of EU institutions and EU Member States alike. Therefore, **joint programming processes** should integrate GAP objectives in order to move towards gender equality and women's empowerment as a key driver of **inclusive sustainable development and economic growth**.

Joint programming provides a paramount opportunity to speak with one voice and strengthen coordination on gender equality and women's rights.

Coordination and a shared response. Increased coherence and coordination amongst EU and MS is in itself a GAP requirement. This implies a shared analysis and a joint response by Team Europe, establishing an ambitious and shared agenda for gender equality and women's empowerment at country level.

The gender analysis at country level will inform division of labour as well as the identification of joint actions and joint implementation in the key areas of intervention. In many partner countries a donor gender coordination mechanism is in place and is often lead by the EU Delegation or MS. These mechanisms constitute a valuable resource for joint programming, they contribute to share information, knowledge and skills to maximise division of labour and avoid duplication. The use of EUD and MS in-house gender expertise (in particular Gender Focal Persons) and/or any other mechanism in place to access external expertise will feed and enrich the joint programming process.

Mandatory gender analysis. The gender analysis should inform the joint programming exercise from the outset. Context- and/or sector-specific gender analysis, as well as the increasing availability and use of sex and age-disaggregated data and gender responsive indicators, are key to ensure that joint programming effectively contributes to gender equality and women's empowerment.

Shared objectives and indicators: Based on the findings of the gender analysis, the selection of objectives and indicators in the priority areas of intervention in the joint programming will be informed by and aligned with the EU Gender Action Plan.

If the joint programming documents include the main elements required in the EU GAP, the two processes and related documents can be synergized.

Seek to optimise opportunities for implementing shared results frameworks and reporting. In all cases, reporting processes should be streamlined as far as possible to effectively monitor how EU and MS are jointly contributing to gender equality throughout their external actions.

Consultation and partnerships. Ensure meaningful consultation and partnership with key stakeholders at country level such as gender national machineries, Gender Units/Focal Points at the sectoral ministries and CSOs working on girls' and women's rights.