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THE TEAM EUROPE APPROACH:

Methods and tools for EU Delegations to work better together with Member States in a Team Europe approach.

Guidance

2025

International Partnerships

THE TEAM EUROPE APPROACH:

Methods and tools for EU Delegations to work better together with Member States in a Team Europe approach.

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In addition, this guidance has greatly benefited from the contributions of external experts on the Team Europe approach and joint programming.

INTRODUCTION

The objective of this guidance is to facilitate ***working better together in a Team Europe approach*** (referred to below as the 'Team Europe approach') between and across EU institutions and EU Member States, in line with the EU's external priorities and in support of the 2030 Agenda for Sustainable Development, particularly Sustainable Development Goal (SDG) 17 on strengthening partnerships for enhanced collaboration and synergies.

The guidance is primarily directed at all actors following a ***Team Europe approach*** participating in joint programming (JP), joint implementation (JI) or Team Europe Initiatives (TEIs), namely the practitioners taking the ***Team Europe approach*** processes forward at country, regional or global level. It can also be helpful to partners in a Team Europe approach, particularly partner countries but also multilaterals, civil society, the private sector etc.

The guidance outlines good practices and provides advice on how to implement the ***Team Europe approach*** through three methods, namely JP, JI and TEIs, all of which can contribute to identifying and facilitating ***Global Gateway*** investments. These methods are not meant to be used in silos, but rather as parts of a coherent and coordinated package, in coordination with an increasing number of ***Team Europe actors***, notably to scale up Global Gateway.

This document updates and replaces the guidance on 'Working Better Together as Team Europe through joint programming and joint implementation' issued in January 2021. It further refines the Working Better Together policy approach, developing it into a ***Team Europe approach***. The update also further clarifies the connections, synergies and complementarities between JP, TEIs and JI, as well as the linkages with the ***Global Gateway*** strategy which was designed to be implemented using a Team Europe approach. The guidance note also highlights how the ***Team Europe approach*** and each of its methods, JP, JI and TEIs align with the development effectiveness principles.

This update also responds to the recommendations from relevant Council Conclusions, notably the most recent Council Conclusions on Team Europe from November 2023. These stress that the 'The Council is determined to improve and intensify the implementation of the Team Europe approach by connecting all three of its main methods that fall within it, namely JP, JI and TEIs, and, where relevant, a combination of all three, building upon good practices and lessons learned from the implementation of JP and TEIs. Therefore, the Council Conclusions state that 'update of the Working Better Together as Team Europe guidance will be a key contribution to this endeavour'.

This guidance emphasises the voluntary, flexible, and context-driven nature of the ***Team Europe approach***. It is not a prescriptive guidance, but rather encourages colleagues working at country/regional/global level to innovate and adopt pragmatic approaches that are best suited to specific objectives such as scaling up ***Global Gateway*** investments, capacities, and resources in line with EU values and principles, and aligning with partner country interests.

In the same spirit, the guidance provides examples that showcase the flexible and country-tailored nature of processes, which can take very different shapes and formats, according to the context (for example, fragile or politically estranged contexts). Beyond this, options and (non-prescriptive) templates are provided throughout the guidance to simplify certain core elements of the three methods and make them as integrated, light and adaptable as possible.

The document is divided into four sections:

- **Section 1** provides an overview of the policy context, the expected benefits of working better together in a Team Europe approach and linkages between current methods and tools. It also highlights the importance of engaging with partners and stakeholders in an inclusive manner, in line with the principles of a human rights-based approach.
- **Sections 2, 3** and **4** introduce and provide quick guides to the three Team Europe approach methods, namely JP, JI and TEIs, by providing users with:
  1. a brief introduction / quick guide and clarification of linkages between the processes;
  2. links to relevant annexes for detailed guidance on each process, including country examples;
  3. a short overview of the role of headquarters and other stakeholders in the process.
- Detailed, step-by-step practical guidance for each of these three methods can be found in the annexes to the present guidance – including approval processes and examples of a Team Europe approach in action.

This guidance package, including its annexes, is modular in nature. Each section or chapter may be used separately to fulfil a specific need for guidance. This also means there may be some overlap between the different parts of the document.

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LIST OF ABBREVIATION

AAAA	Addis Ababa Action Agenda
AAP	Annual Action Plan
ADA	Austrian Development Agency
AECID	Spanish Agency for Development Cooperation
AP	Action Plan
CFSP	Common Foreign and Security Policy
CLIP	Country-level implementation plan
CSDP	Common Security and Defence Policy
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DFA	Development Finance Assessment
DFI	Development Finance Institution
DG ENEST	Directorate-General for Enlargement and Eastern Neighbourhood
DG MENA	Directorate-General for the Middle East, North Africa and the Gulf
DG INTPA	Directorate-General for International Partnerships
EBRD	European Bank of Reconstruction and Development
EC	European Commission
ECDPM	European Centre for Development Policy Management
EEAS	EU External Action Service
EFSD+	European Fund for Sustainable Development Plus
EIB	European Investment Bank
EU	European Union
EUGS	EU Global Strategy
FFPA	Financial Framework Partnership Agreement
FIAP	Fundación para Internacionalización de las Administraciones Públicas
FPI	Foreign Policy Instruments
GAP III	Gender Action Plan III
HDP nexus	Humanitarian, peace and development nexus
HoC	Head of Cooperation
HoM	Head of Mission
HRBA	Human Rights Based Approach
IADC	Italian Agency for Development Cooperation
IATI	International Aid Transparency Initiative
INFF	Integrated National Financing Frameworks
JI	Joint implementation
JIAF	Joint Intersectoral Analysis Framework
JIL	Joint intervention logic
JP	Joint programming
JPD	Joint programming document
JRF	Joint results framework
LA	Local authority
LAC	Latin America and Caribbean
MIP	Multiannual indicative programmes
MORE framework	Monitoring, evaluation and results framework
NAP	National Development Plan
NDICI-Global Europe	Neighbourhood, Development, and International Cooperation Instrument - Global Europe
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
SMEs	Small to medium sized enterprises
TAIEX	Technical Assistance and Information Exchange
TEA	Team Europe approach
TEI	Team Europe Initiative
TOSSD	Total Official Support for Sustainable Development
UN	United Nations
UNSDCF	United Nations Sustainable Development Cooperation Framework
WB	World Bank

Navigating this Guidance Note

Section Number	Description
SECTION 1 – Foundation	Provides a foundational understanding of the Team Europe approach and its methods and tools. It discusses the broader policy context by referencing the EU's foreign and security policies, development consensus, and other related instruments. This section also explores the benefits of a unified Team Europe approach and examines how stakeholders are engaged through consultations, policy dialogues, and strategic communication.
SECTION 2 – A quick guide to Joint Programming	Defines joint programming and explores its core elements, principles, and phases and looks into the implementation of joint programming. It also shows it aligns with various contexts, particularly fragile and conflict situations and how it relates to the Humanitarian-Development-Peace Nexus.
SECTION 3 – A quick guide to Joint Implementation	Introduces the concept of joint implementation by defining it and discussing its key characteristics. This section also examines the historical background, the stakeholders involved, and the different forms joint implementation can take.
SECTION 4 – A quick guide to Team Europe Initiatives	Details the Team Europe Initiatives, starting with a definition then discussing participants, components, funding and coordination aspects. This section also addresses the initiatives at various operational levels and provides insights into involving partners. Among the aspects covered are: phases, design, implementation, financial tracking, evaluations and the role of these initiatives in fragile contexts.
ANNEXES	Include detailed guidance on each Team Europe approach method (joint programming, joint implementation and Team Europe Initiatives). Additionally, the annexes integrate essential approaches, such as the human rights-based approach, gender equality considerations and conflict-sensitive engagement, to enhance the Team Europe approach. They also include a resource hub offering additional information, tools, support measures, contacts and guidance.

SECTION 1

FOUNDATION

The overall aim of this section is to provide an overview of the working better together in a Team Europe approach (referred to below as 'the Team Europe approach').

1.1 The basics - approach, methods, tools and their interlinkages

The Team Europe approach encompasses the ambition of the EU and the Member States to ensure that their joint and coordinated external action, particularly in the sphere of international development cooperation and partnerships, will continuously: (i) thrive to put together a collective EU offer; (ii) contribute to a greater development effectiveness and impact; and (iii) improve the visibility of European external action in partner countries. This approach takes account of the interests of the EU and the Member States in a world that requires renewed efforts (and optimise resources) to achieve the goals of the 2030 Agenda for Sustainable Development, the Paris Agreement on climate change and the Addis Ababa Action Agenda (AAAA).

In an environment of growing geopolitical challenges, including challenges to EU competitiveness and an increased number of fragile contexts, joint and strategic European action has never been more necessary. Team Europe is the approach to implementing the Global Gateway, the EU's contribution to narrowing the global investment gap worldwide and the preferred option of the EU and Member States' development cooperation and international partnerships, while also pursuing EU strategic interests. In the context of Global Gateway and of the launch of Clean Trade and Investment Partnerships, Team Europe also helps deepen the EU's economic and trade relationships with partner countries.

Who is part of the Team Europe approach?

The actors following a Team Europe approach are the EU institutions (notably the European Commission and the European External Action Service), the EU Member States (including their diplomatic network, finance institutions (including national development banks) and implementing agencies, the European Investment Bank (EIB) and the European Bank for Reconstruction and Development (EBRD). With the scaling up of the Global Gateway strategy, representatives of the European private sector (e.g., companies, investors) as well as Member States' export credit- and export promotion agencies are becoming more and more integral to this grouping due to the role they play in facilitating investments within the framework of international partnerships.

A partner of the Team Europe approach is any organisation that is not an actor following a Team Europe approach, but who is an external partner to actors following a Team Europe approach in their work. They may be an implementing partner or an organisation working with us to deliver the results of our initiatives (e.g. national and local development partnersfrom the public, private, academic and CSO sector, local authorities in partner countries, and multilateral partners such as the United Nationsor the World Bank).

> *"Team Europe is more than the sum of its parts"*
>
> *Council Conclusions on Team Europe, 23 April 2021.*
>
> *'Global Gateway will aim at mobilising investments [...] taking a Team Europe approach - bringing together resources of the EU, Member States, European financial institutions and national development finance institutions'.*
>
> *Joint Communication on the Global Gateway, 1 December 2021*

The Team Europe approach is a consistent horizontal policy approach, evolving from the idea of joint programming in 2008[1], the EU's commitment to the principles of development effectiveness adopted in 2011[2], to the Team Europe approach response to COVID-19 and the more recent EU Global Gateway strategy[3]. As a continuously evolving approach, which can and should be tailored to changing contexts and lessons learned, the overall aim and guiding principle is for the EU and its Member States to work with partner countries and key stakeholders to ensure and improve development effectiveness and have a greater impact for people living in poverty and enhance the EU's visibility.

The Team Europe approach is, essentially, about 'coming together' and 'doing together', building on each other's strenghts. Coming together to jointly reflect, analyse and plan, which has its foundations in joint programming. Doing together through joint and coordinated policy dialogues, a division of labour, and parallel and joint actions, projects and communications; which has its foundations in joint implementation. Ideally, actors following a Team Europe approach both 'come' and 'do' together, though it is possible to just focus on one of these actions as a starting point.

1.1.1. Joint programming, joint implementation and Team Europe Initiatives: three methods within the Team Europe approach

This guidance focuses on three methods of the Team Europe approach, each of which provide an avenue to identify and facilitate various initiatives under international partnerships, including Global Gateway investments and EU external action objectives: Joint programming, joint implementation and Team Europe Initiatives. Joint programming generally operates as the strategic umbrella for joint implementation and Team Europe Initiatives, but the three methods can also be followed separately or in a complementary way. While this guidance centres on these three working methods, it is important to note that there are other projects and investments—intended for implementation in a Team Europe approach— that fall outside its scope. The three different methods are implemented using several tools that might be shared between the methods or specific to each method. Examples of such tools include joint analysis, parallel financing, joint intervention logics, joint results monitoring and policy dialogues. The focus of this guidance is on the Team Europe approach and how this uses the three methods:

- **Joint Programming** is a method for coming together through a joint analysis and joint response to develop a comprehensive, cross-sectoral and shared strategic vision for EU and Member State action in a partner country[4]. Joint programming also provides an avenue to identify the key issues at country and regional level that are conducive for Global Gateway investments in a Team Europe approach. It is a strategic engagement process through which the EU and Member State representations in a partner country together define a strategic framework for their relations with that country[5]. In line with the principles of development effectiveness, the joint programming vision is centred on joint, strategic objectives that are aligned with those of National Development Planning documents and provides an umbrella framework which links up the usually more sector-focused initiatives of the EU and its Member States, to reduce 'silo effects' and fragmentation. It allows actors following a Team Europe approach to make (joint) strategic decisions based on a comprehensive view of European development partners' support and of the opportunities for European investments in a given partner country. It includes, therefore, a jointly-structured political dialogue and joint messaging, and ensures harmonised communication.

1 Communication on Towards Joint Programming In Research: Working together to tackle common challenges more effectively: https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0468:FIN:EN:PDF.
2 Fourth High-level Forum on Aid Effectiveness, Busan - https://www.oecd.org/dac/effectiveness/fourthhighlevelforumonaideffectiveness.htm
3 https://commission.europa.eu/strategy-and-policy/priorities-2019-2024/stronger-europe-world/global-gateway_en
4 Joint programming is not carried out at regional or global levels.
5 In consultation with national authorities, the UN, World Bank, civil society, and other key stakeholders at country and regional level.

- **Joint Implementation** is a method for collaboratively 'doing together' in support of a more consistent and coordinated implementation of actions at partner country and regional level in a specific area. Joint implementation, whether financial or non-financial, translates shared objectives into collaborative action by setting out practical arrangements for working together. The goal is to maximise the impact of the collective expertise and resources. Joint implementation should result in more effective and efficient actions at country and regional level, thus contributing to greater development impact and sustainability of action through partner orientation, as well as the implementation of Global Gateway. It includes a wide range of collaborative arrangements including co-financing, technical assistance, delegated cooperation, joint evaluations and support to joint policy dialogue mechanisms.
- **Team Europe Initiatives (TEIs)** are a method that straddles both 'coming together' and 'doing together' through a number of coordinated, but at times, independent initiatives carried out by actors following a Team Europe approach. TEIs focus on specific sectors of shared interest at country, regional or global level, where a coordinated effort through a Team Europe approach can ensure results on a bigger scale and focus with a transformative impact. The framework provided by a TEI improves the coordination, consistency and synergies between 'components', i.e. ongoing or new actions and projects implemented by TEI participants. TEIs also encourage joint sector analysis and knowledge exchanges, joint policy dialogue and joint visibility actions, as well as joint implementation, within their specific area of focus. Guided by the EU's political and policy priorities, as well as country and regional sector-level dialogue, coming together in TEIs also has the aim of making the EU and its Member States the partners of reference that set the standard in a particular sector. TEIs aspire to use the most effective combination of existing and new resources, instruments and expertise to achieve a common impact in line with national development priorities. TEIs thus also focus more concretely on ensuring that a wide range of EU actors are involved. TEI are also one of the main tools that can be used to create a foundation for scaling up Global Gateway. Most of the Global Gateway flagship projects are linked to TEIs (see Section 1.1.9). Hence, TEIs can also provide opportunities to crowd-in private capital through the involvement of the EIB, the EBRD and Member States' (development) financial institutions and the European private sector.

What are Global Gateway flagship projects (GGFP's)?

Since 2023 on an annual basis, Global Gateway flagship projects are jointly selected by the EU and its Member States, following a standardized procedure in the Council of the European Union. This list of projects aims to showcase the comprehensive support that Team Europe offers to partners across the globe in the Global Gateway priority areas of digital, climate and energy[6], transport, health, education and research. While being complementary to (and often overlap with) joint implementation, joint programming and Team Europe Initiatives, GGFPs particularly aim to attract financial resources from the European and local private sectors. Currently, 82% of GGFP's are linked to TEI's.

6 Including mitigation, climate change adaptation and resilience

Figure 1: Overview of the Team Europe approach and methods

Table 1: The Team Europe approach and methods

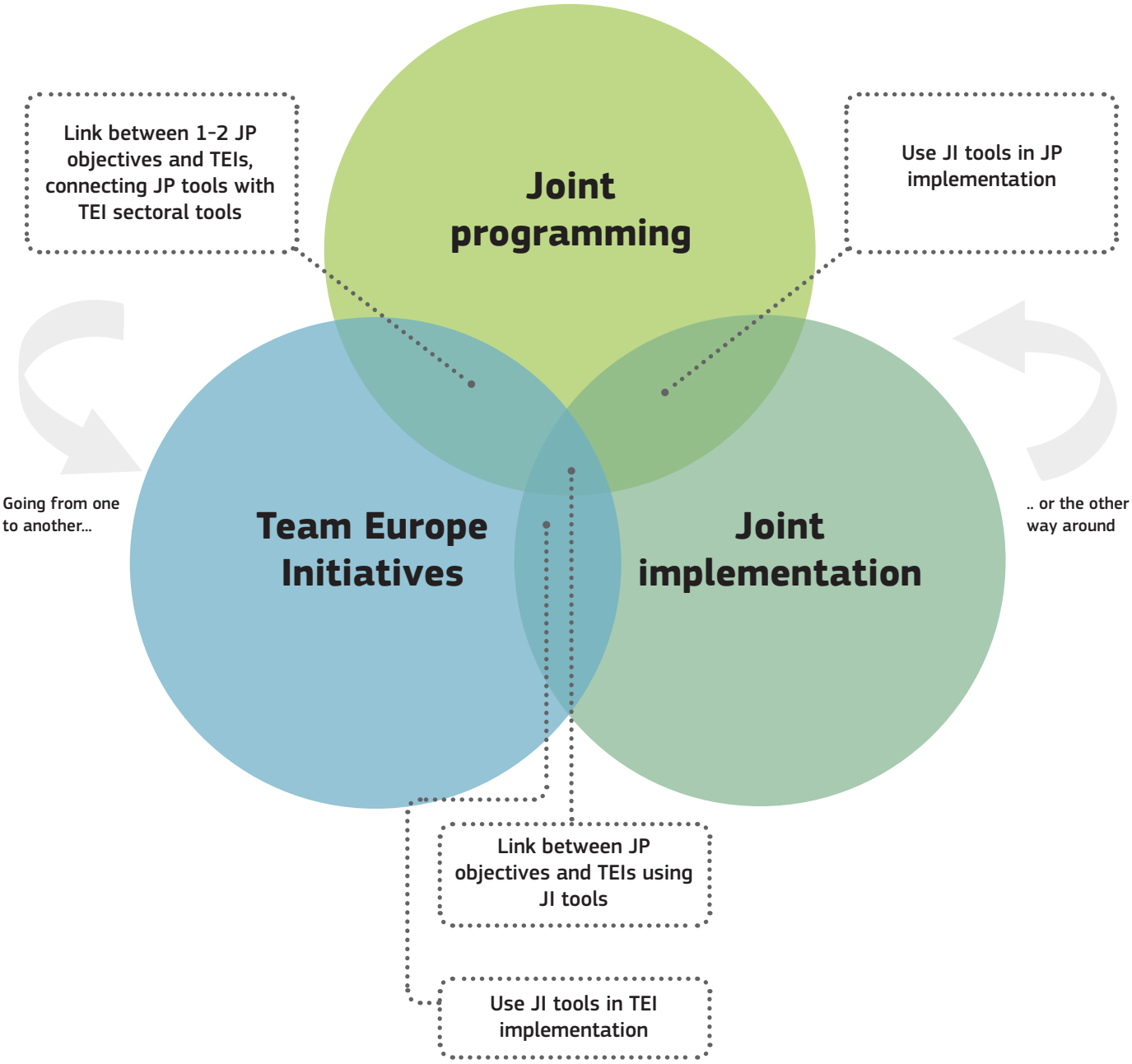
Table 1 describes the different focuses, objectives, engagement levels, stakeholders, alignment activities and outcomes of joint programming, joint implementation and TEIs.

Aspect	Joint programming	Joint implementation	Team Europe Initiatives (TEIs)
Main Focus	Strategic vision and framework for external action	Consistent and coordinated implementation in a specific area	Combines strategic planning with implementation; focuses on specific areas of shared interest
Key Objective	Create a comprehensive, cross-sectoral shared strategic vision	Support more effective and efficient implementation	Achieve a transformative impact through coordinated and consistent efforts; become the partner of reference
Engagement Level	High-level strategic engagement	Implementation level	Both strategic and implementation levels
Actors involved in a TEA	EU, Member States, partner country representatives etc.	EU-based, local or international implementing partner from public, private, non-governmental and academic sectors. Varies according to the specific area of collaboration	Broader range of actors following a Team Europe approach at all levels
Alignment	With National Development Plan objectives	With sectoral development plan objectives and the EU's policy priorities	With national development priorities and the EU's strategic interests and policy priorities
Main Activities	Joint political dialogue, joint messaging, joint mapping and planning, harmonised external communication	Co-financing, delegated cooperation, support for joint monitoring and evaluation, policy dialogue mechanisms, etc.	Joint intervention logic, joint policy dialogue, joint visibility actions.
Desired outcome	Reduce silos, duplications and fragmentation, create a unified strategic vision	Maximise impact of collective expertise and resources	Clear policy focus, transformative impact, better synergies between components

Joint programming, which should be kept voluntary, flexible, inclusive and tailored to the context of the specific country, is the preferred programming method[7]. Where joint programming exists, country-level TEIs and/or joint implementation should be embedded in the strategic objectives identified in the joint programming documents. In those countries where joint programming has not yet been possible, TEIs and joint implementation can be an entry point for strengthening a Team Europe approach and for preparing a future joint programming.

7 Council Conclusions on Team Europe approach, November 2023: https://data.consilium.europa.eu/doc/document/ST-15684-2023-INIT/en/pdf

Figure 2: The key connections between the methods of the Team Europe approach



In **Ecuador**, the TEIs build on the pillars of the JP and the multiannual indicative programme (MIP). The JP was developed based on a mapping of comparative advantages of EU Member States, which proved very useful during the design of the TEIs and allowed Member States to participate through the support of research institutions.

Joint programming document 2021-2027 **Specific objectives**	→	**EU multiannual indicative programme 2021-2024**	→	**TEI**	→	**Global Gateway flagship projects**	→	**Joint implementation** **(Examples)**
1. Promote investment, a business culture and the creation of supply chains which provide inclusive, diversified and sustainable value	→	1. Support for sustainable trade and investments	→	Green economic recovery through the circular and bio-economy **Phase I:** Green Deal for Ecuador **Phase II:** Ukumari EU-Ecuador Forest Partnership	→	**Phase I: Green Deal for Ecuador (2023)** Launch of the national decarbonisation strategy for Ecuador Launch of national competition for project ideas from municipalities for the development of EU investment projects Signature of a financing agreement between Spain and Quito Public Drinking Water and Sanitation (construction works ongoing)	→	Blending project with KFW, AFD and EU on biotrade Joint formulation of project with GIZ and KFW to produce a pipeline to provide sustainable water and sanitation, and sustainable urban mobility projects
2. Strengthen the sustainable management of natural resources, also everyone can have a better life	→	2. Improve climate and environment action on green productivity and innovation	→		→	**Phase II: Forest Partnership to promote the bioeconomy and trade (2024)** Signature of AFD loan Agreement on the blending project (see next column)		
3. Promote 'More society, better State and rights for all'	→	3. Good governance						

1.2. Policy context

The policy context for working better together in a Team Europe approach is based on: the EU's commitments on development effectiveness, adopted in 2011 in Busan, the Global Strategy for the EU's Foreign and Security Policy, the new European Consensus on Development, the Neighbourhood, Development, and International Cooperation Instrument - Global Europe (NDICI-Global Europe) Regulation and the EU Global Gateway strategy and other related or upcoming EU policies with an external dimension. While this approach can be adapted to different contexts and is continuously evolving, the guiding principle remains for the EU to work better together with European actors to achieve a greater collective impact that contributes to poverty eradication and sustainable development.

1.2.1. Development effectiveness and the first EU commitments on joint programming

The EU made its first external action commitment to joint programming at the High-Level Forum on Development Effectiveness in Busan[8], with the aim of improving the way it works together with Member States at partner country level, in line with partner country priorities and plans. Over time, joint programming has evolved from being a development assistance tool (Busan, 2011) to a mechanism used within European external action (EU Global Strategy, 2016). The Commission and EU Member States have been at the forefront of promoting and leading on the development effectiveness agenda, in particular through their commitment to the development effectiveness principles and processes to ensure they work better together.

1.2.2. Stepping up joint programming

In May 2016, the Council of the European Union adopted conclusions on stepping up joint programming[9] as part of an ongoing effort to increase the impact of the EU's development and neighbourhood policies. These Council conclusions point out that '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'. The Council recognised 'the added value that Joint Programming can have in terms of avoiding duplication, reducing transaction costs (including for partner countries), and further strengthening EU coordination and EU visibility'. In 'pursuing Joint Programming the EU and its Member States collectively contribute to implementing the policy commitments made at global and EU level'[10] and recommend that joint programming expands its geographic scope to conflict- affected and fragile contexts, as well as middle-income countries[11]. This trend has further evolved since 2019 through a Recommendation of the OECD Development Assistance Committee (DAC) on the Humanitarian- Development-Peace (HDP) nexus. This recommendation to its members (including the EU) set out 11 principles, one of which is to strengthen cooperation on the basis of joint analysis of risks and vulnerabilities and joint programming.

1.2.3. The Global Strategy for the EU's Foreign and Security Policy

The 2016 Global Strategy (EUGS)[12] is the strategic framework guiding the EU's foreign and security policy. In addition, the 2022 Strategic Compass provides guidance for the following decade and sets out a consistent set of actions, ways and means, and clear targets in the realm of security and defence. All key Common Foreign and Security Policy (CFSP) and Common Security and Defence Policy (CSDP) documents since 2016,

8 https://www.oecd.org/development/effectiveness/busanpartnership.htm
9 Council conclusions 8554/16
10 The Fourth High Level Forum on Aid Effectiveness held in Busan, December 2011, the new European Consensus on Development, the Agenda for Change, and the Joint Communication on the Review of the European Neighbourhood Policy
11 In this context, the Council recalls its conclusions on the EU's comprehensive approach (9644/14), noting that the starting point of the comprehensive approach must be early, coordinated, and shared analysis. Available at http://data.consilium.europa.eu/doc/document/ST-9644-2014-INIT/en/pdf
12 https://op.europa.eu/en/publication-detail/-/publication/3eaae2cf-9ac5-11e6-868c-01aa75ed71a1

including the Civilian CSDP Compact, draw on the Global Strategy and the five priorities it outlines for the EU's external action, including how to build a more 'joined-up Union'. The EUGS refers to joint programming as a key tool for greater coordination and consistency between the EU and EU Member States. This applies not only within development cooperation, but also beyond that: 'New fields of our joined-up external action include energy diplomacy, cultural diplomacy and economic diplomacy. A more prosperous Union calls for greater coordination between the EU and Member States, the EIB and the private sector. We must become more joined-up across internal and external policies'. Becoming more joined-up is furthered by the EU's integrated approach, which stipulates a coherent use of all available EU policies and instruments, and maximises synergies and complementarity between internal and external security, security and development, and the civilian and military dimensions of our CSDP.

1.2.4. The new European Consensus on Development

The 2017 European Consensus on Development[13] (the European Consensus) sets out a common approach to development policy for the EU's institutions and Member States. The concept of working better together emphasises the opportunity for increased effectiveness and impact 'through greater coordination and coherence'. It signals a new era of closer and more coordinated work with partner countries. The EU and MS commit to respond jointly to global challenges and to support partner countries in their progress towards the 2030 Agenda and its 17 associated SDGs. Joint programming, the use of joint results frameworks, and joint implementation are essential to this endeavour.

In the European Consensus, the EU and Member States commit to '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'.

Furthermore, the European Consensus states that 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 as well as women's and girls' rights. They will also promote gender equality, and stability, security resilience and conflict sensitivity in all their work to maximise the positive impact on peace.

1.2.5. Neighbourhood, Development, and International Cooperation Instrument – Global Europe

The NDICI-Global Europe aims to support countries that are most in need to overcome their long-term developmental challenges, and will contribute to achieving the international commitments and objectives that the EU has agreed to, in particular the 2030 Agenda and its Sustainable Development Goals and the Paris Agreement. Article 12.2(c) states that joint programming is the EU's 'preferred approach for country programming and its implementation shall be flexible, inclusive and driven at country level'. Article 14.3.4 adds: 'To increase the impact of collective cooperation of the Union, where possible and appropriate, a joint programming document shall replace the Union's and Member States programming documents'.

Following the success of the Team Europe approach designed to address the consequences of the COVID-19 pandemic, the Team Europe approach was used to draw up a set of TEIs during the programming of NDICI-Global Europe. NDICI-Global Europe's country, multi-country and regional multiannual indicative programmes (MIPs) for 2021 to 2027 include, where feasible, potential TEIs in line with MIP priority areas.

13 https://international-partnerships.ec.europa.eu/document/download/6134a7a4-3fcf-46c2-b43a-664459e08f51_en?filename=european-consensus-on-development-final-20170626_en.pdf

1.2.6. Team Europe approach and Team Europe Initiatives

The Team Europe approach and TEIs were born out of the extraordinary conditions created in 2020 by the COVID-19 pandemic, as a united EU response to the major needs emerging in partner countries. These commitments are reflected in the Joint Communication on the Global EU Response to COVID-19[14], in the Council Conclusions on the Team Europe Global Response to COVID-19[15] and in the Council Conclusions on Team Europe from April 2021[16]. The Council Conclusions on the Team Europe approach from November 2023 further develop and consolidate this approach.

Since its conception, the Team Europe approach has evolved to become a coherent overall approach connecting three main methods that fall within it, namely joint programming, joint implementation and TEIs, which can be used separately or in different combinations. The Team Europe approach is also the way to implement Global Gateway, and can be further applied to contexts where joint actions are of value (e.g. fragile contexts, humanitarian action, etc.). It serves as a comprehensive toolbox that brings together different modalities and tools, and the different activities of the EU and the Member States. While respecting existing decision-making procedures and the respective institutional competences of the stakeholders, the Team Europe approach applies the key principles of development effectiveness. It takes a human rights-based approach to development and contributes to the objectives and targets set by the relevant regulations.

The Team Europe approach is the preferred option in practice for the development cooperation and partnerships of the EU and its Member States. It brings together different stakeholders within the EU and its Member States, including their implementing agencies, public development banks, DFIs, ECAs, trade promotion agencies, as well as the EIB and the EBRD with the aim of fostering inclusiveness and collaboration with and between European actors. EU Delegations should act as coordinators on the ground for the Team Europe approach, help include those Member States without representation on the ground, and ensure a proper and timely flow of information.

The Team Europe approach supports partner countries in achieving the SDGs in their countries in alignment with their national development plans and strategies. This includes ensuring local ownership, results orientation, impact and mutual accountability through multi-stakeholder dialogue. Furthermore, to increase the efficiency of the Team Europe approach it should make full use of the knowledge, skills, capacities, expertise and political resources of all European actors.

It is integral to the Team Europe approach to engage in joint efforts with a wide range of partners in a multi-stakeholder collaboration to maximise development impact. These partners may include the United Nations and other international organisations, regional development banks, regional and international financial institutions, other development partners, civil society and NGOs, local authorities and communities, the private sector academia and think tanks.

The Team Europe approach promotes the EU as a reliable, values-driven partner through a joint EU narrative on global development, by communicating on key principles and results using established and effective channels to reach both specialised and non-specialised audiences. High-level policy dialogues, joint missions, joint political engagements and joint participation in high-level and investment events in partner countries can further reinforce strategic communication and visibility through the Team Europe approach.

14 https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020JC0011
15 Council conclusions, Brussels, 8 June 2020
16 https://data.consilium.europa.eu/doc/document/ST-7894-2021-INIT/en/pdf

The Team Europe approach increases the capacity of the EU and its Member States to achieve greater scale and impact by bringing together collective resources to fight poverty and achieve the SDGs, address geopolitical challenges and mitigate their consequences and navigate in fragile contexts. It also enables a social, green and digital transition while upholding human rights, democracy, the rule of law and gender equality. The Team Europe approach can also improve coordination across the humanitarian-development-peace nexus. The application of the TEIs Monitoring, Reporting and Evaluation Framework (MORE)[17] in the planning, design and implementation of new and ongoing TEIs helps to capture both their contribution to development results and changing circumstances.

1.2.7. Global Gateway

In December 2021, the EU launched Global Gateway[18] as a new strategy to boost smart, clean and secure links in the digital, climate and energy and transport sectors, and to strengthen health, education and research systems across the world while supporting EU interests. Investments in these five priority areas are to be made in accordance with the key principles of democracy and high standards, good governance and transparency, equal partnerships, green and clean, security-focused and facilitating private sector investments. Global Gateway changes how the EU approaches its external action, combining the demand for sustainable development in partner countries with a clear assessment of and transparent communication of the EU's strategic interests in the prioritisation and design of our external investments, in line with the Joint Communication on European Economic Security Strategy.

'Global Gateway is above all a geopolitical project, which seeks to position Europe in a competitive international marketplace. […] European investment has to be transformative because in today's world one has to be big to exist. This is why Team Europe is a fundamental condition of success'. President Ursula von der Leyen, First Global Gateway Board Meeting, 12 December 2022.

'Global Gateway can only become a success if all EU actors work closely to align their resources. […] We need to act as a real Team Europe to be more than the sum of our parts. Without this, we will not reach the scale we need to compete in the geopolitical marketplace'. High Representative/ Vice-President Josep Borrell, First Global Gateway Board Meeting, 12 December 2022.

Global Gateway is delivered in a Team Europe approach and TEIs play a significant role in its implementation. Most of the current TEIs contribute to Global Gateway, but TEIs can also be implemented outside the scope of Global Gateway, as they can cover sectors such as migration, peace and security, governance or food security.

Global Gateway flagships projects[19] are selected by the Council of the European Union to showcase and communicate how Global Gateway is implemented based on their ability to achieve tangible results and transformative impact. They can include (components of) TEIs, and/or EU and Member States' initiatives.

To achieve a transformative impact, Global Gateway aims to leverage investments using the full range of options from the common financing toolbox but places particular emphasis on crowding in private capital flows in support of sustainable development. It intends to narrow the infrastructure investment gap by enabling high-quality investments through various financial instruments (grants, concessional loans, guarantees, export credit support etc.). This is achieved by de-risking private sector investments as well as employing operational tools such as technical assistance, policy and economic dialogue, trade and investment agreements and

17 https://capacity4dev.europa.eu/media/134624/download/f27fa01a-30ce-459d-bb60-73bf51d57c03_en
18 https://ec.europa.eu/info/files/joint-communication-global-gateway_en
19 For 2023 flagships, see: https://international-partnerships.ec.europa.eu/publications/global-gateway-2023-flagship-projects-infographics_en

standardisation, to create better conditions for quality investments. Global Gateway thus further broadens the range of financial partners and funding flows included in the Team Europe approach, including those from Member States' DFIs, export credit agencies and the European private sector more generally.

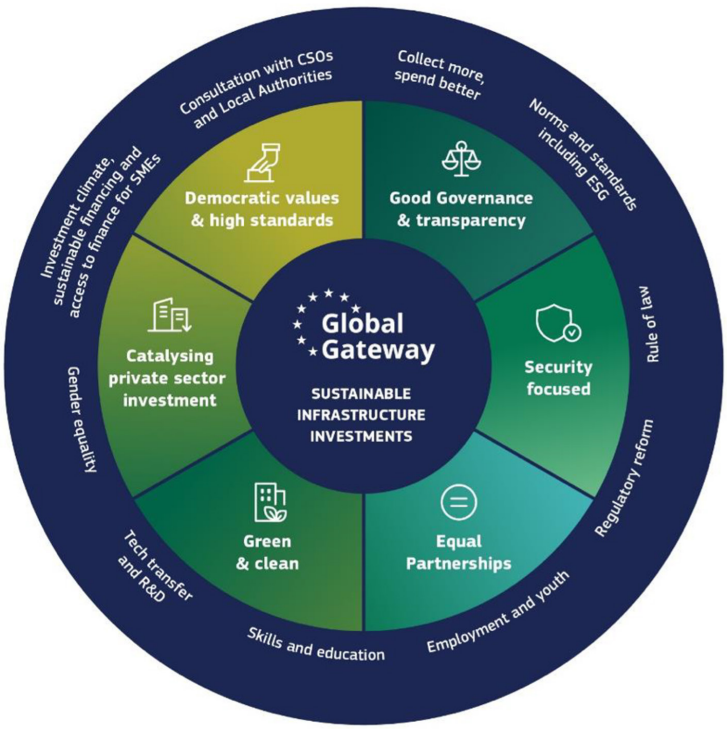
For partner countries, Global Gateway offers a qualitatively superior and innovative alternative to other public investment offers for global infrastructure development. Its roll out is designed, developed and implemented in close cooperation with partner countries and is based on local needs, opportunities and capacities, utilising existing processes and mechanisms. Global Gateway integrates the interests of the EU, its Member States and the partner countries through win-win partnerships. In this respect, it will be able to assist partner countries in the green and digital transition and will be an investment in achieving the goals of 2030 Agenda and the Paris Climate Agreement as well as contributing to international stability and cooperation.

By promoting a 360-degree-approach, the Global Gateway is about more than supporting hard infrastructure. This is what sets Global Gateway apart and exemplifies the EU's comparative advantage.

The Global Gateway 360-degree approach entails the systematic application, tailored to the context, of the six key principles of Global Gateway: 1) democratic values and high standards; 2) good governance and transparency; 3) equal and mutually beneficial partnerships, 4) green and clean; 5) security-focused; and 6) catalysing private sector investment. Several of these principles are linked to legal obligations, notably the mainstreaming of human rights, democracy, rule of law, gender equality, environmental protection and the fight against climate change, in line with the Treaty and the NDICI Regulation.

The 360-degree approach is also about creating an enabling environment for sustainable and quality investments, which promote high level of social, environmental and governance standards (ESG), supports climate neutrality and the green and digital transition and increases respect for human rights, the rule of law and non-discrimination and which promote decent work and education, gender, youth, social rights and the reduction of inequalities. The Global Gateway 360-degree approach mobilises and combines different implementation modalities (budgetary guarantees, blending, budget support, procurement and grants) and technical expertise, including from the public sector through instruments such as Twinning and TAIEX. The approach also makes use of a range of operational tools, ranging from policy and economic dialogue, trade and investment agreements, support to conducive policy and regulatory frameworks, institutional support and technology transfers, whilst supporting an inclusive and participatory approach with relevant civil society actors and local authorities.

Figure 3: Global Gateway's 360-degree-approach



Global Gateway also remains relevant in fragile contexts as they require multidimensional approaches and increased coordination as well as a mix of instruments. The Global Gateway offer and our work on fragility are not in opposition: we see in practice, on the ground (we even have a number of Global Gateway Flagship projects in extremely fragile contexts). However, addressing fragile contexts globally is an effort that goes beyond the Global Gateway. It requires us to bring together all the relevant dimensions: politics, economics, security, migration, and human development/basic services, in a Humanitarian-Development-Peace (HDP) Nexus logic, a spirit of 'do no harm', and with a conflict-sensitivity screening of our interventions.

Further information on the Global Gateway can be found in the Global Gateway Joint Communication and the dedicated Global Gateway website.

1.2.8. Pact for the Mediterranean

Building on the 2021 Agenda for the Mediterranean, the New Pact for the Mediterranean aims to deepen political engagement and define a common strategic approach on the basis of a shared, forward-looking agenda for the coming years.

The Pact will identify policy areas where the EU and the Southern Neighbourhood partners can work together through joint initiatives with visible impact.

The preparation of the Pact has been firmly rooted in an extensive process of dialogue and consultation: EU Member States, the Southern Neighbourhood partners and relevant stakeholders have been key contributors throughout the preparation process, shaping both the strategic direction and thematic focus of the Pact.

1.3. The value of a Team Europe approach

The Global Gateway strategy, the Global Strategy for the European Union's Foreign and Security Policy (the global strategy) and the European Consensus make a strong case for working better together at partner- country level. The advantages of joint programming, TEIs and joint implementation, including for the identification and facilitation of Global Gateway investments, and the lessons learned from them, are summarised here so that they can be adapted for use in the Team Europe approach.

1.3.1. Increased European Coordinationt

Overall, Team Europe fosters a more functional architecture for international cooperation with stronger political steer, better coordination and joint endeavours, improving alignment between internal and external policies, providing better access to tools, funding and expertise to support major initiatives (such as investment packages). It also reinforces networks that bring relevant actors together (e.g., Joint European Financiers for International Cooperation (JEFIC), the European Development Finance Institutions (EDFI) and the Practitioner's Network (PN). It also promotes the participation of all Member States in the work of international partnerships in an inclusive manner and a united EU presence, including through the increasing number of high-level/ political joint Team Europe missions.

It is important that open discussions are maintained between actors following a Team Europe approach and that concrete solutions are jointly sought on how to best respond to such expectations, in order to make the TEI processes relevant to all participants. Keeping this in mind, rapid feedback-loops and informal brainstorming between the EU and capitals are facilitated by meetings at technical-level, such as through the "Team Europe Focal Points" network. This network offers as space for Team Europe to address various aspects of Global Gateway implementation and to contribute to better coordination and cooperation within the European Financial

Architecture for Development (EFAD) at a technical -level, beyond formal strategic/political discussions covered by the Council working groups and the meetings of EU Directors-General. Commission expert groups, such as on "Enhanced Coordination of External Financial Tools also feed into Team Europe work.

The processes involved in the Team Europe approach must also be flexible. For example, due to their specific modus operandi and organisational mandates, some actors following a Team Europe approach, such as some Member States' DFIs, may not be able to participate in all meetings, outreach events, joint policy or political messages that emerge from these processes. However, they may still engage in other aspects.

It is also important to actively ensure that the Team Europe approach remains inclusive and open to the participation of all Member States, considering their differences. Some of the key factors for ensuring such inclusiveness are: (i) timely and clear communication from the EU; (ii) the willingness and capacities of actors following a Team Europe approach, reducing the administrative burden associated with the design and implementation of joint programming and the TEIs; (iii) the availability of practical support for involvement in joint programming and the TEIs; (iv) the identification of areas where there is a particular need for the Member States' available skills and expertise.

1.3.2. Contributing to the 2030 Agenda in a changing global context

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

European Consensus on Development, 2017

The 2030 Agenda for Sustainable Development sets out 17 SDGs 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 countries need to be accorded a higher priority. The principle of 'leaving no one behind' also requires both development and humanitarian actors to work together to address the needs of the most vulnerable people. To achieve the targets associated with the 17 SDGs, new partnerships, the increased use of innovative financing, and new networks of collaboration need to be explored[20].

The Global Gateway strategy and the Global Strategy also acknowledge a changing global order, marked by threats of new trade wars and the return of confrontational geopolitics. With official development assistance (ODA) declining as a share of total development finance, if we want it to remain relevant to our partner countries it is important to both ensure the (development) effectiveness of collective ODA and to engage a volume of additional financing beyond ODA. Partner countries face an increasing number of actors and a diversity of relationships, and levels of fragility, so it is important for actors following a Team Europe approach to work in a coordinated and coherent way to ensure that our support is effective and to safeguard and enhance the partnerships and influence of the EU in a changing global context.

Taking a Team Europe approach can:

- enhance the EU's contribution to the 2030 Agenda, development effectiveness, achieve impacts and results in response to our partner countries' needs and priorities and help to address fragile contexts;
- help combine international cooperation and development priorities into a common EU message and strategy at country level;

20 UN General Assembly, Transforming our world: the 2030 Agenda for Sustainable Development, 21 October 2015, A/RES/70/1, available at https://daccess-ods.un.org/access.nsf/Get?OpenAgent&DS=A/RES/70/1&Lang=E

- advance a joint EU human-rights based geopolitical response to a changing global context;
- have an enabling impact on resources by integrating public and private flows, in addition to achieving additionality;
- increase the EU's visibility and influence;
- make it possible to use flexible and country-tailored methods and tools;
- strengthen the links between activities in the humanitarian, development and peace sectors;
- boost European partnerships by reinforcing the links between policy and political dialogue;
- make EU development cooperation and external action more inclusive through a broader and more diverse EU offer.

1.3.3. Lessons learnt

Learning from experience takes place at both country and global level. The European Union's 2019 report 'Global Strategy: Three Years On, Looking Forward[21]' 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 of the Working Better Together approach include an evaluation of joint programming[22] published in April 2017, and the analysis on joint programming made in an OECD Peer Review[23] 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'.*

The Special Report 'Programming the Neighbourhood, Development and International Cooperation Instrument – Global Europe' of the European Court of Auditors of June 2023 finds, however, that the number of joint programming strategies remains limited, and even less than the previous programming exercise. 'Joint Programming is therefore not yet the most commonly used approach'[24].

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21 https://www.eeas.europa.eu/sites/default/files/eu_global_strategy_2019.pdf
22 Evaluation of EU Joint Programming Process of Development Cooperation (2011-2015), Final Report Volume I - Main Report, March 2017. Available at https://international-partnerships.ec.europa.eu/system/files/2019-09/evaluation-joint-programming-final-report-vol-i_en.pdf
23 https://www.oecd.org/dac/oecd-development-co-operation-peer-reviews-european-union-2018-9789264309494-en.htm
24 Special Report of the European Court of Auditors: "Programming the Neighbourhood, Development and International Cooperation Instrument – Global Europe". https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ%3AJOC_2023_200_R_0004

Regarding the Team Europe approach more specifically, the OECD's most recent 2022 review[25] noted the first major successes of the approach in providing a joint response to the COVID-19 pandemic:

> *'The new Team Europe approach forged a new way for Member States to act coherently and visibly at scale, bringing together EU institutions, Member States, and European Development Finance Institutions (E)DFIs). It disbursed EUR 34 billion (as of April 2021) in support to partner countries in addressing the acute and longer-term consequences of the pandemic and support a sustainable recovery aligned with the SDGs. The EU played a leading role in setting up the COVAX Facility with Team Europe's contribution of approximately EUR 5 billion. Flexibility in the EU budget enabled it to respond to the COVID crisis at the end of a budgetary cycle, with substantial contributions from Member States, EIB, EBRD and European DFIs'.*

However, the OECD simultaneously points to the challenge of ensuring 'continued stakeholder management and outreach', so that Team Europe Initiatives can evolve 'from a political response to the COVID crisis to a more holistic approach'.

As also confirmed by a recent analysis by the European Centre for Development Policy Management (ECDPM)[26], Member State leadership and active involvement as well as pre-existing networks in country, and prior experience with EU coordination, for example under joint programming, is a positive factor in facilitating the design of TEIs.

The principle of 'co-creation' is important. Beyond co-creation at the design stage, experts supporting the TEI processes at country level[27] also underline the need to continuously assess, update and take into account each party's specific interest in and motivation, as well assets/comparative advantages for participating in the process. Such interests may differ not only between participating countries, but also between the types of participating actors by country (e.g. between Heads of mission, Heads of cooperation, political advisors, programme managers). This needs to be addressed/ responded to during TEI implementation in order to keep up the momentum and make the process continuously relevant for all participating members.

For example, as also noted by the ECDPM, there is a clear expectation from Heads of Cooperation in many Member States that the TEI processes will lead to more delegated cooperation from the EU. While it should be clear that this is not the primary goal of TEI processes, efforts can be made, by each actor following a Team Europe approach (Member States included), towards more systematically taking a Team Europe approach when designing their programmes, notably those that are meant to contribute to the TEIs.

On the other hand, Heads of Mission, particularly of those Member States with either no representation or small cooperation portfolios at country level, seem particularly interested in becoming part of the joint political and policy dialogue offered by joint programming and TEIs.

Recent studies also highlight the importance of identifying what could drive the participation of DFIs in the TEI process:

> *'The TEI design process has helped increase cooperation with the EIB and other (E)DFIs, and EUDs report improved relations with (E)DFIs and national development agencies'*[28].
>
> *'It is notably through the development finance institutions and public development banks ((E)DFIs) that TEIs will also be able to reach out to private sector actors and tap into their financial resources. Until now, financial institutions have expressed great interest in getting involved in TEIs and in the Global Gateway strategy but have their own incentives and modus operandi' – EFSD+ being cited as a key incentive for (E) DFI engagement'*[29].

25 OECD DAC European Union Mid-term Review, 8-10 February 2022, Brussels – Paris
26 EDCPM Note no. 149 "Half-time analysis: How is Team Europe doing?", Alexei Jones and Katja Sergejef, Sept. 2022. Accessible at: https://ecdpm.org/application/files/3916/6383/1497/Half-time-analysis-How-Team-Europe-doing-ECDPM-briefing-note-2022-bn-149.pdf
27 Lesson from INTPA's EDP facility monthly team meeting discussions.
28 2021 Summary Report of EU Delegations' Replies on Working Better Together: Team Europe Initiatives and Joint Programming
29 EDCPM, idem.

1.4. Engagement of partners in a Team Europe approach: consultations, policy dialogue and communication

Partnership and collaboration are at the heart of the Team Europe approach, in line with development effectiveness principles and a human rights-based approach. Inclusive and gender-responsive consultations – during design, implementation, and follow-up – are central to the entire Team Europe approach, which is also reflected in the NDICI-Global Europe and the Global Gateway strategy.

Working Better Together taking a Team Europe approach is based on: (i) enhanced consultation; (ii) policy dialogue; (iii) identifying priorities for cooperation in line with partner country priorities; (iv) strengthening partnership dynamics; and (v) requesting and providing input and feedback. Other important issues are strategic and efficient collaboration through a division of labour and joint implementation, enhanced accountability to prevent corruption, and increased visibility and communication to position the EU in an increasingly contested multipolar world.

The objective of consultation, policy dialogue and communication activities is to foster an inclusive, effective, legitimate and accountable human rights-based[30] and gender-responsive engagement between actors following a Team Europe approach and other relevant stakeholders in partner countries, to cooperate effectively in achieving the 2030 Agenda for Sustainable Development. The Global Gateway aims to make further progress towards this goal.

The Global Gateway strategy provides the framework for communicating EU and Member States' support to partner countries in a Team Europe approach, positioning the EU in an increasingly contested multipolar world. Communicating the positive offer that Global Gateway represents should result in a paradigm shift in the way the EU and Member States are portrayed and perceived in partner countries.

1.4.1. Consultations and policy dialogue

Inclusive consultations and policy dialogue are key principles of the Team Europe approach. These principles enable actors following a Team Europe approach to:

- identify priorities and modalities to support partner countries in their implementation of national development plans and the 2030 Agenda for Sustainable Development, the principles and objectives set out in the Paris Agreement[31], aligned with Global Gateway strategy and other strategies of the EU and its Member States;
- facilitate and promote inclusive dialogues within a TEI and other types of initiatives or investments to ensure that diverse perspectives are considered;
- provide input and feedback at each stage of the TEIs and the lifecycles of other projects;
- adopt a human rights-based approach[32] and upholding the principle of free prior and informed consent from indigenous peoples[33];
- be responsive to emerging trends and changing contexts, enhancing preparedness and anticipatory action;

30 See Appendix 5.1 on the Human Rights-Based Approach

31 NDICI-Regulation, Recital 49: Union action should favour the adherence to the Paris Agreement and the UN Convention on Biological Diversity, the UN Framework Convention on Climate Change and the UN Convention to Combat Desertification.

32 The EU seeks to integrate human rights, including the rights of indigenous peoples, into all aspects of its external policies, cooperation and trade as well as into its political dialogues with third countries and regional organisations, at multilateral fora such as the United Nations, and by giving financial support.

33 The rights of indigenous peoples are an integral part of the European Union's human rights policy as confirmed by the Council conclusions on Indigenous Peoples adopted on 15 May 2017. The EU engagement towards indigenous peoples takes place in the context of the United Nations Declaration on the Rights of Indigenous Peoples of 2007, the adoption of which was supported by the EU

- maximise the potential for private sector engagement and additionality by identifying and structuring investment opportunities aligned with local and European private sector investment portfolios;
- contribute to objective monitoring and evaluation by bringing in different perspectives.
- address fragility (ranging from joint conflict analysis to joint action) in a conflict-sensitive manner

A strategic approach to consultations and dialogue is therefore essential. This is also aligned with the other relevant country-based consultations, namely consultations and dialogue organised in the framework of the design and implementation of the EU civil society roadmap[34], the EU gender action plan III and its country-level implementation plans[35], the human rights and democracy strategy[36] and the EU youth action plan[37]. Also, utilising and ensuring synergy with other existing in-country dialogue mechanisms and platforms etc. can contribute to a consistent, efficient and effective approach to consultation and dialogue.

There are well-established international principles and best practices that apply to consultations, which have been endorsed by the EU and are outlined in different reference and guidance documents published by the EU, in line with the OECD standards for public consultations and stakeholder engagement[38]. They also apply to consultations and policy dialogue in the framework of the Team Europe approach.

However, there are some features which are particular to the Team Europe approach:

- It is intended to promote a coherent European position, which makes systematic joint messaging possible to maximise political and financial leverage.
- The joint nature of consultations, the combined resources and the diversity of actors can attract more attention, and potentially a more substantial and comprehensive level of engagement, from all types of stakeholders.
- The scope of working better together in a Team Europe approach may cover a wide range of topics, from technical topics to (geo) political, social, and economic issues, climate and environmenta priorities[39], private sector development questions, human rights and civil society related questions, etc. Some of these topics might be sensitive and require more preparation and choreography between European partners during consultation, as well as the application of the 'do no harm' approach.
- Particular attention should be given to ensure that actions create co-benefits and meet multiple objectives as well as adheres to general principles and mainstreaming priorities[40].
- Joint consultations and policy dialogue require greater preparation to identify the right stakeholders to engage with, agree on agendas, draft joint messages, design meeting formats and assign lead roles.
- The division of labour should inform different levels of dialogue and responsibility.
- Where relevant, e.g. within contexts where there are large populations of refugees and internally displaced people, they contribute to a coordinated dialogue on approaches to humanitarian crises from a development perspective.

1.4.1.1 Which partners in the Team Europe approach?

It is essential to understand the perspectives of those who influence the design and success of TEIs (and other

34 EU Country Roadmaps for engagement with Civil Society - an update | Capacity4dev (europa.eu)
35 join-2020-17-final_en.pdf (europa.eu). See also Appendix 10 on Team Europe Initiatives, Joint Programming and the EU Gender Action Plan.
36 EU Annual Reports on Human Rights and Democracy | EEAS (europa.eu)
37 Youth Action Plan (europa.eu)
38 https://www.oecd.org/gov/open-government/
39 The Team Europe approach will be coherent with the long-term temperature goal of holding the increase in the global average temperature to well below 2°C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1,5°C.
40 NDICI-Global Europe article 8,8 set out that programmes and actions under the Instrument shall mainstream the fight against climate change, environmental protection, human rights, democracy, gender equality and, where relevant, disaster risk reduction, and shall address interlinkages between the SDGs, to promote integrated actions that can create co-benefits and meet multiple objectives in a coherent way. Those programmes and actions shall be based on a comprehensive multi-disciplinary analysis of context, capacities, risks and vulnerabilities, integrate a resilience approach and be conflict sensitive, taking into account conflict prevention and peacebuilding. They shall be guided by the principles of 'do no harm' and of 'leaving no one behind.'

joint actions, such as Global Gateway flagship projects), joint programming and joint implementation. Beyond the actors following a Team Europe approach who are responsible for the design and implementation, and who are accountable for results, other relevant stakeholders (referred to as partners in a Team Europe approach a) to be involved and consulted in the process include:

- national authorities of the partner country (if possible, depending on the context and the political situation);
- other development partners that operate in the same context and, while not being involved in the Team Europe approach, may have relevant views on its value and impact – these can include bilateral actors and multilateral actors like the UN, WB and other international financial institutions (IFIs);
- civil society (local, European and international organisations including, in particular, women's and young people's organisations);
- local authorities;
- the (local) private sector, including chambers of commerce, (associations of) small to medium sized enterprises (SMEs), sectoral associations, companies, transnational corporations, commercial banks and insurance companies, trade finance
- the European private sector, including chambers of commerce, small to medium sized enterprises (SMEs), companies, transnational corporations, commercial banks and insurance companies, trade finance, export credit agencies, etc.)

National authorities of the partner country

The European Consensus on development 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 to strengthen and encourage ownership and alignment by timely consultations and dialogue'. The Council conclusions on the team Europe approach from November 2023 further underline the importance of the 'increase of local ownership, alignment, harmonisation within a Team Europe approach, results orientation, impact and mutual accountability through policy dialogue with partner countries on local, national and regional development policies and objectives, coordinated on the ground by the EU Delegations with the most inclusive possible involvement of Member States'.

The engagement of the partner country's government in the processes of the Team Europe approach should not be taken for granted. Concerted efforts should be made to engage the partner country, especially by Heads of Mission and Cooperation, to design and offer transformative packages in support of government priorities on sectors and modalities in line with the national development plan and the respective sector strategies and reform programmes.

Experience shows that there can sometimes be reluctance on the part of the partner country in relation to the Team Europe approach because of issues such as the fear of 'losing' bilateral relationships or funds. This can be overcome by:

- emphasising the flexible and country-driven nature of the Team Europe approach;
- scheduling regular and timely contacts at all stages of the process, including for the preparation, implementation and follow up of JP, JI and TEIs;
- ensuring timely communication that emphasises the tailored approach and the benefits of Team Europe approach to both sides of the partnership.

Other development partners

All relevant development partners should be consulted during the Team Europe approach process to ensure that there is complementarity and synergy with their own work on a continuous basis.

When it comes to joint programming and TEIs, like-minded partners can participate at country level following a decision by Member States' Heads of Mission. When like-minded non-EU partners join the process, if agreed locally and in accordance with general instructions, it is important to set out and agree on procedures to allow them to participate in relevant Heads of Mission discussions.

As stated in the European Consensus, joint programming is inclusive and open to all partners of the EU who agree to and can contribute to a common vision, including like-minded governments, the United Nations and other international and regional organisations and financial institutions when they are assessed to be relevant.

In some countries, similar processes carried out by other development partners, such as the preparation of the United Nations Sustainable Development Cooperation Framework (UNSDCF) or the Joint Intersectoral Analysis Framework (JIAF), can also provide opportunities to share analyses and learn lessons.

Civil society

As they have progressively developed their human rights-based and multi-stakeholder approaches, the EU and Members States have assigned an increasingly important role to national and international civil society organisations (CSOs). Engaging more strategically with CSOs at global, regional and country level constitutes a key pillar of these approaches. The EU's commitment to the mainstreaming of civil society engagement is enshrined in several policy documents, starting with the 2012 Communication 'The Roots of democracy and sustainable development', and the European Consensus. The 2021 Neighbourhood, Development and International Cooperation Instrument – Global Europe Regulation reaffirms that local, European and international CSOs should be duly consulted and have timely access to all relevant information that enables them to be adequately involved and play a meaningful role during the design, implementation and monitoring processes of programmes.

EU Delegations generally use three main approaches to consult CSOs:

- ad hoc consultations (i.e. called for when needed, to get feedback and insights from CSOs on specific policies, strategies or programmes; no follow up planned);
- regular consultations (i.e. regular – at least twice a year - but not yet institutionalised as a permanent space for dialogue; meetings planned in advance, preparation and follow-up by sharing documents and information, etc.).
- structured dialogue (i.e. permanent or institutionalised space for dialogue with clear terms of reference and a minimum number of consultation sessions contents and agenda can be discussed together in advance; regular flow of information between the parties involved, etc.).

➔ For more information see Annex 4.4 on the key role of CSOs in the five EU external action priorities areas and the guidance note on mainstreaming civil society engagement in EU cooperation and external relations in the post-2020 phase[41].

There are a growing number of good practices involving EU civil society roadmaps[42] and the process of the Team Europe approach, which lead to a more regular and, in some cases, structured dialogue between civil society and actors following a Team Europe approach. The two processes can benefit from closer coordination as the roadmaps can offer deeper insights into the issue of creating a space for CSOs (i.e. an enabling environment),

41 Mainstreaming Civil Society engagement in European Union cooperation and external relations in the post-2020 phase – Guidance: note https://capacity4dev.europa.eu/library/mainstreaming-civil-society-engagement-eu-cooperation-and-external-relations-post-2020-phase_en
42 https://capacity4dev.europa.eu/groups/public-governance-civilsociety_en

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 that is adapted to their country's context.

The EU civil society roadmaps

EU civil society roadmaps were introduced in 2012 to improve the impact, predictability and visibility of EU actions, and to ensure consistency and synergy of support to CSOs in the various sectors covered by EU external relations. They are intended to progressively stimulate coordination and the sharing of best practices with EU Member States and, possibly, with other like-minded international actors active in supporting CSOs. Roadmaps are country-specific and driven by local knowledge. They are planned, designed, implemented and followed up at the country level, with the EU Delegations and Member States remaining 'in the driving seat'. They can be public or confidential in nature.

Since mid-2014, more than 115 EU Delegations have developed civil society roadmaps in close coordination with EU Member States. Delegations are currently developing the third generation of roadmaps, post-2020. By September 2023, 92 roadmaps had been approved and were being implemented. EU civil society roadmaps are agreed in a separate local process by the EU Delegation and Member States (and they are also annexed to the human rights and democracy strategies at country level). Since 2017, there has also been a significant effort to integrate civil society roadmaps as part of the joint programming documents.

These synergies could include joint consultations or joint reviews to use resources more efficiently and ensure clear communication on EU and Member State interests and action, thus avoiding consultation fatigue among civil society partners. Also, a joint consultation process could be broader and more ambitious, and ensure a better involvement of civil society in joint programming, TEIs and joint implementation. At the same time, care must be taken to maintain the visibility that both the EU civil society roadmaps and Team Europe approaches have gained in recent years, including in partner countries.

Local authorities

In recent decades, the EU's external policy documents have increasingly recognised the important role that local authorities play in both governance and development[43]. Local authorities have a crucial function in driving grassroots development thanks to their close proximity to communities, their decision-making functions, and local knowledge.

For Team Europe Initiatives, joint programming and joint implementation focusing on the local level and/or on issues which fall under the prerogative of local authorities, according to partner country's level of political and administrative decentralisation, it will be appropriate to engage with local governments.

Engaging with local authorities can be done through their apex institutions (i.e. a national association or federation of local authorities). If so, national associations of local authorities should systematically be part of political discussions in order to voice citizens' needs and expectations. In addition to that, it may also be of interest to approach certain local authorities individually – in particular those in charge of areas with particularly large or important constituencies (e.g. the mayor of the country's capital or areas where actors following a Team Europe approach are particularly present – TEI mappings can be used as a tool to identify such areas).

43 The Commission Communication 'Local Authorities: actors of development' COM(2008) 626 final; the Commission Communication on 'Empowering local authorities in partner countries for enhanced governance and more effective development outcomes' COM(2013) 280 final and the corresponding Council conclusions; the Staff Working Document 'European Union (EU) cooperation with cities and local authorities in third countries' SWD(2018) 269 final and the corresponding Council conclusions.

The private sector (EU and local)

Private sector engagement in development cooperation and mutually beneficial international partnerships is a strategic priority for the EU, considering the role it can play in bringing investments, knowledge, skills and jobs to partner countries, in the current context of public finance scarcity. Furthermore, the private sector is also an active constituency of the Global Partnership for Effective Development Co-operation. Both the Agenda 2030 and the Busan partnership agreement recognises the central role of the private sector, as well as the benefits of development finance modalities such as public-private partnerships in advancing innovation, creating wealth, income and jobs, facilitating access to domestic resources, and, in turn, contributing to poverty reduction and fostering sustainable development.

Meaningful and goal-oriented dialogue with the private sector in a Team Europe approach is important, and includes exploring opportunities to combine public, DFI[44] and private capital. The EU supports local private sector development in partner countries, but the engagement of EU businesses is also key for channeling private funds in partner countries.

A stronger role of the private sector

The Commission Communication 'A Stronger Role of the Private Sector in Achieving Inclusive and Sustainable Growth in Developing Countries' (2014)[45] placed the private sector at the forefront of international development. The communication sets out principles, criteria, support, mainstreaming and tools and methods for EU engagement with private sector in development cooperation. It also highlights that '[t]through better development partner coordination and joint programming, the EU will speak with one voice, and can better capitalise on the fact that in most partner countries it is one of the largest development partners providing support for inclusive and sustainable economic development'.

The private sector is an important partner in a Team Europe approach, not least for the implementation of the Global Gateway strategy, which actively seeks to crowd-in private sector finance, and expertise and to involve private sector partners more closely in project origination.

The objectives of engagement with the private sector are threefold: (i) to understand business constraints for local and EU businesses wishing to internationalise or already active in partner countries and set up dialogue with partner countries to improve the business environment and investment climate; (ii) to facilitate sustainable investments; and (iii) to create decent jobs, facilitate trade and sustainable growth in partner countries.

The private sector can be engaged in different ways, from supporting Team Europe approach processes through relevant expertise, to raising private sector issues and supporting private sector development in partner countries (e.g., via business fora), or becoming a partner in advancing the SDGs. The precise arrangements for achieving this include public procurement contracts, the European Fund for Sustainable Development Plus (EFSD+), the Ukraine Investment Framework (UIF), business fora at regional or country levels, or public-private partnerships in the framework of the TEIs and by working closely with financial institutions such as the EU DFIs and JEFIC that are involved as actors following a Team Europe approach in joint programming and TEIs.

In line with Commissioner Síkela's mandate to take Global Gateway from start up to scale up - private sector engagement is shifting from downstream consultation to upstream co-design.

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44 Private capital mobilization for DFIs refers to attracting and leveraging investment from private sector actors (including banks, institutional investors, businesses, and impact investors).

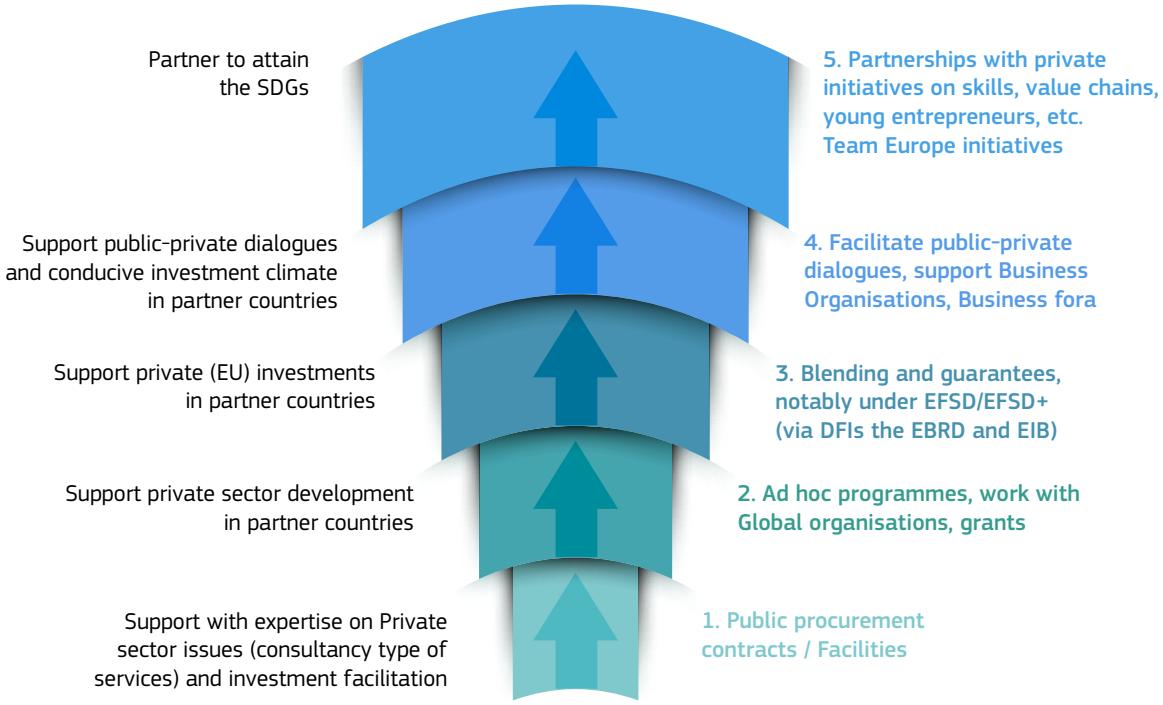
45 https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM:2014:263:FIN

To support this shift, the EU Member States have begun establishing coordination platforms, referred to as Team Nationals. Although differing in their individual set-ups, these platforms aim to foster structured, whole-of-government dialogue between public institutions and national private sector actors interested in investing in partner countries.

Team Nationals typically bring together relevant ministries (e.g. Foreign Affairs, Trade and Industry, Economy, Development), national DFIs, implementing agencies, Member States' ECAs, and business associations. In some cases, Trade and Investment Promotion Organisations (TPOs) are also involved. By ensuring early and continuous engagement between the national public and private sector— from project origination to implementation — Team Nationals play a key role in promoting public- private partnerships and supporting national companies entrance into partner countries' emerging markets.

See in Figure 4, an overview of the different possible levels of engagement with the private sector via EU actions, which could serve as a starting point for a wider engagement of actors following a Team Europe approach.

Figure 4: Engagement with the private sector in a Team Europe approach.



1.4.1.2 The timing of consultations and dialogue

The legitimacy and credibility of the Team Europe approach will depend on the extent to which consultations and dialogue respond to the perspectives and objectives of: (i) the actors following a Team Europe approach and partner countries (in particular objectives in their national development plans); (ii) key stakeholders such as local CSOs, local authorities and the private sector; (iii) other development partners working on similar activities. Where relevant and feasible, try to align the timing of the Team Europe approach consultations with existing national consultation processes (e.g. for national development plans or other national policy documents) to avoid consultation fatigue.

There are four stages in particular when the need for consultations and dialogue should be considered:

Table 2: Key stages when the need for consultations and dialogue should be considered.

Joint analysis	Key stakeholders can inform and enrich the analysis of the actors following a Team Europe approach with their perceptions and specific focus (e.g. a 'people focus' for civil society, a 'local focus' for local authorities, and a 'growth focus' for the private sector, etc.). Key stakeholders are often involved at this stage as major actors who are interviewed or consulted when the analysis is undertaken. If deemed relevant, dedicated sessions can be organised to share the results of the analysis and get feedback from key stakeholders, particularly in sensitive or fragile environments and in contexts where there may be a 'gap' between national governments and major country-level actors (e.g. sensitive, politically challenging environments).
Joint response/TEI concept notes/ joint implementation concept notes and joint results frameworks/joint intervention logics	Consultation sessions can be organised to obtain feedback from key stakeholders on the selected joint priorities, the joint results indicators, the design of the overall or sector strategies, the design of the joint intervention logic and their review processes etc. The earlier stakeholders are consulted, the better they can inform the process and the drafting of documents such as the Joint Programming or TEI document, the joint results framework and joint intervention logic, or joint intervention concept notes. That said, the approach and timing for the consultations must be feasible and appropriate within the specific country context. As much as possible, consultations should be aligned with other relevant consultation processes, whether national consultations or those led by other development partners, such as those on the EU civil society roadmaps, GAP III/CLIP, the human rights and democracy strategy or implementation of the EU Youth Action Plan.
Joint programming and TEI implementation, implementation of joint implementation initiatives.	For the TEIs and JI initiatives, regular meetings between the organisations implementing TEI programmes could be organised to make their approaches more consistent and to share information. All TEI participants (the EU, Member States and other like-minded countries) can suggest other organisations to be invited and provide the contact details to the EU Delegation or the Member State that organises the meeting (the responsibility for this can rotate, and is usually at Heads of Cooperation (HoC) level). Where applicable, the TEI secretariat or support facility can help with sending invitations and preparing and chairing the meeting. For both JP and TEIs, it is of utmost importance to regularly involve CSOs and the private sector in joint communications, joint policy dialogue and joint visibility activities. Existing processes, such as the CSO roadmap process, could be used to that end. The role of the private sector is particularly relevant in a Team Europe approach to regularly discuss scaling potential, or the potential to engage the private sector to reach TEI objectives. Young people should also play a continuous advisory role in TEI discussions through the established youth sounding boards.
Monitoring and evaluation	Key stakeholders should also be invited to provide feedback on the TEI or joint programming monitoring report(s). These reports on progress may be annual, biannual or mid-term in frequency, depending on what is agreed. This helps check the national statistical picture against the realities on the ground and highlight the priorities to be addressed going forward. It is important ensure that the follow-up to these consultation processes is inclusive.

1.4.1.3 Carrying out the consultations and engaging in policy dialogues

Ensuring adequate preparation, managing expectations and choosing the most appropriate format for consultations.

Successful consultations and dialogues are informed by several principles that should underpin the preparation of all consultation events in a Team Europe approach:

- Be aware of the stakeholder's motivation for engaging in dialogue and preparing a constructive response;
- identify shared goals, mutual interests and partnering principles for each consultation;
- ensure that there is added value for participants, not only the organiser, with proper feedback and follow-up actions if required;
- invest in the 'soft skill set', including negotiation skills, that drives a successful outcome.

In line with the human rights-based approach's working principles on participation and inclusion (see Annex 4.1), the leave-no-one-behind principle and the provisions of GAP III, any consultation process should:

- ensure a meaningful participation (i.e. notify people in good time, consider the languages used, think about the location, and give participants enough time to seek other opinions and prepare for the consultations);
- ensure the presence of key stakeholders and make consultations accessible to all, including women and people living in marginalised situations or remote locations (e.g. persons with a disability, young people, older people, minorities, indigenous peoples);
- consider holding dedicated consultation events for specific audiences (e.g. women, young people, or groups in vulnerable situations) or on specific themes.

Consultation processes can raise the expectations of stakeholders and managing these expectations is very important, along with a systematic consideration of the political aspect of national stakeholder dynamics. Actors following a Team Europe approach should pay careful attention to developing common key messages that use clear and concise language, and to sharing information openly and providing timely feedback and updates.

Consultations also raise operational challenges. They require time and add an extra workload not only to the stakeholders consulted, but also to the EU Delegation and the Member States' embassies. This 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 considered. This is why it is very important to align consultations, as far as possible, with those conducted within other in-country processes. For instance, the EU civil society Roadmap, GAPIII/CLIP, human rights and democracy strategy, EU youth action plan, EU Strategy for the rights of persons with disabilities 2021-2030, and the guidance note on disability inclusion in EU External Action

In a nutshell, there are two distinct types of consultation processes: dedicated consultation meetings for the Team Europe approach and 'blended' consultations:

- Dedicated events: joint programming and TEI meetings and events with a defined Team Europe approach agenda and objectives.
- Blended consultations: making use of established coordination and consultation mechanisms in the country (both formal and informal) to consult on elements of the TEI or Joint Programming process.

Joint messaging and policy dialogue

Joint messaging and policy dialogue should be seen as a continuous process, well embedded in the whole cycle of the TEI or joint programming process, to ensure that each dialogue event, whether formal or informal, can be used to build trust, consensus and partnerships. To maximise the value of joint messaging and policy dialogue, it is essential to establish clear communication channels between the actors following a Team Europe approach, the government of the partner country, and other key stakeholders, as outlined above.

The political and operational sections within EU Delegations and Member State embassies and implementing agencies must be involved to ensure a consistent approach. The definition of responsibilities can be informed by the division of labour agreed as part of the Team Europe approach, where applicable. Within joint programming processes, where Heads of Cooperation are the driving members of the process, it is important to allow for the participation of EU Member States' implementing agencies, where deemed relevant, for example to help identify focal points in partner governments or map sector relationships. Many implementing agencies will have this information readily available or can help to gather it.

More good practices on policy dialogues can be found in the 2017 budget support guidelines. In summary, the guidelines state that effective dialogue requires a proactive, strategic, structured and documented approach. It should be based on robust monitoring and evaluation of data, ideally generated by the partner country. Figure 5 below summarises the key steps in the process:

Figure 5: Key steps in joint messaging and policy dialogue processes.

In **Honduras**, once the actors following a Team Europe approach had decided upon their joint programming (JP) objectives, a stakeholder analysis was carried out, which identified interlocutors for a policy dialogue, entry points and key messages, as well as relevant Team Europe approach lead actors for each JP objective.

In **Zimbabwe,** actors following a Team Europe approach agreed to launch a shared online calendar, set up with technical assistance support, in which key events and meetings of interest to the entire group (at national, development partner or internal actor following a Team Europe approach would be highlighted as a starting point for a joint policy dialogue. In addition to support provided by a long-term team of experts for this task (among many others), each TEI participant was also provided with the necessary access rights to update the calendar.

Participants in the six regional TEIs in the **Latin America and the Caribbean** region agreed to develop and regularly update TEI roadmaps, including a timeline of events seen as relevant for a joint dialogue or joint positioning.

Activities to support joint messaging and policy dialogues

As actors in the Team Europe approach come together to adopt common approaches and speak with a single voice, the following specific activities, depending on the time and resources available, could be considered:

- Analyse possible challenges or constraints to effective joint messaging and policy dialogue. Initial joint preparatory work can prove helpful, such as raising awareness of the aims, ambitions and possible barriers to joint policy dialogue in different priority areas.
- Identify contact points in the government responsible for dialogue on specific issues. From the perspective of a stakeholder analysis, it is necessary to understand 'who calls the shots' and who the important intermediaries are that can support EU coordination efforts.
- Map sector relationships to results: it may be difficult 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 the dialogue is targeted to the appropriate counterparts, that are accountable for results.
- Actors following a Team Europe approach 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 existing sector coordination groups. Ensuring buy-in from Member States' Heads of Mission for the joint positioning is essential for driving the joint policy and political dialogue forward. Heads of Mission should be encouraged to take the lead for certain areas where they are seen as having particular expertise and a comparative advantage. TEIs can be an opportunity in that sense, because of the high degree of political buy-in they have gained at all levels, including in the EU headquarters.
- 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 budget for development cooperation and verify the extent to which these actors share the same priorities for the sector as actors following a team Europe approach.
- 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, e.g. actions to pursue the SDGs at local level, and/or evaluations, reviews and impact assessments, or when major technical or feasibility studies are being conducted.
- Schedule (joint) evaluations, reviews and technical studies to provide timely input to the policy dialogue, including to analyse risks and mitigating factors that can be included in the dialogue.
- Initiate a discussion with several development partners. Use existing sector or national coordination, monitoring and reporting mechanisms to identify the objectives of the dialogue. Additional resources may be mobilised for any analytical work required, such as a dedicated facility or secretariat for a TEI or joint programming, or a broader dialogue facility within the country may provide ongoing support for technical assistance, workshops, coordination tasks or joint missions. Together with analytical work, the outcome will help inform harmonised policy positions.
- Based on consultations and analysis, agree on a procedure for drafting and validating policy briefs. These briefs will present the policy positions that all participating partners will use during any opportunity for dialogue. Developing several policy tools of various timescales and levels of detail will allow them to be used selectively depending on the speaker, event and audience (see chapter 1.4.2 on communication). Ensure that cross-cutting issues, such as the environment and gender equality, are reflected in these policy papers.
- Identify and mitigate the risks of dialogue failure, which can e.g. be related to people, the process or issues discussed.
- 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 follow-up arrangements.

- Assess the joint policy dialogue by evaluating the outcome so that, as part of a structured and strategic process, incremental improvements can be made.
- Convene regular combined discussions between Heads of Mission and Heads of Cooperation on joint programming and TEI implementation, the impact of policy dialogue, and follow-up priorities.
- Where relevant, e.g. contexts with large populations of refugees or internally displaced people, develop a coordinated dialogue on approaches to humanitarian crises.

1.4.2 Strategic communication

The Global Gateway communication strategy, endorsed by all EU Member States in April 2023, provides the framework for all communications by actors following a Team Europe approach. By focusing on promoting transformational priorities with one voice, communication will be more effective in building and strengthening awareness and positive perception of Global Gateway among selected target audiences.

Since Global Gateway is the EU's positive offer of cooperation to our partner countries in support of their own strategic autonomy, the communication and visibility of working better together in a Team Europe approach should primarily be focused on Global Gateway's priority investment sectors of digital, climate and energy[46], transport, health and education and research.

Ensuring effective communication about Global Gateway in a Team Europe approach requires a strong process of coordination in Brussels, in Member States' headquarters, with the EBRD and EIB, and in partner countries. It requires an approach that involves all of the EU, and a similar whole-of-government approach should be taken by Member State institutions (e.g. all relevant ministries, implementing agencies, DFIs, export credit agencies) and there should be close collaboration with the private sector.

The Commission services will convene regular meetings between Global Gateway communication focal points in Member State capitals and from all actors following a Team Europe approach, to discuss upcoming communication milestones, messaging, and the resources needed to implement this strategy.

It is strongly recommended to replicate this coordination network at country level, bringing together EU Delegations with Member State embassies, their implementing agencies and finance institutions, the EIB, the EBRD and the European private sector where they are present on the ground. Strategic communication should be included as a regular agenda point in meetings between the EU and Heads of Mission and political officers.

The organisation of joint missions, joint political engagements and joint participation in high-level and investment events in partner countries has the potential to reinforce strategic communication on Global Gateway through a Team Europe approach. EU Delegations and Member State embassies have a key role to play in identifying the most relevant milestones for joint missions to be organised and for coordinated communication efforts. EU Delegations should inform INTPA.02 well in advance of planned strategic communication events.

Global Gateway flagship projects

Successfully communicating the Global Gateway offer goes beyond a single flagship. It requires a more holistic and coherent approach. As such, as a general rule, communication budgets are no longer included in individual flagships, projects and programmes. Instead, a strategic communication envelope has been developed in each cooperation facility at country and regional level to showcase the EU's offer in the country/region.

Strategic communication by all actors following a Team Europe approach should focus on a limited number of Global Gateway flagship projects, which demonstrate the EU's unique added value and illustrate the transformative and positive impact of our action.

46 Including climate adaptation

As per the Global Gateway communication strategy, the following steps should be taken by all actors following a Team Europe approach:

- A rolling agenda of key communication milestones should be developed, focusing on high-profile flagship announcements, including political-level joint missions by all actors following a Team Europe approach, and other external hooks such as summits and the EU's response to global and regional developments. High-quality 'evergreen' content should be developed to maintain the visibility and momentum of Global Gateway flagships between these key milestones. Content will vary from classical outreach to social media and should always be tailored to the target audience and the channels used, based on relevant research.
- To address the significant gap between the reality of the EU's global role and public awareness and perception of that role, professionally designed and managed communication campaigns should be implemented. The focus should be on using local voices and existing channels to demonstrate the renewed partnership.
- Dedicated outreach to European economic operators, including SMEs, should be undertaken to explain how economic operators can access up-to-date information on how they can participate in Global Gateway-related projects.
- Consistent use of the Global Gateway brand by all actors following a Team Europe approach on all initiatives falling under the scope of Global Gateway. The Team Europe approach is central to this brand: it is at the heart of the brand purpose, mission and values, and a key differentiator that makes Global Gateway unique. A key element of the Global Gateway brand is its visual identity, which ensures a consistent look and feel. When communicating about issues falling within the scope of Global Gateway, all actors following a Team Europe approach should use the Global Gateway visual identity. This includes co- branding options designed to ensure the visibility of actors following a Team Europe approach. The Global Gateway visual identity guidelines can be found in the Communication Resources section of the Global Gateway webpages[47]. The previous Team Europe branding should not be used.

Non-Global Gateway TEIs and wider communication on activities under the Team Europe approach

The above principles apply equally to non-Global Gateway TEIs. For TEIs falling outside the scope of Global Gateway, actors following a Team Europe approach should continue to prominently use the #TeamEurope hashtag[48], EU emblem and EU Member States' national flags or implementing agency logos as relevant.

When communicating about Team Europe Initiatives, joint programming and joint implementation, consider including messaging on how actors following a Team Europe approach as a whole are supporting partner countries or regions in achieving development objectives, for instance, on the SDGs. In this context, colleagues can draw on the official development assistance (ODA) infographics produced each year by DG INTPA for every country and region (via the Team Europe Explorer[49]) - see the example from Kenya below)[50].

47 https://international-partnerships.ec.europa.eu/policies/global-gateway/communication-resources_en
48 Use GG blue colour, where feasible, as well as the Noto Sans Bold font for the hashtag. The font is downloadable at: https://fonts.google.com/noto/specimen/Noto+Sans
49 See the Team Europe Explorer (a one-stop shop for funding information, https://team-europe-explorer.europa.eu), the OECD Creditor Reporting System in the OECD Data Explorer (https://data-explorer.oecd.org/), the International Aid Transparency Initiative site (https://iatistandard.org/en/) and TOSSD.online (https://tossd.online/)
50 Available on https://team-europe-explorer.europa.eu/oda/infographics_en

Global Gateway

Team Europe's Official Development Assistance to Kenya - 2022

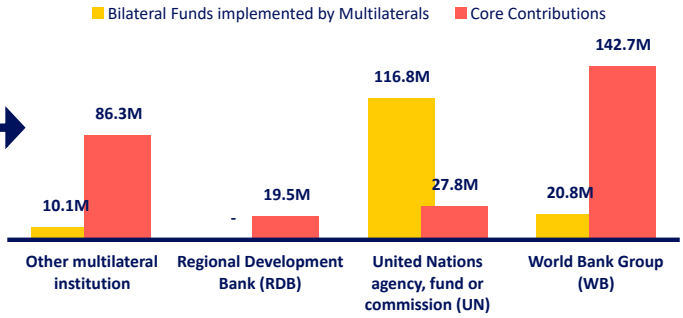
#GlobalGateway #TeamEurope

€899.9M
Team Europe's total ODA

€623.4M
Team Europe's total bilateral ODA to the recipient

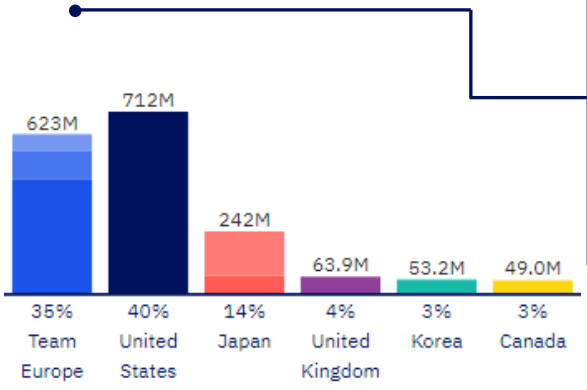
€276.5M
Team Europe's multilateral core contributions

Team Europe Funds through Multilaterals[2]



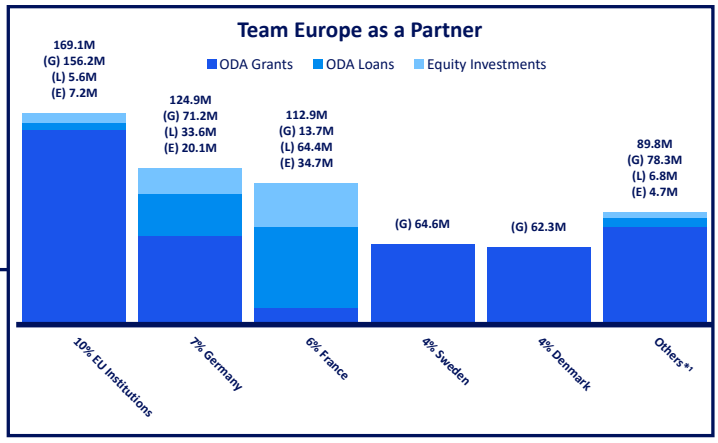
Kenya's Partners in 2022

Based on bilateral ODA disbursements of Team Europe and the top individual donors.

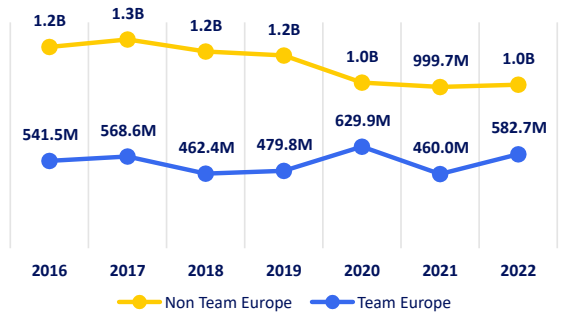


*Greece, Romania, Hungary, Portugal, Slovak Republic, Czech Republic, Croatia, Latvia, Luxembourg, Netherlands, Poland, Ireland, Bulgaria, Slovenia, Finland, Spain, Belgium, Denmark and Lithuania.

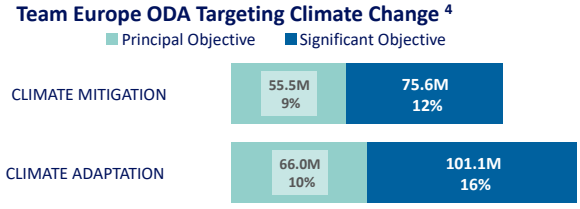
Team Europe as a Partner



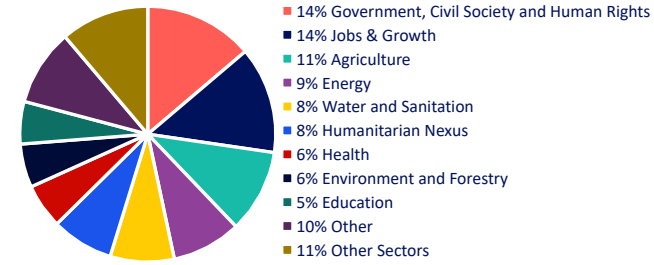
Bilateral ODA trends 2016-2022 (constant prices)



Team Europe ODA Targeting Climate Change [4]



Main Sectors Funded by Team Europe



For more information contact:

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Near-joint-programming@ec.europa.eu

European External Action Service:
ECO-FIIC-PROGRAMMING@eeas.europa.eu

Team Europe Initiative and Joint Programming Tracker:
https://europa.eu/capacity4dev/tei-jp-tracker/

[1] Team Europe refers to the EU and its Member States, incl. their development finance institutions and implementing agencies, as well as EIB and EBRD (note: EBRD does not provide ODA).

[2] The graph presents Team Europe's total use of the multilateral system, i.e. both their multilateral aid ("Core contributions to") and their bilateral aid channelled through ("Contributions through") multilateral organisations. "Core contributions to" are resources transferred to multilateral organisations that the governing boards of these organisations have the unqualified right to allocate as they see fit within the limits prescribed by the organisation's mandate. Bilateral funds implemented by multilaterals ("Contributions through") are resources channelled through multilateral organisations over which the donor retains some degree of control on decisions regarding disposal of the funds; such flows may be earmarked for a specific country, project, region, sector or theme.

[3] RDBs =Regional Development Banks.

[4] **On ODA targeting climate change:** Percentage shares refer to the part of the total ODA volume which has been screened for these markers. Activities can target climate mitigation and climate adaptation at the same time, hence the respective figures cannot be added up without double-counting.

Source: OECD.Stat: DAC 2a and CRS

All amounts are shown in euros: $1 = 0.9509 (OECD-DAC exchange rate for 2022)

SECTION 2

A QUICK GUIDE TO JOINT PROGRAMMING

The overall objective of this Section is to provide the reader with a better understanding of joint programming. It focuses on joint programming as a concept, its scope and tools, and how it can be used in different contexts (by showcasing country case study examples). It is also intended to provide the reader with a better understanding of the linkages between joint programming, joint implementation and Team Europe Initiatives. In addition, this section also provides specific updated clarifications, e.g. in relation to development partner mappings and programming cycles.

Annex 1.8 provides more detailed guidance on how joint programming documents can be designed and monitored, and on how TEIs can be integrated into joint programming documents[51]. More specifically, Annex 2 provides step-by step information on:

1. deciding to start a joint programming process;
2. conducting a joint analysis;
3. preparing a joint response and finalising the joint programming document (JPD);
4. EU approval procedures for joint programming documents;
5. monitoring the implementation of joint programming.

Throughout, it also provides joint programming country examples and document templates.

This Section and the following two sections are not meant to be read consecutively, but as separate yet interlinked sections, with overlaps, synergies and complementarities – like the processes themselves (joint programming, Team Europe Initiatives and joint implementation). It is encouraged to combine the three methods (as in the annexes), but it is possible to prioritise the use of one over the other as appropriate and feasible in a given context – while also noting the aim of increasing the use of joint programming as the preferred approach, where feasible.

In a nutshell: How joint programming helps advance the development effectiveness principles?[52]

Country Ownership	Joint programming objectives are to be aligned with the national development plan (NDP). If no NDP exists, or the NDP is not of sufficient quality, the SDG framework and other national policy documents (e.g. relevant sector policies) can be used as references. The AAAA integrated national financing frameworks (INFF) and their development finance assessments (DFAs) can also be used, as they link to Agenda 2030 and the Paris Climate Agreement.
Focus on Results	A core part of a joint programming document is the joint results framework (JRF), which provides the basis for regular JP monitoring, reporting and follow-up. (see Annex 1).
Inclusive Partnerships	All relevant stakeholders – partner country governments in particular, but also private sector and civil society representatives, local authorities and other development partners should be consulted throughout the joint programming process, as partnerships and collaboration are at the heart of the Team Europe approach (see Section 3).
Transparency and Mutual Accountability	Joint programming documents are generally published online and available to the general public. Engaging with the various stakeholders is also about being transparent, sharing information and knowledge. An informed target group can hold decision-makers accountable. Joint programming encourages mutual transparency on European official development aid (ODA) and non-ODA funding contributing to the JP objectives (development partner financial table included in the JP document).

51 An overview of the countries with Joint Programming Documents can also be found at the Team Europe Initiative and Joint Programming Tracker at https://capacity4dev.europa.eu/resources/team-europe-tracker_en?tab=tei.

52 https://effectivecooperation.org/landing-page/effectiveness-principles

2.1 The definition of joint programming

Figure 6: The definition of joint programming

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

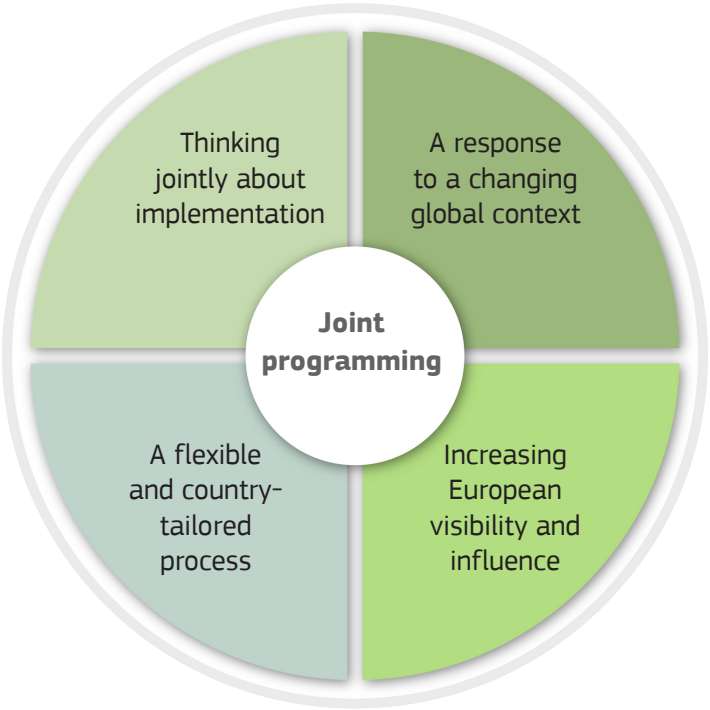
A voluntary, flexible and tailored process designed and driven by Team Europe

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 dialogue, seeking with one voice

- Joint programming is the preferred method for programming at partner country level, where feasible.
- Joint programming allows for a more strategic, coherent, and coordinated approach to European development cooperation and external action planning at country level, where joint programming participants work together in a Team Europe approach to respond to needs in partner countries, promote EU and universal core values and interests implement the 2030 Agenda and help achieve the SDGs.
- Joint programming is a voluntary, flexible, and tailored process designed and driven by actors following a Team Europe approach, along with like-minded partners where relevant, and in consultation with partner country counterparts. It can be adapted to different contexts, including countries experiencing conflict and fragility and least developed countries. This means that the timeline, the scope of the exercise, and the length of the strategy is predominantly determined by the participating actors in a Team Europe approach.
- Joint programming is a method for 'coming together' through specific tools such as a joint analysis and joint response including a set of broader, joint objectives which provide actors following a Team Europe approach with a shared, strategic vision for their external action at partner country level.

Figure 7: Key aspects of joint programming



- It is a strategic engagement process through which actors following a Team Europe approach in partner countries consult national authorities, the UN, the World Bank, civil society and other key stakeholders, before drawing up a strategic framework to guide European relations with the partner country. The framework should be in line with the national development plan. Like-minded development partners, if relevant, agreed by EU Heads of Mission and HQ and in accordance with general instructions.
- Joint programming provides a more comprehensive, cross-sector approach to aligning and coordinating external action and development cooperation as well as investment portfolios at partner country level following a Team Europe approach, as well as their related political and policy-level dialogue.

2.2 Core elements, principles and phases (steps) of joint programming

Figure 8: Key phases (steps) of joint programming

1. Where possible, it is advisable to start joint programming when a new development plan or strategy is being drawn up, but it can be started whenever EU Delegations and Member States consider it appropriate. Joint programming usually starts with the drafting of a roadmap, which includes a timeline for developing the joint programming document agreed upon by all members joint programming (for more details, see Annex 1).
2. A joint analysis of a country's particular situation is carried out to identify the needs and issues to be addressed. This is followed by a joint response that proposes a collectively agreed strategy.
3. A joint results framework then translates the priorities that have been identified into measurable results and impacts. The results are then monitored, using the framework and this informs a dialogue with national stakeholders about the effectiveness of the assistance provided by the actors following a Team Europe approach. It also increases mutual accountability.
    - The ensuing joint programming document should reflect the partner country's national development priorities and will therefore be most successful when synchronised with the country's national planning cycle. However, that does not mean that individual JP participants necessarily have to synchronise their programming cycles; that depends entirely on whether or not they decide to replace their bilateral strategy with the joint programming document (see also Annex 1.6: approval procedures – on this point).
    - Joint programming can build on and include the Team Europe Initiatives that are already designed and being implemented at country level, while taking a more comprehensive, cross-sectoral approach to aligning and coordinating development cooperation and investment portfolios across the different actors following a Team Europe approach. There are various ways of going about this. For example, the joint programming response and document can be built around the country TEIs (instead of setting new priority objectives and covering additional sectors) or the TEIs can be integrated into the response and document as an example of joint implementation operationalising a priority objective.
    - A joint programming document gives an indication of funding levels for all participating partners, broken down by priority objective/result area.
    - It can also include a planned division of labour between all participants (see details about this in Annex 1).

4. Joint programming documents are approved by each participating actor following a Team Europe approach in line with their respective internal regulations. Each JP participant is encouraged to reflect on whether to replace its own country strategy or plan with the joint programming document.
5. Joint programming documents should plan reviews as a basis for collective dialogue, shared learning with national stakeholders and adaptation to changing circumstances.

2.3 Implementation of joint programming

- Joint programming supports 'thinking jointly' about the implementation of development cooperation and other external activities. Based on a joint analysis and the definition of focal areas and joint objectives, it enables actors following a Team Europe approach to take strategic decisions on the pooling of resources, the division of labour and joint implementation modalities. Joint programming should also enable actors to speak with one voice in joint policy dialogue and at joint visibility events, using the Global Gateway brand and visual identity.
- Team Europe Initiatives (see Section 4) can help translate joint programming strategic objectives into collective action and impact in specific areas of high, shared interest. This is possible through the joint, complementary and catalytic use of:
  - an appropriate mix of instruments and modalities (budget support, blending, actions/projects, guarantees; joint technical assistance: Twinning, TAIEX);
  - joint policy and political dialogue;
  - joint strategic communication and visibility, for example regarding TEIs in support of Global Gateway roll-out.
- Moreover, joint implementation (see Section 3) provides good tools for coherent, effective, and coordinated Team Europe support for specific sectors or priorities at country level. Both financial and non-financial forms of joint implementation can emerge from a joint programming process.

2.4 Actors involved in the process and suggested division of labour

Figure 9: Actors involved in joint programming processes

- Heads of Delegation, together with Member State Heads of Mission, steer 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's government. Heads of Delegation shall consult with the corresponding services (Commission/EEAS) throughout the process.
- While the EUD will continue to perform its role as overall coordinator of the process, the JP participants' group may decide that the task of leading coordination should be rotated.
- The coordination role for TEIs and/or JP should be a decision by all involved actors, taking into account their respective structures and capacities. For example, the decision can be taken by a broad group consisting of Heads of Cooperation/Development, political sections and trade counsellors (a 'Troika') while some of the involved actors with more limited capacities only assign one person for such tasks. This Troika can play a facilitating and advisory role next to the lead TEI/JP coordinator and provide support and leadership in the process, communication, and consensus-building.
- The lead coordinator, with the Troika where relevant, can draw on of individual sector leads or programme managers for technical support when discussing sector-specific objectives, or formulating and monitoring the joint results frameworks.
- The Troika may also decide to set up (or preferably use existing) thematic working groups for joint programming objectives, TEIs and joint implementation goals.
- Non-resident EU Member States should be invited to become joint programming participants if they have programmes or other types of external relations with the partner country – and can take part in meetings remotely.
- All actors following a Team Europe approach and like-minded development partners, if relevant, agreed by EU Heads of Mission and HQ and in accordance with general instructions, who have established a formal relationship with the partner country (even if they are non-resident) can ask to become 'joint programming participants'.
- EU and Member States' implementing organisations, i.e. those receiving funding from the EU and Member States for implementing specific programmes only (for example European CSOs), can make a useful contribution on technical, sector-specific issues.
- EU and Member States headquarters: They are part of the joint programming approval process and will ensure coherence with other EU and national strategies.

2.5 Involvement of partners in a Team Europe approach in joint programming

- As outlined in Chapter 1.3, in addition to the actors following a Team Europe approach responsible for managing the processes, there are other external stakeholders – 'partners in a Team Europe approach' who should be involved and consulted throughout the joint programming process. These may be partner country national authorities, like-minded development partners, civil society organisations, private sector etc.). They should be involved from the design stage through to implementation and monitoring, since country ownership, partnerships and collaboration are at the heart of the Team Europe approach.
- Consultations must be structured, concise and inclusive. They should include a gender perspective and ensure equal representation for different segments of society. Wherever possible, existing consultation and policy dialogue spaces should be used and strengthened, to avoid consultation fatigue or repetition of processes.

2.6 The scope of joint programming

The 2016 Council conclusions[53] set higher ambitions for joint programming processes: beyond the original scope of 'strengthening the efficiency, coherence, transparency, predictability, and visibility of the external assistance of the EU and its Member States', 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[54]. Core EU values and universally recognised human rights, including gender equality, and principles of good governance and engagement with civil society must also be increasingly reflected in joint programming documents, as they gradually go 'beyond aid' and into other external action fields (e.g. cultural and economic diplomacy in line with the EU Global Strategy).

Joint programming processes have so far focused mainly on programmable country cooperation, because including complementary funds from other programmes (regional, thematic, etc.) was seen as adding to the complexity of the exercise. However, some country experiences have highlighted pragmatic ways to address this issue[55].

In **Ghana**, moving beyond aid and redefining its role in international development cooperation is a strategic aspect of the joint programming document. This shift underpins all of the priorities. The joint programming process will specifically support and accompany Ghana's transformation process, the 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 move 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.

2.7 Joint programming in contexts of fragility, conflict and crisis

The opportunity to expand joint programming to fragile situations and conflict-affected countries was highlighted in the 2016 Council conclusions on 'Stepping up Joint Programming'[56]. In 2018, the Council conclusions further outlined the EU's integrated approach to conflict and crises[57], noting that the starting point for the integrated approach must be an early, coordinated and shared conflict analysis. Accordingly, a joint conflict analysis must always be carried out – and updated – for countries affected by or at risk of conflict or instability and where the EU has a significant engagement. The joint conflict analysis will inform other EU strategic engagement processes, such as regional and national programming and joint programming. It provides a strategic basis for conflict-sensitive programming of actors following a Team Europe approach. The EU definition of conflict sensitivity is given in the 2020 EU Guidance Note on Conflict Analysis[58] and the methodology is set out in the Commission Guidance Notes on Conflict Sensitivity[59].

53 Council conclusions 8554/16
54 JOIN(2013) 30 final
55 This issue is about double-counting of regional and thematic-global funds, and thus including them is only possible if a clear and distinguishable country allocation exists that is programmable.
56 Council conclusions 8554/16
57 Council conclusions 5266/18 Council conclusions 5413/18
58 https://capacity4dev.europa.eu/groups/public-fragility/info/guidance-note-use-conflict-analysis-support-eu-external-action
59 https://op.europa.eu/en/publication-detail/-/publication/148be3a6-2fb9-11ec-bd8e-01aa75ed71a1/language-fr

The European Consensus on Development also indicates that the EU and its Member States will have to integrate conflict sensitivity in all their work, to maximise the positive impact on peace. Based on a shared analysis of the context, the Integrated Approach requires EU institutions to further strengthen cooperation with Member States and the way the EU brings together institutions, expertise, capacities and instruments, in conflict prevention, peacebuilding, crisis response and stabilisation, to contribute to sustainable peace.

A study on applying joint programming in these situations was commissioned by the EU in 2018[60]. The study confirmed that joint programming must be adapted to each country context to be responsive and flexible, taking into account the realities and needs on the ground and mainstreaming conflict sensitivity into localised analyses and across the programming cycle[61].

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. Beyond that, this joint mission provided a platform for discussion among global, regional, and country-level actors about regional dynamics and Mali's role therein. Moreover, European peace actors (ESDP mission, the French Barkhane operation) were brought together with humanitarian actors to discuss how to more effectively communicate and exchange information with each other when planning their respective interventions.

2.7.1. The Humanitarian-Development-Peace Nexus

The Humanitarian-Development-Peace Nexus (HDP-Nexus) aims for collaboration, coherence and complementarity between humanitarian, development and peace actors.

It seeks to capitalise on the comparative advantages of each pillar – to the extent of their relevance in the specific context – in order to reduce overall vulnerability and the number of unmet needs, strengthen risk management capacities and address root causes of conflict. This chapter should be read in conjunction with the OECD's Development Assistance Committee's Recommendation on the HDP-Nexus[62], bearing in mind the UN's efforts to move towards a new way of working together following the outcomes of the 2016 World Humanitarian Summit[63]. In its 2017, in its Conclusions on operationalising the human development nexus[64] (which subsequently became the Humanitarian-Development-Peace Nexus, as peacebuilding was identified as critical to successfully interlinking humanitarian and development work in fragile contexts), 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 learned and good practices from several pilot countries, the EU has developed a specific methodology for implementing the Nexus process. In 2019, the EU adhered to the OECD DAC recommendation on the HDP-Nexus, which highlights 11 principles across strategic coordination, joint analysis, joint programming and more flexible multi-year financing. In 2022, the Czech Presidency of the Council, in close collaboration with the EU, elaborated a guidance paper, 'Good practices in the operationalisation of the HDP-nexus'.

60 Joint Programming in Conflict-Affected and Fragile States, Sibylle Koenig and Emery Brusset. 2018. Accessible at: https://capacity4dev.europa.eu/library/report-joint-programming-conflict-affected-and-fragile-states_en

61 This section is also relevant for TEIs, especially because there are few TEI-specific lessons learnt collected, to date, on Team Europe Approach in fragile and conflict-affecting settings.

62 https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-5019

63 https://digitallibrary.un.org/record/842411

64 https://www.consilium.europa.eu/media/24010/nexus-st09383en17.pdf

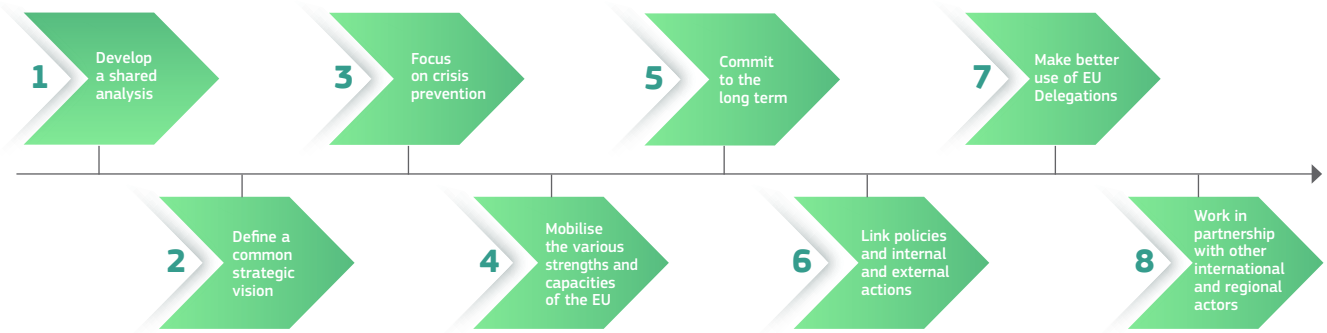
Building on the EU methodology and the DAC recommendation, this paper identifies six steps for effective implementation of the Nexus: (i) coordination mechanisms (including joint advocacy); (ii) joint analysis of root causes; (iii) joined-up planning and programming; (iv) supporting peace-building efforts; (v) appropriate financing mechanisms, and (vi) joint monitoring and evaluation[65] .

2.7.2 Supporting Joint Programming in fragile, conflict and crisis situations

Fragile contexts and states are often marked by high levels of aid fragmentation, a proliferation of overlapping humanitarian, development and peace actors, limited government coordination capacity and volatility, presenting challenges that are specific to each situation.

Shared context and conflict analysis is a minimum starting point for joint programming: The NDICI-Global Europe Regulation sets out the requirement that a conflict analysis be conducted to feed the programming process for countries and regions in fragile contexts, which also applies to joint programming and TEIs. In affected countries and regions, conflict analysis supports conflict-sensitive programming, tailored to the specific context and needs and avoiding actions that unintentionally exacerbate conflicts – in line with the do-no-harm principle. The EU's Integrated Approach to external conflict and crises identifies eight practical steps for working in a conflict sensitive manner:

Figure 10: Steps to work in a conflict sensitive manner



2.7.3 The added value of mainstreaming conflict sensitivity

Starting a joint programming process with a conflict and gender analysis helps build a solid risk assessment and mitigating measures into joint planning and response. It forms the basis of a conflict-sensitive approach. Drawing on a shared understanding of the conflict drivers, actors, scenarios, risks and mitigating measures, a joint and timely conflict analysis provides an evidence-based foundation for the effective prevention and resolution of violent conflicts and effective peacebuilding programming. Such analyses are the first step in ensuring that integrated EU engagements in fragile countries are conflict-sensitive. Conflict sensitivity mainstreaming across the programme cycle reduces the risk of further human suffering, harm, violence and conflict in fragile social, economic, political, environmental and security-related contexts while at the same time maximising the positive impact on resilience and peace.

65 https://data.consilium.europa.eu/doc/document/ST-15274-2022-INIT/en/pdf

In this regard, the main guidance on conflict-sensitive approaches through the programme/intervention cycle is set out in the No 2 Guidance Note on Conflict Sensitivity[66]. With regard to monitoring and indicators, this guidance is supported by the Results Chain and Indicators on Resilience, Conflict Sensitivity and Peace[67].

Following the recommendations on conflict-sensitive programming based on a conflict analysis helps to reduce the risk of negative impacts but the analysis needs to be kept up to date to support monitoring and adaptations in volatile and fluid contexts. Conflict analysis and conflict sensitivity assessments, if updated regularly, are thus key tools in ensuring that the intervention logic, related theory of change, and monitoring and implementation remain conflict-sensitive.

2.7.4 Joint programming as a tool for the integrated approach

The 2018 study on joint programming in conflict-affected and fragile states[68] shows that, in highly volatile contexts with a fragmented aid landscape, coordination tools such as joint programming can help address such fragmentation by supporting a more strategic, resilience-centred approach and strategy to EU action on the ground.

Here are some of the key findings from the 2018 study, which have been complemented by newer/later lessons learned and findings from the field on the value learned joint programming in fragile and conflict-affected states.

- EU security and geopolitical interests call for a coherent, multi-level approach to joint programming in fragile and conflict-affected countries requires multi-level action: European relations with conflict-affected countries are often marked by strong European geopolitical and security interests, which, at times, appear not to be fully aligned with development and humanitarian objectives. In highly sensitive and fast-moving contexts, political developments can overwhelm implementation of development cooperation. EU joint programming has widely been recognised by respondents in the study as a good tool for bringing together the political and cooperation spheres, and for including other key actors (humanitarian, security) in common planning processes, in the interests of a more coherent and integrated approach. However, beyond country level, policy coherence is also important at regional and global level. Regional and global TEIs could be a good tool to that end (see also related chapter under Section 3).
- With regard to resilience-centred joint programming, steps have been taken in some countries to ensure that joint strategies are based on more integrated approaches. In Burundi and the Central African Republic, for example, joint programming strategic objectives selected by joint programming members have deliberately been centred around the broader notion of 'resilience', to link the more urgent humanitarian responses with medium-term development efforts.
- There is a need for a flexible, overarching framework and terminology. Joint programming should be promoted as a flexible and adaptable process, centred around joint conflict and risk analysis as an important starting point. This can be accommodated by allowing for regular (annual or six-monthly) reviews of the Joint Strategy document, so that it can be adapted to a new national development plan or results framework, for example.
- In the absence of a national development plan, it can be helpful to accept alternatives for aligning JP, by looking at the subnational and/or sector level: align the joint strategy with sector policies and local development plans, where possible/ applicable and/or internationally shared commitments (2030 Agenda/ SDGs). As stated above, integrated national financing frameworks (INFFs) established in more than 80 countries can provide a useful reference source for analysis of the development finance landscape[69].

66 https://op.europa.eu/en/publication-detail/-/publication/148be3a6-2fb9-11ec-bd8e-01aa75ed71a1/language-fr
67 https://capacity4dev.europa.eu/sites/default/files/documents/diagram/resilience_results_chain_202201-_final_0.pdf
68 https://capacity4dev.europa.eu/library/report-joint-programming-conflict-affected-and-fragile-states_en
69 https://inff.org/

- In fragile and crisis contexts, it is often difficult to try to address all core elements of joint programming (joint analysis, joint response, joint results framework, division of labour and joint financial forecasts) from the start. This can be overcome by starting with what is feasible, then moving towards what is desirable. Some countries may decide to start with the principle of concentric circles, by limiting the exercise, in its first phase, to what is considered feasible in the specific country context. For example this approach may entail:
  - a joint risk and conflict analysis and/or a joint development partner mapping;
  - strengthening EU coordination in a limited number of sectors or areas (TEIs can be a good starting point here; they can be used as a tool for focusing action on key areas of high shared interest (see also the section on 'Team Europe Initiatives' and on 'joint implementation');
  - involving just a limited number of EU Member States and, where appropriate, non-EU actors in tighter coordination;
  - assessing private sector investment potential in key areas that would benefit from adopting a right-financing approach, as advocated by the United Nations (see below);
  - creating joint humanitarian-development appeals, or funding mechanisms.
- In contexts affected by high staff turnover and high workloads, actors following a Team Europe approach should consider jointly co-financing a joint programming (+TEI) support secretariat to seek support.
- It is important, where possible, to make use of an inclusive, country-owned process. Make the joint programming process as flexible as possible, to enable the country to gradually take ownership at country level. Start the dialogue with civil society actors, community representatives, approachable local authorities and line ministries, and gradually open it up to the national level. Working with the (often under-developed) private sector can also be a more neutral entry point for discussion with the authorities (e.g. in Afghanistan).
- In exceptional circumstances (for example, where there is no dialogue with ruling authorities whose legitimacy is contested), it can be considered starting the joint programming process without partner involvement or with occasional involvement, while still maintaining the principle of joint programming as an inclusive, multi-actor exercise. In such situations it can be considered producing two versions of the joint programming document – an internal version for actors following a Team Europe approach actors and an external version for others. Technical cooperation with the authorities could be maintained if necessary for effective implementation of activities.
- In crisis contexts, joint programming processes should always include all relevant actors following a Team Europe approach (e.g. DG ECHO and Member States' humanitarian institutions – where applicable) and (external) partners in a Team Europe approach (peace, humanitarian and civil society organisations). This is key to designing holistic and coherent responses to the needs of the population, under a Humanitarian-Development-Peace Nexus approach.

➔ For more detailed recommendations and guidance about each joint programming phase and component, please see the following points in Annex 1: Detailed guidance for each joint programming phase:

- Deciding to start a joint programming process
- Conducting a Joint Analysis
- Preparing a joint response and finalising the joint programming document
- EU approval procedures for joint programming documents
- Monitoring the Implementation of joint programming
- Joint programming scenarios and document templates.

SECTION 3

A QUICK GUIDE TO JOINT IMPLEMENTATION

The overall objective of this Section is to provide the reader with a better understanding of the concept and scope of joint implementation and of its linkages with joint programming and Team Europe Initiatives. Country examples are given to make these definitions more tangible and grounded in field evidence.

More detailed guidance about joint implementation can be found in Annex 2, which provides information on:

More specifically, annex 2.1 provides information on:

- a checklist for moving ahead with joint implementation;
- an overview of joint implementation modalities (non-exhaustive):

Non-financial modalities

- joint sector gap analysis
- using public sector expertise, including Twinning and TAIEX
- South-South or triangular cooperation
- coordination of separate programmes

Financial modalities[70]

- joint/parallel co-financing
- blending operations
- budget Support
- delegated cooperation and transfer agreements

This Section and the previous and following Sections (on joint programming and Team Europe Initiatives respectively) are not meant to be read consecutively, but as separate yet interlinked sections with overlaps, synergies and complementarities – like the processes themselves (joint programming, Team Europe Initiatives and joint implementation). The reader is encouraged to combine the three methods, but it is possible to prioritise the use of one over the other as appropriate and feasible in a given context – while also noting the aim of increasing the use of joint programming as the preferred approach, where feasible (see also Section 1, in particular 1.1.1 and 1.1.2).

70 E.g. identified based on a 'right-financing' approach.

In a nutshell: How joint implementations help advance the development effectiveness principles?[71]	
Country Ownership	Joint implementation (JI) initiatives must be aligned with relevant national sector policies – and with the national development plan objectives. As JI is usually centred around specific projects, actors following a Team Europe approach will ensure that the government is part of the management / steering committee for such programmes and projects.
Focus on Results	Joint implementation will help ensure that joint programming and Team Europe Initiatives have tangible results – in line with their respective joint results frameworks and the principles of joint intervention logics. In countries with no JP or TEIs, JI will be based on a set of jointly agree results indicators.
Inclusive Partnerships	As outlined and explained in this Section, partnerships and collaboration are at the heart of the Team Europe approach. Unlike JP and TEIs, JI can also include United Nations organisations and non-EU development partners.
Transparency and Mutual Accountability	Joint implementation initiatives must be publicly accessible and viewable – particularly if they contribute to a national programme.

3.1 The definition of joint implementation

The European Consensus describes joint implementation as follows:

> *'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'*[72].

Joint implementation can take various forms, financial and non-financial, and has developed towards becoming a collection of tools rather than a specific process. Whether financial or non-financial, it translates shared objectives into collaborative action by establishing arrangements for working together. The purpose is to maximise the impact of the actors following a Team Europe approach 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.

Figure 11: Key aspects of joint implementation

71 https://effectivecooperation.org/landing-page/effectiveness-principles
72 https://www.consilium.europa.eu/media/24011/european-consensus-for-development-st09459en17.pdf

- 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'.
- Joint implementation can help operationalise joint programming and TEI objectives by combining relationships, technical and sometimes financial resources to increase political incentives and the likelihood of achieving results. Joint implementation can take place at country, regional and global level – although it is mostly being used at country and regional levels.
- At country level, joint implementation builds on the experience and expertise of actors following a Team Europe approach to support sectoral activities that achieve results in line with partner countries' development priorities.

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

- Planning: defining membership, situation analysis, and prioritising the elements that make up a strategic response;
- Point action framework: this principally relates to the development of an action plan incorporating joint initiatives and bilateral interventions; and
- 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.

3.2 Key characteristics of joint implementation

Joint implementation delivers most benefits when it:

- is specific to the country context;
- can make effective links to other areas of European external action or priorities, and align with policy initiatives such as Joint Programming documents, TEIs, Global Gateway flagship projects, , the EU's gender action plan III, the EU Civil Society Roadmap, the Human Rights and Democracy Strategy, the Humanitarian-Development-Peace Nexus and the EU Strategy for the Rights of Persons with Disabilities 2021-2030;
- combines various financial and non-financial modalities, making best use of the combined EU and Member States' toolboxes and their comparative advantages;
- is based on sharing and applying best practices, experiences and networks at country/regional level;
- covers the entire action cycle, project cycle, etc.; specifies the role and responsibilities of each partner during the whole cycle, including for joint monitoring and joint evaluation processes; and
- 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.

3.3 The background to joint implementation

The European Consensus on Development sets out the commitment that the EU and its Member States have made to supporting partner countries through joint implementation whenever appropriate (see also previous sections).

The 2016 Council Conclusions on stepping up joint programming called on Commission departments and the EEAS to continue promoting joint implementation activities[73] funded by the EU and its Member States:

> *'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'.*

In 2016, an evaluation commissioned by DG INTPA recommended that, among the various financial modalities for joint implementation, delegated cooperation should be used strategically to achieve impact and enhance development effectiveness. It highlighted that delegated cooperation should be more 'explicitly geared towards strengthening the partnership between the EU and the Member States' (recommendation 3) and that 'more consideration should be given to aspects that are important to partner countries such as systems alignment and ownership' (recommendation 7)[74].

In November 2016, the Practitioners' Network for European Development Cooperation (PN)[75] issued a Declaration on joint implementation and, in July 2017, the Views and Suggestions Note # 4 on the definition of joint implementation. The Declaration stated: '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 implementing 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[76].

In the 2019 Financial Framework Partnership Agreement (FFPA) between the European Commission and Member States' Organisations, the Member States and the Commission 'confirm[ed] their commitment to working together better in a spirit of partnership, to show coherent and consistent engagement and to enhance joint implementation, when appropriate [...]'[77].

3.4 Involvement of actors and partners in a Team Europe approach in joint implementation

- Most joint implementation starts at the technical and operational level, as it is usually centred around a sector-specific issue or a specific programme. It therefore naturally tends to involve programme managers of actors following a Team Europe approach in the lead. However, it is important to link up coordination with the mechanisms in place under the joint programming and Team Europe Initiative processes, especially if joint policy and political-level dialogue is required[78].

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73 Council conclusions 8831/16 - https://data.consilium.europa.eu/doc/document/ST-8831-2016-INIT/en/pdf
74 https://international-partnerships.ec.europa.eu/policies/monitoring-and-evaluation/strategic-evaluation-reports-deprecated/strategic-evaluation-eu-aid-delivery-mechanism-delegated-cooperation-2007-2014_en
75 See PN website: https://www.dev-practitioners.eu/
76 https://www.dev-practitioners.eu/media/event-documents/Joint_Implementation_PN_definition_May_2017.pdf
77 C(2019) 3709 final
78 See relevant chapters on JP and TEI management in this guidance.

- Joint implementation can include EFSD+ and UIF operations, implemented through the EIB, the EBRD, and other pillar assessed development finance institutions. This joint endeavour helps to strengthen the collective impact through strategic alignment, coherent planning, and coordinated implementation. By using the full EFSD+ and UIF toolbox (guarantees, blending and technical assistance), and leveraging the comparative advantages of each actor — including the private sector — the Team Europe approach enhances the effectiveness, visibility, and sustainability of EU-supported initiatives. Structured upstream coordination and exchange with financial institutions is key to identifying priority sectors for investments and ensuring that Team Europe acts as a unified and consistent partner in partner countries.
- Joint implementation can include non-public actors and partners in a Team Europe approach (e.g. the private sector, civil society, and academia) that share European objectives and values, as well as the United Nations, other international and regional organisations and financial institutions.
- In fragile and conflict-affected places hosting displaced populations and refugees, the heads of DG ECHO's country or regional offices should be involved to increase the opportunities for progress toward shared policy objectives.

3.5 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 and the 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 during 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 contributions in kind. For example: multi-partner actions/agreements, blending with European financial institutions or financial guarantees, budget support, and twinning/TAIEX modalities.

Some instruments can combine both financial and non-financial modalities:

- Team Europe Initiatives combine both financial joint implementation (joint/pooled co-financing or parallel co-financing) with non-financial modalities (e.g. political and policy dialogue, joint visibility actions).
- Budget support aims to strengthen the capacity of partner countries in a sustainable way by using the country's policy and public finance system[79]. Capacity development needs are assessed for that purpose and supported, for example, through targeted capacity development measures or public technical assistance activities. Thus, budget support offers interesting opportunities for combining several joint implementation modalities (policy dialogue, capacity building, results monitoring and financial transfers).

Non-financial joint implementation (non-exhaustive list):

- joint sector gap analysis, where relevant, with clear links to humanitarian needs
- joint gender analysis
- joint conflict analysis
- joint dialogue and consultations
- joint engagement with academic and research networks
- joint monitoring and evaluation
- joint visibility
- mutual reliance on procedures

79 https://ec.europa.eu/international-partnerships/budget-support_en

Financial joint implementation (non-exhaustive list):

- delegated cooperation & transfer agreements
- blending
- budgetary guarantees (EFSD+) joint financing
- budget support
- twinning/TAIEX and other forms of mobilising public sector expertise
- technical assistance using expertise from the private, non-governmental and academic sectors;
- South-South cooperation
- triangular cooperation
- parallel co-financing

➔ A list of considerations when moving ahead with joint implementation is included in annex 2.

SECTION 4

A QUICK GUIDE TO TEAM EUROPE INITIATIVES

The overall objective of this section is to provide the reader with a better understanding of the concept and scope of the TEIs, including country examples to make these definitions more tangible and based on field evidence.

More detailed guidance on how TEI core documents can be designed and monitored, as well as on how TEIs can be integrated into joint programming documents, can be found in Annex 3. More specifically, Annex 3 contains:

- a methodological note on the design of TEIs
- information on TEI management, steer and coordination (non-mandatory)
- top tips on launching a TEI
- a TEI note on financial tracking
- information on the TEI monitoring, reporting and evaluation framework (MORE)

This Section and previous two sections (on joint programming and joint implementation respectively are not meant to be read consecutively, but as separate yet interlinked sections with overlaps, synergies and complementarities – like the processes themselves (joint programming, TEIs and joint implementation). The reader is encouraged to combine the three methods, but it is possible to prioritise the use of one over the other (as appropriate in a given context) – while also noting the aim of increasing the use of joint programming as the preferred approach, where feasible.

In a nutshell: how do Team Europe Initiatives help advance the development effectiveness principles?[80]

Country Ownership	Team Europe Initiative (TEI) objectives are to be aligned with the national development plan and relevant sector policy objectives.
Focus on Results	One of the core elements of a TEI is its Joint Intervention Logic (JIL), which provides the basis for regular monitoring and reporting of TEI results (see Annex 3).
Inclusive Partnerships	All relevant stakeholders (particularly partner country governments, but also private sector and civil society representatives, local authorities and other development partners) should be consulted throughout the TEI process, because partnerships and collaboration are at the heart of the Team Europe approach (see Section 3).
Transparency and Mutual Accountability	Information on TEIs can be found on the joint programming and Team Europe tracker as well as on Capacity4dev. TEIs' transparency and accountability is further ensured through integration with existing transparency and accountability measures (e.g. annual reporting and Team Europe Explorer).[81]

4.1 Definition of Team Europe Initiatives

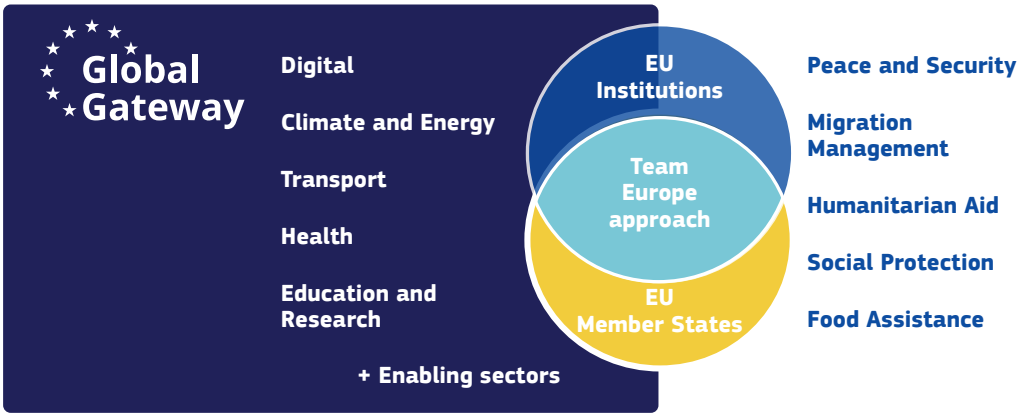
TEIs are about working better together to ensure that joint external action becomes more than the sum of its parts through three elements:

1. scale – combining resources, expertise and tools;
2. focus – becoming the partner of reference on selected joint priorities; and
3. ensuring visibility – joining forces to promote universal core values of human rights and democracy in partner countries, and the impact of the TEIs.

80 https://effectivecooperation.org/landing-page/effectiveness-principles

81 See the Team Europe Explorer (a one-stop shop for funding information, https://team-europe-explorer.europa.eu), the OECD Creditor Reporting System in the OECD Data Explorer (https://data-explorer.oecd.org/), the International Aid Transparency Initiative site (https://iatistandard.org/en/) and TOSSD.online (https://tossd.online/)

Figure 12: The scope of Global Gateway



Most TEIs contribute directly to Global Gateway (the Health priority area: e.g., MAV+: Manufacturing and Access to Vaccines, Medicines and health technology products in Africa). However, there are also TEIs that contribute indirectly to the enabling sectors (e.g. democratic values and high standards, good governance and transparency, and an investment- and trade-friendly environment) in a 360-degree-approach (e.g., Combating illicit financial flows and transnational organized crime in Sub-Saharan Africa) and TEIs that are outside the scope of Global Gateway (e.g. regional and global activities in the sectors of migration and forced displacement, peace and food security) including in fragile and complex contexts (e.g., the TEI on the Afghan Displacement situation).

TEIs combine existing and new resources, instruments and expertise of actors following a Team Europe approach so that they jointly work better together to achieve common objectives in selected areas that are of high shared interest for both the actors following a Team Europe approach and the partner country governments. Guided by the political and policy priorities of TEI participants and underpinned by strategic policy dialogue, TEIs aim to support change by delivering results for partner countries and regions, making the EU and its Member States the partners of reference in a priority area. TEIs focus on identifying a critical priority (bottleneck) that constrains development at country, regional or global level, and where a coordinated and coherent effort by actors following a Team Europe approach would ensure transformative results. Selected TEI areas should therefore be as focused as possible.

TEIs are comprised of a number of coordinated, but mostly independent, actions/projects (called components), which are implemented by the individual TEI participants. However, TEIs are more than the sum of these components because they enhance development effectiveness and coordination and also include, for example, joint policy dialogue and joint visibility dimensions. TEIs are based at country level (e.g. Laos Green Deal) multi- country or regional level (e.g. Inclusive and Equitable Societies in LAC), or global level (e.g. Digital 4 Development Hub).

In **Bolivia**, actors following a Team Europe approach decided to have only one TEI on green and resilient development, focusing on climate-resilient landscapes, green energy transition and green economy in sustainable cities. Some Member States (e.g. Belgium and Italy) are not part of the TEI, but they are members of the broader joint programming process, which (in addition to green and resilient development) also includes two other areas of collaboration (democracy and rights; and inclusive social development).

The ***regional African TEI on Manufacturing and Access to Vaccines, Medicines and Health Technologies in Africa (MAV+)*** focuses on both the supply and demand sides of vaccines, medicines and health technology, while at the same time also creating an enabling environment to underpin pharmaceutical systems. To do so, the TEI focuses on a number of points, including industrial development; shaping the market and trade facilitation; strengthening the regulatory framework; technology transfer and intellectual property management; access to finance; and research and development and skills development. The implementation of this TEI involves a wide range of tools and financial instruments to address the complexity of the issue (e.g. loans, grants, budget support, blended finance and twinning). This mix creates the proper environment for private sector involvement and complementarity of actions. MAV+ efforts (public grants and DFI funding) are complemented by private self-financed initiatives.

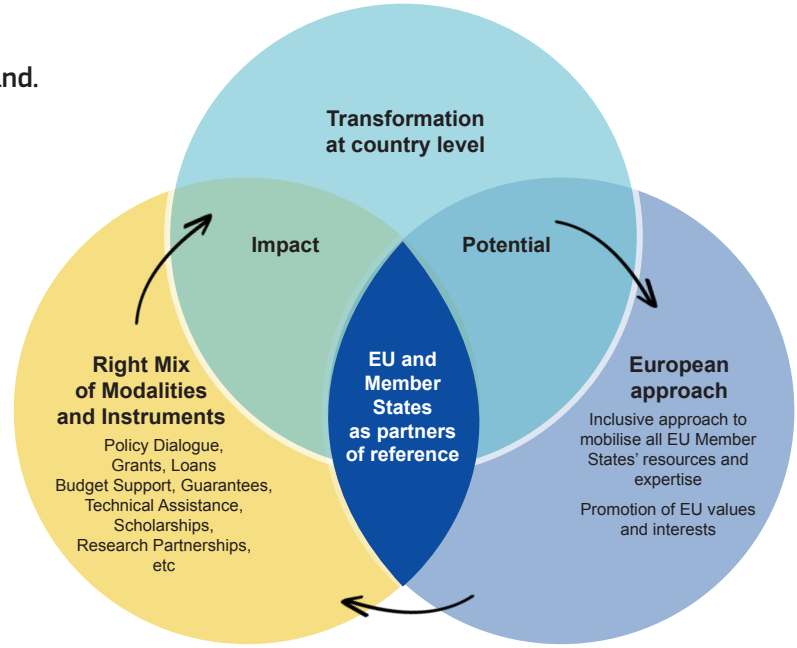
Figure 13: TEIs translating strategy into transformative change at all levels

Deliver concrete results for partner countries and promote the 'Team Europe' approach brand.

Identifying a critical priority where a coordinated and coherent effort by Team Europe would ensure a transformation impact.

Based on an inclusive approach in the design, modalities, tools and partners.

Feed in the joint programming processes at country level.



4.2 Team Europe Initiative participants

A TEI participant is any actor following a Team Europe approach that contributes to a particular TEI. Like-minded development partners, if relevant, agreed by EU Heads of Mission and HQ and in accordance with general instructions can also be TEI participants.

Inclusiveness is a core principle of TEIs. This means that all actors following a Team Europe approach should have an equal opportunity to join a TEI. Team Europe approach actors, for example, should be able to join a TEI regardless of whether they have an embassy or office in the partner country or are accredited in that country.

The size and type of the financial contribution does not determine the level of involvement of a TEI participant in the management and/or political steer of the TEI. If an actor is not able to make a financial commitment at the outset, they should be able to do so later. Actors following a Team Europe approach therefore need to ensure that at least some of their future programmes fit in with and support the TEI's Joint Intervention Logic (JIL – see Annex 3 for more detail) or request a revision of the JIL to embrace this new component if it is clear that it will help to deliver the TEI's intended impact. If some actors are not able to make any meaningful financial contribution, they can still work together closely on coordinating and communicating under the Team

Europe approach on that topic more widely. All these non-financial contributions should be included in the TEI financial contribution table/mapping as contributions in kind (the estimated financial value should be indicated)[82].

4.3 Team Europe Initiative components and their funding/financing

TEIs are made up of different components (programmes) that are each funded/financed by TEI participants – either in parallel or in a joined-up manner – and which contribute to achieving the TEI joint objectives. TEIs bring these different elements to the table and combine them in a coherent whole. TEIs do not have an overarching independent budget, and co-funding or pooling resources is not required for contributions to TEIs.

A financial contribution by a TEI participant means any contribution with a financial value. The contribution could therefore be through any implementation modality or financing instrument (e.g. grant, loan, guarantee, blended finance, technical assistance or organisation of an event), including in-kind contributions if a financial value can be associated with them. It must come from that participant's national budget or own balance sheet (e.g. if a Member States implementing agency is managing EU funds through delegated cooperation, this would not count as a financial contribution from the Member State's implementing agency); however, delegated cooperation is not precluded from TEI implementation

> The regional **TEI on Water, Energy and Climate Change in Central Asia** has pooled relevant ongoing and newly adopted programmes conducted by all participants as a first step towards better coordination in this key area. The 2023 AAP agreed to finance a coordination mechanism that will ensure the monitoring of participants' actions and serve as an entry point for TEI participants and Central Asian governments to discuss priorities in the region. Italy is contributing in kind to the TEI with its leadership on the EU-Central Asia Platform for Environment and Water Cooperation and its Working Group on Environment and Climate Change (WGECC). The TEI coordination mechanism is supporting and strengthening the Platform as a relevant venue for discussion with Central Asian governments, while also benefiting from the Platform participants' experience since 2009 in policy dialogue on issues relevant to the TEI.

The EU's contribution to the TEIs comes primarily from the NDICI-Global Europe instrument. These are programmed through multiannual indicative programmes (MIPs) in which the EU defines its medium- and long-term international cooperation priorities at country, regional and global level. Information on adopted country and regional MIPs is publicly available online[83]. The TEIs are embedded within the MIP priority areas. The NDICI-Global Europe contribution to TEIs is then confirmed through EU (annual) action plans.

Member States and other actors following a Team Europe approach have their own processes for programming their contribution to TEIs[84].

For a country TEI, there should be at least three TEI participants making a financial contribution (e.g. the EU and two Member States; or two Member States, the EU and the EIB). In countries or specific sectors where few EU actors operate, this could be reduced to at least two TEI participants making a financial contribution. For a regional TEI, at least four actors following a Team Europe approach should participate with a financial contribution to the TEI. In regions or specific sectors where few EU actors operate, this could be reduced to at least two actors following a Team Europe approach participating with a financial contribution.

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82 If a financial estimate cannot truly be determined (e.g. providing free advice and expertise during a TEI discussion/event), then there has to be a reference or footnote in the indicative financial table and/or the joint intervention logic that highlights this.

83 https://ec.europa.eu/international-partnerships/global-europe-programming_en

84 For example, EDFI, the association of 15 development finance institutions (DFIs) has developed the EDFI guidance note for DFI involvement in TEIs. This outlines the process for TEI involvement of financial actors in TEIs across actors following a Team Europe approach and Global Gateway. For further information, please contact EDFI@EDFI.EU.

➔ The principles and criteria for regional TEIs are outlined in Annex 3.1.

4.4 Coordination of Team Europe Initiatives and division of labour

General principles for TEI management:

- the set-up should be as simple as possible and retain flexibility, in particular so that other Member States, financial institutions and/or multilateral banks can join the TEI over time;
- as a general rule, TEI implementation at country level should build on the institutionally accepted coordination role of EU delegations, which will make sure to maintain a fluent ongoing dialogue with other TEI participants;
- regional and global TEIs are mostly coordinated through the respective EU and Member States' headquarters;
- actors involved in regional TEIs should also consider relevant country TEIs, so as to ensure complementarity, cross-regional coordination and maximum impact.

At HQ Level: the Working Group on TEI Monitoring and Evaluation has been set up. It is an inclusive, technical forum to discuss options for monitoring and reporting TEI results as well as quality standards. It consists of representatives of EU actors following a Team Europe approach: the EU, Member States with their implementing agencies and EU DFIs, the EIB and the EBRD. Similarly, the Working Group on TEI Financial Tracking has been set up. It is an inclusive technical forum to discuss the financial tracking of TEIs. A particular focus of the Group has been to develop the Guidance on Financial Tracking of TEIs[85]. TEIs can also be discussed at meetings of Development Director-Generals,as well as at technical-level meetings (e.g., Team Europe focal points network).

Team Europe Democracy (TED) is a global TEI launched by Commissioner Urpilainen with the objective of creating a coordinated strategic EU response in support of democracy worldwide to the rising challenges that democratic principles and universal values are facing globally. 14 Member States are currently participating in TED, working together around three interlinked pillars:

- a research pillar with relevant data/analysis that should inform the work, reflection and discussion of a TED network and a steering committee, which has been set up by the Commission and Member States and meets regularly, both virtually and physically;
- a TED network, which comprises the Commission, Member States and relevant civil society organisations and think tanks, and which will harness the experience and expertise of Democracy Support practitioners in order to help them learn from each other and to inform interventions and coordinated actions;
- pilot interventions/deployment of experts to support the work of Member States' embassies/ implementing agencies and EU delegations to coordinate and develop their actions.

Regional Level: at regional level, existing HQ/capitals expert(s) or ad hoc working groups could form the basis for the TEI management group, but it should be recognised that the demands of steering and managing regional/continental TEIs require an agreement on burden-sharing by the participants in the TEI, and that the Commission services/the EEAS must retain a strong coordination role and overall steering of issues. The management mechanisms of the EU's regional programmes, which are usually co-financed and/or implemented by Member States' implementing agencies, could serve as a basis/starting point for the TEI management structure, but it is necessary to ensure that any TEI-related meetings or activities organised by these structures are open to those TEI participants that are not directly involved in the financing or implementation of the EU regional programme.

85 See Annex 3.4.

It is often particularly important for the TEIs at that level and which are managed by HQs situated in different countries, to try to work as much as possible with existing EU-Member State coordination structures, which are already effective and operational.

The regional TEI entitled Investing in Young Businesses in Africa (IYBA) supports early-stage businesses and entrepreneurs in Africa. Given IYBA's unique framework, it was evident during the initial TEI design-stage that collaboration with DFIs would be key. The opportunity for the EIB, the EBRD and EDFI members to be part of the TEI governance structure gave DFIs an active role in the set up of the TEI. Attention was given to details such as the adoption of financial language and clear definitions of financial instruments. Practical expectations from DFIs were highlighted and DFIs provided feedback and input to ensure that all actors were on the same page.

With the regional TEI running since 2022, several programmes are under implementation and at design stage. In IYBA SEED (Supporting Entrepreneurship Ecosystem Development), DFIs are not just financial actors but also knowledge partners who contribute to improving the financial/investment ecosystems. Another programme, IYBA WE4A (Women Entrepreneurship for Africa), enables women entrepreneurs to access credit lines. Since January 2025, IYBA MCP (Market Creation Platform) where a DFI is leading the set up of a platform that will enable public actors, DFIs and private sector to mobilize capital for early stage business. And IYBA Invest is a blended finance programme with a lead DFI which will consolidate locally domiciled partner Funds by providing first-loss risk capital to attract investors and channel investments into those funds to finance early-stage MSMEs. In addition, six EFSD+ guarantees linked to IYBA have been completed with several DFIs where at least 51% of the investments are targeting early-stage businesses.

Key lessons from TEI IYBA's engagement with DFIs include:

- The importance of having a TEI chair who understands DFI interests and incentives, language, and internal challenges and opportunities;
- DFI engagement as a Chair (EIB for the period 2024-2025 and EBRD for 2026-2027) has proven useful to engage other DFIs.
- IYBA MCP and IYBA Invest programmes have been designed with the objective of attracting private sector capital (foundations, investment and impact funds, capital networks, pension funds).
- Combination of Intermediated Lending EFSD+ guarantees and Impact Funds EFSD+ guarantees allow reaching a wider spectrum of early-stage businesses.
- The need to maintain a clear approach to collaboration, steering clear of generalities while being concrete on terms of participation and aligned with the capacities and opportunities of DFIs to engage;

Adopting a consultative stance, seeking DFI input rather than dictating terms.

Technical facilities available in DG INTPA or at Member State level can support the TEI coordinator in their function – but it cannot (and should not) replace them.

The infographic below shows an example of the management structure of a regional TEI:

In the **regional TEI EU-LAC Digital Alliance**, the EU and its Member States aim to create a strategic framework for digital cooperation with LAC countries, based on a human-centric approach. The pre-existing structure of the Global D4D Digital Hub (LAC branch) is being used for TEI-relevant meetings and discussions – at both steering and management levels. The advantage is that the LAC branch already had a well-functioning secretariat co-chaired by EU and Member State representatives, meeting (virtually) on a weekly basis and thus ensuring that LAC branch objectives and work plans are effectively carried out and followed up. Providing Member States with a driving co-chair role in that context was a key success factor.

	Political Steering Committee	Management Committee
	Permanent chair: INTPA B1 and EEAS	Permanent chair: INTPA B1, in coordination with EEAS, relevant COM DGs - Rotating co-chair: MS
WHO	• INTPA B1, INTPA G5 • EEAS Regional Affairs Americas 1 • Other COM DGsL HOME, JUST, FPI, OLAF • Ministries from MD members of the TEI	• INTPA B1, INTPA G5 • EEAS Regional Affairs Americas 1 • Other EC DGs: HOME, JUST, FPI, OLAF • Designated representatives from MS • EU agencies (EUROPOL, ERUOJUST, CEPOL, EMCDDA, FRONTEX) when relevant
WHAT	Political orientation of the TEI, strategic partnership. Validates TEI working documents, agree on joint initiatives and communication, facilitate bi-regional dialogue and cooperation, supervise overall implementation progress and results.	It brings the political steering committee decisions forth. Analyses the priority areas of work, promotes synergies and cooperation, updates TEI documents, agrees on joint messages and events, report on the implementation of projects under the TEI.
WHEN	Updates on TEI work to be shared with EU MS during COLAC or/and CODEV meetings	Working groups on a needs basis

Coordination and day-to-day operations INTPA B1 and technical assistance

Partner country level: it is proposed that each TEI should have a steering group and a management group. The steering group should provide the long-term vision as well as the political narrative and communication about the TEI. It should also ensure dialogue with partner countries/regions, including relevant stakeholders of these countries/regions, and the links with broad EU strategic objectives and ambitions (including Global Gateway), with the EU playing a particular coordinator role here. The management group is responsible for the overall coordination, implementation and monitoring of the process. Existing EU coordination structures (e.g. regular Heads of Cooperation and Heads of Mission meetings) should be used as much as possible. In particular, when there is a joint programming process already in place at country and regional levels, which may include like-minded development partners, if relevant, agreed by EU Heads of Mission and HQ and in accordance with general instructions, the consultations with the EU cluster should build on this EU(+) configuration by referring any such decision to the Heads of Mission, in consultation with HQ. At the management level, it will also be important to involve political and trade advisors as much as possible in the discussions ('Troika').

Summing up:

- **Heads of Delegation** (together with Member States' Heads of Mission) steer 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. They also ensure that the processes are aligned with the Global Gateway strategy.
- **Heads of Cooperation**, Heads of Development Cooperation, and/or political as well as trade counsellors (as a troika) can have a facilitating and advisory role alongside the lead TEI coordinator, and can provide support and leadership in the process, communication and consensus-building.

In several partner countries, Team Europe approach groups also decided to create a technical-level 'TEI focal points' working group, so that there could be more sector-level discussions and coordination between Team Europe approach programme managers in charge of the TEI-contributing programmes. If a joint programming process exists, it is advisable that joint programming and TEI management structures are combined and aligned at partner country level, so as not to add further layers of coordination. The diagram below captures this combined structure, which is not prescriptive. The examples below from Benin and South Africa show other possible structures that build on pre-existing working groups.

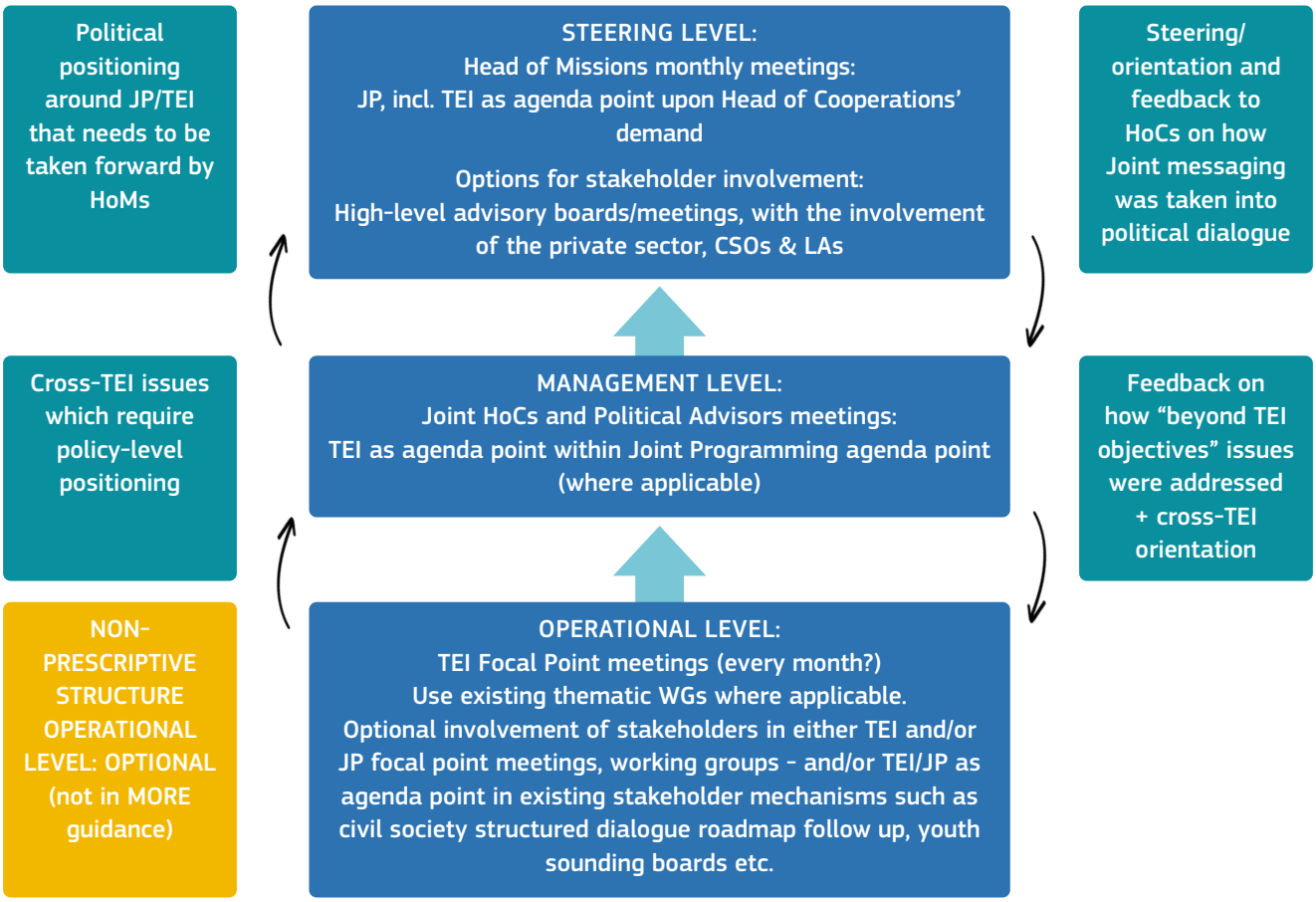
In **Benin**, different coordination mechanisms exist between EU Member States and the EU delegation in Cotonou (with regard to the TEI 'Croissance durable et emploi des jeunes'): between the EU Heads of Mission, the EU Heads of Cooperation and in technical working groups that include non-EU development partners on agriculture, TVET, MSME development, etc. This means that discussions and initiatives can be initiated and followed up at different levels. The different TEIs for Benin have been discussed at all these different levels.

In **South Africa,** the TEIs focus on two key areas: the green recovery and jobs for the future. The Green Recovery TEI promotes a just and sustainable transformation and is supported by a significant number of actors following a Team Europe approach (the EU, Belgium, Denmark, Germany, France, Finland and the EIB), many of which do not have dedicated development cooperation staff in the country. The TEIs have therefore had to use existing coordination networks (especially the EU climate council, which has become the forum of choice for theGreen Recovery TEI). However, the Jobs for the Future TEI has, given the absence of designated Member State focal points specifically for job- and employment-related issues, been included as a topic on the regular agenda of cooperation counsellors' meetings. Use of existing platforms limits the challenge of resource and staffing constraints in a context in which development cooperation is not the primary focus of delegations.

In addition, it is expected that the TEI will need a support function (in technical and/or logistical terms) to facilitate the work of the management group in the form of a 'secretariat'. Following the agreement of all participants in the TEI, they can either fund or take on the TEI support role. If this role is taken on by a Member State, it should be funded by the Member State and the Commission has no obligation to co-fund this role. The TEI support role does not replace the collective coordination responsibility.

At each of these levels, it will be important to be as inclusive as possible when it comes to the participation and consultation of other stakeholders, by drawing on existing structures and processes. This can include the EU Civil Society Roadmap, the GAP III and CLIP consultation activities, the Human Rights and Democracy Strategy and/or the implementation of the EU Youth Action Plan. Consideration should also be given, when possible, to the EU Strategy for the Rights of Persons with Disabilities 2021-2030 and the Guidance Note on Disability Inclusion in EU external action. Each TEI management level (entire group of participants) is therefore responsible for its own consultation processes, but it is advisable to regularly consult CSO and gender units/departments (in the case of global and regional TEIs) or designated focal points (country-level TEIs) in order to explore opportunities for merging consultations processes and thus avoiding consultation fatigue.

Figure 14: Proposed management structure for joint programming and Team Europe Initiatives



➔ Indicative terms of reference for the steering, management and support structures can be found in Annex 4.3 of the present guidelines.

Day-to-day management should in practice be circular. The more regular conversation about the TEIs (between TEI participants at partner country level) may take place between TEI programme managers at a more technical/sector level. However, any issues affecting TEI implementation which are cross-sector and go beyond a single TEI should be taken up to the Heads of Cooperation level, within their monthly meetings and in the context of their joint programming discussions (where a JP process is in place). Where appropriate, political and trade advisors should be invited to participate if they are not already part of a tripartite management ('Troika') arrangement. If a TEI (or JP) issue goes beyond the policy level and requires a political stance or decision, Heads of Cooperation can ask Heads of Mission to include an agenda point about it within their Heads of Mission meetings. The Heads of Missions are also responsible for general political steering for JP (including TEIs) and taking any agreed joint political messaging around JP and TEIs into their political dialogue with the government. Top-down steering and feedback loops should be ensured.

In **Rwanda**, the TEI participants group has opted for a TEI focal points group (while leaving the meeting frequency more flexible: 'TEI focal points would meet at the request of TEI leads'). There would be designated one 'TEI lead' for each TEI objective.

In **Zimbabwe,** the TEI management structure recommended in this guidance (see the infographic above) was adopted and put into practice in 2022-2023. The group of TEI participants opted to have an additional 'TEI focal points group', which is composed of EU and Member State managers of some of the major programmes contributing to the TEIs and which aims to meet monthly. At the management and steering level, the pre-existing joint Head of Cooperations and Head of Missions' meetings were used to introduce TEI agenda points, where needed. It was decided to try, where possible, to schedule the TEI focal point meetings 1 week ahead of the Heads of Cooperation meetings so that important conclusions and messages could, where needed, be brought to the attention of the Heads of Cooperation group in a timely manner. The steering group's terms of reference from this guidance were amended and tailored to the group's ambitions – by introducing a quarterly structured dialogue between the TEI steering group and the government around the TEIs.

➔ See Annex 3.2 for the detailed tasks proposed for each of these groups.

4.5 Country, multi-country, regional and global levels

TEIs can be developed at country, multi-country, regional and global levels. For regional and global TEIs, it is important to ensure that regional TEIs respond to challenges that are regional and/or global in nature and that cannot be (solely) addressed at the country level. Regional and global TEIs should therefore operate at regional and global levels to provide collective regional or global responses. These should include regional/global policy dialogue with the relevant partners (i.e. a regional organisation for a regional TEI). They should not duplicate country-level TEIs but complement and ideally work in synergy with and reinforce national-level TEIs. It should be remembered, however, that regional TEIs should be more than a collection of country-level actions grouped together. Global and regional TEIs, in particular, should maintain efficient and lean governance and management structures to facilitate the collaboration of TEI participants.

The African European Digital Innovation Bridge (AEDIB) 2.0 is a part of the regional TEI Digital Economy and Society in Africa, which was initiated by Belgium, France, Germany and the Commission. It aims to accelerate digital transformation and the green transition in Sub-Saharan Africa by strengthening partnerships between Africa and Europe in digital entrepreneurship and innovation. Its holistic approach intends to improve policies for digital entrepreneurs, strengthen innovation hubs and support startups in accessing the funding they need to grow and scale.

On global TEIs specifically, there have been lessons learned in the past years from global initiatives that were led by the EU which can be used to inform the way global TEI can be better operationalised. For example, a recent audit done for the Global Climate Change Alliance(+) has shown that, when it is apparent during implementation that sufficient funding is not available, the participating members should go back to the originally-agreed objectives, and revise and tailor them to suit the new conditions.

➔ Also see the methodological note on the design of TEIs in Annex 3.1.

4.6 Involvement of partners in a Team Europe approach in Team Europe Initiatives

- As outlined in Chapter 1.3, beyond the actors following a Team Europe approach, who are the official members responsible for managing the processes, other Team Europe approach- external stakeholders (referred to as partners in a Team Europe approach; and ranging from partner country national authorities to other like-minded development partners, civil society organisations and the private sector) should be involved and consulted throughout the TEI process – from design to implementation and monitoring – because partnerships and collaboration are at the heart of the Team Europe approach.
- It is important to ensure a structured and inclusive consultations that take into account a gender perspective and ensure equal representation of different segments of society. To the maximum extent possible, existing consultation and policy dialogue spaces should be used and strengthened, in order to avoid consultation fatigue or repetition of processes.

On 27 February 2023, **Zimbabwe**'s Minister of Women Affairs hosted eight EU Ambassadors and Switzerland to kick-off a high-level joint political dialogue around Zimbabwe's new Team Europe Initiative on Gender Equality and Women Empowerment. The Minister herself acknowledged that there was a palpable sense of "togetherness" behind the cause, conveyed by the group Team Europe approach actors.

At the end of March 2023, and as a first follow-up to the kick-off event, the Minister also agreed to spearhead and jointly organize (together with the local authorities and with Team Europe Approach actors) an event in the city of Murehwa, to commemorate the International Women's Day. The event also provided a platform for direct engagement and exchange between the stakeholders and the community. Through the set-up of a 'Market place for Change', it provided an opportunity for the community and Team Europe approach implementing partners to market their produce and crafts, as well as to offer their services to community members. A dedicated Team Europe Initiatives stand, hosted by members of the EU's Youth Sounding Board, provided participants with information about the TEIs in Zimbabwe.

Government and local authorities: there are many countries (e.g. Bolivia, Colombia, the Dominican Republic and Zimbabwe) where government authorities have been consulted from the start, at the design stage of the TEIs (selection of priority areas and formulation of concept notes). All TEI documents are generally aligned with the national development plan. For those countries which have started rolling out TEIs at the implementation stage, a structured dialogue with the authorities was initiated around the TEIs (e.g. in Colombia and Zimbabwe). National and local authorities have also continued to be involved in the roll-out of the programmes contributing to the TEIs and have been invited to host or participate in high-level TEI launch and visibility events.

Civil society: the feedback collected from current joint programming and TEIs[86] confirms that efforts should be made not only to ensure that CSOs with expertise or 'a stake in the core issues discussed' are present during the consultations, but also to ensure inclusiveness, particularly by integrating women and youth as well as marginalised groups and those living in vulnerable situations (using an intersectional lens).

86 INTPA/D1 internal progress report 2021, Summary Report of EU Delegations' Replies on Working Better Together: Team Europe Initiatives and Joint Programming.

In **Mozambique,** the delegation plans to create an EU Youth Sounding Board that will provide a space where young people can be meaningfully consulted on the EU's actions in Mozambique – not only in the field of cooperation, but also on policies, economics and trade. The Board will closely monitor actions that have been designed and implemented under the e-Youth TEI and which provide youth with the opportunity to connect with and influence EU's decisions. It will help to make EU actions more participatory, relevant and effective for young people in Mozambique, across all segments of the society.

➔ See also Chapter 1.4 and Annex 4.4 in this guidance.

Private sector: the private sector can contribute to a TEI as a partner. In this capacity, it brings cutting-edge expertise and knowledge; invests in a complementary manner; benefits from the financing instruments described in Chapter 3 as well as from complementary development-oriented investments of other actors following a Team Europe approach; and contributes with a private-sector view to the joint policy dialogue of TEIs. There are a number of options for private sector involvement.

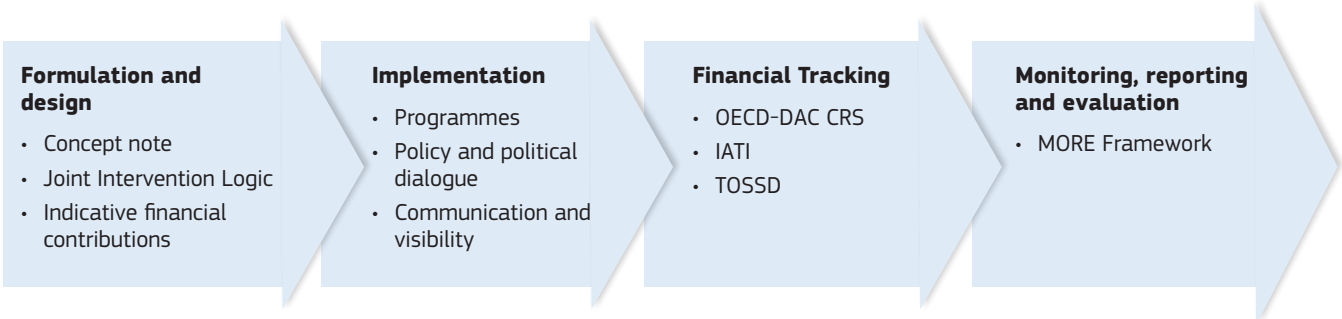
- Multistakeholder platforms and approaches.
- Involvement of the local and EU private sector in the preparation and implementation of TEIs. This might include consultations during the preparation and implementation phases of TEIs. Ad hoc and regular consultations as well as a structured dialogue can be chosen for this purpose.
- Regular meetings and events with business organisations, business forums, multistakeholder initiatives or other forms of public-private dialogue.

In a context where EU Member States are often active at the bilateral (rather than EU) level when it comes specifically to private sector engagement (in development), TEIs provide an opportunity to involve the EU's private sector in a coordinated and integrated manner. For example, business forums in partner countries are systematically organised in coordination and complementarity with EU Member States.

➔ See also Chapter 1.4 of this guidance.

4.7 The core elements and phases of Team Europe Initiatives

Figure 15: Core phases of Team Europe Initiatives



TEIs are far from being classic projects, but they do follow a cycle similar to the classic project management cycle.

For each phase of this cycle, a specific non-prescriptive set of guidance documents has been developed, which is annexed to the present core guidance (Annex 3). More specifically, the following is included in the annex:

- detailed guidance on TEI core elements and phases – overview and country examples
  - Phase 1: design and formulation phase
    - Step 1: concept note
    - Step 2: Joint intervention logic
    - Step 3: indicative financial contributions
  - Phase 2: implementation phase
  - Phase 3: financial tracking
  - Phase 4: monitoring, reporting and evaluation (MORE)
- methodological note on the design of TEIs.
- management, steer and coordination of TEIs
- top tips on launching a TEI
- financial tracking
- monitoring, reporting and evaluation of TEIs.

➔ In the previous chapter and in Chapter 1.3, all relevant guidance and many examples can be found on how to involve other partners during the different phases of the TEI design and implementation process, in order to ensure ownership.

4.7.1. Phase 1: design and formulation phases

It is important to ensure an inclusive approach to TEI participation. Interested missions/agencies/banks from the EU, Member States and like-minded development partners should inform the EU of who will represent them at each level (steering, management and, where applicable, technical/TEI focal points). EU Delegations (or EU HQs in the case of regional and global TEIs) can take the lead in establishing (and regularly updating) mailing lists for each of these levels for internal communication purposes.

The design and formulation of TEIs consists of three key elements: a TEI concept note, a Joint Intervention Logic (JIL) and an indicative mapping of financial contributions, which – at country level – should be aligned with the national development plan priorities and/or relevant sector policies. As previously noted, the design and formulation process must be shaped considering potential funding and financing sources, with each TEI drawing up a wider range of potential funding and financing modalities and instruments. In general, TEIs should also contribute to the partner country's political priorities.

In **Jordan**, the Sustainable Water Management TEI mainly focuses on good coordination and cooperation. The principal focus is on the Amman Aqaba Water Desalination Project (AAWDCP), a crucial project for this very water-scarce country. Several Member States have indicated that they would like to contribute to the AAWDCP via grants (e.g. the Netherlands) and/or via (soft) loans. In the opinion of the Member States, one of the key success factors is that the initiative should be of high priority and political importance to the Jordanian government, which should create space for the policy dialogue that this TEI involves. The Member States have different areas of emphasis and complement each other well. Some focus on the 'water-technical' angle, while others take a broader view (e.g. the Netherlands has successfully introduced an emphasis on the interests of vulnerable groups). One Member State says: 'Together we have more impact than without the TEI'.

In addition to this minimum common framework, TEI participants may decide to undertake joint and more detailed design work to deepen their coordination. This might involve further joint analysis; preparing joint logical frameworks for specific TEI pillars; or jointly agreeing on how to mainstream issues such as human rights and democracy, gender equality, the environment and climate change. The decision by participating partners on the level of detail of the TEI design work should take account of the estimated added value of jointly implementing and monitoring the TEI and the investment that such closely coordinated processes will require. Past experience and practice with implementing joint programming processes could be very helpful here (see, for example, the relevant chapter on 'Conducting a joint analysis' in Annex 1.2 of the present guidance).

The following are some general principles on the design of any TEI document, in accordance with the methodological note on design of TEIs.

4.7.1.1. Step 1: concept note

At HQ level, there is regular consultation (approximately every 3-4 months) of Member States' capitals, Member States' implementing agencies, EU DFIs, the EIB, the EBRD and other actors (as relevant) on EU development cooperation issues (including on Global Gateway) through the relevant EU Directors-General meeting. On such occasions, EU Directors-General are to be consulted on draft TEI concept notes under preparation before TEIs proceed to the design stage. In addition, the Council's Working Party on Development Cooperation and International Partnerships (CODEV-PI) provides a strategic steer for the Team Europe approach.

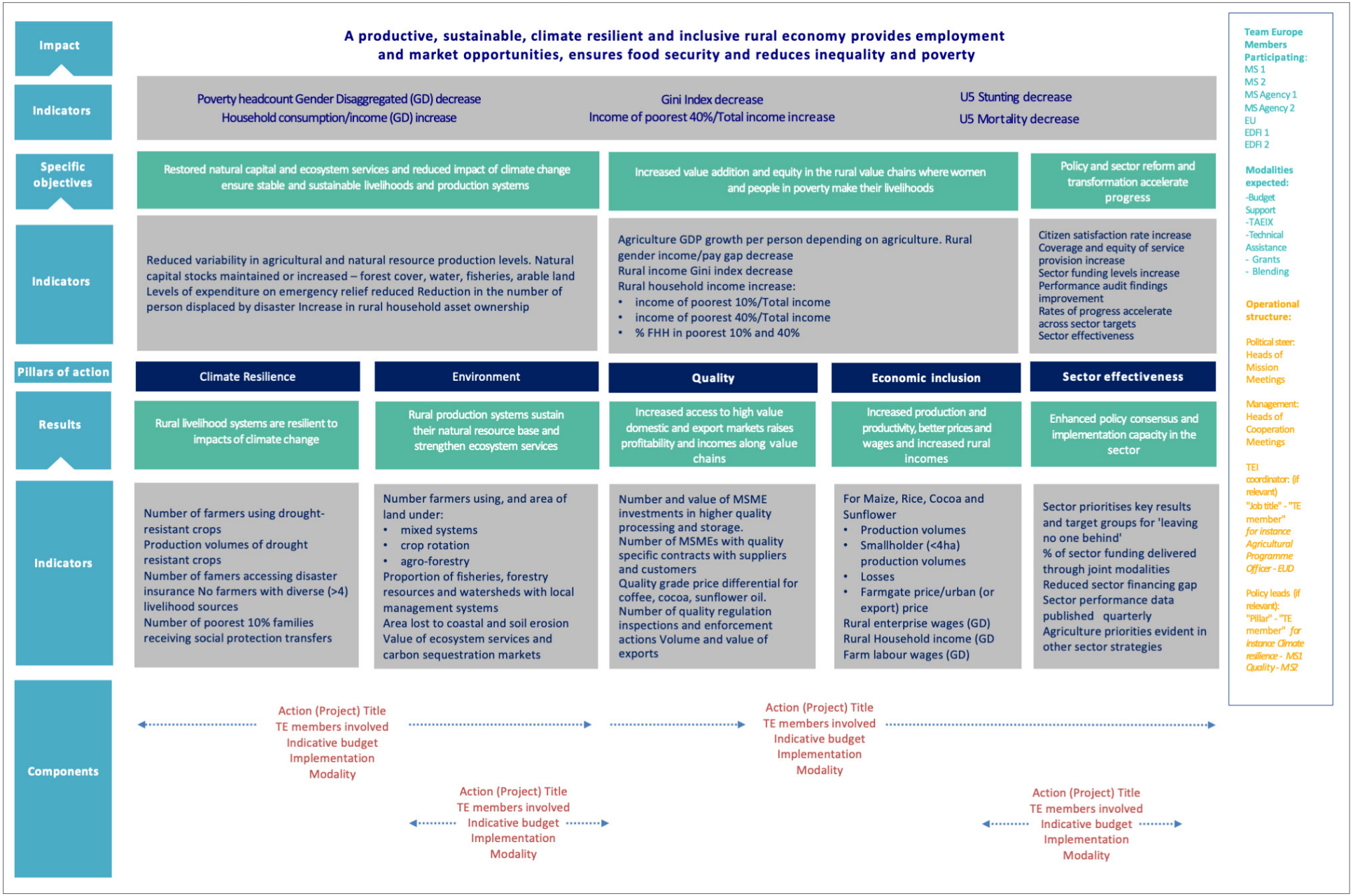
At country level, for TEI design, consultation with Team Europe participants is often not enough and systematic co-creation processes need to be developed with those participating in the TEI, in a whole-of-delegation/mission/country representation approach. Heads of Mission involvement in TEI design is of fundamental importance in order to ensure that there is a political steer and that political and policy dialogue is joined up. Pre-existing joint Heads of Missions' meetings, which are usually organised by EU delegations, can be used for that purpose, with written follow-up to be coordinated by the EU Head of Delegation and their team. In addition, because the TEIs can go 'beyond development' or spill over (into diplomacy, trade, triple nexus, etc.), it is advisable to frequently place TEIs as a point on the agendas for the Heads of Missions' meetings. At a minimum, HoMs should validate each TEI twice: ahead of the consultation of EU Directors-General on the concept note and when the design process of the TEIs has been finalised.

In **Ecuador**, workshops were organised every 2 weeks throughout the TEI design process with Heads of Cooperation of EU Member States and technical staff in order to jointly develop the Joint Intervention Logic and to prepare the financial tables and other documentation. These workshops, which were facilitated by an external expert, ensured a smooth and streamlined process. The support of an external expert and bimonthly Heads of Cooperation meetings continue to help maintain momentum during implementation.

There is no official template for the TEI concept notes, but the following broad structure can be used as a guide:

1. Justification and transformative impact of the proposed TEI (context and rationale).
2. Characteristics and outline of the proposed TEI (description of the TEI's objectives and cross-cutting issues). This would include a risk analysis to assess, address and mitigate the risks (including those related to human rights and gender equality).
3. Initial overview of actors following a Team Europe approach that are interested in taking part and their potential contributions.
4. Articulation of the linkages with other TEIs and multicountry and bilateral initiatives (especially for the regional TEIs).

Example: sustainable agri-business Joint Intervention Logic (JIL)



4.7.1.2. Step 2: Joint Intervention Logic

A Joint Intervention Logic (JIL) provides the overall framework that connects all the pillars and components of a TEI and seeks to make the whole greater than the sum of its parts. In line with this principle, a JIL should focus on higher-level results and a few key indicators.

The JIL defines the impact, specific objectives, pillars, outputs[87] and components of the TEI. Pillars are the areas on which the TEIs will focus and within which components will be implemented. Components are all the actions, projects or programmes that TEI members are funding, that fall under the TEI objectives and pillars and that are ongoing during its timeframe (usually 2021-2027). The JIL should also briefly summarise the participating members, the modalities to be used and the operational structure. The JIL is presented in the form of a table (see the example in the box below as well as Annex 3.5 on MORE guidance) and can be updated as and when.

To ensure ownership, the JIL must 'speak' to the partner countries by using where possible the language/ objectives and results indicators of the national development plan and/or sectoral policies. However, at the TEI outcome and output level, the Team Europe approach group may select some indicators which more specifically reflect their Team Europe approach contributions (e.g. the EU Global Europe Results Framework – GERF – indicators). Moreover, it is advisable for each JIL to include, where relevant, at least one impact and one outcome/output level indicator of an established list of globally prioritised indicators (Annex 3, Appendix 6).

Ecuador's government prioritises the country's ecological transition and preserving biodiversity is enshrined in the constitution. The TEI Green Deal Ecuador- Economic green recovery through circular and bio-economy respond to and align with these national priorities. TEI members and the government have drafted and are about to sign a memorandum of understanding ('TEI Ukumari: Forest Partnership Ecuador – Team Europe') in support of the objectives of the TEI. To strengthen the engagement of local governments across Ecuador, a jointly implemented project (EU and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)) is focusing on strengthening the capacity of local administrations to attract sustainable financing and investment. The TEIs also provide support to the implementation of the interregional trade agreement between the EU, Colombia, Ecuador and Peru that supports the development of sustainable supply chains, capacity building on bio trade certification and the attraction of much needed investment.

A human rights-based approach[88] and mainstreaming priorities (including the environment and climate change; gender equality and empowerment of women and girls; human rights; disability; reduction of inequalities and social cohesion; democracy and civil society participation; conflict sensitivity, peace and resilience; disaster risk reduction; anticipatory action and other relevant considerations) need to be considered when designing a TEI and its JIL. For example, the integration of CSO roadmap indicators could be considered. Other key European strategies, such as the 'EU Global Health Strategy (i.e., applying a 'One Health approach' when it comes to the TEI design) are also to be considered as relevant to the thematic area.

87 The methodological note on TEI design refers to '(i) results, (ii) specific objectives and (iii) impact'. However, in the MORE framework, 'results' should be considered as outputs. This clarification on terminology is needed in order to ensure consistency with the OECD DAC definition of 'results' (i.e. results are there defined as the outputs, outcomes or impacts of development interventions), which the Commission has endorsed for EU external action.

88 See Annex 5.1.

The TEI on Sexual and Reproductive Health and Rights (SRHR) in **Sub-Saharan Africa** was launched during the second International Conference on Public Health in Africa (CPHIA 2022) in Kigali, Rwanda in December 2022 *. The TEI SRHR is a key action under the EU-Africa Global Gateway package and the EU Global Health Strategy. It relies on partnership between the Commission, 10 Member States ** and three African Regional Economic Communities (RECs) ***. The aim is to align with and reinforce REC priorities. The TEI SRHR builds on a joint analysis of gaps, needs and lessons learnt; and prioritises areas where a regional perspective can complement global and country-level investments. The overall aim is to improve SRHR in Africa, particularly among adolescent girls and young women, with a focus on three specific objectives: (1) increase the implementation of continental and regional commitments on SRHR in the health and education sector; (2) improve the availability, affordability and acceptability of quality-assured SRHR goods for all, especially women and girls; and (3) strengthen advocacy and accountability to ensure that SRHR needs are met.

* https://ec.europa.eu/commission/presscorner/detail/en/IP_22_7738

** Belgium, Czechia, Denmark, Germany, Ireland, France, Luxembourg, the Netherlands, Finland and Sweden.

*** the East African Community (EAC), the West African Health Organization (WAHO) of the Economic Community of West African States (ECOWAS) and the Southern African Development Community (SADC).

In addition and in line with the 85% target of EU GAP III, TEIs and their different contributions should be designed so that they respect the requirements of the OECD DAC policy marker. All TEI participants should aim at integrating gender equality into the components they contribute to. All components should either have gender equality as a significant (mark G1) or principal (mark G2) objective or should give reasons for any actions deemed to be not contributing to gender equality (mark G0). Context- and/or sector-specific gender analysis (in the areas relevant to TEIs, such as green deals, digitalisation and governance) and the use of sex and age-disaggregated data (and other intersectional aspects such as disability, where appropriate) are key to ensuring that TEIs effectively contribute to gender equality and women's empowerment[89]. Based on a mandatory gender analysis, the TEI's JIL should include specific gender-equality objective(s) and result(s) backed by at least one gender-specific indicator and disaggregation of data by sex. A commitment to report on the gender-equality results that have been achieved should also be included in the TEI/JP results-based framework. The GAP III Staff Working Document contains a menu of outcome and impact indicators, which are available in OPSYS.

While updating their mappings, TEI participants in **Zimbabwe** flagged the need to have commonly agreed criteria for including programmes under the TEI on Gender Equality and Women Empowerment – due to the particularly broad and cross-cutting nature of this TEI. It was decided to use the OECD definition of 'programmes with gender as a principal (G2) or a significant (G1) objective' as a base criterion, using the guidance for practitioners contained in an EU GAP III briefing note on designing G1 interventions as a reference. Zimbabwe is the only country in the world that has so far developed a national TEI exclusively focused on gender and women's empowerment. At the outcome level, national gender policy indicators were systematically integrated. Team Europe approach-specific indicators (e.g. from the CLIP) were added at output level to measure the collective impact of TEI-contributing programmes.*

TEIs and their different contributions should also be designed and implemented in line with the requirements of the OECD DAC disability policy marker. The guidance on the use of the OECD DAC disability policy marker[90] and the scoring criteria should be used when defining the intervention.

89 See Annex 5.2.
90 *Guidance note Leaving no one behind. Disability inclusion in EU external action*.

* Adapted based GAP III Brief No. 6 Designing a G1 intervention – Guidance for EU practitioners.

Moreover, some TEI participants in countries (Bolivia, Rwanda and Zimbabwe) also expressed a wish to use the JIL to assess the effectiveness of working better together by taking a Team Europe approach. They therefore decided to add some 'effectiveness indicators' (not only indicators from the OECD, for example, but also indicators to measure the effectiveness of working together). It should also be noted that 'effectiveness indicators' were added under the assumption that they were not binding, and that they would therefore not be obliged to report on them by the MORE guidance. This was facilitated in certain countries (e.g. Bolivia) by the fact that such indicators had already been identified for the joint programming process – so a baseline already existed for each of them and was monitored annually through the joint programming reports. For other countries that do not have such a baseline, a baseline will need to be established by the TEI group and progress will be measured through the TEI reports.

The TEI on Sustainable Cities members group in **Rwanda** is currently proposing and debating the inclusion of a set of effectiveness indicators to complement the JIL. These indicators are meant to assess the impact of TEIs on the level and quality of joint implementation, joint monitoring, joint policy dialogue and joint visibility between TEI members.

A short narrative could be written to accompany the document in order to further explain the logic and theory of change behind the JIL.

Once the TEI intervention logic draft has passed its first country-level validation phase (TEI member-internal), the government and other partners in a Team Europe approach (civil society, private sector, local authorities, etc.) should be consulted, considering the specific country context. As outlined in Chapter 1(3), consultations should be well-planned, inclusive and gender-responsive. To avoid consultation fatigue, they should be streamlined as far as possible with those organised within the framework of other relevant country processes (i.e. CSO Roadmap, GAP/GLIP, Human Rights and Democracy Strategy).

➔ For a more detailed guidance on how to design a JIL, please consult Annex 3.

4.7.1.3. Step 3: indicative financial contributions to Team Europe Initiatives

As a starting point in the process, TEI mappings have been elaborated for most TEIs in order to get a very indicative overview on TEI financial contributions. Some TEI participant groups used the template survey provided in the TEI methodological guidance (see Annex 3), to gather this information from each TEI member for what is essentially a detailed excel list of all multiannual TEI member contributions (listed by TEI member) to programmes which are 'ongoing' – starting, ending or planned to start – in 2021-2027[91], and which are seen as contributing to achieving the TEI objectives.

A financial contribution consists of any contribution (grant, loan, guarantee, technical assistance (including in kind)) of financial value. The financial contribution must come from the national budget or the balance sheet of the TEI participants (excluding contributions from Member States' agencies that are in reality EU funds managed through delegated cooperation or contributions funded through core funding of multilateral organisations). In the case of a co-financed project, only the institution's own share should be stated under its name. Each TEI participant should ensure that all its country institutions (including development agencies and DFIs, Export Credit Agencies - ECAs) can contribute to the mappings, provided that the principle of funding 'owned' by the institution is respected.

These mappings are not yet publicly available. TEI financial contributions have also been captured to some extent within the TEI JIL, albeit in less detail.

91 Ideally, at least one disbursement should be expected to occur during that period.

Each TEI participant should identify and continuously update the TEI participants group on which projects/activities (ongoing or under preparation) are or could be contributing to the TEI. To be able to add new contributions, the starting reference for planning new development projects should be the TEI JIL: new programmes should be aligned with and reference the agreed joint TEI objectives and results. This will also allow TEI participants to explore future synergetic action and joint financing options.

In **Benin,** the Netherlands has, within its Food Security and Nutrition portfolio, decided to scale up successful interventions of recent years, like the youth entrepreneurship programme Benibiz (implemented by TechnServe) and the EJASA youth employment programme (implemented by SNV). Both examples contribute to achieving the TEI objectives on 'sustainable growth and jobs for young people'. The second phases of these programmes were brought to the attention of the EU delegation at the formulation stage in 2022 (this included sharing the evaluations of the first phases and the proposals). The EU delegation was therefore already on board and participating in the reflection process at the planning stage, while the TEI was being kick-started in parallel. For both Benibiz and Ejasa, the EU has committed funding in January 2024. Both programmes are ongoing with the EU co-funding since 2024.

For the decision on which ongoing programmes can be included from a thematic point of view, the TEI members group is free to decide on a set of criteria for the inclusion, to ensure consistency between the different TEI components.

When preparing or updating the TEI mapping, care should be taken to avoid double-counting (e.g. between TEI member initiatives that are jointly financed, between different TEIs or between national and regional TEI components). If a programme (component) contributes to various TEIs, amounts should, where possible, be divided up between the TEIs – or the most relevant TEI should be selected.

Financial contributions will clearly change over time as the projects/programmes are implemented and new projects/programmes are designed and budgeted. The indicative financial overview is therefore a living document and can be updated by the TEI management group.

It should also be noted that these mappings are aimed at providing an initial indicative overview of TEI financial contributions that communicates the financial scale and size of individual TEIs to our partners, beneficiaries and the public (alongside our strategic communication and visibility, which is focused on results and impact). However, the mappings will not be used for aggregate financial tracking and reporting. For the latter, a joint mechanism for tracking the disbursement of financial contributions has been established (see Annex 3.4), where only disbursements to TEIs (identified with a TEI keyword in development assistance reporting to the OECD-DAC) made from 2021 onward will be officially counted in the centralised aggregate financial TEI tracking. However, the aggregate financial tracking is not expected to provide a centralised financial report on disbursements for each TEI individually. This means that the established indicative excel-mapping described above will still be relevant for external communication about individual TEIs.

➔ For detailed guidance and information about financial TEI tracking, please see Section 4.13 and Annex 3.4.

Regional and global TEIs can have country-level components if they are not already part of a country TEI (in this case, they would be a part of the country TEI contributing to the achievement of the results of specific pillars of action in the regional TEI either partially or fully, rather than being an individual component). Avoiding double-counting of the financial inputs to the TEIs is necessary and can be done in different optional ways when it comes to mapping the components. TEI participants can agree to only include funding amounts that are not already accounted for under other TEIs. In terms of prioritisation: if already contributing to national TEIs, the amount

should be accounted under national TEIs unless it can easily be split into a national and regional amount. If contributing to regional TEIs, the amount should either be split or allocated to the most relevant TEI (in terms of its geographic and thematic scope).

In the case of the six **regional LAC TEIs**, a special filter has been inserted into the mapping to allow TEI-exclusive amounts to be filtered out of all amounts (including those which are already accounted for under other TEIs). In a way, LAC regional TEIs have an overall overview and at the same time safeguard against double-counting. The approach is illustrated below.

A program CAN contribute to various TEIs.

2 options:
Slip amount between TEIs - Select 'No' + indicate only amount allocated to this TEI.

or

Put amount under 1 single TEI - in that case - Select 'No' if this is the TEI you want the amount to be accounted under - or 'Yes - XXX TEI' if the amount is to be counted under a different TEI.

No
Yes - Global TEI
Yes - Regional TEI
Yes - National TEI

Member State / Institution	Programme / Project Name	Areas of Interest (descrip-tion)	TEI Objective / Result	Funding EUR millions	Type Fund	This project amount is already counted as financial contribution under another TEI*** (please choose from dropdown list)	If you answered 'yes' in the previous column, kindly specify the title of the other TEI this amount is contributing to	Start/ end Dates	Implementing Partner(s)	Main Benefitting Entities	Scope	Geographical Coverage Status
EC	Euroclima+	climate change & biodiversity	R1		Grant			2017 - 2023	AECID, AFD, EF, FIIAPP, GIZ, CEPAL, UNET	Ministries of the Environment	18 countries LatAm	ongoing
	Euroclima LAC	climate change & biodiversity	R1.1		Grant			2022 - 2027	CEPAL, UNEP, MSAs, (t.b.c)	LAC Ministries of the Environment	33 countries LAC	ongoing
	Euroclima Caribbean	climate change, biodiversity & circular economy.	R1.1		Grant			2022 - 2027	MSAs, UNDP (t.b.c)	Caribbean Ministries of the Environment	15 countries CARIB	ongoing

4.7.2. Implementation phase

TEI implementation is flexible and adaptable to each context. The aim is also to be as inclusive and participatory as possible, as outlined in Chapter 1(3). Implementation essentially consists of three core elements: working together better on programmes; joint policy and political dialogue; and joint visibility and communication. These are not to be seen as 'steps' but as continuous activities, which can become part of a 6-monthly or annual TEI work plan/roadmap, if deemed useful and agreed upon by each Team Europe approach group at country level:

4.7.2.1. Working better together on programmes that contribute to TEIs

It is important to explore opportunities for more coherence, synergies and collective impact between TEI-contributing programmes/components. A simple starting point is to regularly include TEIs in the agendas of existing meetings actors following a Team Europe approach at steering and management level (and at technical level, if considered useful) for information-exchange purposes. The drafting of a specific template for TEI minutes could be one way to ensure that discussions are documented against TEI objectives and results. Organising regular thematic meetings with organisations that implement the major programmes contributing to the TEIs can be a tool for exchanging experiences, good practices and lessons learned.

4.7.2.2 Joint policy and political dialogue

Joint messaging and policy dialogue should be seen as a continuous process, which is firmly embedded in the whole cycle of TEIs, to ensure that each dialogue (formal or informal) can be used to build trust, consensus and partnership. To maximise the value of joint messaging and policy dialogue, it is essential to establish clear communication channels between TEI participants, the partner country government and other key stakeholders.

➔ See Point 1.3.1 in this guidance for more details.

In **Nepal**, the Green Recovery TEI has benefited from an emphasis on joint messaging and political dialogue that includes non-financial contributors. This builds on the EU Delegation's strong track record of sector-wide approaches (education), budget support and joint programming as well as other EU initiatives, such as the Erasmus Mundus scholarship programme and other networks. The joint approach amplifies the EU's influence within the Development Partners Group and the Nepali government. It offers both efficiency and visibility gains, particularly in a context in which not all EU countries maintain a presence in Nepal and the EU's presence is overshadowed by the significant influence of China and India.

In **Zimbabwe**, the actors following a Team Europe approach decided, in line with their working better together roadmap and under the coordinating lead of the EU delegation, to jointly draft sector briefs ('fiches') for key areas of high shared interest (including one of the TEI priority areas, Climate-Smart-Agriculture) to be used during their day-to-day policy dialogue. The briefs include key messages from actors following a Team Europe approach to the government. They also include a short analysis of sector challenges, EU development partner engagement and interests, the proposed strategic approach and a list of agreed next steps/activities. For the high-level political dialogue around the two TEIs, it was decided to draft a short version of the brief – a one-page narrative that includes a short sector-situation analysis, the key TEI messages and an overview of TEI objectives and financial envelopes. Heads of Missions of actors following a Team Europe approach were encouraged by the EU Head of Delegation to use these narratives within their own political dialogue.

4.7.3. Financial tracking of TEIs

Tracking financial contributions to TEIs showcases their impact on development cooperation, thus increasing accountability and providing visibility to the work of the EU and its Member States. Following an inclusive process, the Commission has provided a guidance note (see Annex 4.4) for the joint financial tracking system.

This system tracks the disbursement of financial contributions (ODA and non-ODA) to TEIs. It uses three reporting standards in parallel and in a complementary fashion:

- the OECD-DAC's Creditor Reporting System (CRS);
- the International Aid Transparency Initiative (IATI) standard;
- Total Official Support for Sustainable Development (TOSSD).

All three reporting standards include a relevant keyword (or tag) field that can be filled into flag activities as contributions to TEIs. All actors following a TE approach need to operationalise this through a TEI keyword/tag in their internal reporting systems (see Annex 4.4). Disbursements which cannot be tracked this way can exceptionally be communicated to the Commission manually if this is seen as necessary. The Commission intends to prepare, on an annual basis starting from 2024, aggregate Team Europe approach reporting on disbursements to TEIs based on the data reported by actors following a Team Europe approach.

This system is not expected to provide a centralised financial report for each TEI individually and only disbursements from 2021 onwards will be captured. It is therefore of interest to Team Europe approach groups to continue updating their TEI mappings (see above) for external communication purposes. It is understood that the overall amounts from the mapping (focused on ongoing commitments in 2021-2027) will differ from the disbursed amounts tracked by the financial reporting system. This difference can be explained to outside stakeholders by highlighting the different methodologies used.

➔ See Annex 3.4 for more detailed guidance on how to track the disbursement of financial contributions to TEIs.

4.7.4. Monitoring, reporting and evaluation

The TEI monitoring, reporting and evaluation (MORE) framework (see Annex 3.5) has been developed and drafted by the Working Group on Team Europe Initiatives (TEI) Monitoring and Evaluation in a flexible and light way so that the EU and Member States can build on and make use of their usual standards and practices.

Within the MORE framework, the monitoring of TEIs should take place at two levels: at the level of individual TEIs, and across TEIs (including reporting on regional and thematic TEIs).

- At the individual TEI level, the monitoring and reporting of the various components will be done according to the usual standards and practices of the Team Europe participants concerning their respective individual activities within the TEI (they should communicate these to each other). Every TEI's members could also do joint monitoring activities (e.g. updating the JIL; recording its indicator values; and assessing the relevance, efficiency and added value of the Team Europe approach). Designated TEI leads or support secretariats (where applicable) can help (e.g. by helping to gather the information from all TEI participants). It is advisable for reporting exercises to be linked to existing reporting (e.g. annual development partner reports) and to comply with EU GAP IIIrequirements[92].
- Monitoring and reporting across the TEIs will be done annually at the HQ level using a limited number of indicators linked to the SDGs and broader EU strategic objectives (the EU Global Europe Results Framework – GERF – indicators (including gender-related indicators); and a number of global indicators already used

92 See Annex 5.2 on TEIs, Joint programming and the EU Gender Action Plan

by Member States for their reporting). This reporting will be used mainly for institutional reporting as well as for public information and communication purposes. A list of 21 impact and 14 outcome/output indicators has been prioritised by the working group for this level of reporting (see Table 1 in the annexed MORE framework). It is recommended that TEI participants choose at least one impact and one outcome/output indicator from this list, when relevant, for inclusion in their TEI's JIL. For the selected outcome/output indicators, progress data agreed and compiled within the TEI will be submitted via Opsys. TEIs can also provide qualitative data in the form of 'Stories of Change' (the template is in the annexed MORE guidance). Support secretariats at country level can help EU Delegations and TEI leads to gather the relevant information from TEI participants for the annual aggregate reporting exercise.

TEI participants should consider the options of a joint mid-term and a joint final TEI evaluation. At partner country level, continuous monitoring can be done through joint TEI project visits and by documenting TEI meetings.

As with TEI implementation, monitoring should also be inclusive and participatory. Relevant stakeholders (from national governments to civil society organisations, the private sector and local governments when relevant, etc.) can therefore be invited to provide their feedback on TEI monitoring report(s). This can help check the national statistical picture against the realities on the ground and highlight the priorities to be addressed going forward. See Section 3 for more information.

4.8. Team Europe Initiatives in fragile and conflict-affected contexts

The Team Europe approach initially started as an ad-hoc response to the outbreak of Covid-19 and the need to have a quick and effective response. TEIs need to build on the lessons learned from that experience, by systematically adopting an integrated and Humanitarian-Development-Peace (HDP) Nexus approach in fragile and conflict-affected contexts. For further information on how this is done, see Chapter 2.7.

The Humanitarian-Development-Peace Nexus and Team Europe Initiatives can be mutually beneficial because of their shared nature of aiming at capitalising on the most adequate combination of elements in a specific context. The HDP Nexus approach refers to the aim of strengthening collaboration, coherence and complementarity between humanitarian, development, and peace actors. It seeks to capitalize on the comparative advantages of each pillar –to the extent of their relevance in the specific context, to reduce overall vulnerability and the number of unmet needs, strengthen risk management capacities and address root causes of conflict to build resilience, and sustainable peace. The HDP Nexus approach is to be operationalised through key tools such as joint analysis, coordination mechanisms, joined-up planning and programming, peacebuilding activities, appropriate financing mechanisms and joint monitoring/evaluation. Thus, the Nexus approach can maximise the impact of TEIs in crisis contexts through its appropriate coordination with humanitarian and peace actions. TEI management mechanisms (e.g. the Steering Committee involving the Heads of Mission) can also benefit the HDP Nexus Approach.

The European Consensus for Development had already committed the EU and its Member States to make strategic responses on the ground and to pursue synergies in fragile and conflict-affected areas through shared knowledge and joint analysis (including joint conflict analysis). The Consensus also urged the EU and Member States to 'integrate conflict sensitivity in all their work, to maximise the positive impact on peace'. It is essential that conflict sensitivity is incorporated into the development and crisis response (e.g. in relation to the COVID-19 responses) as well as the HDP nexus, thus ensuring that potential negative impacts and harmful impacts do not differ unintentionally from EU interventions.

Moreover, the EU approach to conflict analysis (and to conflict sensitivity more broadly) recognises that any comprehensive understanding of conflict and of conflict-related risks must include an analysis of how gender roles and norms interact with conflict both positively and negatively.

The NDICI-Global Europe Regulation requires that a conflict analysis shall be conducted when programming for partner countries and regions in situations of crisis, post-crisis or fragility and vulnerability to ensure conflict sensitivity and that due account shall be taken of the special needs and circumstances of these countries and regions and of their population. This also applies to Joint Programming and TEIs, to ensure conflict sensitivity, and to all the TEIs.

The **regional TEI on the Afghan** displacement situation aims at providing sustainable solutions for displaced Afghans and their host communities in Afghanistan, Iran, Pakistan and Central Asia by strengthening protection, improving livelihood conditions, and supporting better migration management and the fight against trafficking in human beings and smuggling of migrants.

The TEI brings together development and humanitarian actors from the Commission (DGs INTPA, ECHO, HOME, FPI), 14 EU Member States and the EUAA. It is designed in a flexible manner and takes into consideration the particularly fragile context in which support is provided, which requires close cooperation under a Nexus approach.

Such an approach is needed in order to address the comprehensive short-term and longer-term challenges of this crisis, such as the worsening humanitarian situation in Afghanistan and the ongoing Afghan displacement crisis in the region, especially in Iran and Pakistan. On the Afghan side of the borders, in a Nexus approach, DG ECHO's focus is on protection and live-saving assistance, while DG INTPA focuses on the provision of basic services and small-scale livelihoods, so as to ease the reintegration of returnees and support host communities. Actions to increase social cohesion within the host communities are also planned.

Since 2021, an indicative contribution of EUR 1.8 billion has been made available by TEI members for country- and region-based initiatives.

TEIs also help to improve business continuity management in fragile conflict and crisis contexts because formal and informal partnerships allow continuous cooperation even during times of external shocks. During the outbreak of conflicts, implementing organisations must comply with varying internal security guidelines, which allow some actors to remain working in the field while requiring others to stop their operations and sometimes even withdraw staff. TEIs allow actors to use their partnership and their comparative advantages, such as presence on the field and networks.

In the **Democratic Republic of Congo**, the the Peace and Security TEI, which has both a national reach as well as a focus on the Ituri region in Eastern DRC, is a collective effort by the EU, Belgium, Germany, France, the Netherlands and Sweden to coordinate actions to achieve the following common objectives: (1) contribute to peacebuilding initiatives in the DRC, (2) improve the functioning of security services, and (3) strengthen the rule of law and enhance access to justice. Actions that contribute to peace and stability in the DRC are, in particular, part of the triple Humanitarian-Development-Peace Nexus. The TEI is consistent with the Political Framework for Crisis Approach regarding peace and security in the East of the DRC, which the Council approved in September 2022, and the renewed EU Great Lakes Strategy, which the Council approved in February 2023.

ANNEXES

Annex 1. Detailed guidance for each joint programming phase

1.1 Step 1: Deciding to start a joint programming process

The decision to engage in joint programming should be taken by the Head of Delegation, together with Member State Heads of Mission, at country level. Preparations for joint programming usually start when a new national development plan is developed in the partner country or a major change in the country context (transition from conflict, post-election reforms, etc.) occurred. The start of a new strategic programming period or a review process for several important development partners can also be an occasion to take the decision to start joint programming.

Factors to consider when deciding on joint programming include the expected benefits of a joint programming process, along with an initial scoping of potential priority areas to be focused on in joint programming.

Successful joint programming processes have all relied on dedicated support. Kick-start support (short to medium term expert missions) can be requested from INTPA D1, through its dedicated European Development Policy and Team Europe approach technical assistance facility, however, long-term solutions ultimately need to be explored. 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 (see Chapter 2.8 for more details); contracting external technical assistance to facilitate consultations and /or prepare relevant documents.

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 the actors following a Team Europe approach 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 – key components:

0.1. Confirming partner engagement in joint programming

- 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 if relevant, agreed by EU Heads of Mission and HQ and in accordance with general instructions.

- A decision to launch and participate in a joint programming process is best taken by the Head of Delegation, together with Member State Heads of Mission. As joint programming is voluntary, some Member States may choose not to participate, and this should and cannot prevent the process from going forward. Other Member States 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.
- Whereas headquarters are generally not directly involved in these initial stages, it is advisable to keep your colleagues in Member States and in the EU (INTPA and/or MENA, ENEST, FPI and the EEAS geographical directorates) updated on the process and to share any agreed-upon roadmap. Such an early advice can facilitate the substitution of bilateral programming documents by joint programming. Headquarters counterparts will be in a position to provide remote support, including by indicating to 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 approach group can be provided through the 'Support to European Development Policy, Team Europe and Global Gateway' technical assistance facility (more information in Annex 5.).

0.2. Establish preliminary coordination structures

- Establish a structured coordination process by using, where possible, pre-existing mechanisms (e.g. regular Heads of Cooperation meetings, periodic updates to Heads of Mission) that can begin to institutionalise the joint programming approach.
- Identify available resources to support the process (including external support if necessary).

0.3. Agree on scope and content of the joint programming Document (Outline)

- Estimate the potential scope of the joint programming document (beyond development issues, concerted priorities and participation)
- Agree on a general outline for the joint programming document, by including existing TEIs in the outline (see examples in the next chapter).
- Plan how to conduct the joint analysis.
- Confirm the need for a conflict/situational analysis (see Chapter 6).

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 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 provide direct added value for all partners.

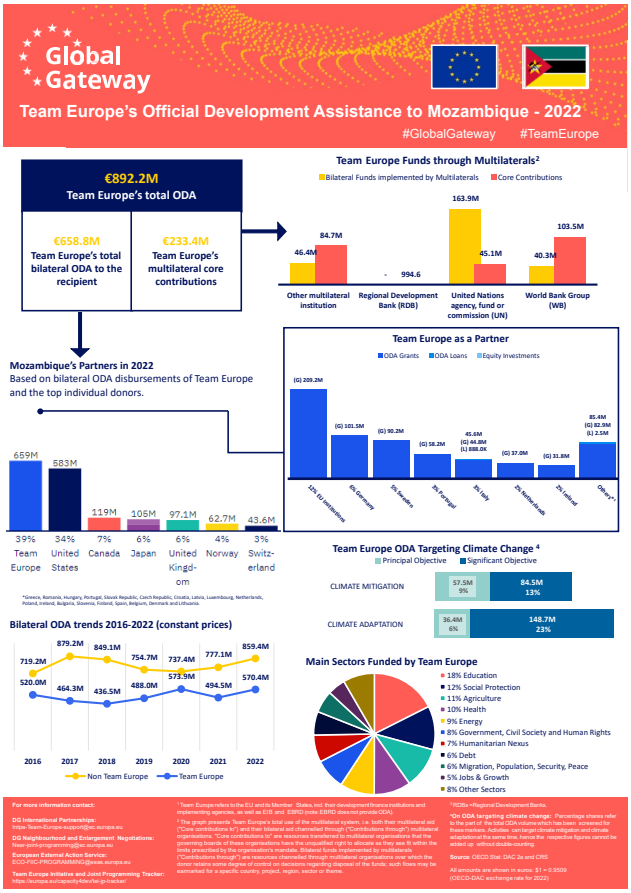
0.4. Agree on how to ensure involvement of all relevant stakeholders to the process

- 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 participants.
- 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 Typical outputs of the roadmap process would include analysis, mapping, assessment of national processes/ systems, high-level results, timeline, etc.

0.5. Useful things to consider mapping at the beginning:

- Browse the Team Europe Explorer library to obtain the latest available infographic on ODA of actors following a Team Europe approach to the country, in a given year[93].



These infographics include a picture of the most recent European ODA disbursements (validated by the OECD DAC) showcasing trends in European support (amounts) and comparing the combined size of the partner country's European counterparts (EU and Member States) and of its other main partners (source: OECD DAC CRS). The Team Europe Explorer, OECD DAC CRS, IATI and TOSSD are also useful resources)[94].

- As these infographics and the other sources do not provide a complete picture of ongoing and planned donor funding (only recent past disbursements), Team Europe approach actors may also decide to request INTPA's support (through the EDP facility) for developing a tailored, more updated mapping. Note that such mapping relies on surveys with participants as a primary source, it can easily become a very complex and work-heavy exercise for all sides, due to the need for constant cross-checking and updating. It is therefore important to find ways to simplify it – for example, a number of Team Europe Approach actors' groups decided to only map out donor presence by sector, without detailing the amounts by sector. It is important to note that, compared to the other sources, IATI also includes forward-looking data. However, this kind of information is not provided by all reporting organisations so INTPA's support (through the EDP Facility) is still recommended to have a comprehensive mapping.

93 These infographics are updated annually by INTPA and are accessible at: https://team-europe-explorer.europa.eu/oda/infographics_en

94 See the Team Europe Explorer (a one-stop shop for funding information, https://team-europe-explorer.europa.eu), the OECD Creditor Reporting System in the OECD Data Explorer (https://data-explorer.oecd.org/), the International Aid Transparency Initiative site (https://iatistandard.org/en/) and TOSSD.online (https://tossd.online/)

- Others decided to focus their detailed mappings on the specific areas of the TEIs only, as a starting point- rather than having a more comprehensive mapping.
- Map the individual programming/ country strategy or plan cycles of the EU and Member States against the partner country's national planning cycle (and/or political cycle) for the purpose of identifying entry points for alignment between the objectives of JP and individual country strategies, as well as opportunities for new, synergetic action and funding[95].
- 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 actors following a Team Europe approach early on in the process provides momentum and helps consolidate trust.
- Create a list of ongoing country-level joint actions and strategies with Member States, 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[96].
- Map the European presence in the existing aid coordination architecture, including on cross-cutting issues such as gender equality and the environment, to understand current resource investments by country colleagues.
- Map country priorities of actors following a Team Europe approach against the NDP priorities – based on their existing county (or regional) strategies/plans.

Example of programming/country strategy/plan cycles Somalia

Country	'14	'15	2016	2017	2018	2019	2020	'21	'22	'23	'24	'25	'26	'27
Somalia							Somalia NDP -9 – 2020-2024							
DE									German bilateral Country strategy (from 2022)					
DK		DK-Somalia Country programme 2015-2018				DK-Somalia country programme 2019-2023								
FI								FI-Somalia Country Strategy and Programme 2021-2024						
SE					Strategy for Sweden´s development cooperation 2018-2022					Strategy for Sweden´s development cooperation 2022-2026				
EU	Multi-annual Indicative Programme (MIP 2014-2020)						MIP 2021-2027							
EIB														
CH					Swiss Horn of Africa Strategy 2018-2021				Swiss Horn of Africa Strategy 2022-2025					

95 The synchronisation of individual programming cycles with the NDP cycle is not an obligation in the context of Joint Programming. Some Member States have been able to synchronise their cycles (on a voluntary basis) with the national cycle in certain partner countries, but the main purpose of mapping the cycles is information-sharing.

96 The Eu Civil Society Roadmap may also be integrated with joint programming so that they are routinely jointly addressed during implementation and monitoring to become mutually reinforcing.

Example of Working Better Together Roadmap outline (adapted based on Somalia example)

(non-prescriptive, to be adapted to each country context - recommended length: 4 pages max.):

Background/ Introduction:

- Relations between EU and Members in a Team Europe approach and partner country
  - Political relations
  - Development cooperation and humanitarian aid of EU and Member States in partner country
- Table: ODA Disbursements of the EU and Member States (available in the Team Europe Explorer's ODA Infographics and ODA Dashboard, as well as in the OECD DAC CRS within the OECD Data Explorer)
- Table: Overview EU and Member States' programming/ country strategy/ plan cycles against partner country´s national programming cycle

Team Europe approach in partner country

- WBT as TE approach and methods
- Lessons learned from previous joint programming, joint implementation and Team Europe Initiatives in this and other similar relevant contexts
- Status on joint programming, joint implementation and Team Europe Initiatives
- Perspectives and expectations towards WBT in a Team Europe approach:
  - Actors following a Team Europe approach
  - Partners and stakeholders in a Team Europe approach
- Agreed timeline and next steps (including partner dialogue, stakeholder consultations etc.)

Annexes:

- List of documents: Existing or planned situation/ context/ sector analysis for partner country.
- National Development Plan, actors following a Team Europe approach and TEI priorities matching table for partner country.
- Agreed outline for the joint programming document.
- Tailored mapping of European presence in country (where requested).

Agreed joint programming and TEI Roadmap/ Timeline - Somalia

Phase I: Inception				
Subject	Approach/Input	Deadline	Responsibility	Notes/Risks and Mitigation Measures
…..	……	……	…….	…….

1.2 Step 2: 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[97].

The scope of work and a feasible timeframe for preparing the joint analysis should be set out in the roadmap. 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[98] 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 the actors following Team Europe approach 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 Member States country strategy papers and other resources such as the ODA infographics[99] (where applicable).
- The Paris 21 initiative[100] and UN Rapid Integrated Assessment[101] 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.

97 Council conclusions 8554/16
98 UN Voluntary National Reviews Database. Each country page includes, if available, voluntary national reports. Available at https://sustainabledevelopment.un.org/vnrs/
99 Available at https://team-europe-explorer.europa.eu
100 Consult, for example, Paris 21 website. Information on country statistics available here: https://statisticalcapacitymonitor.org/country/
101 See, for example, Rapid Integrated Assessment (RIA) Tool to facilitate mainstreaming of SDGs into national and local plans: https://www.undp.org/publications/rapid-integrated-assessment

- Gender analysis, country- and/or sector-specific, carried out by the EU Delegation, Member States 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[102] (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).
- Mappings of EU private sector local representation and their respective portfolio, EU business organisations and chambers of commerce.
- Mapping of EU Member States' local representations (through relevant organisations such as technical cooperation, development finance institutions, export credit and trade promotion agencies, cultural institutes, chambers of commerce) and their respective project and investment portfolio.
- Busan monitoring survey results[103] 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.
- Member States bilateral strategies.
- 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[104].
- 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)[105] and laying out a financing strategy to implement targeted policies and reforms in order to reach the SDGs.
- Civil Society Roadmap[106] (if available) with a view to fully integrating (when possible) or at least considering the EU engagement with civil society as one of the building blocks of the joint programme.
- GAPIII/CLIP, with a view of ensuring that gender commitments are fully taken on board in the joint programme process.
- Conflict sensitivity/conflict analysis, if relevant[107].
- An assessment of the role of religion and religious actors in the specific context.
- The EU Development-Humanitarian Nexus Action Plan[108], 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 4)[109].
- Consult the Human Rights and Democracy Country Strategy if available.

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102 Visit UNDP webpage for Human Development Reports: https://hdr.undp.org/
103 https://www.oecd.org/en/topics/policy-areas/development.html
104 For example the Development Finance Assessment of Laos: Development Finance for the 8th National Socio-Economic Development Plan and the Sustainable Development Goals in Lao PDR
105 UN General Assembly, Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Addis Ababa Action Agenda), 27 July 2015, A/RES/69/313, available at http://undocs.org/A/RES/69/313.
106 Visit Public Group on Civil Society on capacity4dev: https://capacity4dev.europa.eu/groups/public-governance-civilsociety/
107 See, for example, the OECD Report 'Do No Harm: International Support for State building', available at https://www.oecd-ilibrary.org/development/do-no-harm_9789264046245-en
108 For example, Uganda case: https://eeas.europa.eu/sites/eeas/files/eu_nexus_action_plan.pdf
109 A rights-based approach, encompassing all human rights for EU development cooperation, SWD(2014) 152 final, is a toolbox for integrating this approach into all EU development instruments and activities. Available at https://capacity4dev.europa.eu/library/human-rights-based-approach-hrba-toolbox_en (2021)

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), Member States implementing agencies and the private sector, including local and European chambers of commerce.

Integrating 'Right-Financing' as Integrated Joint Programming

The UN Secretary-General's Financing Strategy and Roadmap complements the 2015 Addis Ababa Action Agenda on financing for development (AAAA) by prioritising areas of action for the Secretary-General and guiding the UN's contribution to implementing the Agenda-2030. To increase SDG investments at scale, the strategy focuses on: (i) aligning global economic policies and financial systems with the Agenda 2030, (ii) enhancing sustainable financing strategies and investments at regional and country levels and (iii) seizing the potential of financial innovations, new technologies and digitalisation to provide equitable access to finance.

The central idea behind 'right-financing' is that alternate financing instruments should be considered for each Joint Program. For example, the EU could finance a Joint Program infrastructure project by mobilizing NDICI-Global or EFSD+ resources, but also by co-financing with the EU Partner Country, or through blended financing that integrates DFIs resources (debt, equity and guarantees), the resources of International Finance Institutions (IFIs) or through the myriads of Public Private Partnership (PPP) modalities. To support economic sustainability, a joint program could also have a deliberate market orientation where users can pay, with revenues being placed into a fund to maintain or expand services or infrastructure developed. Therefore, each Joint Program should consider the particular right-financing strategy for the proposed investment, which can be determined based on the 'right-financing' objectives and considerations outlined in the table below.

See: https://sdgfinance.undp.org/sites/default/files/B4SDGs%20ModularHandbook.pdf

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 actors following a Team Europe approach: 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 or other appropriate communication products, as well as 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[110] .

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 development partners 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 development partners 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 and a candidate country with ongoing accession negotiations, 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 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 development partner 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:

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

110 See, for example, the '20 Deliverables for 2020 agenda under the Eastern Partnership' available at https://www.eeas.europa.eu/node/17364_en

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 and political advisors, 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 actors following a Team Europe approach and other like-minded European partners in country.

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

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. For the EU, such analysis is mandatory when programming its actions within fragile and conflict-affected settings.

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:

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.

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[111]. In countries where a nexus plan exists, the joint programming process should, if possible, build on it.

111 An EU staff handbook on operating in situations of conflict and fragility is available at https://capacity4dev.europa.eu/library/operating-situations-conflict-and-fragility-eu-staff-handbook_en

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 should include the EEAS, INTPA/ENEST/MENA and FPI and possibly also other relevant Commission DGs and services. The final version should be shared with headquarters colleagues and with the joint programming support functional mailboxes (see Introduction, page 5).

Example of Outline[112] for the Introduction and Joint Analysis – Bolivia:

1. Executive Summary and Introduction (Max. 4 Pages)

1.1 Executive Summary

1.2 Introduction[113] :

- Political, Economic and Development Relations between actors following a Team Europe approach and Bolivia

- OECD DAC CRS of actors following a Team Europe approach Funding overview, over the last 10 years

- Table on actors following a Team Europe approach programming cycles

- WBT, JP and TEIs in Bolivia (state of play)

2. Joint Analysis of The Development Context in Bolivia (Max. 10 Pages)

2.1 National Development Plan and Country SDG Progress Analisis

2.2 Political Situation and Human Rights (Peace Pillar of the 2030 Agenda)

2.2.1 Political situation, democracy and the rule of law, institutional transparency

2.2.2 Decentralization

2.2.3 Human Rights

2.2.4 Civil society

2.2.5 Gender equality, women's rights and violence

2.3 Economic Situation (Prosperity Pillar of The 2030 Agenda)

2.4 Social Situation: Poverty & Inequalities, Employment, Health, Education, Social Protection, Migration (People Pillar of the 2030 Agenda)

2.5 Management of Natural Resources, Biodiversity and Climate Change (Planet Pillar of the 2030 Agenda)

2.6 Effects and Consequences of the Pandemic in the Country

112 Non-prescriptive, inspirational outline. All content outlines need to be adapted to the specific country context.
113 For the content of the introduction, the findings and content of the JP roadmap (see previous chapter) can be used as a basis.

1.3 Step 3: 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 actors following a Team Europe approach and any like-minded partners in a Team Europe approach plan to work better together. Together the joint analysis and the joint response can also become a part the joint programming document, if agreed among joint programming participants. By identifying priority areas for action, the joint response articulates a common vision on challenges before detailing how participating development partners 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 actors' 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 Member States 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 for each of its priorities/ strategic objectives:

i. Analysis of Government response to the challenges identified in the Joint Analysis:

This section places the European strategic objectives in the context of the National Development Plan and the SDGs, as well as the EU priorities. It sets out the priority focus for the future joint programming document and demonstrates the alignment with national and EU priorities/systems, and, if applicable, with the SDGs too.

ii. Response of the European development partner group, alignment, added value and leader(s):

This section highlights how actors following a Team Europe approach plan to support the government in its national response, by drawing on the expertise and respective comparative advantages of each actor following a Team Europe approach. The joint response becomes a shared narrative that conveys the common interests and specific priorities of actors following a Team Europe approach and, whenever relevant, other like-minded partners in country (if duly associated) under each strategic objective. If there is a TEI that responds to one or more of the overall joint programming objectives, a short description of the TEIs should be integrated into this section, including by referring to the TEI concept notes that can be added in annex to the JP document. One way to introduce the TEIs in that context would be to explain that TEIs will help translate JP strategic objectives into concrete action and collective impact, by using the most appropriate mix of Team Europe approach modalities and instruments, under the selected specific JP objective. They are a way of deepening the JP exercise in specific areas of high, shared interest. Also, highlight the importance of involving like-minded development partners, if considered effective considering the existing development partner coordination set- up in the partner country.

iii. Joint implementation

This section will allow to identify partnerships for future joint implementation and action in order to translate the joint, strategic objectives into tangible action.

Selecting strategic joint programming priorities

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 joint programming while ensuring it remains feasible and realistic, the following approach is suggested:

- Head of Delegation, together with Member State Heads of Mission, should be closely involved in determining the scope of the joint programming document. They are most closely acquainted with their countries 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.
- 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.
- 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.
- 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.
- In partner countries where Team Europe Initiatives have been designed in the absence of a joint programming document, the latter's focus areas can also serve as a reference/ starting point for this discussion, as the TEI objectives will need to be embedded into the JP objectives. That said, joint programming strategic objectives are supposed to be broader and more encompassing than the TEI's area-specific objectives (see also section on TEIs for further details).
- Policy initiatives such as the Gender Action Plan III/CIIP[114], the EU Civil Society Roadmap[115], the Action Plans on Human Rights and Democracy[116], and the Humanitarian-Development-Peace Nexus[117] already share common mechanisms, principles and goals with joint programming and may be integrated with the joint programming process in various ways.
- 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, to create a participatory process in line with the rights-based approach. Existing/ ongoing structured dialogue mechanisms of actors following a Team Europe approach and civil society, such as the mechanisms established to follow up on the CSO roadmap dialogue, can be used to that end. Where relevant, reference the national plan, international treaties and obligations, and the SDGs to frame the discussion in a normative manner.
- 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).
- 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.
- 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.

114 https://ec.europa.eu/commission/presscorner/detail/en/IP_20_2184
115 All Roadmaps can be found on Cap4Dev. Also updated Roadmaps will be added here as soon as they become available. https://capacity4dev.europa.eu/groups/public-governance-civilsociety/info/roadmaps_en
116 https://ec.europa.eu/commission/presscorner/detail/en/ip_20_492
117 Council conclusions 9383/17

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

Including cross-cutting priorities in joint programming

As with strategic issues, cross-cutting priorities[118] 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 may select 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 Member States involvement in joint programming. These include the Gender Action Plan[119], the EU Civil Society Roadmap[120], and the Humanitarian-Development-Peace Nexus[121].

In **Bolivia**, the joint programming document has included gender as an integral cross-cutting. More specifically, the participating partners have adopted gender mainstreaming principles for cooperation in Bolivia and committed to promoting gender equality throughout their programmes. 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.

JP participants 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.

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 meeting 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 as indicator taken from the country's intended Nationally Determined Contribution in an area of key policy interest for the European partners, namely forest cover.

118 Programmes and actions under the NDICI Global Europe shall mainstream the fight against climate change, environmental protection, human rights, democracy, gender equality and, where relevant, disaster risk reduction, and shall address interlinkages between the SDGs, to promote integrated actions that can create co-benefits and meet multiple objectives in a coherent way. Those programmes and actions shall be based on a comprehensive multi-disciplinary analysis of context, capacities, risks and vulnerabilities, integrate a resilience approach and be conflict sensitive, taking into account conflict prevention and peacebuilding. They shall be guided by the principles of 'do no harm' and of 'leaving no one behind' (Article 8.8).

119 https://ec.europa.eu/commission/presscorner/detail/en/IP_20_2184

120 https://capacity4dev.europa.eu/groups/public-governance-civilsociety/info/roadmaps_en

121 Council conclusions 9417/17

1.4 Step 4: Elaborate a Joint Results framework (joint programming document annex)

The new European Consensus on Development establishes joint monitoring and results frameworks as core elements of the joint response[122]. 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.

> *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.

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[123] and the Voluntary National Reviews[124] 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[125] 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[126].

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[127].
- Linking joint results to the joint programming document'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 universal and European values and approaches, such as gender equality and support to civil society;

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122 OJ C 210, 30.06.2017
123 See Rapid Integrated Assessment (RIA) Tool available here: https://www.undp.org/publications/rapid-integrated-assessment
124 https://sustainabledevelopment.un.org/vnrs/
125 This evaluation evaluates the EU's Joint Programming process during the period 2011-2015. It covers AU regions and countries of EU development cooperation. https://international-partnerships.ec.europa.eu/policies/monitoring-and-evaluation/strategic-evaluation-reports-deprecated/strategic-evaluation-eu-joint-programming-process-development-cooperation-2011-2015_en
126 https://www.oecd.org/en/publications/oecd-development-co-operation-peer-reviews-european-union-2018_9789264309494-en.html
127 See Council conclusions on the Revised EU International Cooperation and Development Results Framework, 14553/18, 26 November 2018, available at: https://data.consiüum. europa.eu/doc/document/ST-14553-2018-INIT/en/pdf.

- 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.

The joint results framework should, where possible, draw on existing national indicators measured through national systems which reflect the strategic priorities of the joint programming document 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.

Activities to prepare a joint results framework

Establish strategic objectives for the joint programming document

The strategic objectives will be determined as a clear picture emerges regarding the specific challenges and issues to be addressed by the joint programming process. 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. See previous chapter on how to jointly identify strategic objectives.

Identify stakeholders and incorporate results into preliminary consultations

To frame the discussion at an early stage, participating actors following a Team Europe approach should share current monitoring arrangements (policy, process, level, etc.). This means that Member States' implementing agencies, European development finance institutions, Member States' export credit 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 signaling 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 programming process' collective impact.

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 programming document. It will be necessary to take a strategic view on result and indicator selection, also considering other joint strategic documents produced at country level, such as the CSO Roadmap and the indicators proposed in the staff working document of 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). It also reflects the approach taken for the TEI intervention logic – thus, following this approach would make it easier to integrate TEI intervention logics into the JP results framework.

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).

Review potential links with national monitoring systems and results frameworks

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 programming process. In terms of the monitoring system, attention should therefore be given to risks and assumptions related to country level data collection, 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 (in line with GAP III commitments), environmental sustainability, an enabling environment for civil society (in line with the priorities of the EU Civil Society Roadmap), protection for human rights and democratic governance.

These common and crosscutting 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: EU Civil Society Roadmaps, CLIPs/ Gender Action Plan, Human Rights and Democracy Country Strategies and the Humanitarian-Development-Peace Nexus.

Formulate the joint results framework

When putting the results framework together, consider the following:

Overall approach:

- 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 approach contribution indicators' where needed and applicable, to achieve better attribution and visibility. Here, the TEI indicators – namely the TEI MORE table 1 and GERF level 2 indicators can serve as a source of inspiration (also see chapter on TEI JIL about this).
- The Joint Results Framework of the joint programming Documents and the Joint Intervention Logic(s) of the TEIs should be linked either in a coherent manner or in a single results framework applicable to both JPD and TEI. This can then be annexed to the joint programming document. An example of how the JRF and JIL link up is shown in the diagram below.
- Consider developing a narrative around the Joint Results Framework to explain the choices of the actors following a Team Europe approach.
- The joint programming document's outline of potential communication activities should include links to monitoring work so that results can be used to form the evidence base in reporting and advocacy.

Indicators, monitoring and results:

- 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.
- Select quality SMART (Specific, Measurable, Achievable, Relevant, Time-bound) indicators, including, at least, disaggregation by sex, age and disability, that can be reliably collected on a timely basis, collect baseline data on these and agree on how to monitor annual improvements regarding the baseline data. If baseline data is not available, assess whether it can be made available at some point in time (e.g. with the elaboration of the first national results report by the partner country – or with the help of an expert team if it is about results of actors following a TE approach programmes. In this case, the baseline should say 'will be determined at the end of year XX, on the basis of XXX'.
- Consider a division of labour in monitoring responsibilities, by selecting specific leads, 'Chef de file' responsible for monitoring each objective, their results and indicators (see chapter on JP M&E of this annex).
- Development effectiveness indicators 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.
- Include measures to ensure that joint programming activities comply with policies on environmental, social and economic sustainability and the protection of human rights.

- Where possible and relevant, incorporate results indicators from other joint strategies 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 and TEIs (if not directly incorporated)
- Reference the respective SDGs in the results framework to facilitate national and development partner reporting. Where applicable, show how the selected joint indicators align with SDG indicators (e.g. if the formulation is the same or compatible).
- Consider integrating international indexes and indicators developed or used by the UN, the Word Bank, the African Development Bank or the IMF to demonstrate integration among development partners, facilitating common monitoring among them when using similar indicators across all interventions. Indicators should be quantifiable and process based.

TEI Joint Intervention Logic and links to JRF

TEI´s 'high-level' impact and specific objectives should match the overall joint objectives/ priorities as set out in the JP document.

The TEI´s 'specific objectives' should ideally match the specific objectives of the JP document, under the relevant joint priority – although actors following a Team Europe approach may choose to focus the TEI only on 1 or 2 (not all) JP sub-objectives. In that case, the missing indicators for the other sub-objectives will need to be identified for the overall JRF in annex to the JP document.

Figure 16: TEI Joint Intervention Logic and links to JRF

Shared Joint Programming and Team Europe Initiative objectives & indicators	JP Overall Objective	Ex: Reduced poverty and social inequality in country XXX	
	Impact level objective	Ex: Global Poverty Index. Human Development Index	
	JP Priority Area / TEI High-level impact objective 1,2,3…(cross-sector)	Include link to NDP and SDG. Ex: Sustainable Economic Development and Youth Employability (SDG 8, 9, 12, 17: NDP objective/ pillar X) Team Europe Lead (by priority area):	
	Priority area Impact Indicators (= JP objectives indicators, SDG and NDP indicators, Global indexes)	Ex: "Environmental performance index" global index (or NDP equivalent)	
	Specific Objectives (= related JP and TEI specific objectives)	N.B: It is possible that TE chooses to focus its TEI only on 1 or 2 (rather than all) JP sub-objectives. Ex: Sustainable and crisis-resilient private Sector development	Ex: Education and Training opportunities for all, especially young women and men
	SO indicators (= JP sector-policy indicators)	Use relevant sector policy indicators, where feasible	

Team Europe initiative Intervention Logic details (TEI-specific)	Pillars (= Individual sectors/ areas of the TEI specific objectives – programme areas).	Ex.: Business environment support	SME support	Education budget support	TVET reform
	Results (by pillar-TE contribution-specific)				
	Indicators (= Team Europe output indicators, for each result– see EU Global results Framework for reference)		Ex: No. of beneficiaries with access to financial services with Team Europe support: a) firms, b) individuals		No. of people who have benefited from institution or workplace based VET/ skills development interventions supported by Team Europe
	Components (= Aid modalities AND/OR concrete Team Europe member programmes (ongoing or in pipeline) contributing to the TEI)	Ex.: • TA / TAIEX/ • Twinning • R&D • …..	• Blending • (Regional Investment Facility) • EFSD+ guarantees	• EU Budget support to Education sector • Grant "XX" (FR)	French TA to TVET sector

Possible JRF template (non-prescriptive)

If there are TEIs with a link to one specific objective, the results and results indicators of that objective should ideally be linked to and reflect the agreed TEI pillars. As a minimum, one outcome/output indicator will have to be drawn from the MORE guidance (annexed to this guidance) Table 1 on Aggregated indicators for global TEI reporting. Moreover, one additional indicator of that list will need to appear at the impact level of the overall objective. If a specific objective has no connected TEI, Team Europe can decide whether to use SDG/ NDP results and related national/ SDG indicators for each result or whether to replicate the more output-based TEI model for those specific objectives.

Figure 17: Possible JRF template (non-prescriptive)[128]

	Overall Objective (Impact Level)	Indicator (Impact Level)	Baseline	Target	Source / Means of Verification
		I1			
		I2			
		I3			
		Contribution to SDG / Target:			
		Contribution to Country Development Plan*:			

Priority Area 1 (No related TEIs)

Title:
Lead and active partners:
Contribution to SDG:
Contribution to Country Development Plan*:
Priority Area Impact Level indicator
Baseline:
Target:
Source

Specific Objectives	NP Pillar	Expected Result (NDP/SDG result?)	Indicator (NDP/SDG)	Baseline	Target	Source / Means of Verification
SO 1	NDP Pillar XX	R1.1	I 1.1			
	N/A	R1.2	I 1.2			
SO 2	NDP Pillar XX	R 2.1	I 2.1			
	N/A	R 2.2	I 2.2			

Priority Area 2 (incl. TB(s) / TEI high level objective

Title:
Lead and active partners:
Contribution to SDG:
Contribution to Country Development Plan*:
Priority area impact indicator:
At least one impact indicator from Table 1 of TEI MORE Guidance

Specific Objectives / TEI SO)	TEI Pillar	Expected Result (related to TEI pillar and TEI components – note: TEI components should be listed in a separate TEI mapping, not to overload this table).	Indicator (at least one outcome/output indicator from Table 1 of TEI MORE Guidance)	Baseline	Target	Source / Means of Verification
SO 1	Pillar 1	R1.1	I 1.1			
		R1.2	I 1.2			
SO 2		R2.1	I 2.1			
		R2.2	I 2.2			

128 Developed by Germany on the basis of this Team Europe Approach guidance.

The below example is an extract from **Bolivia**'s Joint Results framework – the first objective, highlighted below, reflects the overall objective of Bolivia's TEI. MORE indicators were not incorporated at this stage, because the MORE framework had not been elaborated, at that point in time. However, the table shows that the objective and sub-objectives are matching for both the JP and TEI. The selected results and indicators also both apply to JP and the TEI. In addition to the 'country progress' indicators, baselines and targets taken from the national development plan, another level was added to measure TE approach actors+ contributions – here the baseline states that it would be elaborated in 2022. The last column indicates the JP/ TEI participating countries which will contribute to monitoring these indicators. In red: The lead development partner who will coordinate the monitoring exercise.

Objectivo 1: Impulsar el desarrollo verde y sostenible para 'vivir bien en armonia con la Madre Tierra'
Logica de Intervencion del TEI.
Indicador de impacto:

- Indice de Desempeno Ambiental (Environmental Performance Index) - Rango Bolivia: 88. Punctuation: 44.3 (2020).
- El equipo Europa+ se ha convertido en el principal socio de Bolivia en materia de Medio Ambiente y Cambio Climatico.

Subobjetivos (TEI y EEC)	Resultados (por subobjetivo)	Indicadores de progreso pais	Linea de base, metas y fuent	Indicadores de contribucion TE+	Linea de base y fuente	Componentes (lider pricipal - rojo)	TE+
SO1. Contribuir a paisajes sostenibles y resillientes al cambio climatico	De aqui a 2030, duplicar la productividad agricola y los ingresos de los productores de alimentos en pequena escala, en particular las mujeres, los pueblos indigena, los agricultores familiares, los ganadeors y los pescadores, entre otras cosas mediante un acceso seguro y equitativo a las tierras, a otros recursos e insumos	Produccion ecologica (Miles y millones de Tm) (PDES)	LB: 154,5 mil TM de Produccion ecologica (2020 - PDES) Meta: 1,02 millones de TM (2025 - PDES)	Ecosistemas agricolas y pastorales en los que se han introducido practicas de gestion sostenible con ayyda del TE+ (ha) (fuente: EU Global Results Framework - indicator adaptado)	LB. A elaborarse en 2022. Fuente de Verificacion: Informe Anual EEC	A Aprovecha miento Sostenible Agropecuario y de los sistemas Forestales y Agroforestales (UE)	SE, ES, DE, FE, UE, NL
		Produccion Agricola de la agricultura familiar (Millones de TM) PDES	LB. 6,7 milllones TM (2020 - PDES) Meta: 10 millones de TM (2025 - PDES)	Numero de personas que reciben servicios de asesoramiento rural con el apoyo de TE+ (fuente: EU Global Results Framerwork - indicador adaptado) % de aumento de los ingresos en familias con productos agroecologicos provenientes de agricultura familiar y produccion	LB. A elaborarse en 2022 Fuente de Verificacion: Informe Anual EEC		CH, SE, DE, FR, NL

1.5. Step 5: Joint programming – Financial Table

The European indicative financing framework presents projections of support by actors following a Team Europe approach and, whenever relevant, other duly associated like-minded partners in country. The financing framework should at least detail funding by development partner and by priority sector. It may be further disaggregated by year, type of ODA (loan/grant/guarantees/equity/export credit/blending) and type of assistance (technical assistance or humanitarian aid). It should be clear that any financing information included in the joint programming document is indicative and evolving, and can, by no means, legally bind the participating development partners. Other disclaimers can be included under the table, if needed, upon demand of actors following a Team Europe approach (see chapter on JP approval procedures for the exact formulation to use under the EU financial regulation).

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

Table 6 has been elaborated and modified based on many different models used within different countries, by attempting to make it as comprehensive and flexible as possible. It shows the type of commitments by development partner and JP objectives, during each development partner's specific programming period (last column). However, some TE approach actors' groups may opt for a more simplified version of this table (e.g. only showing overall development partner commitments by specific objective – not by subobjective – or giving a proxy idea (instead of an accurate number) about overall volumes by objective. The decision about this lies with the Joint Programming participants' group – although some individual members' own financial rules may require giving a more detailed account (e.g. in the case of the EU).

Table 3: Possible model for the joint programming financing table.

Actor	Type	Total	Specific objective 1			Specific objective 2			Specific objective 3				Period	Other
	ODA non-reimbursable (N) ODA Reimbursable (R) Other (O)		SO 1.1	SO 1.2	SO 1.3	SO 2.1	SO 2.2	SO 2.3	SO 3.1	SO 3.2	SO 3.3	SO 3.4		
EC	N													
	R													
	O													
	Sub-total													
EIB	N													
	R													
	O													
	Sub-total													
Germany	N													
	R													
	O													
	Sub-total													

Sweden	**N**													
	R													
	O													
	Sub-total													
Italy	**N**													
	R													
	O													
	Sub-total													
Estonia	**N**													
	R													
	O													
	Sub-total													
Etc…	**N**													
	R													
	O													
	Sub-total													
Total														

Challenges and Risks

The challenges and risks to joint programming are both internal to the Team Europe approach 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 programming document 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 Member States 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 to make the document as ambitious as possible while representing a consensus.
- The structure and content of the joint programming response should meet participating partners' expectations and requirements so that it is acceptable to all (see chapter on EU approval of joint programming documents).
- The joint programming document can either: (a) directly replace a participating Member State's country programming strategy; or (b) provide a strategic framework under which participating Member States align and coordinate their own country programming.

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

1.6 Step 6: 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

Headquarters of actors following a Team Europe approach should have a say when it comes to finalising the document draft, as they will ensure coherence with bilateral programming documents and wider policy commitments and check the possibility of substituting bilateral country strategies/programming documents.

For EU colleagues, see chapter on the EU´s 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 internal EU programming instructions apply.

A draft version of the joint programming document, jointly endorsed by Heads of Mission and Cooperation, should be sent to EU and MS Headquarters for a proper consultation round (depending on each one's decision-making process of such documents). Headquarters (EU and MS) should be provided with a minimum of four weeks for approval. If more time is requested by HQ of certain participants, actors following a Team Europe approach should agree on a firm timeline which is acceptable to all. Once all feedback is collected back at country level, then the finalisation of the joint programming document should be agreed in-country at Heads of Mission level and be re-sent to HQ (EU and MS) for final endorsement by all.

For the EU and every Member State, there are two options for finalising the joint programming document:

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

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 development partners – the joint programming document replaces or complements the country programme/ strategy/ plan.

The endorsement or replacement process is determined by each participating member's own rules. Each member should flag from the start what requirements are to be included in the document to facilitate approval from their end, by way of example, the EU's own rules are included in the following paragraphs.

Table 4: Joint programming documents replacing Multiannual Indicative Programme or EU Member State national strategy.

Country	Replacing MIP or MS National Strategy
Djibouti	JPD replaces the MIP and the French National Strategy
Zambia	JPD will replaces the German National Strategy
Ghana	JPD replaces the MIP
Senegal	JPD replaces the MIP
Togo	JPD replaces the MIP
Uzbekistan	JPD will replaces the German National Strategy
Cambodia	JPD will replaces the German National Strategy
Laos	JPD replaces the MIP
Palestine (occupied territory)	JPD will replaces the MIP and the Australian and Italian National Strategies

Source: WBT Progress report 2021

A joint programming document that replaces the country programming document/strategy/plan

The draft joint programming document should clearly and individually identify the contribution of the EU and each Member States 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[129]. The adoption process for Commission's decision therefore applies. The EU Delegation should abide by the legal and programming requirements set by the Neighbourhood, Development and International Cooperation Instrument-Global Europe (NDICI-Global Europe)[130] when adopted, or any applicable regulation. NDICI-Global Europe require that EU geographic programming documents set out priority areas, specific objectives, expected results, performance indicators, and indicative financial allocations. Regarding the signature, the Commission Decision can specify that the Commissioner for International Cooperation and Development Partnerships or the Commissioner's designate is entitled to sign the joint programming document.

For Member States and other participating development partners, 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 development partner should confirm their own indicative financial allocations[131].

In **Laos**, The European Joint Programming Strategy 2021-2025 in Lao PDR serves as the EU's Multi-Annual Indicative Programme (MIP) for the country in 2021-2027 (divided in two phases: 2021-2024 and 2025-2027) and combines the cooperation priorities and indicative commitments of European Partners within a common framework.

129 For example, the Multi-annual Indicative Programme (MIP)/National Indicative Programme (NIP)/Single Support Framework (SSF) for Commission services/EEAS
130 COM(2018) 460 final
131 Global development effectiveness commitments, principally the 2008 Accra Agenda for Action, include the provision by donors of indicative medium-term financial projections to partner countries.

A joint programming document that does not replace a country programming document/strategy/plan

The joint programming document will be reviewed and approved by participating headquarters[132]. They will ensure coherence with bilateral programming documents and wider policy commitments (e.g. EU Commission Decisions, in the case of the EU).

> 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 programming document is regarded as a coherent and coordinated response to the partner country priorities by the EU and Member States.

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

Once approved, consider giving the joint programming document an official visual identity and brand (e.g. Global Gateway visual identity if most of the sectors covered fall under the scope of Global Gateway) to ensure it is appropriate for the public. Translating into local languages can also trigger a wider circulation among the target audience. Alternatively, a user-friendly brochure could be produced as a follow-up product which avoids the joint programming jargon but explains the key goals of working together in the partner country through the Team Europe approach and how joint programming adds value. It could include combined financial allocations in both EUR and local currency, actors following a Team Europe approach participating, priority sectors as well as key results being pursued. The organisation of an official launch event around the publication of the strategy, co-hosted by all participating Heads of Mission, should be considered. The government and other national stakeholders should be invited to the event. Depending on whether the JP sectors fit within the Global Gateway priorities, use Global Gateway branding and visual identity during the launch event.

132 For the EU (Commission services and EEAS), the references are the relevant NDICI programming instructions.

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 Single Support Framework and that the MIPSSF 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 /IEV 2014-2020 (pays). Ceci prévoit une allocation indicative de... EUR aux priorités de la stratégie conjointe comme suit: allocation EUR du PIM/ IEV au domaine prioritaire 1, allocations EUR au domaine prioritaire 2'.

   ['The MIP/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/ SSF to priority area 1, allocation of y EUR to priority area 2'.]

   To clarify the relationship between the MIP/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	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						

EU country MIP/SSF (with reference)

2. Joint programming documents under preparation should be reviewed by the relevant HQ geographical units (EEAS/INTPA/ENEST/MENA/FPI for the EU). They will consult with the corresponding sections (Commission services/EEAS for the EU) before country-level Heads of Mission agree the final document.
3. EEAS in association with INTPA/ENEST/MENA/FPI geographical units will hold a country team meeting with Commission DGs and services and EEAS will inform the EU Delegation of its outcomes. These outcomes should be considered 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/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.

Once the EU geographical unit(s) has/have checked the consistency of the joint programming document with their own country programming documents (MIP /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, Secretaries-General and DG BUDG) whether the joint programming document is fully coherent in financial and sectoral terms with the country programming document.

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/SSF, and confirming their support for the joint programming document.

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/ENEST/MENA/FPI 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 priority areas: [—]. 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].

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/ENEST/MENA/FPI to request the paper on 'How to setup a Country Team Meeting in the context of joint programming'.

A joint programming document that does not replace a country programming document should 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 Member States], [other development partners 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).

1.7 Step 7: Monitoring the implementation of joint programming

An effective joint programming monitoring plan is key for monitoring the implementation of joint programming. Below are some of the key issues to address and consider in the monitoring of the implementation of joint programming.

Quantitative Results Monitoring

The joint results/report framework is the basis for monitoring results in a quantitative manner. Implementation reports provide a picture of overall progress in achieving the joint programming objectives. Actors following a Team Europe approach agree on the frequency of monitoring when agreeing on the joint response. Often an annual reporting exercise is agreed upon – in some cases, country joint programming groups decided to monitor only on a mid-term and final basis (mid-term and final report).

If data collection against certain indicators is proving difficult over time, reviews of joint results frameworks should be envisaged.

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 equality and human rights. Joint missions/project visits can reinforce the joint nature of the participants' work and help provide further insights and human stories alongside specifically commissioned studies or analysis from local think tanks or research organisations.

A more formal evaluation plan could be incorporated into the joint programming document outlining how scheduled evaluations by actors following a Team Europe approach– 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 Member States 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 actors following a Team Europe approach 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.

Consider the co-financing of a JP and TEI support secretariat

Support, specifically at the technical monitoring level but also beyond that, can be essential to provide impetus for the continuous implementation and follow-up of agreed results. This can be assured by setting up joint-up TEI and Joint Programming technical assistance facility at partner country level, which can be either continuous (e.g. Dedicated Joint Programming secretariat in Mali) or ad hoc (Bolivia: upon demand support from an existing think tank). Colombia made use of an existing structure, the TA financed by Spain for supporting the former EU Trust Fund, to continue support for Joint Programming and TEI implementation. Such a facility can be either co-financed (through voluntary contributions from TE approach actors) or financed by one development partner (Spain in Colombia; EU technical cooperation facility in various other countries). The core functions of such a facility could involve, among others:

- Help the TE approach actors' group organise and set the agenda of regular TEI and JP meetings. Document the meetings through minutes.
- Support the JP and TEI reporting exercises.
- Organise joint project visits and visibility actions / events.
- Regularly update existing development partner mappings
- Help facilitate joint messaging – e.g. through the drafting and continuous updating of policy dialogue 'fiches'.
- Help facilitate joint coordination between all levels (HoMs, HoCs, Technical level).
- Advise on how to make TE approach actors' programming exercises more aligned with the JP and TEI objectives.
- Support consultations with stakeholders and the linkages between JP & TEI consultations and those organised in the framework of the EU Civil Society Roadmap/ EU GAP III/CLIP, the Human Rights and Democracy Strategy, implementation of the EU Youth Action Plan, etc.

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 or public diplomacy plan that includes an online European presence will help 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.

Monitoring should be engaging, inclusive and help mutual trust-building

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

Clarify the delegation of responsibilities – evolved Division of Labour concept

Monitoring of the joint programming document 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 those participating in joint programming or outsourced to ensure that monitoring work is completed in a timely manner. Unlike the Monitoring and Evaluation of a classic programme, the continuous monitoring of joint programming as a process however also requires continuous coordination work and thus a division of labour for such coordination.

The notion of 'division of labour' has evolved over time it is now less about imposing sector concentration[133]. Rather, today it is more about sharing the coordinating workload at sector level or by policy area between the EU and MS (concept of European leads) to frame 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.

In **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.

Joint programming 'Chef de file' – designation & roles

To ensure appropriate follow-up and M&E on the agreed objectives, results and indicators, It is advisable that 'Chef de file' are selected among the Team Europe approach group – it can be one lead and one co-lead, on a rotating basis, according to the following criteria:

- willingness to take on a leadership role.
- Proven sector expertise in the areas / sectors relevant to the objective (past and ongoing programmes and/ or policy dialogue activities in those areas).
- established and cordial relationships with government counterparts, other development partners and civil society organisations present in the sector/area.

The roles of the *Chef de file* should be kept light and manageable – they are not discarding the rest of the actors following a TE approach group's from their respective responsibility for advancing the JP objectives. Rather, Chef de file will take on a light coordinating role involving the following tasks:

- On the occasion of the monthly Heads of Cooperation meetings, highlight points of high, shared interest within their areas of responsibility, for which it is recommended to develop and promote a joint positioning of the Team Europe approach+ Team in order to advance the JP objectives and agreed results.

133 3 sectors max. by donor, which was deemed unrealistic by many JP participants.

Motivate members who have the opportunity to interact with the government in JP-relevant sectors to document such meetings and their results for the TE+.

- The *Chef de file* would then be responsible for coordinating more sector-specific positioning and documents, advancing the joint dialogue and encouraging joint implementation, and contributing to joint reporting in those areas/sectors as well as ensuring the linkages between these thematic JP groups and other fora at national level. For example, the JP WG meetings should be scheduled in a way that they can help preparing joint positions to be taken forward within national working groups. The JP chairs could, to that end, be provided with the authority to represent the JP participants group within these national fora, if this authority is validated by all participants.
- For the drafting of the annual report, each *Chef de file* will oversee gathering the contributions of each TE approach+ actor involved in their area of responsibility.
- • The leaders will also be able to make proposals to the group about programmes that, according to them, could be of interest for a joint field visit or for joint visibility actions (e.g. events or missions with media accompaniment).

Implementing the 'division of labour'

The joint response signals the start of the European division of labour. Ensure that division of labour is highlighted in the joint response, 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.

1.8 Suggested joint programming document template

Joint programming is a voluntary, flexible, and tailored process designed and driven by actors following a Team Europe approach, 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. That means that the timeline, scope of the exercise and the length of the strategy is predominantly determined by the participating actors following a Team Europe approach.

Therefore, the joint programming process has also taken very different shapes in different countries, depending on the situation of the partner country and the specific coordination needs of the involved JP participants.

In several country cases, for example, joint mapping combined with regular dedicated meetings has offered sufficient level of coordination and was seen as the best way to implement joint programming. In other countries actors following a Team Europe approach have starting with some 'low-hanging fruits', e.g. a concrete set joint actions which would showcase the added value of the Team Europe approach, before progressively moving towards a more comprehensive JP exercise. Starting with implementing the TEIs and then building on that work to move towards JP was another approach taken by several countries (e.g. Zimbabwe) when the TEIs came into being.

In 2019, the TE approach group in **Mozambique** decided to first elaborate a "Joint Action Plan 2019-2020" around a set of concrete proposed actions (e.g. joint knowledge management, joint implementation and joint visibility actions) in support of a practical and pragmatic Working Better Together (WBT) approach – instead of developing a full-fledged strategy document. Back at the time, this approach was justified in the following manner: "Currently the necessary conditions are not met for having an overarching joint strategy of the EU and the Member States, though this should remain the long-term goal".

In certain fragile and conflict-affected states, it was decided that a continuously updated, joint conflict analysis would be sufficient to kick-start the process – by however keeping the option open of evolving towards a more comprehensive JP exercise once the country situation permits (see country examples on this under Chapter2.7 of the core guidance.

The following, proposed template based on country practices and experiences. It is not to be seen as a prescriptive instruction, but rather as inspirational guidance. JP participants groups may decide on different document outlines or to adapt or use only part of the template examples or to introduce context- specific components/ elements to them considering their specific partner country context, can be applied.

Table 5: Joint programming process and document.

Full Joint Programming Process and Document:

1. Executive Summary and Introduction (Max. 4 Pages)

1.1 Executive Summary

1.2 Introduction

- Political, Economic and Development Relations between actors following a Team Europe approach and the partner country – Beyond Aid priorities.
- OECD DAC CRS funding overview of actors following a Team Europe approach, over the last 10 years
- Table on actors following a Team Europe programming cycles
- WBT, JP and TEIs in the partner country (state of play)

2. Joint Analysis of the Development Context (Max. 10 Pages)

2.1 National Development Plan and Country SDG Progress Analisis

2.2 Political Situation and Human Rights (Peace Pillar of the 2030 Agenda)

2.2.1 Political situation (incl. security, conflict and crisis, where applicable), democracy and the rule of law, institutional transparency

2.2.2 Decentralisation

2.2.3 Human Rights

2.2.4 Civil society (links with CSO Roadmap)

2.2.5 Gender equality, women's rights and violence (link with EU GAP III/CLIP)

2.3 Economic Situation (Prosperity Pillar of the 2030 Agenda)

2.4 Social Situation: Poverty & Inequalities, Employment, Health, Education, Social Protection, Migration (People Pillar of the 2030 Agenda)

2.5 Management of Natural Resources, Biodiversity and Climate Change (Planet Pillar of the 2030 Agenda)

Joint Response

3.1. Specific objective 1

3.1.1 Government response: National Development Plan

3.1.2 Response of the European donor group, alignment, added value and leader(s)

Short description of TEI key objectives + pillars and link to Joint Programming Objectives.

3.1.3 Joint implementation:

Short description of ongoing/planned joint implementation (joint financing, missions, TAIEX/ Twinning, joint dialogue….)

3.2-3.3 Specific objective 2, 3.....

3.4 Human rights, gender equality and other cross-cutting themes

3.5 Monitoring & Evaluation

3.6 Joint policy dialogue, communication & Visibility

ANNEXES:

I. Joint Results Framework, incl. TEI intervention logic. Short narrative to explain JRF and JIL logic and linkages.

II. Full financial allocations table (2021-2027) + TEI mapping

III. Other annexes: TEI concept notes; Gender CLIP; CSO roadmap, Conflict Analysis (where available and shareable).

Annex 2. Detailed guidance and tips for joint implementation modalities

2.1 Checklist for moving ahead with joint implementation modalities

☐ 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 partner government is included in the early conceptualisation of the joint programming and TEI processes to allow for alignment with the national priorities and needs.

☐ Ensure that the expertise of Member States' implementing agencies, development finance institutions, JEFIC and export credit agencies 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 Team Europe approach Focal Point in the EU Delegation to coordinate joint programming, TEIs and joint implementation.

☐ Ensure alignment with existing national development strategies as identified during the conceptualisation stage and seek subsequent validation by the partner country.

☐ Review the value of different joint implementation partnerships, for example between the development partners (EU, Member States' implementing 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/Member States/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.

2.2 Overview (non-exhaustive) of financial and non-financial joint implementation modalities

Non-exhaustive overview of non-financial modalities

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

2.2.1 Joint sector gap analysis

Joint sector gap 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:

In **Georgia,** several joint European messages based on a shared sector gap analysis and commonly agreed objectives were drafted in 2020 and further developed and updated. The joint messages were used in the Georgia's Government coordination platform and served to present the coordinated EU positions in the different Thematic Working Groups. This approach enhanced the EU's impact and visibility during donor coordination meetings and meetings with the government.

2.2.2 Using public sector expertise, twinning and TAIEX

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 facilitator. Its use is a way to mobilise 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.

Council conclusions on public sector expertise, approved in November 2021, acknowledged at the highest political level public sector expertise as a key asset that EU member states can use in the service of partner countries: *'Mobilisation of European public sector expertise has proved to be a demand-driven, tailored, flexible, efficient and a cost effective way to build capacity in the public sector and promote public policy reform processes in partner countries, based on their needs, priorities and inclusive ownership'.*

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 Member States, 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.
Peer-to-peer learning through exchanges of Public Sector Expertise can also be strategically deployed to support policy dialogues, coordinated by EU Delegations, at national, regional and transregional levels. This can provide essential contributions to 1) operationalise and articulate the policy first principle (shared policy priorities guiding development tools) in support of TEI implementation and 2) identify and support the regulatory and policy reforms required for the successful start and implementation of those EFSD+'s PIPs channeled through Global Gateway flagships.

By capitalising 'privileged existing dialogue entry points actors following a Team Europe approach may have', peer-to-peer learning through exchanges of Public Sector Expertise nurtures structured policy dialogue mechanisms with actors following a Team Europe approach and whole-of-government (partner's side) approach, supporting policy reform and guiding all cooperation modalities (including financial cooperation and investments) towards sustainable development results.

EU Member States' organisations and members of the Practitioners' Network, EDFI, and JEFIC, as actors following a Team Europe approach within the European Architecture for Development, can bring their experience in partner countries, acting as facilitators/ Secretariat for EU Delegations to support policy dialogue processes during TEI implementation, contributing to high-impact and sustainable Global Gateway investments.

Both Twinning[134] and TAIEX[135] 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 Member States to support the mobilisation of European public sector expertise in response to partner countries' needs and ambitions. Cooperation between administrations from different Member States is highly encouraged. In addition to this tool, Member States have a variety of ways to mobilise public sector expertise.

TAIEX, the Technical Assistance and Information Exchange instrument, 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: Member States experts present specific areas of EU legislation in workshops to a large number of beneficiary officials; 2) expert missions: Member States 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.

134 https://neighbourhood-enlargement.ec.europa.eu/funding-and-technical-assistance/twinning_en
135 https://neighbourhood-enlargement.ec.europa.eu/funding-and-technical-assistance/taiex_en

2.2.3. South-South or Triangular cooperation

When it comes to joint implementation, there is much potential to open up and include from the very beginning the expertise, resources and solutions from the Global South. However, this opportunity has not yet been used much by the EU, other than for regional projects. Joint implementation approaches should consider more and more systematically South-South and triangular dimensions, also beyond regional settings.

South-South Cooperation and Triangular Cooperation are models that promote collaboration among developed countries, developing countries, and international organisations. Governments, civil society organisations, private sector entities, academia, and international institutions all have important parts to play. Their active engagement, knowledge-sharing, and innovative approaches are essential to realise the full potential of SSC and Triangular Cooperation.

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. Policy dialogues have been supported by Mesas país (methodology being used under EU technical cooperation regional programmes Eurosocial, Euroclima and EL PacCTO), which bring together, in a roundtable, the partner country's authorities, the EU and its Member States involved in the implementation of the given EU programme, led by the EUD.

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.

There is also an opportunity to leverage Structured permanent Team Europe dialogue mechanisms with Partner Countries already in place under EU regional public technical cooperation programmes in LAC region (EUROsociAL+, Euroclima+ EL PacCTO):and AL Invest Verde):Mesas país (Team Europe country roundtables.

2.2.4 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.

Proper coordination of separate programmes is an important aspect of joint implementation. Ensuring synergies and coordination between bilateral, regional, transregional and global programmes is key to maximise impact, avoid fragmentation and duplication of efforts. In the frame of the 'geographisation' concept, a comprehensive and effective joint action in partner countries requires better integration of national actions with regional and multi-regional approaches. Coordination of regional/multi-country programs with bilateral ones during implementation is key for an effective joint implementation that contributes to maximising impact, avoiding duplications and building stronger and more coherent partnerships.

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 Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (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 and the International Disability and Development Consortium. The Office of the United Nations High Commissioner for Human Rights and the Ministry of Foreign Affairs of Finland also contribute to the initiative.

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 Organisations 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 organised 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 Specialised 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 mobilised 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.

The two projects work regionally in supporting drug policies, **EU-LAC bi-regional cooperation programme on drug policies (COPOLAD III)** in Latin America and **EU and Central Asian countries to reduce the demand for drugs (CADAP VII)** in Central Asia. In the margins of the bi-regional dialogue EU-Central Asia on Drugs, CADAP VII organised an activity with partner authorities. By involving COPOLAD III, this action allowed both programmes and partner authorities to exchanges on good practices and different views and approached when tackling similar challenges.

Non-exhaustive overview of financial modalities of joint implementation

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

2.2.5 Joint/parallel co-financing

European partners may decide that jointly supporting a country-level pooled fund or a co-financed multi development partner 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.

2.2.6 Blending[136]

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) and Member States' export credit agencies as well as commercial loans and investments in order to achieve a leveraged development impact and de-risk private sector investments. 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.

136 Guidelines on EU Blending operations - EXACT External Wiki - EN - EC Public Wiki (europa.eu).

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 an enabling factor. 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.

2.2.7 Budget Support

Budget support[137] aims to align with countries' policies, focus on results and strengthen the capacity of partner countries in a sustainable way by using the country's policy-monitoring and public finance systems. It provides a platform for policy dialogue to promote EU objectives and incentivise reforms for economic and sector governance at the core of Global Gateway. 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 expertise and several joint implementation modalities through the different components of budget support (policy dialogue, capacity building, results monitoring and financial transfers).

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.

2.2.8 Delegated Cooperation and Transfer agreements

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. It is also a possibility to conclude agreements between several partners (e.g. through multi-partner contribution agreements). 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-development partner action that combines the funds of several European development partners in jointly co-financed or parallel financed programmes.

137 https://international-partnerships.ec.europa.eu/funding-and-technical-assistance/funding-instruments/budget-support_en

Transfer agreements: The possibility for the Commission to be the fund-managing development partner under Delegated Cooperation is provided for in the Financial Regulations. Any action implemented by the Commission on this basis will always be co-financed by other development partners. The co-financing development partner may be an EU Member State (or its entity operating at national, federal or regional level). The financed activities must fit the Commission's programme priorities, as defined in the strategies and programming documents adopted. DG INTPA has developed an assessment tool for the identification and formulation phases.

➔ For more information see INTPA Companion Section 5 on Management modes, delegated cooperation, cooperation with partners and partner organisations.

Budgetary Guarantees (EFSD+, UIF)[138]

In addition to the blending operations described above, the EFSD+ and UIF support budgetary guarantees used to mitigate investment risk and attract private investment to activities that would not take place otherwise.

The EFSD+ and UIF guarantees can be used to leverage financing from the private sector, as the guarantees act to reduce the cost of risk for private investment through their ability to absorb potential losses incurred by financiers and investors.

Annex 3. Detailed guidance and tips on Team Europe Initiatives

3.1 Methodological note on the design of Team Europe Initiatives *(as per guidance issued in 2022)*

Introduction

The Team Europe approach involves the EU, its Member States and their diplomatic networks, DFIs and implementing organisations, as well as the EIB and the EBRD. The Team Europe approach is a way of strengthening coordination, coherence and complementarities of actions to scale up European impact and raise Europe as partner of reference. Team Europe Initiatives (TEIs) are practical examples of the Team Europe approach, open to the participation of all actors following a Team Europe approach. As part of the programming of NDICI - Global Europe, TEIs has been identified at both country and regional level[139].

The design of TEIs should be a flexible process nested in the Working Better Together (WBT) guidance, the NDICI - Global Europe programming guidance and policy notes developed for the MFF 2021-2027, the EU Results Framework, the Guidance on EU results and indicators for development, the EU Intervention Cycle Methodology Guide and the EU Budget Support Guidance. The TEI design should uphold EU values, notably contributing to the implementation of the Gender Action Plan III and systematically applying a Human Rights Based Approach.

However, key elements of the TEIs will either be new or will need to be defined at a larger and more comprehensive scale with many moving parts, given the focus on supporting transformational impact by bringing together many different contributions (see Annex 3 on pillars of Team Europe Initiatives). During discussions at EUDG level and during country-level talks, there is a call for more clarity on how to approach

138 INTPA Companion, Chapter 5A, link: https://webgate.ec.europa.eu/fpfis/wikis/pages/viewpage.action?pageId=1460077384

139 It is anticipated that most country programming documents (MIPs) will outline 2 TEIs, but this depends on country context and potential for impact: some countries may have more, while some may have less. At regional level TEIs should fulfil the agreed principles for regional TEIs. As the EU contribution to TEIs is embedded in the MIP priority areas, this contribution to NDICI targets will be tracked at the level of MIPs.

the design of TEIs. In addition to this, our effective communication as actors following a Team Europe approach with partner countries is intrinsically linked to the success of TEIs.

What?

This note aims to provide specific methodological support on the first steps of the country and, to a more limited extent, the regional TEI design process (short-term) in order to help EU Delegations and Member States in developing TEI concepts into a large strategically planned initiative made up of coherent components. The note draws on our collective experience of working better together as set out in existing guidance.

The note sets out the constituting elements of a TEI and acts as a one-stop-shop for guidance on TEIs. The premise of the TEI design is that a joint intervention logic is critical to providing the frame that holds together the complementary pillars and components, as it enables the definition of a common set of high-level results and the contribution responsibilities across all actors following a Team Europe approach contributing to the TEI. A model of a TEI joint intervention logic is shared for inspiration. The note also seeks to clarify the political steer and management of TEIs at country and regional level. Finally, the note includes information on HQ support and tools you can draw on, recalls the overall elements and timelines of the TEI process, and provides preliminary suggestions on how to operationalise TEIs.

Co-creating and participating in Team Europe Initiatives

At HQ level, Member States Capitals, Member States implementing organisations, EU DFIs the European Investment Bank and European Bank on Reconstruction and Development and other relevant networks are consulted periodically (every 3-4 months) on EU development cooperation issues (including on Global Gateway) through the relevant European Directors-General meeting. On such occasions, EU Directors-General are to be consulted on draft TEI concept notes under preparation for possible remarks before TEIs proceed to the design stage. Additionally, the Council through the Working Party on Development Cooperation provides the strategic steer to the Team Europe approach. The Practitioners' Network Team Europe approach Task Force also offers a forum of dialogue with Member States implementing agencies.

At country level, it is required to ensure a systematic consultation of the 'European cluster', meaning EU Member States, EU Member States implementing agencies and EU DFIs, the EIB, the EBRD, as well as the EU civil society organisations and foundations and the EU private sector. However, for TEI design, consultation with TEI participants is not enough and systematic co-creation processes need to be developed with those participating in the TEI, in a whole of delegation/mission/country representation approach.

The TEI process should remain open to all interested actors following a Team Europe approach. Specific attention should be paid to ensure that non-resident TE partners, in particular accredited Member States or EU DFIs with regional offices, are consulted and receive a clear message so that they can join the TEI if an opportunity arises. Therefore, there is a group (restricted access for actors following a TE approach only) at Capacity4Dev called 'Team Europe', where TEI documents available and regularly updated. This will allow actors following a Team Europe approach that have not (yet) shown interest in the TEIs to stay abreast. Significant updates/changes could also be shared, for example, by sending a message to the list of TE members (EDFIs, Member States and their implementing agencies through CODEV, EIB, EBRD, the Practitioners Network.

Heads of Mission involvement in TEI design is fundamental to ensure the political steer and the linkages between political/policy dialogue. Also, as the TEIs can go 'beyond development', or spill over into diplomacy, trade, triple nexus etc., it is advised to regularly schedule TEIs on the agenda of the Heads of Mission meetings. At a minimum, Heads of Mission should validate each TEI twice: once following endorsement of the concept note by EU Director-Generals, and once when the design process of the TEIs is finalised.

Other consultations

EU Multiannual Indicative Programmes (MIPs), which include the TEIs, should be the result of an inclusive process encompassing broad and transparent consultation both at country/region and at HQ levels with all relevant stakeholders. These include partner countries governments and parliaments; related national institutions; civil society organisations (CSOs) including women and the youth, local authorities, traditional authorities when relevant; private sector; non-EU development partners; the UN; and the International Financial Institutions such as International Monetary Fund and the World Bank. In the case of neighbourhood and enlargement countries, consultations may be expanded to the latter group at the very early stages of the TEI design process.

EU Delegations, together with the other participating actors following a Team Europe approach, can choose how to manage this consultation process in the most appropriate manner, building on existing consultation mechanisms and opportunities. Thus, in addition to the consultation process organised for the MIP, relevant stakeholders should be approached on specific TEIs as part of the design process. Sharing a concept note with stakeholders will facilitate the consultations: the level of information to be shared with stakeholders should be decided at country level with all participating actors following a Team Europe approach, in line with country practices. Regional TEIs should also be consulted with stakeholders and countries potentially involved in the TEI.

Like-minded partners and other donors

Like-minded development partners can participate in TEIs, if relevant, agreed by EU Heads of Mission and HQ and in accordance with general instructions. In the case of regional TEIs, the decision should be referred to decisions by HQ. In addition, it is of course advisable to consult with like-minded partners, other development partners and international organisations and finance institutions, to understand how their activities and the TEI can complement each other. Such partners may also be potential implementing partners or co-funding partners for components of the TEI. In addition, European partners not present locally should also be considered when choosing co-funding or implementing partners. For more information on these situations, please consult Annex 3, which includes a Q&A on associating other partners to the TEIs.

Civil society

Involving local civil society in TEI design is key to increase insights on the local context, reach vulnerable groups and help ensuring that no one is left behind, as well as to ensure monitoring and oversight. Country level CSO roadmaps – which are joint EU and Member States documents – are the recommended tool to integrate consultation and exchange on TEIs in systematic and structured dialogue. This dialogue should continue during the implementation of the TEIs within existing structured dialogues to allow for genuine discussion, coordination, feedback and monitoring on the impact/results of the TEI as part of a long-term partnership. Specific entry points for strengthening CSO involvement in design and implementation are outlined in a guidance note. Several tools can also be found on the capacity4dev page on civil society. Particular attention should be paid to consulting women and youth organisations.

Local authorities

The contribution of local authorities to the SDGs is widely recognised and particularly important from a Team Europe approach perspective, as many local authorities in Europe are connected with and provide support to partner country local authorities. For Team Europe Initiatives that address issues where local authorities in partner countries have specific responsibilities for service delivery, a more in-depth consultation with national/regional associations and/or Councils of local authorities and/or specific local authorities (both urban and rural) that are relevant for the TEI will be required in the design stage. Again, undertaking these consultations in a formation of actors following a Team Europe approach can further the visibility and understanding of the Team Europe approach. Part of these consultations can look at whether any of these local authorities have ongoing or planned decentralised cooperation (i.e. development cooperation projects directly carried out by municipalities, regions, provinces, etc.) with local authorities in the EU, as these could potentially be integrated

and reinforce the TEI. As a reminder, a guidance note on Local and Regional Governments is available to support cooperation with local authorities.

Private sector

The private sector is key in achieving sustainable and inclusive growth. Both the local as well as the European and international private sector should be consulted in the design phase. It is particularly relevant to consult the private sector for TEIs supporting policies such as green and resilient economies, renewable energy, digitalisation, jobs and growth (i.e. TVET, investment climate, trade, private sector development), as well as critical for TEIs that will make use of the EFSD+ or the UIF[140]. Consultation should build on existing coordination mechanisms such as structured public-private dialogue mechanisms, national Chambers of Commerce, EU Business Groups and Councils and EU Chambers of Commerce in partner countries.

Consulting with the private sector on the design of a TEI will further help increase understanding and visibility, while, importantly, it can help start a process of building and identifying relevant pipelines of bankable projects for EFSD+ or UIF guarantees. A reinforced relationship is established in the Team Europe approach context with the EU DFIs, including through the networks they are part of such as EDFI and JEFIC, that are publicly mandated to invest in private sector projects in developing countries bringing expert knowledge and using the EU guarantee/ blending schemes. that are publicly mandated to invest in private sector projects in developing countries bringing expert knowledge and using the EU guarantee/blending schemes.

Policy dialogue with partner countries/national authorities

The Council Conclusions on Team Europe (April 2021) underline that TEIs need to abide by the principles of transparency and accountability, sustainability, effectiveness and results, 'do no harm', country ownership and inclusive partnership.

Therefore, policy dialogue with the government should be a central part of the design process. Consultations should be carried out through the best and most appropriate partner country government interlocutor(s). At country level, the outreach and dialogue with partner country governments and public institutions should be scripted to make best use of dialogue opportunities including those for joint dialogue in Team Europe approach formation as well as privileged existing dialogue entry points TEI actors may have. TEIs should therefore be mainstreamed in general and thematic discussions with the partner government.

Policy dialogue with government and other national stakeholders, particularly through engagement in the relevant sector level coordination processes, will be essential throughout TEI design and implementation. Policy dialogue at sector level and associated support to sectoral development management processes are likely to be key in TEI implementation. This to ensure that TEIs support and align with the partner country's development priorities, that supportive national and sectoral policy and regulatory frameworks are in place and that national systems have the capacity to sustain the investments and benefits that the TEI delivers. TEIs should leverage reforms and contribute to creating an enabling environment for the relevant sectors.

It is recommended to have specific outreach to the national entity in charge of women's rights/gender equality as part of this policy dialogue. While national capacity may be limited, this helps raise the visibility of gender inequality in the country context and the opportunities to tackle this through the TEI.

Where the effective functioning of a specific sector is important for the success of the TEI, support for the strengthening of the sectoral development process should be explicit in the design and programming of the TEI. EUDs and Member States could consider using the methodology developed by INTPA for the GPEDC Effectiveness to Impact initiatives as an approach to strengthening the effectiveness of sectoral development cooperation processes.

140 Informative sheets on the use of EFSD+ are under preparation and will be shared soon.

The exchange of European public sector expertise can also support the TEI design work. EUDs and Member States could consider mobilising existing TAIEX (Technical Assistance and Information Exchange Instrument) funds to share Member States public policy approaches, standards and institutional set-ups in the relevant TEI policy objective areas. TAIEX can provide rapidly mobilised short-term technical support using EU Member States' public sector experts in response to requests for assistance from public institutions in partner countries. TAIEX events can be organised at the national and/or regional level and the request can be for a single event or a sequence of TAIEX activities. Depending on needs, TAIEX events can involve a workshop or an expert mission. This can provide another source of Team Europe approach input to ongoing dialogue with partner country Governments and analysis work both in advance of the TEI actions and as part of their implementation. Further strengthening of TEI-related national institutions can be developed through long-term peer-to- peer cooperation under the Twinning instrument.

Beyond short-term public-sector expertise mobilisation, TEIs can leverage structured permanent dialogue mechanisms of actors following a Team Europe approach with Partner Countries when already in place under EU regional or bilateral public technical cooperation programmes. These mechanisms are a useful tool for EU Delegations to stablish policy dialogues with partner countries and identify shared priorities and lines of actions that could be included in TEIs.

Determining Team Europe approach actors' contributions

Once actors following a Team Europe approach have agreed on a first concept note, participating members will need to start preparing their contributions to the TEIs.

TEIs will have different components, funded by the different TEI participants. TEIs are about bringing these different elements to the table and placing them in a coherent whole. TEIs will not have an overarching independent budget and co-funding or pooling resources are not a requirement for Member States contributions to TEIs.

The objective of a TEI is to coalesce funding around a common challenge and not to create a pooling mechanism. While it is not expected to be the norm, pooling resources can be useful (limiting fragmentation, visibility, ease of implementation) and where relevant, financial contributions can be 'delegated' between contributing partners or pulled together in investment packages. This may include assigning Member States funds to the EU budget. To note that the existence of such a pooling mechanism in a TEI should not exclude Member States from participating in the TEI if they wish to implement their contribution through a partner of their choice or by themselves.

What contributions does a TEI consist of?

Contributions by actors following a Team Europe approach should preferably be financial[141]. In order for a TEI to support transformational impact and have a visible European character (Europeanness), the overall budget of a TEI should be commensurate to the transformational ambition of the TEI. Therefore, as a general rule:

- For a country TEI, we expect that at least three actors following a Team Europe approach participate with a financial contribution (e.g. EU and 2 Member States; 2 Member States, EU and EIB). In countries or specific sectors where few European actors operate, this could be reduced to at least two TE members.
- For a regional TEI, we expect that at least four actors following a Team Europe approach participate with a financial contribution to the TEI. In regions or specific sectors where few European actors operate, this could be reduced to at least two TE members (see Annex 3 on principles and criteria for regional TEIs).

141 Financial contributions can include any DAC-able and non DAC-able funding from the budget of a TE member. In-kind contributions can be accepted as part of the TEI in exceptional cases.

Financial contributions could be through any implementation modality (grant, loan, guarantee, blended finance, TA action etc.). To support the use of a full range of modalities, the design work should reflect on the appropriate mix of instruments to support a transformational TEI.

How are contributions made?

Each participating partner in the TEI is responsible for the approval of its financial contribution through its own processes. A financial contribution can be a pre-existing programme or action that fits the design of the TEI or a new commitment programmed in the next Team Europe approach funding cycle(s). TEIs remain open to future contributions from EU Member States, ensuring a continuing inclusive and open approach.

The EU's contributions to a TEI will mobilise the EU budget through the usual process i.e. inclusion in Action Documents (AD) and the Annual Action Plan (AAP), approved through NDICI comitology (resulting in a Commission Decision). The TEI – which can consist of many components – does not need to be covered in one single AD/AAP but can be based on multiple Ads/AAPs throughout the implementation period. If the EU contribution to a TEI includes assigned revenues received, the Commission remains autonomous as regards decision-making on the use of these funds.

For EU contributions to TEIs, we can draw on all EU financing envelopes and aid modalities possible under the NDICI, including investment tools under the EFSD+ (blending and budgetary guarantees covering sovereign and/or private sector operations), technical assistance, budget support, Twinning and TAIEX etc. For this reason, different components of TEIs can be developed and supported through both country and regional MIPs. Similarly, contributions from thematic lines are also possible. For Ukraine, such support is primarily provided from the Ukraine Facility.

When should contributions be known?

At the design level of a TEI, it is important to have an indicative financial table of contributions envisaged. While the financial table remains indicative (until all contributions are approved) and will therefore likely also evolve over time, it provides transparency on the expected funding of the TEI and some details on expected timeframe. This is notably useful for the planning and programming blending and guarantee instruments, which could take longer to programme compared to ODA grants.

To help collect information on potential financial contributions and build the ambition of a TEI, a survey on the support and indicative contributions by each of the actors following a Team Europe approach could be set up by EUDs (country level TEIs) or HQ colleagues (regional TEIs).

Components of country TEIs will also likely support the impact and ambitions of regional TEIs considering the alignment and synergies being sought between the two levels. In this context, regional TEIs can in their overview highlight the relevant contributions from country TEIs which will directly support their expected results at regional level.

How should TEI contributions be visualised/presented?

All TE member contributions to a TEI should be reflected in the indicative financial overview with the details (that can be provided at the time – this table will no doubt evolve through the life of a TEI) on the instruments and modalities for each component[142]. The indicative financial overview therefore reflects an approximate total support figure, and it is expected that this is about a 1-page document. In Annex 3.4, an illustrative financial overview can be found.

142 Cfr section 5.2 on aid modalities

Designing Key Elements

The design of the TEIs is a balancing act of flexible cooperation arrangements between TEI participants and the need to have a minimum common frame that keeps the TEI together. This common frame is envisaged as an overarching joint intervention logic for the TEI and its associated results.

In addition to this minimum common frame, TEI participants may decide to undertake more detailed design work jointly to deepen their coordination: for example, undertaking further joint analysis; preparing joint logical frameworks for specific TEI pillars; or jointly agreeing on how to mainstream issues such as human rights and democracy, gender equality, environment and climate change, etc. The decision among participating partners on the detail of the TEI design work should reflect on the added value to implementing and monitoring the TEI and the investment that such closely coordinated processes will require. Experiences and practices in joint programming processes could prove very helpful here – see for example the relevant chapter on 'Conducting joint analysis' in the 'Working Better Together as Team Europe' guidance.

Joint Intervention Logic

The joint intervention logic will lay out the theory of change through which the TEI interventions are expected to deliver their expected outcomes and impacts. TEIs are likely to be relatively complex interventions with several pillars, which the TEI will address, in order to reach the agreed results. Good practice dictates that the joint intervention logic should be periodically reviewed to allow for adaptation.

The joint Intervention logic should:

- Draw on the existing joint analysis to identify and prioritise policy overall objectives;
- Define the different pillars in the TEI and how these contribute to achieving policy overall objectives;
- Identify and quantify the expected results that will contribute to the transformational impact of the TEIs.

Annex 1.4 provides an example of a joint intervention logic and associated results that acts as a frame for a TEI. This is purely indicative of the minimum framing to coordinate the implementation and monitoring of the TEIs and is expected to be about a 1-page document. The example is entirely illustrative and is not an attempt to design a TEI for a specific country or context.

For reporting on the achievement of results, experience in joint results frameworks shows that a few, well-selected 'higher-level results' is most effective[143]. Results at this level will be particularly useful for communication and political messaging purposes and should also be formulated with this mind. The detail and specificity of the results for a TEI should be determined by the TEI participants with reference to the joint intervention logic. Clearly defined results are useful for the ongoing monitoring, management and adjustment of TEI implementation and should be formulated to an appropriate level of detail.

The TEI will be the sum of several coordinated, but mostly independent, actions implemented by the individual TEI contributors. It is unlikely that the components implemented by TEI partners will correspond directly to the structure of the intervention logic, i.e. each component supporting one pillar only. Nevertheless, it is essential that the contributions and responsibilities of each TEI partner be visible in the joint intervention logic, and the example in Annex 3.2 shows how this might be done.

Identifying the right mix of modalities: what to reflect on at design stage.

To achieve the high political ambition of the TEI and the desired transformational impact, the right mix of EU and Member States aid modalities is an important element in securing meaningful policy dialogue and development effectiveness. Among the questions to consider are which modalities for example:

143 Cfr section 5.2 on aid modalities

- provide the strongest link to policy dialogue and public policy reform.
- offer opportunities for financial leverage.
- are best suited to supporting public investment delivery.
- are best suited to supporting public sector capacity building and the provision of policy advice linked to European standards.
- are best suited to raising public awareness, supporting change in societal norms (such as gender equality) and building social accountability.
- are best suited to long term economic and / or financial sustainability.
- can best support improvements in the investment climate and the growth of the private sector and/or trading relationships.

Building on a shared understanding of the partner countries' context and political economy, actors following a Team Europe approach should reflect on how best to take forward policy dialogue linked to the implementation of the TEI across all relevant actors and stakeholders. This reflection should keep in mind the variety of experiences and existing networks of each actor and partner in a Team Europe approach and draw on the full range of EU and Member States toolboxes of implementation modalities that each can mobilise. For example, reflecting on how best to use European public sector expertise through tools such as TAIEX and Twinning and other peer to peer learning tools to complement budget support or how best to use technical assistance to build pipelines of bankable projects with private sector actors.

When choosing the right mix of modalities, bear in mind that the more 'traditional' modalities could be further enhanced through the financial leverage that may be generated by blending operations and the use of guarantees. Also, the potential benefits for the relationship with the partner country, as well as potential benefits for the organisational coordination of actors following a Team Europe approach can be considered.

Examples of potential benefits may include partner country preferences and political interests, existing relationships with actors following a Team Europe approach, influences from local civil society and local private sector, existence of potential 'agents of change', and international processes. Examples of potential benefits for the organisational coordination of TEI participants may include representation in-country, participation in related TEIs at country or regional level, pre-existing expertise in a given sector, predictability or flexibility in deploying resources in the specific partner country context.

The design process should reflect on the various policy dialogues (and the coordination for maintaining these dialogues) needed to support the full impact of the TEI by ensuring the linkages to political, legislative and regulatory structures, government departments and other public entities, civil society and special interest groups, private sector actors and wider communities while understanding their respective interests and power.

As early as possible, TEI participants should coordinate policy messages delivered in the policy dialogues, or whenever possible undertake joint policy dialogues, to reinforce a coherent approach and maximise the transformational impact of TEI. Particularly in the case of neighbourhood and enlargement regions, this policy dialogue can also be jointly undertaken with all IFIs as relevant.

Monitoring and evaluation

Showing progress against the expected results, including the transformative impact of TEIs and the added value of the Team Europe approach will be crucial. The identification of the right indicators at outcome level and impact level in particular will thus be relevant also in terms of the political narrative and for accountability purposes, as relevant.

The milestones of a monitoring and evaluation strategy need to be identified in the design phase of a TEI to:

- steer and adjust actions, so that these remain close to the political narrative of the EU priorities and can adapt to evolving contexts.
- assess progress against the achievement of specific objectives (outcomes) and overall objective(s) (impact).
- take stock of lessons learned to further feed our knowledge processes and continuously improve our guidance.

The basis for monitoring and evaluation activities should be the result indicators, as set out in the joint intervention logic. Because of TEIs' nature, the monitoring should be designed in a way to effectively feed policy dialogue and provide a basis for joint messaging linked to communication on the TEI.

On how to carry out monitoring and evaluation activities, there are two main options:

- As several actors are working together, partners can agree on a set of joint monitoring activities and a joint mid-term and/or final evaluation. This would facilitate the capturing of the overall TEI results. External consultants can be tasked to perform external monitoring and/or evaluation based on joint terms of reference agreed by all partners. These joint monitoring and evaluation activities could be financed fully by one component of the TEI or through a jointly funded specific action to which several partners could contribute by delegating funds to a 'lead' organisation.
- If the different components are considered too different in nature for joint monitoring and evaluation, each partner could carry out the monitoring and evaluation activities of its respective component, with agreement that a joint reporting is envisaged to aggregate the knowledge in a single product. For aggregation, this monitoring and evaluation activities need to have as a basis the joint intervention logic. Individual partners' agreement will therefore be required on timelines (each component being a building block) and the information needed for the reporting. This joint reporting can form an important input into policy dialogue and visibility communications. In this case, it could be appropriate to agree on joint review at mid-term of the implementation phase, to assess overall coherence, complementarity and EU added value.

Support to monitoring of TEIs can be made available through the external EU Result-Oriented Monitoring (ROM) system. The ROM system provides an external opinion on implementation of EU-funded interventions.

ROM services include 1) support to design of logframes, M&E and reporting systems; 2) ROM reviews for an external assessment; 3) support to results data collection. ROM reviews can be carried out for TEI component(s), or individual TEIs. Joint ROM missions can be organised upon request. Further information is available in the ROM Handbook.

Political steer and management of TEIs

Under the strategic guidance of CODEV on the joint engagements in a Team Europe approach, the political steer and management of TEIs should be part of a 'One Delegation/Embassy' approach and build on the existing coordination structures and ensure TEIs are a regular point in the exchanges.

Political steer

Under the strategic guidance of CODEV on the joint engagements in a Team Europe approach, the political steer and management of TEIs should be part of a 'One Delegation/Embassy' approach and build on the existing coordination structures and ensure TEIs are a regular point in the exchanges.

Management

'Management' refers to the coordination and implementation of activities, the overall monitoring of the TEI's impact and the joint communication. Each TEI will need to agree its own management mechanism according to the specificities of its context. The mechanism should be light and flexible, whenever possible using existing mechanisms of coordination among TEI participants. This can be set out in the joint intervention logic (see right column in example of annex 3.2) in line with the principle of subsidiarity[144].

3.2 Steer, management and coordination of Team Europe Initiatives

How to coordinate Team Europe Initiatives

Under the strategic guidance of CODEV on the joint engagements in a Team Europe approach, the political steer and management of TEIs should be part of a 'One Delegation/Embassy' approach and build on the existing coordination structures and ensure TEIs are a regular point in the exchanges. Without prejudice to the specificities of each TEI – there are some key aspects and terminology relevant for the steer, management and coordination of TEIs that can provide guidance for the management, steer and coordination of TEIs in a non- binding way. In this context two key roles are:

- To provide 'political steer', which refers to the political orientation of a TEI, the decision on strategic lines of action and of communication, and the operational use of the political leverage of the TEI in the dialogue with partner countries and the rest of development and political actors.
- To provide 'management', which refers to the coordination and implementation of activities, the overall monitoring of the TEI's impact and the joint communication. Each TEI will need to agree its own management mechanism according to the specificities of its context. The mechanism should be light and flexible, whenever possible using existing mechanisms of coordination among TEI participants. This can be set out in the joint intervention logic (see right column in example of annex 3.2) in line with the principle of subsidiarity[145] .

Naturally, where coordination mechanisms and structures are already in place, these should be kept or optimised. For the avoidance of doubt, the suggestions and best practices presented here are without prejudice to, and do not affect, the respective EU and Member States' competences and decision-making processes (including programming[146]). The principles and provisions of the Treaties and other EU legislation prevail.

Principles

Each TEI design should take the following into account: (i) the set-up should be as simple as possible and retain flexibility, in particular so that other Member States, financial institutions, Member States' export credit agencies and/or multilateral banks and the European private sector can join the TEI over time; (ii) as a general rule, TEI implementation at country level should build on the institutionally accepted coordination role of EU Delegations; and (iii) . actors involved in regional TEIs should also take into account relevant country TEIs, so as to ensure complementarity, cross-regional coordination and maximum impact

TEI partners will need to assess how mapping, establishing and/or facilitating productive relationships between TEI participants with relevant counterparts in government, regional bodies, and other partners can be done in a more coordinated and impactful way without duplicating efforts, and based on EU policy priorities.

144 Country TEIs will be managed at country level, usually by the EU DEL, and multi-country/regional TEIs will be managed also at country level as much as possible, while guaranteeing the overall oversight and direction of the process by HQ

145 Country TEIs will be managed at country level, usually by the EU Delegation, and multi-country/regional TEIs will be managed also at country level as much as possible, while guaranteeing the overall oversight and direction of the process by HQ.

146 A TEI is the sum of a number of coordinated, but mostly independent, components funded and implemented by different participants in the TEI. TEI participants are solely responsible for the decision-making processes of their own components.

The Team Europe approach is not about creating legal obligations; it is a European coordinated approach to deliver a higher impact in the spirit of working better together. Country and Regional Teams can take the initiative and are in the lead for individual TEIs. CODEV exchanges on horizontal issues at aggregate level on the Team Europe approach. It will be regularly informed on progress. In addition, TEI participants should work towards a mutually reinforcing relationship between joint programming and TEIs to avoid duplication and to create efficiencies.

Setting-up TEIs coordination/implementation mechanisms

It is proposed that each TEI should have a steering group and a management group. Existing European coordination structures led by the EU at country and regional level provide the main basis to utilise. At regional level, existing HQ/Capitals expert(s) or ad hoc working groups could form the basis for the TEI management group, but it needs to be recognised that the high needs for steering and managing regional/continental TEIs require an agreement on burden-sharing by the participants in the TEI, where the Commission services/EEAS shall retain a strong coordination role and overall steering of issues. In general, as far as possible, it should not be the same individuals participating in steering and management groups and participation should be aligned with hierarchy in each participant in the TEI. However, they may collectively decide to combine elements of the two groups if relevant to the context of a TEI.

In addition, it is likely that the TEI will need a support function (in technical and/or logistical terms) to facilitate the work of the management group in the form of a 'secretariat'. Following the agreement of all participants in the TEI, they can either fund or take on the TEI support role[147]. If this role is taken on by a Member State, it must be funded by the Member State and the Commission has no obligation to co-fund this role. The TEI support role does not replace the collective responsibility of coordination.

The following activities could be envisaged delivered by each level of the set-up:

The steering group could:

- Provide and outline the longer-term vision of the TEI in consistency with the programming strategic orientations, while also help building/disseminating the political narrative about the TEI.
- Facilitate the dialogue with the partner country/region, including preparation and delivery of country-tailored joint messages to support the TEI ambition,
- Outline and join specific, country-led political and policy dialogues that should take place during the implementation period with national stakeholders.
- Provide informative updates as and when relevant/requested to Council working groups.
- Assess, in consultation with respective HQs/Capitals, any requests received from non-EU development partners or multilaterals to join the TEI.
- Consider results and recommendations of reviews and evaluations to maximise effectiveness and efficiency of the TEI.
- Organise high level TEI-visits.

The management group could:

- Organise regular coordination meetings with all partners who contribute financially.
- Organise regular coordination meetings with beneficiary countries/regions on the implementation of the TEI.
- Ensure annual reporting on the TEI's implementation at the level of expected results and impact.
- Develop a joint understanding of how and when to communicate on the TEI, in consultation and coordination with the relevant communication unit.

147 Ideally, the financial contribution should be over some time and at least 10% of the volume of TEI.

- Develop, agree and review the JIL to ensure that it remains fit for purpose as needed.
- Undertake joint missions to visit components of a TEI.
- Ensure regular exchanges with European political counsellors, trade counsellors etc. at country level.
- Assess, in consultation with respective HQs/Capitals, any requests received from non-EU development partners or multilaterals to join the TEI.
- Take action on results and recommendations of reviews and evaluations to maximise effectiveness and efficiency of the TEI.

The TEI support role could:

- Organise, chair (or co-chair) and provide follow up to TEI management meetings.
- Provide a support link between the management group and the political steer level.
- Support drafting of key elements of the TEI for discussion and agreement by the management group, for example, the joint intervention logic, joint positioning to be used in sector dialogue, inputs to press releases.
- Liaise with pillar leads where they exist to link the different pillars and components of the TEI to each other, encouraging overall TEI coherence.
- Maintain a financial overview of the TEI and follow up with participants in the TEI in the frame of their respective programming on potential contributions.
- Maintain the mapping country/regional TEIs that are active in the same areas/sectors and, under the authority of the management group, proactively liaise with these to ensure complementarities/synergies across TE activities.
- Organise joint reporting or other monitoring and evaluation activities, including data collection and data sharing related issues.
- Logistically organise joint missions and joint policy dialogues with relevant stakeholders including civil society, parliaments, private sector, etc.
- Support outreach at the technical level with beneficiary countries/regions for the implementation of the TEI.
- Act as the TEI focal point for the INTPA, EEAS and ENEST/MENA/FPI TE Secretariat.

Examples of country/regional TEI management structures:

Regional TEI for LAC "Partnership on Justice and Security"

Two-level structure: a political level (political steering committee) and a management level (management committee/core group), DG INTPA B1 supporting and in charge of the overall coordination and follow-up. The governance structure follows a "whole-of-TEI" approach and will facilitate cooperation and coordination among members across the TEI's objectives, so to avoid working in silos.

Political steering committee (Directors from line Ministries)

Role: to provide the political orientation of the TEI, to foster a more strategic partnership between EU and LAC on justice and security. The political steering committee advises on the strategic lines of action, including communication and the political leverage of the TEI in the dialogue with partner countries and key stakeholders in the LAC region.

Functions:

- To set the strategic lines of action of the TEI;
- To approve TEI working documents;
- To agree on possible joint projects/cooperation initiatives in LAC;
- To agree on strategic communication initiatives with LAC counterparts;
- To supervise overall implementation progress and results;
- To facilitate opportunities for bi-regional dialogue and cooperation.

Members (director level):

- INTPA B1, INTPA G5
- EEAS (Regional Affairs Americas 1)
- Other EC DGs: HOME, JUST, FPI, OLAF
- Ministries from MS members of the TEI

Permanent chair: INTPA B1 and the EEAS (Regional Affairs Americas 1); the chair guides the political steering, calls for meetings, define the meeting's agenda in consultation with the members.
Updates on TEI work to be shared with EU MS during COLAC or/and CODEV meetings.

Frequency of meeting: 1 or 2 per year.
Whenever possible, political steering committee meetings will be organised back-to-back to high-level sectoral and political events. This will allow for greater visibility and focus on the common policy agenda, as well as more efficient organisation and logistics.

Management committee/core group (representatives from line Ministries/implementing agencies level):

Role: to bring the political steering committee decisions forth, to supervise the implementation of the TEIs, to facilitate coordination and exchanges among its members.

Functions:
- To analyse priority areas of work, fostering synergies and promoting cooperation projects in LAC;
- To continuously update TEI documents and financial mapping to identify common initiatives in LAC and foster new actions;
- To report on the implementation and the progress of projects identified under the TEI;
- To agree on joint messages and communication channels;
- To agree on possible joint activities (e.g. seminars, events);
- To facilitate information sharing and coordination among the TEI members.

Members (operation and managers level):
- INTPA B1, INTPA G5
- EEAS (Regional affairs Americas 1)
- Other EC DGs: HOME, JUST, FPI, OLAF
- Designated representatives from MS (from Ministries and/or implementing agencies, to be defined by each MS)
- EU agencies (EUROPOL, EUROJUST, CEPOL, EMCDDA, FRONTEX): these agencies will participate if concrete topics related to their area of competence are discussed during the TEI meetings.

Permanent chair: INTPA B1, in coordination with EEAS and relevant EC DGs: it guides the management committee, in coordination with the MS holding the TEI's co-chair.
Rotating co-chair by MS: in coordination with the permanent chair, it calls for meetings, defines the meeting's agenda in consultation with the members. The rotating co-chair has a duration of 6 months. The co-chair is appointed on a voluntary basis, based on MS involvement in the sector and level of contribution. The 6-months period should allow for all members to assume the co-chair during the implementation of the TEI.

TEI members can establish "thematic working groups" to focus on particular topics/areas of security and justice under the TEI three specific objectives, or to deal with a particular aspect of the implementation –

e.g., for the preparation of a specific event. The working groups can be established on a needs and demand basis and report to the management committee.
Frequency of meeting: 2 or 3 per year

Coordination
Role: Support the TEI on day-to-day operations
Functions:

- Organisation of meetings (political steering committee, management committee meetings and possible ad hoc meetings with LAC counterparts);
- Liaise with TEI members to facilitate exchange of information;
- Keep the relevant information and documentation updated (e.g. financial mapping, etc);
- Consolidate and update outputs as needed;
- Support communication efforts (communication and visibility products).

Members: (operation and managers level):

- *INTPA Unit B1, with the support of technical assistance (e.g. the current ad hoc TA for the LAC TEI, or support from EU Programmes (e.g. future El PAcCTO 2.0).*

In several partner countries, Team Europe approach groups also decided to create, in addition to the management and steering group recommended by the present guidance, a technical-level, 'TEI focal points' working group, to allow for more sector-level discussions and coordination between Team Europe approach programme managers in charge of the TEI-contributing programmes. The creation of this working group is entirely optional, it depends on the needs and demand from the TEI participants group at country level.

In **Rwanda**, TEI participants have drafted Terms of Reference for an (optional) TEI focal points group. TEI focal points are designated by each individual TEI participant and should ideally be the manager(s) of one or several key programmes contributing to the TEI. Taking this as an example, TEI focal points could:

- Establish a TEI focal points mailing list and WhatsApp group (for events sharing).
- Develop and review the Joint Intervention logic, where needed.
- Update the TEI mapping, where relevant/ needed.
- Designate specific leads by TEI objective or TEI pillar, based on the number of contributing programmes, their level of expertise in the area and their capacity to take on the role. The role of TEI leads would be to suggest (via the mailing list or WhatsApp group) TEI focal point meetings, when seen as necessary/ appropriate; as well as to "lightly" coordinate (notably remind TEI members to provide input/ feedback about) joint positioning, mapping, reporting and visibility actions related to their TEI objective. They would also be responsible for liaising with the management level, where needed.
- TEI focal points would meet upon request from TEI leads to discuss operational, technical, or sector-level issues related to the TEIs. These meetings may be linked to (organised ahead of or in the aftermath of) an existing, broader sector DP coordination meeting.
- Ensure that key stakeholders (incl. project implementing organisations, CSOs, private sector…) are involved in the discussions where useful and appropriate. Existing consultation mechanisms (e.g. around the joint CSO roadmap; planned project consultations, etc) should be used as much as possible, to that end.
- Formulate joint sector/ technical level messaging – which may be brought up to the HoCs level by TEI leads for cross-TEI messaging, where needed/ appropriate.

- Organise joint TEI project visits and other project-based joint monitoring & visibility activities, in close coordination with TEI members' comms teams and press officers.
- Ensure TEI financial reporting – by using the new TEI flags when encoding their programmes within existing OECD DAC CRS and IATI systems.

For country TEIs

Heads of Mission will provide the political steer to country TEIs and link them to political/policy dialogue, public diplomacy actions and overall communication. All TEI participants financially contributing to the TEI should 143 Country TEIs will be managed at country level, usually by the EU DEL, and multi-country/regional TEIs will be managed also at country level as much as possible, while guaranteeing the overall oversight and direction of the process by HQ ideally be part of the political steering discussions. Heads of Mission support to the TEI concept note provides the signal for design work to start – the format of this agreement to be decided at country level building on existing mechanisms i.e. point in a regular Heads of Mission meeting. Subsequent Heads of Mission agreement on the joint intervention logic will provide the basis for the launching of the TEI and its implementation.

Heads of Cooperation should facilitate the co-creation of TEIs, coordinating the TEI design work and monitoring the TEI results. All Member States and EU DFIs financially contributing to the TEI should ideally be part of the key management discussions. Member States and EU DFIs should be encouraged to take on a leadership role for different aspects of the TEI drawing on their expertise and knowledge (possible policy leads). The management discussions on TEIs should use existing Heads of Cooperation coordination mechanisms, potentially expanding these as needed to ensure the involvement of all TEI participants (resident and non-resident) at equivalent level.

For regional TEIs

For regional and any eventual global TEIs, the management will rely on the competent geographical/thematic unit/service. In these cases, as there are no pre-existing structures to manage the TEI, it is recommended that a TEI coordinators are created within the competent units. It is necessary also that the TEI design document defines how the coordination with TEI participants will happen and the linkages to country level components, while ensuring a light and functional approach. The political steer will be given through regular meetings of geographic directors of the TEI participants (for the EU: EEAS, INTPA,ENEST,MENA, and FPI).

Regional public technical cooperation programmes already in place could serve as secretariats of regional TEIs, if relevant and agreed among TEI participants, supporting EU-led policy dialogues by leveraging existing structures and mechanisms such as 'Mesas país'.

The **Partnership for Justice and Security TEI** responds to EU-LAC shared challenges in the area of security and justice: violence and crime are some of the most pressing problems affecting Latin American society and organised crime originating in LAC has a direct impact on EU security. The answer lies in strengthening of bi-regional partnership and cooperation at all levels of criminal justice chain. The global objective of the TEI is to establish an effective EU-LAC partnership on strengthening the rule of law and fight against organised crime, fostering citizen security and stability in LAC and in Europe. To achieve that, the TEI relies on EU-funded EL PAcCTO programme (second phase) for its secretariat, supporting the TEI and leveraging structured and already stablished dialogue mechanisms to strengthen bi-regional policy dialogues on justice and security.

Human Resources and Technical Assistance

To guarantee coherence and coordination among the TEI's activities and effective joint communication, when possible, the lead coordinator would need to dedicate personnel specifically to the management of the TEI. The resources needed for coordination should be anticipated from the design phase to ensure they are successfully mobilised.

Available HQ support

For support on designing of TEIs, the first port of call should be thematic units of each DG. For instance, mainstreaming gender equality in the design of TEIs will be key to supporting our collective commitments under the EU's Action Plan on Gender Equality and Women's Empowerment in External Action 2021-2025 (GAP III) and the thematic units covering gender can provide support on this. Equally, support to Delegations on private sector issues could be provided by the relevant thematic units through existing Technical Assistance facilities and the Sustainable Business for Africa network.

3.3 Top tips on launching a Team Europe Initiative

- **Ensure the TEI is part of your strategic communication plan**

  In line with the new approach to strategic communication and public diplomacy, the aim is to communicate in a coherent manner and use Global Gateway underpinned by TEIs as a vehicle to bring us closer to key overall political objectives.

- **Liaise with the relevant HQ comms team**

  Ensure that your regional communication officer liaises early in the process with HQ counterparts from EEAS StratComm/MENA 03/ENEST 01/ INTPA 02/FPI 5 to ensure they are informed and involved early on - before you decide on a date and format.

  This is particularly crucial for flagship TEIs as these have high political importance and require Global Gateway branding with the potential for high level political attendance/involvement.

- **Launch together as actors following a Team Europe approach**

  TEIs are joint EU-Member States-(E)DFI initiatives and should be launched collectively with the participation of all contributing TE members, led at the highest possible level, and be presented as representative of what Europe stands for and offers to the country.

- **Tag onto an important event or organise your own event to launch the TEI**

  Consider whether the launch can be done in connection with a summit, high level mission, national event or equivalent high-level political event.

  Timing is important and should reflect on your strategic calendar and national context. Ideally, the launch would be followed up by direct action on the ground.

  Depending on the type of event you foresee (in presence, hybrid or virtual) promote actively and share your invitations/links with all interested stakeholders, including Brussels HQ, in particular INTPA 02, D1 or on the TE platform.

- **Include a high-level partner country representative**

  Strongly consider whether a partner country representative (e.g. a relevant minister) can take part and make a statement, as well as other relevant heads of stakeholders, such as CSOs, local authorities and national and international private sector – this also goes for regional TEIs.

- **Focus on target audiences**

  Identify key target audiences, partners and beneficiaries and demonstrate how the EU actions are relevant for them through concrete success stories.

- **Develop joint messaging**

  Agree on key political messages with the Member States and other participating TE members to make sure that everyone's press announcements and social media outreach are aligned. The narrative should focus not only on what we will do, but why. This includes emphasising shared values, interests and objectives, while considering the country's needs.

  Stress also the importance of the Team Europe approach. The Team Europe approach should be presented as a means to deliver on our international commitments and as the backbone of Global Gateway. By working together, we achieve greater impact.

  When possible, back your statements with facts and figures to show TE´s impact and our financial commitment for TEIs. Figures should support the message, but not replace it.

- **Be visual**

  Visuals help people grasp concepts easily. Powerful visual create strong impressions and lasting memories. Think of pictures, videos and graphics that can be used for media outreach and public campaigns.

  Plan your footage and get your launch event, field visits or important meetings with local stakeholders filmed. This can be achieved by working with Europe by Satellite (EbS), the EU's TV information service, or a local contractor. This can be use not only for your website, but also shared with the local audiovisual media to complete their reports. You can also work directly with the invited audiovisual media.

  In parallel, regular photos should be taken that could be proposed to local media and used for your and INTPA's social media posts.

- **Use the visual identity of Global Gateway.**

  This rule applies for any press and promotional material. Global Gateway visual identity should be used in all communication activities. This should be accompanied by the #TeamEurope hashtag.

- **Reach out to local and online media**

  Organise a press conference. Choose carefully your day and timing. Make sure that it doesn't collide with any other big events/announcements in the country concerned, or important international developments. Invite journalists from a wide spectrum of media.

  Organise an interview for a prominent written or online publication or find an interesting interview or op- ed opportunity.

  Invite audiovisual media to the launch event or organise a press trip on the ground and have the TEI launch included in a local news broadcast. Consider preparing a joint press pack/press briefing to support your media outreach.

- **Engage with social media**

  Tell a good story and use your visuals. In the world of social media, visual content is more likely to get shared. The same goes for the articles that feature an image.

Use the same hashtags on social media: #GlobalGateway and #TeamEurope are the commonly-used hashtags, but it should be tailored to the language of the country when relevant: in francophone countries: #EquipeEurope and in Spanish-speaking countries: #EquipoEuropa. You can also agree on an additional hashtag that adds the name of the partner country; for example, in Kenya, the TE group uses #TeamEuropeKenya.

Examples of social media engagement include X (formerly Twitter) threads, explaining how TEI will be rolled out in the country (areas of cooperation, figures, expected impact), a X (formerly Twitter) chat for experts, a X (formerly Twitter) Space Q&A, a Facebook live with the Ambassador or a Facebook Canva presenting TEI and how it served our shared objectives for a greater impact.

3.4 Financial Tracking of Team Europe Initiatives

Guidance (as of 13/06/2023)

1. Target group

This Guidance refers to the reporting on all Team Europe Initiatives, addressing mainly (1) technical staff in charge of institutional reporting to existing platforms – OECD's Creditor Reporting System (CRS), the International Aid Transparency Initiative (IATI) standard and Total Official Support for Sustainable Development (TOSSD) – and (2) operational staff inserting interventions into the internal systems.

On the side of the Commission, the institutional reporting responsibility lies mainly with INTPA, whereas operational staff in Headquarter services and Delegations flag interventions in the internal system as contributions to Team Europe Initiatives where appropriate.

On the side of the EU Member States and other actors following a Team Europe approach (centrally and at the level of their publishing organisations), it addresses the statistical services in Headquarters in charge of adapting the reporting systems to allow for a flagging of Team Europe Initiatives, as well as operational staff in Headquarters and on the ground who will have to flag the contributions to Team Europe Initiatives in their systems.

2. Background

Tracking financial contributions to Team Europe Initiatives (TEIs) showcases their impact in development cooperation, contributing to transparency and accountability and providing visibility to the work of the European Union and its Member States. TEIs are the sum of several coordinated, but mostly independent interventions implemented by individual actors following a TE approach under an agreed Joint Intervention Logic. The joint tracking of, and reporting on, these financial contributions is one of the requirements of the Council Conclusions on Team Europe of 23 April 2021, which called upon 'Team Europe members to closely coordinate and jointly design, implement and monitor Team Europe Initiatives in an inclusive manner'. Global Gateway is developed and delivered mainly through Team Europe Initiatives, which makes the reporting on financial contributions to TEIs even more relevant. The workstream on financial tracking of TEIs is closely linked to the workstream on results monitoring (TEIs – Monitoring, Reporting and Evaluation (MORE) Framework).

Actors following a TE approach have been asked through the EUDGx meetings to set out indicative financial commitments to the TEIs in which they wish to participate, which have been collected manually. To track the disbursement of such financial contributions, a joint mechanism for monitoring and reporting has been established for all actors following a TE approach through an inclusive process. This relies on existing reporting mechanisms for development assistance with automatic features as much as possible, complemented exceptionally by manual processes only where possible and necessary. The ambition is a mechanism that is inclusive of all actors following a TE approach, ensures a high degree of standardisation in reporting, robustness of data and comprehensiveness of the type of available information per contribution as well as consistency with existing reporting on development assistance in general, all while keeping the additional reporting burden for actors following a TE approach to a minimum.

Following an extensive bilateral outreach by the Commission to other TE approach actors, resulting in individual exchanges with 23 Member States which were available as well as the European Investment Bank (EIB) and the European Bank for Reconstruction and Development (EBRD) in November/December 2021, the Commission drafted a concept paper outlining the technical options and proposals for a joint financial tracking system. This was discussed during a dedicated virtual workshop on 24 January 2022, which was attended by more than 70 participants from EU Member States, EIB, EBRD, IATI as well as the Commission (INTPA D1, D4, R2) and EEAS. Based on the concept paper, the discussion at the workshop as well as written feedback submitted by actors following a TE approach afterwards, the Commission has prepared this guidance note, which is to assist actors

following a TE approach with the technical aspects of financial TEI tracking and ensure coherence. It is a living document which will evolve based on the needs of the actors following a TE approach. The Commission can furthermore offer training on financial TEI reporting for all actors following a TE approach as well as technical assistance and coaching on a demand basis.

3. Eligibility of financial contributions

TEIs are arranged by pillars of action and will not have an overarching independent budget but are made up of different components that are each funded by one or more TE approach actors:

- A financial contribution by an actor following a TE approach is any contribution for which a financial value can be estimated; this can include in-kind contributions as appropriate.
- The contribution could be through any implementation modality, such as grant, loan, guarantee, blended finance and technical assistance.
- It must come from the national budget or own balance sheet of that actor following a TE approach actor, e.g. if a Member State's implementing agency is managing EU funds through delegated cooperation, this would not count as a financial contribution on the part of that agency. Co-funding or pooling resources is not required for Member States' contributions to TEIs[148].
- TEI components can include already ongoing interventions (projects and programmes) as well as new ones created as a contribution to a TEI within the Joint Intervention Logic.
- They can be counted as financial contributions to TEIs within the framework of this monitoring mechanism for disbursements starting from the year 2021.

4. Use of reporting standards

For tracking of the disbursement of financial contributions (ODA and non-ODA) to TEIs, three reporting standards will be used in parallel and in a complementary fashion:

- OECD-DAC's Creditor Reporting System (CRS),
- International Aid Transparency Initiative (IATI) standard,
- Total Official Support for Sustainable Development (TOSSD).

All three reporting standards envisage a relevant keyword field or similar that should be filled in to flag the disbursements as contributions to TEIs. All actors following a TE approach will need to operationalise this through a TEI keyword/flag/tag[149] in their internal reporting systems (see Section 5).

4.1 OECD-DAC's Creditor Reporting System (CRS)

The **coverage and quality** of the OECD-DAC's Creditor Reporting System (CRS) is not matched by any other system. It presents centrally validated data on development assistance from all actors following a TE approach, showing official development assistance (ODA) as well as other official flows (OOFs).

The targeted reporting on TEIs in the CRS is possible through the existing keyword field, which was established in the context of COVID-19 reporting and has been opened up for different purposes following a discussion and written procedure at the Working Party on Development Finance Statistics (WP-STAT). The DAC Secretariat put forward a proposal[150] to extend the use of the keyword field, suggesting a 'hybrid' approach to allow for

148 This means that if a Member State is implementing a TEI-related project fully through delegated cooperation, this Member State's financial contribution to the TEI amounts to 0. If, for instance, EUR 10 million are provided by the MS and EUR 90 million come from the EU as delegated cooperation, this Member State's financial contribution to the TEI accounts for EUR 10 million. If it is the other way round, the Member State's contribution amounts to EUR 90 million.

149 For reasons of simplicity, this note will mostly use the term "keywords" but should be understood as referring to "flags" or "tags" at the same time, as appropriate in the given context.

150 https://one.oecd.org/document/DCD/DAC/STAT(2021)38/en/pdf

two types of keywords: agreed keywords ('hashtags', to be approved by WP-STAT and valid for all members) and spontaneous keywords (freely chosen and reported by members). This approach creates the necessary flexibility to host financial TEI reporting through a spontaneous TEI keyword

Given its characteristics, CRS data is currently the most appropriate basis for an aggregate reporting on contributions to TEIs. The following types of data (among others) can be differentiated:

- Recipient (country/region/unallocated)
- Sector
- Type of aid (budget support, project-type interventions, experts and other technical assistance etc.)
- Channel (public sector, private sector institutions, NGOs & civil society, multilateral organisations etc.)
- Flow (ODA grants, ODA loans, OOFs)
- Year

Beyond that, private finance mobilised from the private sector by the official sector is also of relevance to the financial tracking of TEIs. Due to confidentiality concerns, OECD only publishes such data at aggregate levels which would not allow to identify contributions to TEIs even if development partners flag them with a keyword in their CRS (and TOSSD) reporting. However, OECD has agreed to share an overview of the actors following TE approach data on mobilised private finance broken down by keywords with the Commission once available. Therefore, all actors following a Team Europe approach should flag the mobilised private finance with the TEI keyword(s) as appropriate in their reporting. The Commission intends to take this data into account in its Team Europe approach reporting on financial contributions to TEIs, using the data at an aggregate level.

The extraction of contributions to TEIs from the CRS is only feasible based on a comprehensive CRS datafile available on the OECD Data Explorer website for downloading; contributions are not directly visible in the online database itself. This means that retrieving this data requires expert skills and time. The Team Europe Explorer facilitates the search for relevant interventions (projects/programmes) and disbursements for the users through a TEI flag. However, it does not display a complete picture of contributions to TEIs as it can only reflect the ODA data reported to the OECD's CRS and IATI as far as it is flagged as contributing to TEIs by the actors following a Team Europe approach, not the OOFs or complementary manually reported elements.

4.2 International Aid Transparency Initiative (IATI)

The IATI standard provides a more flexible way of reporting than the CRS, richer information (e.g. on contracts, interventions and results if these are provided by the publisher) and a higher frequency in reporting. Moreover, it provides a more user-friendly tool (d-portal) to search data in the database, which enables users to find data on TEIs autonomously. Drawbacks of the IATI standard are that the data is not fact-checked centrally and that about half of the EU Member States are not reporting to IATI yet[151]. While CRS reporting is managed centrally by each EU Member State, IATI reporting is managed at the level of each publishing organisation, i.e. a relevant ministry, implementing agency, EU DFI or NGO. This means that for a given Member State, the reporting may not be exhaustive.

Upon the Commission's proposal, the IATI Secretariat has established a tag vocabulary for TEIs in IATI in March 2023, which enables publishers to tag their contributions to TEIs as such in their IATI reporting. The same TEI keyword(s) is (are) to be used here as in CRS reporting, and the types of data listed above for the CRS are also available in the IATI database. For a detailed explanation on publishing IATI data for TEIs, see Annex.

Increasing the number of reporting Member States and publishing organisations will be essential for using IATI for the purpose of TEI reporting in a broader manner. The plan of the IATI Secretariat to introduce a simplified reporting based on an Excel sheet may facilitate this process. Financial TEI reporting could be a good

151 For publishing in IATI, it is not required to be a member of IATI.

opportunity for more Member States and organisations to start reporting to IATI. The Commission can provide technical support (coaching, mutual learning) to assist Member States and their organisations wishing to do so. The aim is to increase the rate of actors following TE approach reporting to IATI to a robust level.

IATI can complement the CRS for financial reporting on TEIs, in particular to have more up-to-date and more detailed information on relevant contributions.

4.3 Total Official Support for Sustainable Development (TOSSD)

Total Official Support for Sustainable Development (TOSSD) is the only statistical measure capturing the total efforts contributing to the Sustainable Development Goals (SDGs). Reporting on TOSSD also contains a keyword field like the one in CRS reporting, which is being used for reporting on the COVID-19 response as well as on climate mitigation and adaptation. In April 2022, the International TOSSD Task Force agreed to extend the use of keywords to user-defined ones in addition to the pre-determined ones managed by the TOSSD Secretariat. This also allows for one or several TEI keywords to be included.

The information on TEIs through TOSSD reporting is expected to be largely like that through CRS reporting, but in a more coherent format. Moreover, TOSSD has the potential to capture non-ODA eligible funding from (E) DFIs and export credit agencies more comprehensively than the CRS. Most Member States have put in place the tools to use the potential of TOSSD.

In view of the above, actors following a TE approach are encouraged to use the TEI keyword(s) in TOSSD reporting. This will allow to further mainstream TEI tracking now and lay the foundation for the longer-term ambition to conduct aggregate financial TEI reporting based on TOSSD. The financial tracking of TEIs in TOSSD does not represent a significant additional burden to Member States who already put this in place in their CRS reporting.

5. Implementing the TEI keyword in internal reporting systems

To report on financial contributions to TEIs through the keyword field or tag field to all three of the above-mentioned standards, actors following a TE approach need to implement a TEI keyword in their own internal reporting systems. In this process, it is important for each actor following a TE approach to see at which level this keyword can be operationalised, and whether one single keyword (a binary flag, i.e. 'TEI000') or rather a variety of unique keywords with codes referring to the individual TEIs (i.e. 'TEI001', 'TEI002' etc.).

5.1 Level of operationalisation of the TEI keyword

When operationalising the TEI keyword in their internal reporting systems, each actor following a TE approach can choose the level of granularity depending on the nature of their financial contributions to TEIs and their reporting capacities. The term 'intervention' will be used here as a general term that can be read as action, activity, project or programme. It is possible to flag the whole intervention as a contribution to a TEI or to flag only a part of the intervention which is relevant to a TEI.

In their decision on how they would like to implement the TEI keyword internally, actors following a TE approach should avoid over- and under-reporting to the extent possible, by using as much granularity as feasible for accurate reporting. In cases where available information or reporting granularity are not sufficient, actors following a TE approach should make a sound judgment on the most adequate reporting. It should be considered that a slight over-reporting would be preferable to a substantial under-reporting on TEIs, given that this does not affect the amount of total development assistance reported under the three standards but only the share attributed to TEIs. This guidance does not prescribe any fixed criteria in the form of percentage shares in this regard.

In the CRS, the parts of an intervention can be disaggregated into several lines (multiple submission), each with an individual CRS identification number. In IATI, the TEI tag is to be reported at the level of the IATI activity. The Commission can offer support and organise exchange of best practices on the internal operationalisation of the TEI keyword (with examples) clarifying how to flag interventions as contributions to TEIs.

For information, the Commission has implemented a binary TEI flag in its internal system at action and contract level (i.e. commitment level 1 and commitment level 2). This flag will always refer to the whole contract and will thus apply to all disbursements under the respective contracts. This is because it is expected that any Commission-funded contract whose outputs contribute to a TEI will usually do so as a whole, meaning that flagging whole contracts should not imply over-reporting of the Commission's contributions to TEIs.

5.2 Choice between binary TEI keyword and specific codes referring to individual TEIs

The financial reporting on TEIs based on a single TEI code implemented internally through a binary TEI flag (yes/no), i.e. 'TEI000', allows to differentiate contributions by several types of data as specified above under CRS reporting and IATI reporting, including by recipient and by sector. In cases where there is only one TEI in one country and sector, this would allow to retrieve financial information related to an individual TEI. However, in general, it would not necessarily allow to attribute all the contributions to individual TEIs in a fully automatic manner: The keyword only marks them as relevant for TEIs as such, not for specific TEIs, and the expectation is that the differentiation by types of data would not be sufficient for a definite attribution of all financial contributions to individual TEIs given that there can be several TEIs in one country (including national and regional ones) in potentially overlapping sectors.

To automatically attribute all contributions to individual TEIs with certainty, the reporting would have to be based on a more sophisticated flagging, making use of many individual TEI keywords which draw on a list of unique identification codes for all TEIs (i.e. 'TEI001', 'TEI002' etc.), to be expanded whenever new TEIs are agreed. Implementing such an individual flagging of TEIs in internal systems for reporting to the available standards requires a very significant additional effort for actors following a TE approach and takes more time to become operational.

In light of the above and the comments received from actors following a TE approach, the Commission concluded as a compromise that all actors following a TE approach should, as a common minimum requirement, flag their contributions to TEIs based on a single TEI keyword, while actors following a TE approach who wish to take a more granular approach can use specific TEI keywords flagging individual TEIs. To this end, the Commission is providing an overview of all agreed TEIs, specifying their names and unique identification codes (spelling of the codes is essential). This overview is available to actors following a TE approach on Capacity4Dev (Team Europe group) and is updated on a regular basis. If all actors following a TE approach were able to flag TEIs individually, it would be possible to have aggregate reporting on individual TEIs.

Whenever else there is a need to know the total financial contributions (and mobilised private finance) to any specific TEI, for example as part of a case study or to publish certain examples, the management struc- ture of the respective TEI could collect the figures from all actors following a TE approach who are involved. The political narrative for the individual TEIs can also include non-financial contributions as well as financial contributions for which systematic tracking is not possible.

6. Special cases in financial TEI tracking

6.1 How can actors following a TE approach report on contributions channelled through intermediaries such as multilateral organisations, national and international NGOs?

Two types of channelled contributions need to be differentiated:

Firstly, an actor following a TE approach may contract with intermediaries to deliver a concrete intervention on its behalf, i.e. using earmarked funding. In that case, the actor following a TE approach can report the funding as a contribution to a TEI. For some actors following a TE approach, this may pose a challenge if they do not have complete visibility on the end-use of their funding to intermediaries. The actor following a TE approach will be responsible for requesting the necessary information from their intermediaries to be able to properly track their contributions to TEIs. They could make it mandatory for intermediaries to provide a detailed reporting on the use of funds. Asking intermediaries to report to IATI could be useful in this regard. TOSSD reporting by multilateral organisations and other public intermediaries can also help.

Secondly, actors following a TE approach habitually provide core/voluntary funding to multilateral organisa- tions and global funds which they can report as ODA and which the multilateral organisations then pool and use to fund their own programmes as they see fit. Such funding is, in principle, not counted as contributions to TEIs because it usually does not represent targeted funding by actors following a TE approach for a spe- cific purpose in a specific country/region under a specific joint intervention logic. EU Institutions' contributions to TEIs will not be imputed back to EU Member States. Should actors following a TE approach encounter a special situation in which such core/ voluntary funding does appear to be targeting a TEI, they are welcome to reach out to the Commission to find a solution for the reporting on a case-by-case basis.

6.2 How can guarantees be reported as contributions to TEIs, given that in most cases, they do not entail any actual transfer of money?

The disbursements reported in the CRS do not capture the provisioning of guarantees in a comprehensive manner (except in the rare cases where they have to be drawn upon). Where necessary, actors following a TE approach can submit their contributions to TEIs in the form of guarantees manually.

6.3 How can contributions to TEIs which are implemented in recipient countries that are ineligible to receive ODA be considered, such as in Chile or Uruguay?

Where necessary and where a need has been identified, a manual submission of data on contributions of on actor following a TE approach to TEIs in non-DAC recipient countries could potentially be envisaged.

6.4 How can contributions to TEIs be considered in CRS reporting if the respective EU Member State only reports to aggregate DAC tables / reports to the CRS in an aggregate way without being able to use keywords?

The Commission can confer with those few Member States bilaterally to support a more detailed reporting to the CRS, including use of the keyword field (potentially with technical assistance). If necessary, a manual submission of data could potentially be envisaged.

6.5 How contributions from (European) Development Financing Institutions ((E)DFIs) be considered?

The joint mechanism will naturally take (E)DFIs' disbursements for TEIs into account, preferably through the respective Member State's reporting to the CRS: (E)DFIs and ministries are expected to work together to ensure that the CRS reports prepared by the ministries accurately include the (E)DFIs' contributions to TEIs, being as comprehensive as possible. In those cases where (E)DFIs' TEI contributions cannot be captured in the CRS, an exceptional manual collection of such data through the respective Member State's ministry to complement the CRS data could be envisaged. It will be important to ensure that the data on funding provided by or implemented by the (E)DFIs will be coherent with data gathered in ministries internally (i.e. comprehensive and without double-counting). Similarly, there must also be no double-counting with the Commission's reporting.

6.6 How can contributions to TEIs which are not captured by the available reporting standards be reported manually?

A way of exceptional complementary manual reporting will be available to actors following a TE approach. Please note that manual reporting should only be used in cases where reporting to the CRS is not possible and a need for manual transmission of data has been identified by a Member State.

6.7 If a disbursement contributes to more than one TEI, how should it be flagged if the development partner makes use of individual keywords?

Contributions can only be flagged as contributing to TEIs in general (with the generic 'TEI000' code) or as contributing to one specific TEI with an individual code ('TEI001', 'TEI002' etc.), but any concrete financial disbursement cannot contribute to more than one TEI using several codes at the same time. If a contribution accounts to more than one TEI, actors following a TE approach should attribute it to the TEI which it fits best or split the amount between the relevant TEIs as appropriate (through 'multiple submission' in the CRS), if technically possible for them. If a TEI contributes to both a regional and a national TEI, it should be recorded as a contribution to the national TEI, in line with the principle of geographisation.

7. Timeline of financial TEI reporting

7.1 When does reporting on disbursements for TEIs start?

The reporting of TEI contributions can include disbursements from ongoing projects and programmes, marking them retroactively, as well as from new ones, and can be counted starting from the year 2021.

7.2 When does the Commission intend to publish consolidated aggregate reports on disbursements for TEIs of actors' following a TE approach?

As TEIs have gained traction as of 2022, the Commission is not reporting separately on financial contributions to TEIs for 2021 but intends to take those contributions into account together with the data for the year 2022. The Commission therefore intends to report total disbursements by actors following a TE approach for TEIs over the period 2021 and 2022 in 2024. Depending on the level and consistency of disaggregation throughout the reported data, an analysis differentiating contributions by recipient, sector etc. could be envisaged[152].

Annex to the financial tracking guidance: Publishing IATI data for Team Europe Initiatives (TEI)

In the IATI standard, using the tag field to indicate a link to a Team Europe Initiative will enable precision and confidence.

To do this, reporters of actors following a Team Europe approach[153]can access a 'code list' of all the TEIs.

This section provides guidance on the methodology to tag an IATI activity, alongside some Frequently Asked Questions.

Overview

This section provides guidance for publishers of IATI data, in terms of how to flag and identify activities that are linked to Team Europe Initiatives (TEIs).

152 It is not expected that a reporting on contributions for individual TEIs will be possible based on available data at that point (see section 5.2).

153 Actors following a Team Europe approach include the European Commission, 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).

IATI activities & TEIs

Organisations that publish IATI data do so principally through the units known as *activities*. An activity can represent various different units of aid, including a specific contract, project or a wide programme.

TEIs can be considered as a collection of activities, from a range of different actors, sharing a common goal and purpose. These can be new or pre-existing activities, dedicated to a specific TEI and its Joint Intervention Logic.

A core component of any IATI activity is financial data, including the amount of money that has been committed and spent to date.

A key metric for understanding the progress of any TEI is also financial data. Hence, IATI activities, and their associated transactions, can be of assistance to comprehending the fiscal progress of TEIs, alongside other sources.

Flagging IATI activities for a TEI: using the IATI tag

Any IATI activity will usually have a range of classifications and codes in place to indicate its modality, scope, geography and sectoral themes.

The IATI standard has a data field called tag, which enables for inclusion of *non-statistical classifications* classifications in any activity. For the purposes of the TEIs, the principal way to relate any IATI activity is through use of the tag.

Tag vocabularies

The IATI standard allows for organisations to include a tag in two ways:

- Using tags that are already on a published and shared list
- Using tags that are internal to the publishing organisation

In both these cases, the IATI publisher must declare a vocabulary from which the tag is drawn. For internal tags a 99 (or 98) vocabulary is used. For shared vocabularies, a dedicated number is assigned by the IATI secretariat.

In the case of the TEIs, a shared vocabulary is being employed, so that Team Europe approach reporters can have commonality. Hence, a list of TEI tags has been published and made available via the IATI Tag Vocabulary Codelist. The TEI code list is identified through the vocabulary code number 4.

The TEI code list

To assist Team Europe approach reporters, a list of all TEIs has been published.
This list is the comprehensive and authoritative source on all TEIs and is being managed by the European Commission (EC).
Each entry on this code list includes the following information shown in table 7.

Table 6: Information included in a TEI code list data entry.

Data field	Purpose	Example
Code	Unique code for this TEI	TEI048
Title EN	Title of this TEI in English	Green Deal – Renewable energy and sustainable energy
Title FR	Title of this TEI in French	Accord vert - Énergies renouvelables et énergie durable
Recipient regions/countries	Recipient of this TEI	Madagascar

What data needs to be included in an IATI tag?

The tag is a dedicated field in the IATI standard.

To tag an activity as relevant to a TEI, the following information shown in table 8 should be included.

Table 7: Information to be included in an IATI tag for TEIs.

Data field	Example	Requirement
Tag code	TEI048	Required
Tag vocabulary	4	Required
Tag name	Green Deal — Renewable energy and sustainable energy	*Optional*

In IATI data, organisations MUST include the code and vocabulary as a minimum, when using the tag field. It is not mandatory to include the name in IATI data, as the code in itself will support data users.

Accessing IATI activities with the TEI tag

When the TEI tag is added to IATI activities, there will be two main ways to search, identify and use this data.

- Using d-portal. The advanced search function enables a filter by specific tag vocabularies - meaning the TEI vocabulary will be directly part of the queries.
- The IATI datastore also allows for direct query, for those needing the raw XML, or spreadsheet, formats.

What happens when new TEIs are established?

These will be added to the TEI code list in a timely manner and announced to all stakeholders.

Generic TEI code (TEI000)

Alongside the specific TEI codes for individual TEIs, a generic TEI code - TEI000 - is also available on the code list.

This code should be used when a reporter's system or process of actors following a Team Europe approach producing the IATI data cannot support different values or when they prefer for another reason to keep their TEI reporting overall or their reporting on a given activity more general.

Multiple TEIs for one IATI activity

In some cases, it may be relevant that a single IATI activity is applicable to more than one TEI. In those cases, to avoid double-counting of contributions to TEIs, organisations should still only report one TEI code in the tag field – this can be the code of the most relevant TEI or the generic TEI code. If they would like to mention the codes of all the specific TEIs that this activity is contributing to, the organisations can optionally enter the relevant information as free text into the activity description (see also below). Another possibility applicable to more complex IATI activities would be to break them down in the reporting to create one- to-one mappings between the IATI activities and the TEIs.

Adding a tag to a financial transaction

Currently, the tag field is only supported at the activity level in the IATI standard, meaning it cannot be applied to specific transactions.

Supplementing with free text

It is also *encouraged* that Team Europe approach reporters use the narrative fields in any IATI activity to expand upon and explain the relationship with any TEIs. These include:

- Activity title
- Activity description
- Transaction description

Adding this information will support Team Europe approach colleagues to understand in more detail the relationship between the IATI activities and the TEIs. However, this MUST always be supported through use of the tag field, to make the formal linkage.

Technical guidance

Using the IATI tag element for Team Europe Initiative (TEI) flagging.

IATI tag elements and attributes

In using the tag element in IATI XML, the code and vocabulary attributes must be present.

In the IATI format - XML - this would be:

```
<tag code="TEI048" vocabulary="4" />
```

The narrative sub-element, i.e. the tag name, is optional, and is not required to transmit any meaning, as the TEI code list carries such information. However, this can also be included:

```
<tag code='TEI048' vocabulary='4'>
 <narrative>Madagascar Green Deal</narrative>
</tag>
```

Usage

The TEI tag element can be used alongside other vocabularies.

Example of an IATI activity with both TEI and UN Sustainable Development Goals (SDG) tags (note that the vocabulary numbering does not imply ordering):

```
<tag code="TEI048" vocabulary="4" />
<tag code="10" vocabulary="2" />
```

3.5 Monitoring and Reporting (MORE) of Team Europe Initiatives

1. Introduction

1.1 Purpose of this framework

This paper outlines the guiding elements of a Monitoring, Reporting and Evaluation (MORE) framework for the Team Europe Initiatives (TEI). This framework follows up on the Methodological note on TEI design, particularly its Chapter 5 which provides guidance on the Joint Intervention Logic.

The MORE framework is a key deliverable foreseen by the Terms of Reference (Appendix 1) for the Working Group on TEI Monitoring and Evaluation ('Working Group' or WG in further text), set up following the operational conclusions taken after the EU Development DGs (EUDGx) meeting. The MORE framework is endorsed by the Working Group, and it will be shared with CODEV and EU Development Directors-General (EUDGx).

This framework shall help actors following a TE approach to jointly monitor and report on their experience, results and lessons learned. It has been designed in a flexible and agile way so that the most relevant elements can be selected for implementation of each TEI. It defines the process, tools and standards for:

- Monitoring by partners at the level of individual TEI (Chapter 2),
- Aggregated reporting and public information on TEI results (Chapter 3),
- Evaluation (Chapter 5),
- Learning (Chapter 6).

Team Europe Initiatives aim is to strategically promote the EU, its Member States and financial institutions as partners of reference, and to increase the impact and visibility of European action. Monitoring, evaluation and learning are key to support collective engagement over time and underpin its communication. This will promote learning and enable evidence-based decision making.

While the MORE framework is addressed primarily to TEI members, it is understood that national partners – from the government, civil society and private sector in partner countries for external action – will play an important role in policy dialogue and analysis of Stories of Change and lessons learned. Presentation of individual and aggregate TEI results aims at increasing mutual accountability not only to the EU taxpayers, but also towards the EU's partners and target groups.

In line with the OECD DAC Guiding Principles - Managing for Sustainable Results, the objective is to enable TEI members to set up a coherent and integrated joint intervention logic and individually tailored monitoring and evaluation arrangements for the TEIs based on existing systems. As a second step, the MORE framework shall enable the EU to inform about TEI's contribution to impact on development progress in partner countries, in an aggregated manner, and thus increase its visibility.

The Working Group members will assess the need to update the MORE framework and its annexes annually.

1.2 Overview of Team Europe approach

Actors following a Team Europe approach are the EU, its Member States and their diplomatic network, finance institutions and implementing agencies, as well as the EIB and the EBRD.

The TE approach is a way of strengthening coordination, coherence and complementarities of actions to scale up European impact and raise Europe as partner of reference. In the process of jointly designing TEIs, TEI members are in line with the Council Conclusions of 23 April 2021. Showing progress against the expected results, including the transformative impact of TEIs and the added value of the Team Europe approach will be crucial.

The design of the TEIs is a balancing act of flexible cooperation arrangements between TEI members and the need to have a minimum common frame that keeps the TEI together. This common frame is envisaged as an overarching joint intervention logic for the TEI and its associated results.

As Global Gateway is delivered mainly through Team Europe Initiatives, the reporting on TEIs' results is even more relevant.

Updated information on TEIs can be found on the Team Europe Initiatives and joint programming Tracker and on Team Europe C4D TEI Frequently Asked Questions.

2. Monitoring of individual Team Europe Initiative

2.1 Purposes of monitoring

The purpose of monitoring individual TEI is to enable reporting and communication, support evaluation, learning and policy dialogue, as well as management decision-making in the field and HQ.

2.2 Joint Intervention Logic (JIL)

According to the Methodological Note on TEI Design, 'the joint intervention logic will lay out the theory of change through which the TEI interventions are expected to deliver their outcomes and impacts'. The logic should be aligned with national results frameworks, when available.

As explained in the Methodological note: The Council Conclusions on Team Europe (April 2021) underline that TEIs need to abide by the principles of transparency and accountability, sustainability, effectiveness and results, 'do no harm', country ownership and inclusive partnership'. In addition, good practice dictates that the joint intervention logic should be periodically reviewed to allow for adaptation.

Where a joint results framework exists, the TEI should draw elements to the largest extent possible from it. In practical terms, this may mean that the JIL and the joint programming Results Framework should be used, and even combined, to avoid duplicating country work streams.

2.3 Monitoring activities for individual TEI

The day-to-day monitoring of the implementation of interventions that are part of a TEI will be a continuous process and will follow the usual EU and MS standards and practices.

All TEI members will contribute to the TEI monitoring in their best capacities.

For every TEI, the following optional activities can be done jointly, depending on the local context and the actors' approach to monitoring:

- Having developed the Joint Intervention Logic (JIL), it is recommended that TEI members record baseline and progress values for the indicators included in the monitoring matrix. An example of a monitoring matrix is provided in Appendix 2. In addition, it is recommended that TEI members periodically update the JIL and the monitoring matrix with any new results and progress on the indicators from the individual components they manage, if relevant. This will enable them to monitor the extent to which TEI contributed to its planned results, specific objective(s) and impact. During implementation, the JIL will also be a tool for guiding and facilitating the design of new interventions around these common results and objectives. TEI members can also use the JIL to coordinate their messages and activities for policy dialogue. Moreover, monitoring of the JIL during implementation can include indicators from the national and other partner frameworks. It should also include any relevant indicator(s) selected from the list for aggregate result reporting (see Chapter 3).
- to enable management decision-making and promote learning on TEI implementation, its members can organise joint monitoring activities for assessing relevance, effectiveness, efficiency, as well as the TEI value added and adequacy of the joint intervention logic. TEI members can conduct this joint monitoring as an internal self-assessment, at their regular coordination meetings, or they can also use technical assistance support for example through EU-funded support measures or the Result Oriented Monitoring (ROM) contract managed by the European Commission services, under the Neighbourhood, Development and International Cooperation Instrument (NDICI). These activities can include, for example:
  - Joint planning and management of monitoring visits (e.g. coordinated missions with mixed teams, jointly prepared TOR, etc.);
  - Use of jointly agreed methods / tools, such as assessment criteria and questions;
  - Joint analysis and dialogue on monitoring findings and recommendations (e.g. joint reviews);
  - Joint decision making on follow-up actions based on the monitoring findings. The draft ToR for these activities is provided in Appendix 3.
- At the level of individual interventions/components, TEI members will conduct their own standard, more in-depth monitoring activities, as usual. The progress reports and lessons learned from these individual processes that each TEI member has for itself could be shared and thus contribute to the overall monitoring and updating of TEI, as part of a collaborative exercise. It is also recommended to share lessons resulting from individual processes not only with actors following a TE approach but also with national partners.

2.4. Indicators for monitoring individual TEI results

The Methodological Note on TEI Design foresees that a few well-selected indicators, focusing on higher level results, will be agreed in the Joint Intervention Logic. Possible indicator sources are listed in Table 8. These indicators could be used in the intervention/component logframes that each TEI member is responsible for. Indicators in the Joint Intervention Logic may from the onset be drawn from existing intervention logframes and (joint) programming documents.

Indicators will be:

- **R**elevant, closely linked to the objectives;
- **A**ccepted by the partners;
- **C**redible for non-experts, unambiguous;
- **E**asy to monitor;
- **R**obust against manipulation.

Table 8: Possible indicator sources for the Joint Intervention Logic.

The Joint Intervention Logic can include indicators from the following sources, among others:

1. SDG indicators, https://unstats.un.org/sdgs/dataportal

2. Indicators from national development strategies in partner countries

3. Indicators from the Global Europe Results Framework (Annex 2 of the Staff Working Document available at https://europa.eu/capacity4dev/eu-rfi)

4. IPA Performance Framework indicators[154]

https://neighbourhood-enlargement.ec.europa.eu/commission-implementing-decision-10122021-adopting-instrument-pre-accession-assistance-ipa-iii_en

5. EU Gender Action Plan (GAP III) indicators

https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020SC0284&from=EN

6. Results Measurement Framework of the European Fund for Sustainable Development (EFSD+)

7. Joint Programming Joint Results Framework

8. Guidance on Results and Indicators for Development

https://europa.eu/capacity4dev/results-and-indicators

9. Other indicators from individual interventions that are part of TEI.

Most indicators in the Joint Intervention Logic do not focus on results attributable to TEI but rather to outcomes and impact that the TEI aims to contribute to, together with other actors working in the same field.

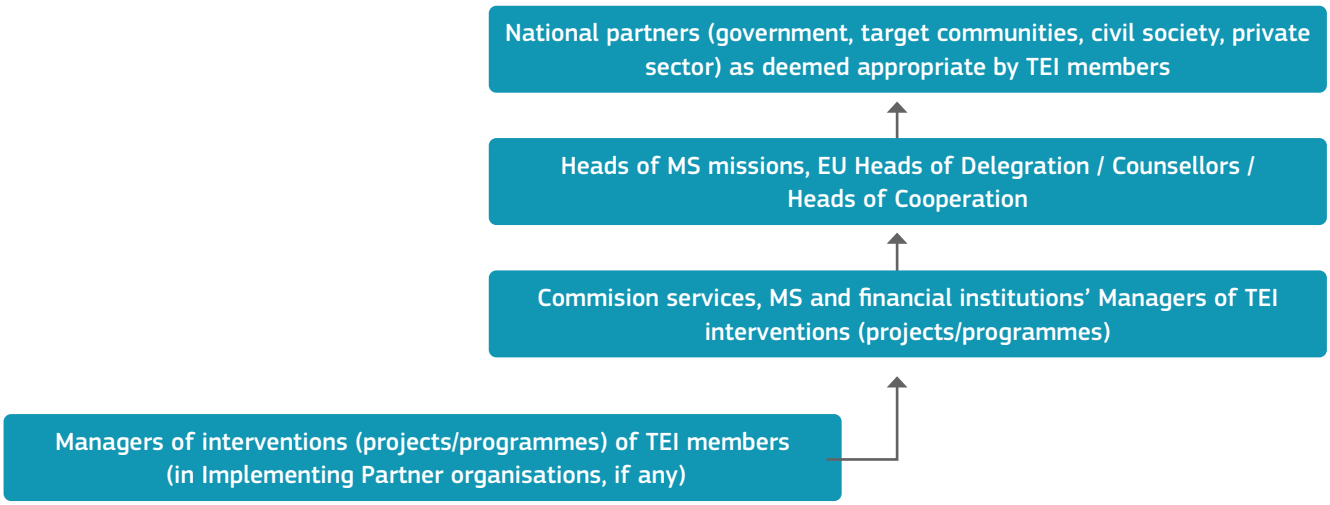
154 A Commission Staff Working Document which will provide a results framework for the Instrument for Pre-accession Assistance (IPA III RF) will be issued at the beginning of 2023. It will incorporate the key performance indicators of the IPA III Regulation (annex IV), indicators per each thematic window of the IPA III Programming Framework and IPA Performance Framework. Furthermore, corporate sources (such as Global Europe Results Framework, EFSD+) and statistical or third-party sources (such as the World Bank Governance Indicators and Sustainable Development Goals (SDGs) indicators) will be used.

Table 9: Tasks and responsibilities at individual TEI level.

Tasks	Responsibilities
Collecting data on relevance, effectiveness and efficiency, as well as on the TEI value added	Each TEI will have regular coordination meetings and will conduct joint monitoring activities for periodically assessing the relevance, effectiveness and efficiency of the TEI implementation, as well as the TEI value added and the adequacy of its Joint Intervention Logic. This will include consultations with national partners, actors following a TE approach and implementing partners. TEI coordination meetings will be organised and supported by TEI support role[155].
Collecting data on results	The Methodological note on TEI design (p. 14) outlines two options: 1. partners can agree on a set of joint monitoring activities and a joint mid-term and/or final evaluation. External consultants can be tasked to perform external monitoring and/or evaluation based on joint terms of reference agreed by all partners. 2. each partner could carry out the monitoring and evaluation activities of its respective intervention(s), with agreement that a joint reporting is envisaged to aggregate the knowledge in a single product. TEI members will decide on the selection of an option and on the responsibilities for the compilation of results (in case of option 2). TEI members will use the results, objectives and indicators defined in the Joint Intervention Logic in a participatory process to guide the monitoring activities during implementation. As shown in Figure 1 below, managers of interventions that are part of a TEI will provide data on progress in the realisation of its planned results, through the regular reporting to their commissioning development partner(s). This information will be shared to the extent possible in coordination meetings with TEI members and discussed to ensure coherence with the TEI. The TEI support role will share the minutes with the Heads of MS missions/Heads of Delegation and Counsellors/Heads of Cooperation. TEI objectives, results and indicators - from the agreed Joint Intervention Logic - will be encoded in OPSYS by TEI members or by the Commission to facilitate progress reporting and results data recording. If TEI members would like to use OPSYS for additional reporting it is expected that OPSYS will offer more functionality in the future[156].
Data quality control (QC)	For indicators used for monitoring the individual TEI (as agreed in the Joint Intervention Logic), TEI members will be responsible for data quality control. This can be done, inter alia, by selecting a specific and reliable source of data for every indicator, regularly updating the progress data, as agreed by TEI members. If the TEI Joint Intervention Logic includes indicators focusing on monitoring direct beneficiaries/results and if several members will report against the same indicator – attention should be paid to avoid double counting.
Data analysis & publication	Every time data is collected and checked by the TEI members, it will be analysed to observe and discuss progress, as well as to draw any lessons learned. It can also be made available to the public, as deemed appropriate by TEI members.
Dissemination in partner countries	TEI members will disseminate information on results to national partners as deemed appropriate, including its presentation to the government, target communities, civil society and private sector entities, as well as discussion of lessons learned.

155 Definition used for TEI coordinator from the agreed wording across the different TEI documents.
156 More specific information on the TEI results data flow and aggregation in OPSYS will be developed on the basis on lessons learned on EU funds results reporting in OPSYS for the first time carried out in 2023 by the Commission.

Figure 18: Data flow at individual TEI level



3. Monitoring across Team Europe Initiatives

3.1 Purposes of monitoring

In addition to the monitoring of individual TEI, monitoring of aggregated results data will be used for institutional reporting – promoting accountability on key areas of both Commission and EU Members States external action (Green Deal, Sustainable Growth and Jobs, including Digital Transition; Migration; Governance, Peace and Security; Human Development and Inequalities). It will also enable the provision of public information on TEI.

3.2 Indicators for aggregate reporting and public information on TEI results

A limited list of indicators – presented in Table 1 – will guide and structure aggregated reporting on TEI results, at regional and/or global levels and provide public information. These indicators will be additional and complement the indicators used for the individual reporting, where possible and relevant.

It is recommended that TEIs working in a certain priority area select at least one outcome/output indicator and one impact level indicator from this list (Table 1) if relevant for their activities. In case indicators for aggregated reporting are selected, TEI shall include them in the JIL and collect and report data for the outcome/output indicator(s). As a general principle, data for all outcome/output indicators counting individuals will be disaggregated by sex, age group and disability status where possible and relevant.

In relation to any indicator in Table 1, TEI can also provide qualitative data in the form of Stories of Change that their TEI contributed to, following the template provided in Appendix 4. These stories will illustrate the TEI's contribution to the policy objectives and impact outlined in the Joint Intervention Logic and the added value of working in a TE approach. They can be submitted even if no quantitative data is provided by the TEI.

It is recommended that TEIs consider submitting quantitative data and a qualitative Story of Change, if possible.

The selection of indicators for aggregate reporting and public information on TEI results is based on the following criteria:

- Enabling key messages on EU and MS engagement for all Priority Areas.
- For impact, using mostly SDG indicators and a few similar ones from the World Bank, UNESCO, etc. All these indicators are also part of the Global Europe Results Framework and the IPA Performance Framework.
- For outcomes/outputs, NDICI Global Europe Regulation Annex VI Indicators that are included in the Global Europe Results Framework, IPA Performance Framework, and MS frameworks where available.
- Other frequently used indicators, including MS core indicators and/or in the Global Europe Results Framework and IPA Performance Framework. Among those, some are common for the EFSD+ and UIF Results Measurement Framework.

In addition to these indicators selected for joint reporting with MS, data from other GERF, IPA Performance Framework and EFSD+/UIF indicators can also be featured in the aggregate reports on TEI results. Similarly, data from indicators used by MS for their internal institutional reporting can also be integrated in TEI reports, as long as it is limited to TEI interventions. To minimise data collection burden, fully or partially matching indicators from MS and EU frameworks have been included in Appendix 6 (part 2).

Indicators presented in Table 1 and Stories of Change will be used by the Commission for the annual report on aggregated TEI results (see Section 4.2).

Table 10: MORE framework indicators.

	Green Deal				Sustainable Growth & Jobs, including Digital Transition		
	Renewable Energy	**Climate Change**	**Ecosystem Protection**	**Sustainable Agriculture**	**VET**	**Financial Services**	**Jobs**
Impact level	**GERF/IPA PF/ SDG 7.2.1** Renewable energy share in the total final energy consumption	**GERF/ IPA PF/SDG 9.4.1** CO_2 emission per unit of value added	**GERF/SDG 15.5.1** Red List Index	**GERF/SDG 2.3.2** Average income of small-scale food producers, by sex and indigenous status (SDG Tier II)	**GERF/ IPA PF/SDG 8.6.1** Proportion of youth (aged 15- 24 years) not in education, employment or training **GERF/SDG 17.8.1** Proportion of individuals using the Internet	**GERF/ IPA PF/SDG 8.10.2** Proportion of adults with an account at a bank or other financial institution or with a mobile-money-service provider **WB** Doing Business distance to frontier score	**GERF/ IPA PF/SDG 8.5.2** Unemployment rate, by sex, age and persons with disabilities
Outcome/ output level[157]	*Renewable energy generation capacity installed (MW) with TEI support (NDICI/GERF, IPA PF, EFSD+*[158]*)*	Greenhouse Gas (GHG) emissions avoided (tonnes CO2eq) with TEI support *(NDICI/GERF, IPA III/IPA PF, EFSD+)*	Areas benefiting from programmes for improving biodiversity and sustainable management of natural resources, including land, marine and freshwater areas – in ha *(French – AFD – indicator)* NB: the following two NDICI/GERF indicators would contribute data from EU-funded interventions: Areas of terrestrial and freshwater ecosystems under (a) protection, (b) sustainable management with TEI support and Marine areas under a) protection, b) sustainable management with EU support, both in km2 *(NDICI/GERF, IPA III/ IPA PF)*	Number of smallholders reached by TEI[159] *(Belgian – BIO – indicator)* NB: the following NDICI/ GERF indicator would contribute data from EU-funded interventions: Number of smallholders reached with EU interventions aimed to increase their sustainable production, access to markets and/or security of land *(NDICI/GERF, IPA PF, EFSD+)*	Number of people who participated in VET training *(French – AFD – indicator)* NB: the following NDICI/GERF indicator would contribute data from EU-funded interventions: Number of people who have benefited from institution or workplace based VET/skills development interventions supported by TEI: (a) all VET/skills development, (b) only VET/skills development for digitalisation *(NDICI, GERF/IPA PF)*	Number of beneficiaries with access to financial services with TEI support: (a) firms, (b) people (all financial services), (c) people (digital financial services) *(not NDICI but EFSD+, GERF and IPA PF)*	Number of (a) jobs, (b) green jobs supported/ sustained by TEI interventions *(not NDICI but EFSD+, GERF and IPA PF)*

157 Global Europe Regulation indicators refer to results achieved "with EU support" – for the purposes of this MORE framework, this has been replaced by "TEI support".
158 Indicators marked EFSD+ are part of the EFSD+ Results Measurement Framework (ReMF).
159 Data for all indicators counting individuals will be disaggregated by sex, age group and disability status where possible and relevant.

	Migration	Governance, Peace & Security		Human Development			
		Peacebuilding	Governance	Education	Health & Nutrition	Water & Sanitation	Inequalities
Impact level	**GERF/SDG 10.7.4** Proportion of the population who are refugees, by country of origin **IPA PF** Number of refugees and asylum-seekers of concern to the UNHCR by situation	**GERF** Institute for Economics and Peace (IEP) Global Peace Index	**GERF** WB Worldwide Governance Indicators (WGI) Rule of Law Score **IPA PF** Voice and Accountability score	**GERF/SDG 4.1.1** Minimum proficiency learning **GERF/SDG 4.1.2** Completion rate, by education level **SDG 4.5.1** Gender gap in upper secondary education[160]	**GERF/SDG 2.2.1** Prevalence of stunting among children under 5 years of age	**GERF/SDG 6.1.1** Proportion of population using safely managed drinking water services **GERF/SDG 6.2.1** Proportion of population using safely managed sanitation services	**GERF/IPA PF** World Bank Gini index
Outcome/ output level[161]	Number of migrants, refugees, and internally displaced people or individuals from host communities protected or assisted with TEI support *(NDICI/GERF)*	Number of people directly benefiting from TEI interventions that specifically aim to support civilian post-conflict peace-building and/or conflict prevention*(NDICI/GERF)*	Extent to which TEI strengthened capacities for good governance, covering the judicial, legislative and executive branches *(qualitative)*	Number of students enrolled in education with TEI support: (a) primary education, (b) secondary education, (c) tertiary education *(NDICI/ GERF)*	Number of people to whom support is provided to help overcoming hunger and malnutrition *(German standard indicator)* NB: the following NDICI/ GERF indicator would contribute data from EU-funded interventions: Number of women of reproductive age, adolescent girls and children <5 reached by nutrition-related interventions with EU support and Number of food insecure people receiving assistance through interventions supported by the EU *(NDICI/GERF)*	Number of people with access to improved drinking water source and/or sanitation facility with TEI support *(NDICI/GERF, EFSD+)*	Number of people directly benefiting from TEI interventions that aim to reduce social & economic inequality *(GERF/IPA PF)*

160 These three indicators are part of the 7 benchmark indicators from the UNESCO global coordination mechanism.
161 Global Europe Regulation indicators refer to results achieved "with EU support" – for the purposes of this MORE framework, this has been replaced by "TEI support".

Factors influencing indicator selection and reporting

The monitoring of TEIs is based on existing internal monitoring tools used by the Commission and MS. Table 1 above gathers indicators in use for aggregated results monitoring and gives priority to those that the Commission and some MS already have in common, within their respective results frameworks. WG members exchanged information on their core indicators, seeking out the ones where the formulations tend to be identical or as similar as possible, while also providing an opportunity for qualitative reporting, with the aim of enabling joint aggregate reporting on results with no or minimal additional workload for partners at country level.

With any selection of indicators for a results framework, it is inevitable that aggregate reporting will not adequately cover some areas of work. For example, TEIs working on fighting organised crime may not find any relevant indicators in the list presented in Table 1. The intervention logic adopted by some country and regional TEIs may also limit the relevance of indicators selected for aggregate reporting. For example, TEIs focusing on improving policy and regulatory frameworks on renewable energy will not be able to report against the aggregate indicator for this sector, on Renewable energy generation capacity installed with TEI support (measured in MW). Qualitative inputs will be essential to raise awareness about results achieved in sectors insufficiently covered by indicators selected for aggregate reporting. A template for "Stories of Change" is provided in Appendix 4. In addition, TEI members will rely on intervention-level monitoring, which is much more thorough than aggregated data, for their political steering and learning.

It should be noted that some MS do not use indicators as part of their internal monitoring systems – at institutional or project levels, or may have limited staff to involve in aggregate data collection and quality checks. Others value qualitative data – based on analysis of theories of change – over quantitative reports. To respond to these realities, the MORE framework foresees qualitative contributions to TEI result reporting and public information.

Lastly, the optional approach to the use of indicators recommended for aggregate reporting and public information on TEI results has implications for the availability of quantitative data. It means that the quantitative data obtained for these indicators may be more likely to cover a select group of TEI where monitoring capacities are stronger and HQ support is focused – rather than to compile a global aggregate report on TEI results. Nevertheless, in combination with qualitative data, it can constitute an illustrative report on TEI results. As noted above, greater details on results will be available in intervention-level reports.

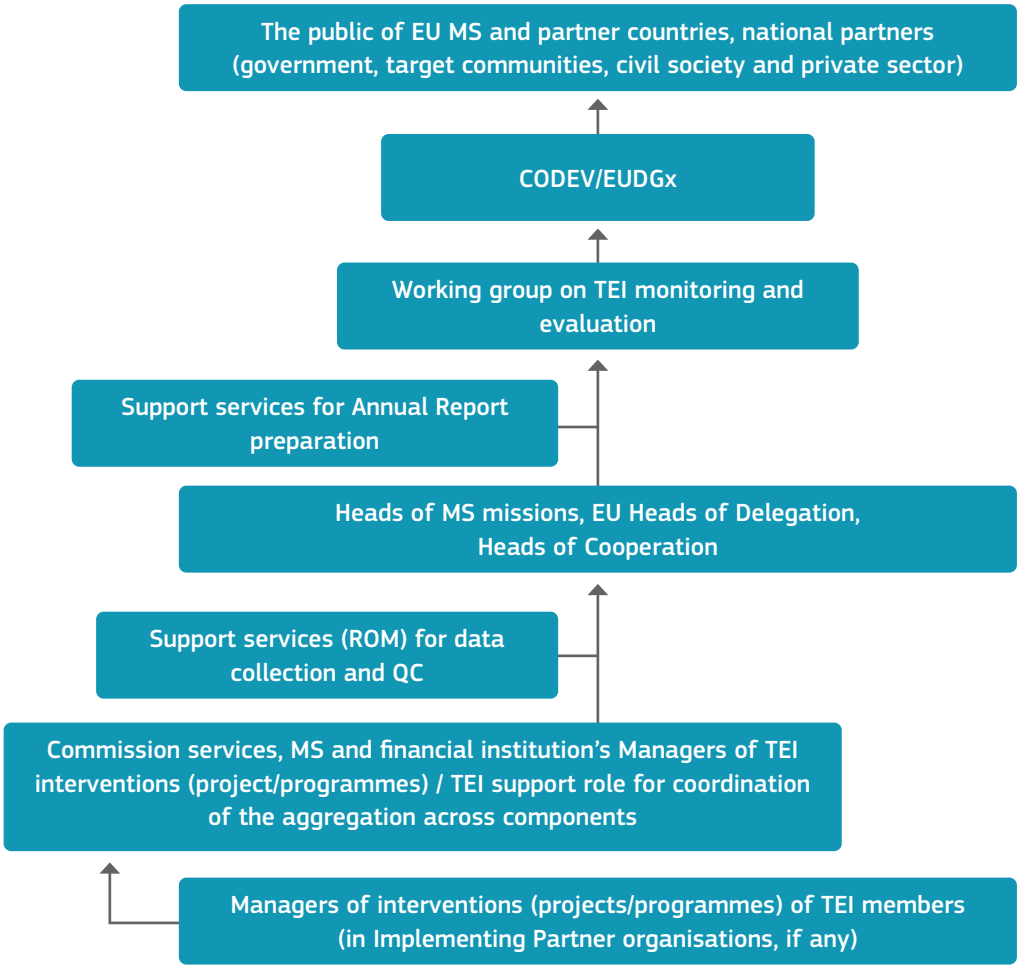
3.3 Proposed tasks and responsibilities

Table 11: Tasks and responsibilities at aggregate level.

Tasks	Responsibilities
Collecting data on relevance, effectiveness and efficiency, as well as on TEI value added	Commission services will collect and analyse available data on the relevance, effectiveness and efficiency of the TEI implementation, as well as on the TEI value added. Data will come from evaluations, joint monitoring activity reports, the reporting on aggregated indicators and Stories of Change submitted by TEI, based on inter alia interviews with national partners and TEI members and implementing partners.
Collecting and aggregating data on results	• All the agreed JILs will be encoded in the OPSYS system, as noted in Chapter 2. Indicators from Table 1 will be available in OPSYS as core, while others can be encoded as customised (without the option for aggregated reporting across TEIs). • It is recommended that TEIs working in a certain area select at least one impact level and one outcome/output level indicator from the list provided in Table 1, if they find them relevant for their activities. • In this case, the interested TEI members will collect and provide results data from their relevant interventions. It is not obligatory for all members of a given TEI to contribute data for any indicator(s) selected for aggregated result reporting (Table 1), or for all members to report on the same indicator. To facilitate result reporting, Appendix6, part 2 identifies fully and partially matching indicators from EU and MS frameworks so that existing data collection mechanisms and values can be used whenever possible. • Data for impact level indicators in Table 1 is provided by the UN and Global Peace Institute (with some limitations summarised in Appendix 6). It will be collected by the Commission services during the production of the annual results report. • For each selected outcome/output level indicators in Table 1, progress data (latest results indicator's value) agreed within individual TEI will be submitted by the respective TEI member via OPSYS (already in use for EU-funded interventions) or in an Excel form (see Appendix 5) to the Commission services. • In OPSYS aggregation for the same indicator across TEIs will be done automatically after the Commission has checked data to avoid double counting and mistakes. If data for indicators in Table 1 is provided in Excel, Commission services will encode it in OPSYS to enable aggregation. • TEI members can provide qualitative data in the form of Stories of Change that their TEI contributed to (template provided in Appendix 4). • *Quantitative* data collection for aggregate reporting will be cumulative throughout the duration of TEI.

Tasks	Responsibilities
Data quality control (QC)	• Each year when progress data is submitted - TEI members will conduct a quality check before encoding data in OPSYS or sending Excel. • At impact level, the UN and Global Peace Institute provide the data and assure its quality. • At outcome/output level: TEI members and intervention managers (project and programme managers) are responsible for quality control of data on results - this is part of their regular duties. If any of the indicators recommended in the Table 1 are relevant for • the given intervention, it should be reported on within the regular progress reports. The TEI members, which compile data at the level of each TEI, will conduct an additional quality check, aiming to reduce the risk of double counting the same beneficiaries. They will report the cumulative number of beneficiaries. External support can be dedicated to this data quality check.
Aggregated data analysis & publication	The Commission services will prepare an annual report on TEI results that are available and agree with the WG members for their endorsement. It will then be presented to CODEV and the EUDGx and communicated by TEI members via established channels.
Dissemination in partner countries	TEI members will disseminate reports on aggregated results to national partners, including its presentation to the government, target communities, civil society and private sector entities, as well as discussion of lessons learned.

Figure 19: Data flow for aggregate reporting and public information on TEI results



4. Data Management

4.1 Scope and timeline for TEI results reporting

The scope of TEI results reporting will be aligned with the financial tracking, following:

- the Guidelines on Financial Tracking of TEI: any results coming from interventions that are included in the financial tracking will be eligible for the annual TEI results reporting.
- At individual TEI level, members will agree on the frequency of results reporting, the format and target audiences.
- At aggregate level, TEI results data will be collected and reported annually, by 30 April each year (cumulatively), starting in 2023 for any available data. For the EU-funded interventions, the cut-off date in OPSYS will be on 31 December of each year.
- Results measurements coming from ex post data (results counted or measured by interventions that were implemented within the TEI framework) will be reported for indicators in Table 1, except for some indicators where progress values will be estimated using:
  - a model or feasibility study. Ex ante and ex post values will be presented in
  - a disaggregated way.

TEI wishing to report on results related to but not directly responding to indicators in Table 1 (in terms of unit of measure, definition or similar issues) should do so in qualitative form, using the template for Stories of Change in Appendix 4. This can include, for example, any TEI supporting legal and policy frameworks.

For definitions of key terms and more detail on data quality checks, please see Appendix 7.

4.2 Analysis and Reporting

The Commission services are responsible for aggregation and analysis of the available TEI data for the annual report. Data analysis will include:

- Presenting aggregated results data (cumulative);
- Identifying any regional, global or thematic trends that may be interesting to highlight in the report – in terms of qualitative and/or quantitative results data, as well as joint intervention logics.
- Assessing data completeness for indicators presented in Table 1 - in terms of ability to illustrate TEI results, ideally with a mix of qualitative and quantitative data.
- Identifying and investigating any major data gaps (data contributions are optional but if, for example, none of the TEI in a certain region send any results data, this should be examined).

After data is submitted on 30 April, quality assurance, analysis and report writing will take place between May and September. The Commission services will present the draft report on aggregated TEI results to the WG members for comment and endorsement. It will then be presented to CODEV and the EUDGx in the first quarter the following year.

5. Evaluation Framework

Evaluation is intended to promote accountability to actors following a TE approach and promote learning by providing lessons about what works and why. Furthermore, it contributes to the reinforcement of the dialogue among actors following a TE approach and the dissemination of the results achieved to a broad community.

Beyond listing outputs and describing changes, evaluations should investigate any links between the observed changes and the TEIs' intervention. Evaluations may assess the performance of the TE approach by using OECD DAC criteria, such as relevance, coherence, effectiveness, efficiency, sustainability and impact. The latter acquiring particular importance in the context of the transformative value of TEIs. Other criteria such as coordination, continuity, criteria foreseen in the Better Regulation (for example, the EU added value) or any specific criteria deemed as relevant may also be included.

Evaluations should be based on the information generated by the monitoring arrangements and indicators established and framed by the Joint Intervention Logic, to the extent possible.

The governance of the TEIs will be responsible for identifying the need, the how and the when concerning evaluations. It will also be responsible for the process related to the response to the recommendations of the evaluation. The Commission services will support the TEI members on evaluation options and especially on cross cutting issues such as the quality of the evaluations. In case a MS opts for evaluating only its component or contribution to a given TEI, such support will be provided by the relevant MS services.

The EU and MS will evaluate their contributions to TEIs in line with their legal obligations and regulatory requirements. The EU and MS may carry out retrospective and/ or mid-term evaluations. Strategic or meta evaluations with a larger geographic or thematic scope (i.e. targeting a specific strategic objective or institutional aspects) may also be foreseen. The EU is undertaking strategic evaluations and will continue to opt for including strategic evaluations on TEI or with a TEI component in its strategic evaluation work programmes.

In addition, joint evaluations are possible. Joint evaluations are recommended for addressing the full range of TEI interventions/components and respective impacts, creating synergies, avoiding duplications and minimising costs. TEI members are invited to consider joint evaluations when discussing the evaluation modalities. It is recommended that discussing the evaluation modalities should start from the onset of the planning phase to maximise harmonisation and cross-fertilisation among the TEIs. Provisions on budgeting of the evaluations should be included from the onset too.

All MS may prioritise the TEIs in their respective evaluation plans, which can be the basis of discussions in the governance of the TEIs, the body responsible for making decisions on evaluations.

6. Learning Framework

Learning is a key purpose for monitoring and evaluation.

Monitoring and evaluation aim at providing an in-depth understanding of the performance of an intervention or of strategic issues, thus forming a solid base for deriving lessons for future interventions or programming decisions.

The concept of learning through evaluation is based on a triple-loop:

- Single loop learning occurs when a practical problem has to be solved. The actual situation is analysed and changes are implemented accordingly.
- Once the problem is solved, double-loop learning may lead to reflection by individuals - or teams - on their own contribution to the creation of the existing problem.

- Triple-loop learning examines the implicit assumptions held by individuals and organizations. This type of learning challenges the existing intellectual models and encourages analysis of what has been learned and how it happened.

Figure 20: The Learning Cycle

TEI provide an opportunity to work better together, experiment and learn about different monitoring systems and approaches, which will be part of their added value to development cooperation.

Promoting dialogue between actors following a TE approach and encouraging as much as possible the involvement of counterparts and beneficiaries will be key.

For optimal results, TEI members should combine learning from evaluations with learning from monitoring (including internal monitoring, external monitoring support, and results collection) and ensure that both budget and expertise for these purposes are available.

At coordination meetings, TEI members will jointly analyse and discuss the learning process and lessons learned along TEI's cycle. This can include lessons learned and factors that have led to results or impeded positive developments and their policy implications.

This analysis will allow TEI members to appreciate the underlying mechanisms or drivers of change and reform processes, which lead to outcomes in specific conditions. Without explicit analysis and learning efforts, these mechanisms and drivers are mostly invisible.

Lessons learned should be used by actors following a TE approach to develop joint strategies and priorities for policy dialogue and future programming. To enable double loop learning, TEI should also share their lessons learned in Stories of Change that will be collected for aggregate reporting.

In addition to internal sharing of knowledge and lessons learned (among TEI members), activities in this field should also extend to TEI national partners. Sustainable development and development results from programmes are context-specific and country-owned. Therefore, learning is in the first place for and by the national partners at all levels in society. TEI will be a broker facilitating this participatory and inclusive process.

Capacity4dev.eu, is the knowledge sharing platform set up by the European Commission for capitalizing on lessons learned, documentations, sharing ideas and experiences. Topic-based groups such as TEI can consider using this platform to share knowledge and lessons learned from past and current interventions.

TEI members will disseminate evaluation lessons learned and recommendations with national partners, as well as stories of change identified during the monitoring process as appropriate. As noted in the Methodological note on TEI design, actors following a TE approach should reflect, for example, on 'how best to use European public sector expertise through tools such as TAIEX and Twinning, how other peer to peer learning tools can complement budget support or how best to use technical assistance to build pipelines of 'green' bankable projects with private sector actors'.

Appendix 1. ToR of the Working Group on Team Europe Initiatives Monitoring and Evaluation Framework

Terms of Reference
Working Group on Team Europe Initiatives
Monitoring and Evaluation Framework

1. Nature and objectives of the Working Group (WG)

The WG has been set up following the operational conclusions taken after the EU Development DGs (EUDGx) meeting of October 2021. During the meeting, it was agreed that actors following a TE approach would look together in more technical details at the options for monitoring and reporting of TEI results as well as on respective quality standards in line with the Council that plays a key role in the political steering of the process.

A consensus to use existing monitoring and reporting structures whenever possible has been expressed and a will to find a mechanism to bring these together in a way that is light, strategic and flexible. The first meeting of the WG took place on 29 November 2021.

The objectives of the WG are to:

- create a Monitoring, Reporting and Evaluation (MORE) framework for an efficient and effective monitoring, reporting of results and evaluation for the TEIs,
- facilitate exchange of information, expertise and lessons learned in area of monitoring, reporting and evaluation of EU external initiatives whenever relevant for joint initiatives with different components such as TEIs,
- to look at the working methods of actors following a TE approach and provide technical input and advice on M&E-related issues and challenges
- to ensure quality of the available aggregate reporting data and public information on TEI results. The WG will follow the OECD DAC Guiding Principles on Managing for Development Results.

2. Main output and activities

The WG will develop a TEI Monitoring, Reporting and Evaluation (MORE) framework, including guidelines, quality standards and a collection of relevant M&E tools.

The proposal for MORE framework will be shared with EUDGx after prior presentation in CODEV-PI.

Monitoring, Reporting and Evaluation (MORE) framework:

The purpose of the MORE framework is to provide:

- Information on the levels and purposes of TEI monitoring,
- Guidance on the modalities for choice of indicator framework, data collection and reporting,
- Minimum requirements in the design and indicator framework of joint intervention logics for monitoring processes, data collection, reporting and evaluation,
- Guidance on both specific TEI evaluations and strategic TEI evaluations (i.e. TEI as an external action instrument) to be conducted which will include evaluation criteria quality requirements, timing, budget planning, frequency, methods to be applied and a strategy for the use and communication of the evaluation recommendations.

Main activities:

- Definition of a common understanding of the purpose of TEI monitoring and evaluation, including for country level processes such as informing policy dialogue and providing public information, results reporting, steering and learning,
- Exchanging on existing monitoring systems and managing risks of duplication,
- Identification of the necessary level of monitoring for each aspect (impact, outcome /output-level) and the level of aggregation of data according to the identified purpose,
- If needed, definition of a set of (existing or harmonised) indicators e.g. for aggregate reporting and public information on TEI results,
- Definition of modalities for data collection and reporting,
- Discussion of future options for centralised electronic collection of monitoring data (e.g. OPSYS),
- Identification and dissemination of best practices and lessons learned,
- Advice, discussion of technical questions, and identification of corrective measures when any challenges arise,
- Discussion of quality standards and guiding principles for the set-up of monitoring, reporting and evaluation systems (incl. indicator frameworks, data collection and reporting responsibilities, frequency, etc.),
- An analysis of all the monitoring system tools shared by the working group members and of core indicators used for aggregating results reporting, information about frequency of reporting (thereby also drawing on experiences from monitoring of joint programming/ joint results frameworks),
- Analysis of the indicators used by actors following a TE approach to identify synergies, such as potentially matching indicators; guidance on number of indicators per TEI and looking at quality standards and potential methods for aggregation,
- Identification of monitoring resources and practices of different members for data collection and quality assurance that could enable cooperation in countries and potential different uses of the EU ROM services (ad hoc, on pre-selected TEIs with joint terms of reference, in a complementary fashion),
- Supporting TEIs through drafting instructions and giving guidance on evaluations, which may include evaluation criteria, timing, quality requirements, and methods to be applied,
- Discuss and advice on evaluations that can be used for strategic communication and learning,
- Discuss and advice on the need for strategic evaluations with a larger thematic and/or geographic scope and the arrangements for their implementation,
- Facilitating the exchange of evaluation plans, exploring synergies and opportunities for cooperation,
- Guidance on the strategy for the use and communication of the evaluation of results.

Working group activities for dissemination of information on results and lessons learned:

- Provide feedback on and endorse the draft annual report on aggregate reporting and public information on TEI results (annual report on aggregated TEI results),
- Sharing and acting as Reference Group for meta-analysis of evaluation reports for TEIs' components (e.g. for suggesting topics),
- Exchange of views on success stories and lessons learned from TEIs' implementation,
- Contribute to compile information on TEIs results to inform CODEV-PI in their role in providing strategic guidance.
- Other to be proposed by MS (for example: learning events that also involve the national governments).

Communication platform: Capacity4Dev

3. Members of the group

The WG is composed of representatives of actors following a Team Europe approach, in particular, the EU, EUMS with their implementing agencies and DFIs, EIB and EBRD. Other partners can be invited to participate in the specific meetings.

4. Duration

The WG has been established for an indefinite period, as long as needed (to be reviewed regularly).

5. Role and responsibilities

- The Commission leads and chairs the group.
- Chair/Leader calls and leads meetings and makes sure all members are being kept up to date on the work.
- The group may operate, even if some members are not present at a given meeting.
- Members provide inputs on (a) their monitoring tools and practices, and (b) good practices identified in their M&E work so far, (c) recommendations for design of M&E system for TEI; state of play of the TEIs they are involved, etc.
- The Commission will report to CODEV-PI on a regular basis.
- The Commission updates EUDGx on progress of the work when deemed necessary.

6. Working modalities

The WG accomplishes all their work virtually. Meetings: two-three per year (ahead of the EUDGx meetings) and more often, if needed, until agreement on MORE framework is reached.

Appendix 2. Indicative JIL Monitoring Matrix

Results and objectives [please copy from JIL]	**Indicators [please copy from JIL]**	**Baseline**	**Progress values [add a new column for each update]**	**Target – optional[162]**	**Source of data[163]**
Impact:	Indicator 1:	Value: Date:	Value: Date:	Value: Date:	
	Indicator 2, etc. *[please add a new row for each indicator]*	Value: Date:	Value: Date:	Value: Date:	
Specific Objective 1: *[please add rows if there are more than one SOs]*	Indicator 1.1:	Value: Date:	Value: Date:	Value: Date:	
	Indicator 1.2, etc.	Value: Date:	Value: Date:	Value: Date:	
Result 1.1:	Indicator 1.1.1:	Value: Date:	Value: Date:	Value: Date:	
	Indicator 1.1.2, etc.	Value: Date:	Value: Date:	Value: Date:	
Result 1.2:	Indicator 1.2.1:	Value: Date:	Value: Date:	Value: Date:	

Appendix 3. Draft ToR for Joint Monitoring of TEI Implementation

To enable decision-making and promote learning during implementation, actors following a Team Europe approach can choose to use technical assistance for conducting an external, objective and impartial assessment of the TEI relevance, efficiency, effectiveness, its value added and adequacy of joint intervention logic.

Closely linked to other monitoring and evaluation activities described in the MORE framework, this joint monitoring exercise is:

- a complement to the internal monitoring conducted by the EU operational managers and the EU Member States' development counsellors, as well as to any external monitoring employed by MS and the EU.
- an input for the upcoming evaluation(s) of the TEI in question – providing insight into the progress achieved by the TEI, the evolution of coordination between its members, as well as the extent to which national partners are engaged.
- a way to log lessons learned during TEI implementation.
- an opportunity to update the TEI Joint Intervention Logic if needed.
- a way to capture Stories of Change that the TEI contributed to, which could then be submitted for the annual report (as described in Chapter 3 of the MORE framework).

The draft Terms of Reference presented below are provided as guidance for this type of support and the details should be adapted by the individual TEI as relevant.

162 It is not expected that a reporting on contributions for individual TEIs will be possible based on available data at that point (see section 5.2).
163 Include links to websites where available; please state if primary data collection will be needed by TEI for some indicators, i.e. in a survey or database of beneficiaries.

Background on the TEI [add title]

[add a short description of the TEI in question, its main partners and a summary of the context]

Methodology

The assessment will be conducted following the methodology outlined in Annex 2 of the ROM Handbook used by EU-funded interventions, adapted to the TEI context.

In particular, the criteria listed above will be assessed using the monitoring questions selected from the following list (taken from the EU ROM Handbook and adapted to TEI):

- Relevance (OECD DAC, 2020: 'the extent to which the intervention objectives and design respond to beneficiaries' global, country and partner-institution needs, policies and priorities, and continue to do so if the circumstances change)
  - Does the TEI adequately respond to the priorities of the partner country/region?
  - Does the TEI members/actors adequately consult with the partner country?
  - Does the TEI constitute an adequate response to the current needs and rights of the target groups / end beneficiaries?
  - Is the TEI adapted to the present institutional, human and financial capacities of the partner government and/or other key stakeholder(s) with a role in implementation?
  - Are the chosen Implementing Partner(s) proving to be appropriate?
  - Do all key stakeholders demonstrate effective commitment to the TEI specific objectives (ownership)?
- Efficiency (OECD DAC, 2020: 'the extent to which the intervention delivers, or is likely to deliver results, in an economic and timely way')
  - Are the implementation mechanisms proving to be appropriate to realise the planned TEI results and specific objectives?
  - Are the inputs/resources provided by various stakeholders (still) adequate for realising the planned TEI results and specific objectives?
  - Has implementation suffered any delays?
  - Is spending in line with the planned TEI contributions?
- Effectiveness (OECD DAC, 2020: 'the extent to which the intervention achieved, or is expected to achieve, its intended objectives, and its results, including any differential results across groups)
  - Are the results and outcomes/specific objectives likely to be achieved?
  - To what extent are the results so far inclusive (i.e. ensuring the fair distribution of effects across different groups of the population)?
  - Does the TEI effectively influence the partner's relevant policy and interventions?
  - Is the TEI implementation having any unintended positive or negative effects? Were the negative effects considered for possible (risk) mitigation?
- Update of the TEI Joint Intervention Logic (JIL)
  - Does the Joint Intervention Logic still reflect the main results, specific objectives and impact that the TEI in question plans to contribute to?
  - Have any new components been added to the TEI that need to be reflected in the Joint Intervention logic, in terms of (a) results, specific objectives or a refinement of the impact statement, or (b) indicators?
  - Are there any indicators in the Joint Intervention Logic for which it has proven impossible to obtain progress data and if yes – what indicator(s) can replace them?

- Should any indicators identified in the MORE framework for aggregate result reporting be added to the Joint Intervention Logic?

- TEI added value: The positive results the TEI achieves above and beyond what could have been achieved by the sum of its individual components.
  - Are the interventions/components included in the TEI creating complementarities or synergies during implementation?
  - What is the TEI added value, compared to the implementation of individual (parallel) interventions? For example:
  - Did the TEI members agree on and use joint messages in policy dialogue with stakeholders and/or in public relations campaigns?
  - Has Team Europe approach development cooperation become more coherent and less fragmented? Have there been more joint contributions and larger overall mobilised capital?

Prior to the signature of the contract, EU operational managers and MS development counsellors will confirm that the proposed expert(s) do not have a conflict of interest.

To ensure that this external assessment is objective and impartial, the experts must not have been involved in the preparation or management of any part of the TEI interventions monitored.

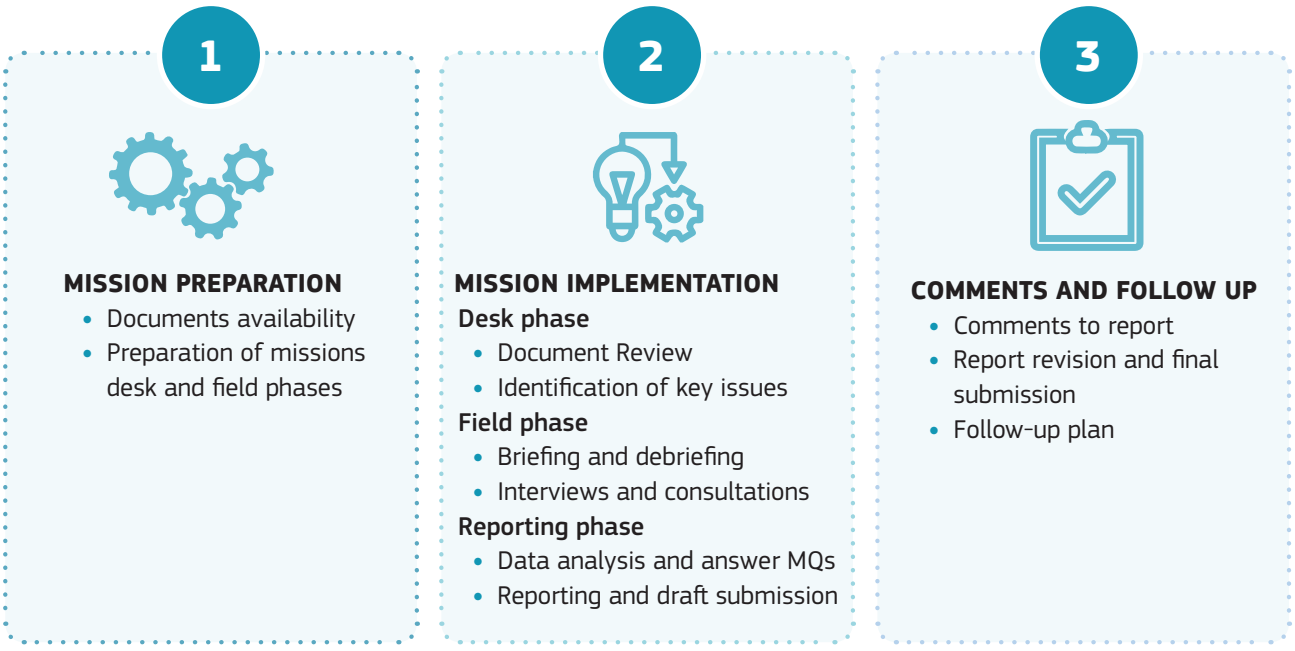
Organisation of the assessment

The expert will analyse documentation and conduct a field mission (if possible, alternatively interviews can be done remotely). They will interview all relevant stakeholders, including EU and MS representatives, national partners and beneficiaries.

After collecting and analysing data, the expert will provide recommendations to improve implementation and increase synergies within the TEI. A summary of key steps is provided in the following graphic.

Figure 21: Key steps in the organisation of an assessment

As outlined in the workflow presented above, activities will be organised in three phases:



Source: ROM Handbook version 6.2, p. 37 (excerpt from Figure 6)

I. Preparatory phase:

Objectives of the phase: to structure the assignment, clarify the key issues to be addressed and contract the expert. Main activities during this phase:

- Identification of key documents to be provided to the expert (jointly by the TEI members). This can include the TEI Joint Intervention Logic, monitoring matrix with the latest progress data (if applicable), list of interventions included in the TEI and a summary if available, etc.
- Identification of key stakeholders to be interviewed during the field phase (jointly by the TEI members). This will include: EU and MS representatives, national partners and beneficiaries.
- Informing the stakeholders about the planned study and collecting their inputs on the questions the study should address and logistical organisation (for example, the feasibility of conducting in-person interviews, periods of unavailability, etc.).
- Agreeing on the Terms of Reference (jointly by the TEI members).
- Contracting of the expert.

II. Mission implementation:

Objectives of the phase: collecting and analysing monitoring data in response to the agreed criteria and questions. This will be divided into three sub-phases:

- Desk phase – including an initial kick-off meeting between the expert and TEI members, the expert's review of background documents provided by TEI members, and the expert's suggestion for the outline of the final report, lessons learned presentation and field work agenda (to be agreed by TEI members before field work begins).
- Field phase – including an initial briefing of TEI members on the planned monitoring work, interviews, and a debriefing of TEI members at the end of the mission.
- Reporting phase – including analysis of data, writing a report that answers the questions agreed in the Terms of Reference and identifying lessons learned and Stories of Change.

III. Comments and follow-up

Objectives of the phase: finalising the monitoring report and discussing it with TEI members with a view of agreeing on a follow up plan.

TEI members will comment on the draft monitoring report provided by the expert.

If needed, TEI members can share the report for comment with their implementing partner(s). The expert will revise the report in response to these comments. Following the approval of the report, TEI members will agree on a follow up plan, which can include the sharing of conclusions and recommendations with national partners and submission of Stories of Change during the annual aggregate reporting on TEI results.

Working days

As a guidance, please see below the estimated number of working days required for this type of assessment, based on the EU's ROM experience.

Table 12: Estimated working days for assessment, based on the EU's ROM experience.

Allocations of days	For single country interventions	For multi-country (*) interventions
Desk phase	1.5	2.5
Field phase (**) including travel time, briefing and debriefing	9	20
Drafting of report and QC phase	2	4
Total days	12.5	26.5

* A maximum of 3 Experts may be assigned for a multi-country intervention.

** For multi-country interventions, up to 4 country visits of 5 man-days each is the standard

Source: ROM Handbook version 6.2, p. 43 (excerpt from Table 1)

Appendix 4. Template for Stories of Change

TEI Country or region	[please specify]	
Short title of this report	[please specify]	
Who is writing this report?	First name: [please specify] Surname: [please specify] Title: [please specify] Agency: [please specify] Email: [please specify]	
Priority area:	☐ Green Deal ☐ Sustainable Growth and Jobs ☐ Digital Transition	☐ Migration ☐ Governance, Peace and Security ☐ Human Development
What change did you observe?	[In max 200 words, please describe what the change was, to whom and how it happened, including the motives and roles of different stakeholders, with quantitative data (including baseline) if available]	
When did this change take place?	[please specify the date/period, or at least year]	
Level of change observed (Impact or Specific Objective/ Outcome) – following the Joint Intervention Logic for the TEI in question	[please specify]	
How did the TEI contribute to this change?	[please explain in max. 150 words, referring to activities funded by interventions that are part of TEI. Please note especially the value added of working as TE]	

Why is this change important, given the context?	[please answer in 1 paragraph]
What have you learnt from this experience?	[please answer in 1 paragraph]
How have you adapted your operations as a result of your learning (if relevant)?	[please answer in 1 paragraph]
Attachments (photos, video, others)	[please attach files separately and just list the attachments here]
Any other related change(s) reported already	[please provide reference]

Appendix 5. Template Quantitative Data Reports

TEI title and geographic zone:		**Date of submission:**
Indicator selected for reporting:	Cumulative value being reported by the given TEI for the selected indicator:	Interventions that provided this data:
X *[select from dropdown list]*	Y *[results from (parts of) interventions that are included in the TEI financial reporting only[164]]* When possible and relevant, disaggregated by: • Sex: M/F; • Disability status: Persons with disability/Persons without disability; • Age group: 0-4, 5-9, 10-14, 15-19, 20-24, 25-34, 35-65, 66 and over.	For each intervention, please write: 1. Intervention title 2. Intervention contribution to the cumulative value Y 3. TEI member(s) funding this intervention 4. Implementing partner(s), if any 5. Intervention budget provided by TEI members 6. Intervention start and end dates 7. Project website, if any 8. Contact person, email, phone number
Comments on any corrective action taken to avoid double counting or overestimating results: Name and contact details of any short-term expert who provided technical support for data QC:		

164 According to TEI Frequently Asked Questions as of 28 February 2022: If a bilateral component is operationally active and at least one disbursement is made in the year which the TEI is developed or in a following year, then the prior disbursements of this component can be included in the financial table. A TEI is considered developed in the year where either a Joint Intervention Logic has been agreed in the management team or the TEI is launched/referred to publicly. For most TEIs this is 2021-2022.

Appendix 6: Indicator Methodology and Data Sources

1. Impact-level indicators

Indicator title with link to meta-data	Data source	Data limitations for TEI partner countries
SDG 2.2.1 Prevalence of stunting among children under 5 years of age SDG 2.3.2 Average income of small-scale food producers, by sex and indigenous status SDG 4.1.1 Minimum proficiency learning SDG 4.1.2 Completion rate, by education level SDG 4.5.1 Gender gap in upper secondary education SDG 6.1.1 Proportion of population using safely managed drinking water services SDG 6.2.1 Proportion of population using safely managed sanitation services SDG 7.2.1 Renewable energy share in the total final energy consumption SDG 8.5.2 Unemployment rate, by sex, age and persons with disabilities SDG 8.6.1 Proportion of youth (aged 15- 24 years) not in education, employment or training SDG 8.10.2 Proportion of adults with an account at a bank or other financial institution or with a mobile-money-service provider SDG 9.4.1 CO2 emission per unit of value added SDG 10.7.4 Proportion of the population who are refugees, by country of origin SDG 15.5.1 Red List Index SDG 17.8.1 Proportion of individuals using the internet	Data for SDG indicators comes from the UN. It will be taken from the UN SDG Global Database which provides access to data on more than 210 SDG indicators – by indicator, country, region or time period. For the SDG indicators, the assessment of data availability (column on the right) was conducted based on data available in the UN SDG Global Database, in May 2022. Regional and global average values for these indicators will be used in TEI reporting only when publically available on the SDG Global Database.	SDG indicator 2.2.1 – official SDG indicator title focuses on prevalence of *stunting*, whereas data is published on *undernourishment*. Data from 2019 or more recent is not available for 90 out of 157 countries in the Asia Pacific region, Sub-Saharan Africa, Latin America and the Caribbean (LAC), as well as beneficiaries of the European Neighbourhood Instrument and Instrument for Pre-Accession. Data gaps for this indicator particularly affect countries in Asia Pacific, LAC and those benefitting from ENI and IPA, where undernourishment is possibly not a key development issue. Most countries in Sub-Saharan Africa have data available for this indicator: 30 out of 45 countries in this region have data from 2015 or more recent; however only 5 of them present more recent data (from 2019 – Burundi, Ethiopia, Senegal, Sierra Leone and Zimbabwe). • SDG indicator 2.3.2 (income of small-scale food producers) – as of March 2022, classified by the UN as a Tier II indicator, meaning that data is not widely available. SDG data is available only for Ethiopia, Malawi, Mali, Nigeria, Peru and Uganda. If this data gap persists, the WG will identify a replacement indicator to use for reporting. • SDG indicator 4.1.1 (minimum proficiency learning) – full title: "Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex". Recent (2019/2021) data is not available for several countries of interest for TE, including Afghanistan, Algeria, Bangladesh, Bolivia, Ghana, India, Indonesia, Mali and others. Other countries may have data only for some levels of education (for example, at the end of primary only, but not at other thresholds specified in the indicator), or only for one of the required subjects (reading or mathematics). Due to challenges in data availability, two other education-related indicators are included – see the two bullets that follow. • SDG indicator 4.1.2 Completion rate, by education level (primary education, lower secondary education, upper secondary education) – no data available for 2021 or 2020. 2019 data is available but not for all countries (i.e. missing for Brazil, Chile, Colombia, Costa Rica, DRC and others). • SDG indicator 4.5.1 – 2021 data on "SDG 4.5.1 Gender gap in upper secondary education" is not available. 2019 data is available for less than 20 countries. Nevertheless, it was deemed to include this indicator in order to assess the gender equality dimension to the extent possible. • SDG indicator 6.1.1 (water) – 53 out of 157 countries do not have data for this indicator, including over half of the countries in LAC and over a third of countries in Asia Pacific. For countries where data is available, it tends to be recent (i.e. 2020). In Sub-Saharan Africa, data is missing for only 5 countries: Central African Republic, Chad, Eritrea, Madagascar, South Sudan.

Indicator title with link to meta-data	Data source	Data limitations for TEI partner countries
		• SDG indicator 6.2.1 (sanitation) – 54 out of 157 countries do not have data, primarily in the LAC region. In Sub-Saharan Africa, data is missing only for Senegal. A back-up indicator could be "Proportion of population practicing open defecation, by urban/rural" which has better data coverage and still falls under the same SDG indicator. • SDG indicator 7.2.1 (renewable energy) – data is not available only for a small number of countries (Iran and the islands of Bonaire, Saba, Saint Barthélemy, Sint Eustatius). However, the most recent data was published in 2017 or 2018, depending on the country. • SDG indicator 8.5.2 (unemployment rate) – for this indicator, the LAC countries that are islands have the largest data gap. Almost half of Sub-Saharan Africa countries also lack data. Disaggregation is foreseen by sex, age and disability but this type of data is inconsistently available across countries. • SDG indicator 8.6.1 (NEETs) – LAC countries that are islands also lack data for this indicator. In addition, only 9 countries in Sub-Saharan Africa have relatively recent data for this indicator (2018 or 2019): Burkina Faso, Chad, Mali, Mauritius, Nigeria, South Africa, Tanzania, Togo and Uganda. Data disaggregated by sex and age is available for a large number of countries. • SDG indicator 8.10.2 (bank account) – data is primarily missing in LAC and Asia Pacific countries that are islands. In Sub-Saharan Africa, 9 out of 47 countries lack data: Tanzania has data only until 2015, Burundi until 2016, Chad, Djibouti and Malawi until 2017, and there is no data available for this indicator for Eritrea, Ethiopia, Gabon and Somalia. • SDG indicator 9.4.1 (CO2 emissions) – data is not available for most countries in Sub-Saharan Africa, as well as for LAC and Asia Pacific countries that are islands. Most recent data, when available, is from 2017 or 2018. • SDG indicator 10.7.4 – data is not available only for 7 out of 157 countries. As of March 2022, the most recent data available is from 2020. • SDG indicator 15.5.1 (Red List Index) – data is not available only for 6 out of 157 countries. As of March 2022, the most recent data available is from 2021. • SDG indicator 17.8.1 (Internet use) – data is not available only for 7 out of 157 countries. However, 2019 data is available only for some 40 countries, while in other cases data may come from 2016, 2017 or 2018.
Number of refugees and asylum-seekers of concern to the UNHCR by situation	UNHCR data portal	UNHCR reports that it "publishes population statistics every six months: (a) End-year statistics for the previous year are published in June, typically on World Refugee Data. (b) Mid-year statistics covering January to June for the current year are typically published in December. (c) Demographic data is only collected within the end-year statistics.
WB Doing Business distance to the frontier score	WB open data	As of March 2022, the World Bank Group is formulating a new approach to assessing the business and investment climate in economies worldwide following the discontinuation of the Doing Business project. If the new methodology and data is not available in time for the first TEI report, the WG will select a back-up indicator.
Institute for Economics and Peace (IEP) Global Peace Index	Global Peace Index Reports	Based on the 2021 IEP Global Peace Report, data is missing for some 40 out of the 157 countries, primarily states in Asia Pacific and LAC that are islands.
WB Worldwide Governance Indicators (WGI): • Rule of Law Score • Voice & Accountability Score	WB open data	Data is missing for some 15 out of the 157 countries, primarily states in the LAC region that are islands.
World Bank Gini index	WB open data	Data available for most countries, though it sometimes dates to 2014.

2. Outcome/output-level indicators

This list is compiled in order to state the methodology for outcome/output indicators listed in Table 1 (hyperlinks provided in the far left column) and to identify other, fully or potentially matching, indicators already in use, which could facilitate HQ reporting links and minimise the reporting workload.

Data source: Data reported by TEI interventions, following the methodological notes provided at the hyperlinks		
Outcome/output indicators in Table 1 above	**Indicator framework**	**Notes on fully or partially matching indicators**
Renewable energy generation capacity installed (MW) with EU (TEI) support – ex ante data from EU-funded interventions	NDICI/ GERF/ IPA PF EFSD+	Belgium – BIO: Installed capacity, MW ("Affordable & Clean Energy"). Data can be both ex-ante (only for projects signed in implementation phase) or ex-post (for all portfolio projects).
		Finland: Renewable energy generation capacity installed (MW) – electricity, steam and heat included and reported separately. Data is ex post.
		France – AFD: Nouvelles capacités d'énergies renouvelables installées (MW). In the annual activity report, data is ex post only.
		Germany: KT 4.4 - Additionally installed capacity [MW] of renewable energies for electricity generation. Data is reported ex post.
Greenhouse Gas (GHG) emissions avoided (tonnes CO2eq) with EU (TEI) support	NDICI/ GERF/ IPAIII/IPA PF EFSD+	Belgium – BIO and Enabel: Estimated CO2 emissions avoided Data is expressed in tonnes CO2 emissions avoided.
		France – AFD: Emissions de gaz à effet de serre évitées ou réduites Data is expressed in tonnes CO2- Equivalent (ex ante only).
		Germany: KT 4.1 Amount of greenhouse gas emissions reduced or avoided [in tonnes CO2- Equivalent] (NB: reporting timing is ex-ante for the EU and other MS, while for BMZ it is ex-post)
France – AFD: Areas benefiting from programmes for improving biodiversity and sustainable management of natural resources, including land, marine and freshwater areas – in ha *(Superficies bénéficiant de programmes d'amélioration de la biodiversité ou de gestion durable des ressources naturelles)* This indicator covers terrestrial, freshwater, marine areas. It is measured in ha.	FR-AFD	Belgium – Enabel: Number of hectares benefiting from a biodiversity conservation, restoration or sustainable management program (NB: this indicator count only land/ terrestrial and unit of measure would need to be converted from ha to km2)
		Finland - Size of areas (hectares) put under (a) environmental or watershed protection, and (b) sustainable forests management (NB: unit of measure would need to be converted from ha to km2)
		EU Global Europe Results Framework (NDICI/IPAIII/IPA PF): Areas of terrestrial and freshwater ecosystems under (a) protection, (b) sustainable management with EU support (km2) (NB: in the EURF (2018-2022), this indicator was measured in hectares, but in the new GERF the unit of measure was changed to km2) Marine areas under a) protection, b) sustainable management with EU support (km2)
		Germany: KT 5.1 - Area of protected areas [in ha] to which German development cooperation has contributed NB. it includes both terrestrial and freshwater ecosystems and marine areas, data are disaggregated KT 5.2 Area [in hectares] used or managed to maintain biodiversity NB. it includes both terrestrial and freshwater ecosystems and marine areas, however data are not disaggregated

Outcome/output indicators in Table 1 above	Indicator framework	Notes on fully or partially matching indicators
Number of smallholder farmers[165] reached (Belgium – BIO)	BE-BIO	EU Global Europe Results Framework (NDICI/IPA PF/EFSD+): Number of smallholders reached with EU interventions aimed to increase their sustainable production, access to markets and/or security of land
		France – AFD: Nombre d'exploitations familiales agricoles soutenues NB: it cannot be guaranteed that all "exploitations familiales" are smallholders, this should be noted in the reports.
		Finland: • Number of individuals (disaggregated by sex, disability status or age) and • Number of SMEs gaining access to a value chain
		Germany: KT 2.4 Number of farms benefiting from access to financial services, inputs or agricultural advice. NB: When KfW reports on this standard German indicator, they report on the number of all farms (so not necessarily smallholders). GIZ can disaggregate for smallholders as long as smallholders are defined by the size of their entity/surface of farmed area.
France – AFD: Number of people who participated in VET training (*Nombre de personnes ayant suivi une formation professionnelle*)	FR-AFD	Finland: Number of students enrolled in vocational education and training programmes, disaggregated by sex and disability status
		EU Global Europe Results Framework (NDICI/IPA PF): Number of people who have benefited from institution or workplace based VET/skills development interventions supported by the EU: (a) all VET/skills development, (b) only VET/skills development for digitalisation
		Germany: 3.1 - Number of people who have completed vocational training (NB: counting those benefitting from infrastructure as well – this will be explained in a footnote in the annual report)
Number of beneficiaries with access to financial services with EU (TEI) support: (a) firms, (b) people (all financial services), (c) people (digital financial services)	GERF/ IPA PF EFSD+	Belgium - BIO: • Number of projects supported through Private Equity Funds – (a) Firms • Number of tech projects supported through Venture Capital Funds – (a) Firms NB: data may include smallholder farmers that are also counted under the relevant indicator above. Enabel: Increase of number of firms and individuals having access to adequate financial and non-financial services, by sex and by age. NB: this indicator have also absolute number and data can be disaggregated by firms and individuals and financial/non-financial services.
		Germany: KT 3.8 - Number of people with improved access to financial services (NB: "Improved access" means that people use the service not that just that they have theoretical access to it, e.g. it is not enough to install an ATM in a city to count all the inhabitants). This is in line the GERF definition, under (b) people.

165 BIO uses the IRIS catalogue definition of "smallholder farmers" that is based on FAO definition and guidance (allowing for more context specific definition than the often used "less than 2ha"). See here for exact definition https://iris.thegiin.org/glossary/#smallholder-farmers.

Outcome/output indicators in Table 1 above	Indicator framework	Notes on fully or partially matching indicators
Number of (a) jobs, (b) green jobs supported/ sustained by the EU (TEI)	GERF/ IPA PF EFSD+	Belgium: BIO: Number of direct full-time equivalent jobs supported Enabel: Number of net decent employment created – direct jobs only NB: Primarily using ex post data. For BIO: for jobs supported – these are the actual jobs supported at the level of the investee companies (ex post). For Enabel: ex post data (or during intervention).
		Finland: Number of full-time (equivalent) jobs supported or created. Flexible interpretation so far – this likely to be revised by Finland in the coming year. Reporting combines large programmes where Finland is just one of the donors (and so results are not specific to its own funding), as well as smaller projects.
		Germany: KT 3.4 - Number of jobs created or secured (FTE). NB: German results data excludes unpaid jobs but includes indirect jobs, which the GERF systematically excludes. From 2023/24, it may be possible for KfW to disaggregate between direct and indirect jobs. GIZ can provide data for direct and indirect jobs separately.
Number of migrants, refugees, and internally displaced people or individuals from host communities protected or assisted with EU (TEI) support	NDICI/ GERF	Belgium - Enabel: Number of migrants and community members with access to their basic rights and quality services and/or access to/or control over common goods, disaggregated by sex and migrant/community
		Germany: KT 1.8 - Number of refugees, IDPs, returnees and residents of host communities assisted (NB: not migrants in general and including returnees)
Number of people directly benefiting from EU (TEI)-supported interventions that specifically aim to support civilian post-conflict peace-building and/or conflict prevention	NDICI/ GERF	France – AFD: Nombre de personnes appuyées par l'AFD vivant en zone de crise et/ ou fragile
		Germany: KT 1.6 - Number of people directly assisted by peacebuilding activities NB: the GERF indicator excludes migration interventions. BMZ counts migrants in case of peace building/conflict prevention in migration affected context or if they live in the intervention area. However, BMZ does not intent to add results from different indicators so no risk for double counting with KT 1.8.
Number of students enrolled in education with EU (TEI) support: (a) primary education, (b) secondary education, (c) tertiary education	NDICI/ GERF	Finland: Number of students enrolled in education at: b) Primary, c) Secondary, disaggregated by sex and disability status
		France – AFD: Nombre d'enfants scolarisés au primaire (désagrégé par sexe) et au premier niveau du secondaire avec l'appui de l'AFD
		Germany – KfW and GIZ can report on the GERF indicator NB. GIZ uses the indicator only for their primary education projects. They can thus contribute for primary education but not for other education level.

Outcome/output indicators in Table 1 above	Indicator framework	Notes on fully or partially matching indicators
Number of people to whom support is provided to help overcoming hunger and malnutrition (German standard indicator)	German Standard Indicator KT 2.1	EU Global Europe Results Framework: Number of women of reproductive age, adolescent girls and children under 5 reached by nutrition-related interventions supported by the EU Number of food insecure people receiving assistance through interventions supported by the EU
		Finland: Number of people reached by nutrition and food safety programmes, disaggregated by sex and disability status
Number of people with access to improved drinking water source and/or sanitation facility with EU (TEI) support	NDICI/ GERF EFSD+	Belgium - Enabel: • Number of people benefitting from safe drinking water in urban areas • Increase of proportion of population using safely managed drinking water services (this is SDG 6.1.1 indicator but Enabel has also absolute numbers linked to its projects for this indicator).
		Finland: Number of people with access to basic water supply + Number of people with access to basic sanitation – basic is defined following the country's own specifications It may be safe but not necessarily.
		France – AFD: • Nombre de personnes bénéficiant d'une amélioration de leur service d'alimentation en eau potable • Nombre de personnes bénéficiant d'une amélioration de leur service d'assainissement NB: Élementaire (basic) is defined as access to a water point with accessibility criteria that is less than 30min away (return trip, waiting included). Safety is defined as at home, available on demand for more than 12 hrs per day and of constant quality.
		Germany: KT 5.6 Number of people with access to new or improved drinking water source + KT 5.7 Number of people with new or improved basic sanitation or wastewater treatment. NB: BMZ sets additional requirements / criteria and considers infrastructural capacity.
Number of people directly benefiting from EU (TEI) interventions that aim to reduce social & economic inequality (methodological note under development)	GERF/ IPA PF	

The qualitative indicator on governance (Extent to which TEI strengthened capacities for good governance, covering the judicial, legislative and executive branches) is intentionally left broad so that the individual TEI can submit Stories of Change that they contributed to (following the template in Appendix 4). Please note:

- Governance refers to all processes of governing, the institutions, processes and practices through which issues of common concern are decided upon and regulated.
- Good governance adds a normative or evaluative attribute to the process of governing. From a human rights perspective it refers primarily to the process whereby public institutions conduct public affairs, manage public resources and guarantee the realisation of human rights.

- While there is no internationally agreed definition of 'good governance', it may span the following topics: full respect of human rights, the rule of law, effective participation, multi-actor partnerships, political pluralism, transparent and accountable processes and institutions, an efficient and effective public sector, legitimacy, access to knowledge, information and education, political empowerment of people, equity, sustainability, and attitudes and values that foster responsibility, solidarity and tolerance.
- The Human Rights Council has identified the key attributes of good governance: transparency, responsibility, accountability, participation, responsiveness (to the needs of the people).
- Stories of change related to these aspects and sufficiently answering all the questions from the template are eligible for publication.

Appendix 7. Definitions and Data Quality Control

Definitions

To support monitoring and reporting on results, the following definitions have been agreed:

- Target group and beneficiaries - the target group consists of the intended beneficiaries of a development intervention. In other words, these are the persons or organisations for whom the intervention is expected to make a certain change in the future. The target group is directed towards the future. On the other hand, the beneficiaries are the persons or organisations actually reached by the intervention, in the present or past.
- Ex ante values refer to estimates of expected results. They are usually determined through feasibility studies, before the intervention is implemented.
- Ex post values refer to values of realised results. They are collected during the implementation of interventions, after or shortly before their completion. The term 'value at the time of final control' is used by some MS institutions - this corresponds to the meaning of 'ex post'.
- Measurement - A measurement is available when results are collected through comprehensive monitoring (e.g. participant analyses), surveys or remote sensing methods. Measurements are primary data collections. Measurements are preferable to estimates, if they can be implemented with reasonable effort.
- Estimate - Estimation is the approximate determination of numerical values, sizes or ratios by means of visual inspection, experience or statistical-mathematical methods.

If measurements are not possible, estimates based on primary and secondary data or experience gained (e.g. from similar measures with own measurements) can be used in reporting. These data, which are considered to be contextually relevant, are transmitted or generated or extrapolated by mathematical-statistical-methods. In the case of estimates, a quality rating must also be considered: The more detailed the estimation method, the higher the chance that the estimate is a valid approximation of the true value.

Quality control (QC)

Results data refers to qualitative and quantitative information provided by TEI members on their joint contribution to results and objectives that were agreed in the JIL. This data will undergo quality control in the following manner:

	For qualitative Stories of Change	**For quantitative results data following indicators in Table 1 above, for which data will be aggregated annually**	**For quantitative and/or qualitative results data for the other indicators agreed in the Joint Intervention Logic**
Timing	Annually, before submission to central level on 30 April	Annually, before submission to central level on 30 April	As agreed by TEI members
Responsibility	• QC level 1: EU and MS development counsellors and operational managers who oversee the relevant TEI components. • QC level 2: HQ representatives of the MS and EU (for Stories selected for publication in the annual report).	• QC level 1: EU and MS development counsellors and operational managers who oversee the relevant TEI components – with support of TA experts and Implementing Partners as needed. • QC level 2: HQ representatives of the MS and EU – with support of TA experts as needed.	EU and MS development counsellors and operational managers who oversee the relevant TEI components – with support of TA experts and Implementing Partners as needed.
Relevant template	Appendix 4	Appendix 5	Example in Appendix 2, can be adapted
Standards that constitute the basis for the results data QC	Requirements are explained under each field in Appendix 4. QC level 1 will confirm the relevance, accuracy, completeness, validity, uniqueness and timeliness of the Story of Change[166]. QC level 2 will check the completeness (in terms of the template requirements) of data and investigate any data gaps.	Requirements are explained under each field in Appendix 5 and in the methodological notes for the indicators in Appendix 6 - part 2. QC level 1 will confirm the relevance, accuracy, completeness, validity, uniqueness and timeliness of the quantitative data. Every TEI members (in the field and/or HQ level) will follow their own standard procedures for reducing the risk of double counting between interventions and years of reporting. At TEI level, members wishing to contribute data to the same indicator will investigate and reduce any risk of double counting of beneficiaries (guidelines for this will be prepared and can be added as an Appendix in the future). QC level 2 will check the completeness of data and further investigate any data gaps and risk of double counting.	Progress values will come either from: (a) international databases whose quality is checked by their owners (i.e. the UN for any SDG indicator, national reports or similar sources), or (b) assessments and interventions funded by TEI members – in which case, the TEI members or their Implementing Partners (if any) are responsible for data quality.

166 Adapted from "Quality Dimensions, Core Values for OECD Statistics", https://one.oecd.org/document/STD/QFS(2011)1/en/pdf

Appendix 4. Human rights-based approach, gender equality and conflict and Working Better Together in a Team Europe approach

4.1 EU Human Rights-based Approach and Working Better Together in a Team Europe approach

EU commitment to promote and protect Human Rights

The EU is founded on a strong commitment to promote and protect human rights, democracy, and the rule of law. In line with the 2019-2024 strategic agenda adopted by the European Council and the 2019-2024 political guidelines for the European Commission, the EU has a strategic interest in advancing its global leadership on human rights and democracy with the aim of bringing tangible benefits to people around the world.

> *'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'.*
>
> European Consensus on Development, Art. 16

Since the adoption of the EU strategic framework on human rights and democracy in 2012, the first two EU action plans on human rights and democracy (2012 -2014 and 2015 -2019), the appointment of the first EU Special Representative for Human Rights (EUSR) and the 2019 Council conclusions on democracy, the EU has become more coordinated, active, visible and effective in its engagement in and with third countries and more prominently engaged at multilateral level.

The new Action Plan on Human Rights and Democracy 2020-2024 sets out the EU's ambitions and priorities for concrete action for the next five years in the field of external relations. In line with EU GAP III, the Action Plans reaffirms EU and Member States' commitment to promote women's and girls' full enjoyment of human rights, gender equality and the empowerment of women and girls as a priority across all areas of action. It also underlines the fundamental role played by an independent civil society, an enabling civic space and the support and protection of human rights defenders.

The Action Plan stresses once more the relevance of applying a rights-based approach (RBA) across EU bilateral and regional cooperation, including TEI and joint programming processes. Gender equality is an integral part of the RBA, encompassing the promotion, protection, and fulfilment of all human rights (See Appendix 4). Since 2017, with the adoption of the new European Consensus for Development in June 2017, the EU and its Member States committed to implementing an RBA.

Human Rights based Approach (HRBA): the fundamentals.

HRBA 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 HRBA, 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 HRBA to development cooperation should strengthen 'rights-holders' to claim their rights and 'duty-bearers' to meet their obligations.

The following elements are necessary 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.

At the heart of an HRBA 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 HRBA methodology also reminds us that development interventions 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 HRBA working methodology recognises that pursuing human rights objectives is not enough. The way these objectives are achieved is equally important. Programmes therefore monitor and evaluate both outcomes and processes.

Human Rights based Approach (HRBA): the five principles.

Figure 22: Human Rights Based Approach (HRBA) five principles

RBA is underpinned by five working principles to be followed throughout the programme cycle:

- 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 considered 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[167] and have efforts been made to ensure equal participation of persons with disabilities[168]?
- 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 must 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?

Human Rights based Approach (HRBA): the toolbox.

The HRBA must be applied in each step of Team Europe approach cycle (from identification to formulation of the Joint Intervention Logic/Joint Response, implementation, monitoring, and evaluation). The HRBA checklist developed in the framework of the HRBA toolbox can help and support EU staff and all stakeholders involved in this process. It consists of a list of questions/elements to guide the implementation of an HRBA in all EU development programmes and projects.

167 In line with the EU's obligation under Article 32 of the Convention on Rights of Persons with Disabilities
168 In line with EU Strategy for the Rights of Persons with Disabilities 2021-2030, and Guidance Note on Disability inclusion in EU external action

Table 13: Human Rights based Approach (HRBA) Check list (adapted for TEI/JP).

Country/sector analysis	Have immediate and underlying root causes of the main development problems also in terms of HR ben identified in the Joint Analysis? Is the TEI /Joint Response compliant with the existing relevant legal HR obligations? and with the HR Country Strategy? • Which international instruments are binding for the sector? • Is the constitutional framework compliant with international obligations? Does TEI/ Joint Response support the partner country in implementing recommendations that it accepted during the UN Universal Periodic Review? Does TEI / Joint Analysis clearly identify the rights holders/vulnerable groups regarding the development challenges identified? Does TEI/ Joint Response assess the capacity of rights holders/vulnerable groups to claim their rights? Particularly regarding: • Awareness about rights and access to information • Access to legal/administrative/political services for claiming their rights. • Access to basic services • Access to decision making processes. Does TEI/ Joint Response assess the capacity of state institutions to fulfil duties and responsibilities? Particularly regarding: • Transparency and openness • Legal, political, and social accountability (complaint mechanism) • non – discrimination and equality • meaningful participation and empowerment
Identification and Formulation	Have potential gaps between human rights standards and day to day reality been identified, including: • Human rights concerns raised by international treaty bodies (UPR). • Potential negative development trends potentially leading to human rights violations. • Evidence of disparities for vulnerable groups. • Capacities of local governmental and/or non-governmental partners. Do the objectives of the TEI Joint Intervention Logic/Joint Response: • Ensure that the rights of vulnerable groups are considered? • Ensure that the targeted end–users enjoy or participate effectively in the benefits of the selected intervention strategy? • Ensure that inequality and discrimination issues are considered? Does the TEI Joint Intervention Logic/Joint Response: • Ensure that the capacities of targeted vulnerable groups are strengthened, with a view to allow them to claim their rights? • Aim at strengthening accountability mechanisms, with a view to make both development partners and recipients accountable to rights holders? Were target groups and/or targeted vulnerable groups involved in the decision-making processes? Does the proposed TEI Joint Intervention Logic/Joint Response identify human rights indicators?

Implementation	Does the TEI/ Joint Response implementation process respect the working principles of legality/ universality/indivisibility, participation, non-discrimination and equality, accountability and the rule of law and transparency? Do TEI/Joint Response implementation activities ensure non-discriminatory practices and safeguards, particularly regarding selected vulnerable groups? Are target groups and/or targeted vulnerable groups involved and consulted during the implementation of activities? Does the TEI/Joint Response implementation process consider: • The relations between target groups and all stakeholders? • The capacity gaps identified. Is the proposed joint strategy transparent in its implementation activities?
Monitoring and evaluation	Do TEI/JP monitoring and evaluation mechanisms effectively foresee specific monitoring regarding the working principles of the RBA listed above? Do they allow monitoring of? • The impact on vulnerable groups in general? On targeted vulnerable groups? • The effectiveness and quality of participation of targeted vulnerable groups? • The impact of the selected programme/project on accountability mechanisms? Do the TEI/JP monitoring and evaluation mechanisms effectively refer to the quality of the implementation process? Do the sources of information used include disaggregated data, qualitative and quantitative information, assessments, and recommendations provided by national/international HR bodies, CSOs and other development partners?

4.2. EU Gender Action Plan and Working Better Together in a Team Europe approach

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.

With the adoption of the EU Gender Action Plan III: An ambitious agenda for gender equality and women's empowerment in EU external action (GAP III) on 25 November 2020, the EU reaffirms the centrality of gender equality and women's empowerment throughout EU external action at all levels and in all sectors. GAP III is articulated around 5 pillars, of which the first two pillars are particularly relevant for TEIs and joint programming:

- **Pillar 1:** Making EU engagement on gender equality more effective as a cross-cutting priority of EU external action in its policy and programming work. According to GAP III, 85% of all new actions throughout external relations (including TEIs) should contribute to gender equality and women's empowerment by 2025. This requires further gender mainstreaming in all external policies and sectors and a gender-transformative, rights-based and intersectional approach.
- **Pillar 2:** Promoting, together with EU Member States, a strategic EU engagement at multilateral, regional and country level and jointly, in close cooperation with all key stakeholders.

As stressed under Pillar 2, Working better Together in a Team Europe approach provides a paramount opportunity to speak with one voice and strengthen coordination and coherence amongst EU and Member States on gender equality and women's rights. Increased coherence and coordination are a GAP III requirement. This implies a shared analysis and a joint response in a Team Europe approach, establishing an ambitious and shared agenda for gender equality and women's empowerment at country level.

In line with the 85% target mentioned above (Pillar 1), TEIs and their different contributions should be designed respecting the requirements of the OECD DAC policy marker. The aim is that any TEI and its components should be genuinely marked as G1 (gender equality is mainstreamed). TEIs and their components targeting gender equality as their principal objective should qualify as G2.

The EU applies the three-point scoring system of the OECD-DAC gender equality policy marker, which reads as follows:

G2 score – principal objective - gender equality and women's empowerment (GEWE) is the main objective of the action and is fundamental in its design and expected results. The action would not have been undertaken without this objective. In other terms, gender equality is the overall objective of the action which is designed with the purpose to contribute to GEWE.

G1 score - significant objective - gender equality and women's empowerment is an important and deliberate objective, but not the principal reason for undertaking the action (often explained as gender equality being mainstreamed).

G0 – not targeted.

For more information check:

The Guidance on gender equality from OECD (where gender analysis is tackled): Gender Equality and the Empowerment of Women and Girls: Guidance for Development Partners | en | OECD and

The OECD DAC gender equality policy marker : The DAC gender equality policy marker - OECD

Mandatory gender analysis.

The country gender analysis constitutes the mandatory starting point and should inform the design of the TEIs as well as the joint programming exercise, right from the outset. Context- and/or sector-specific gender analysis (in the areas relevant to TEIs, such as green deals, digitalisation, governance, etc.), as well as the increasing availability and use of sex and age-disaggregated data are key to ensure that joint programming and TEIs effectively contributes to gender equality and women's empowerment.

According to GAP III, the design of all external EU-funded programmes will apply three minimum standards:

- Conducting and using updated gender analyses to inform decision-making on future action and integrating these into all relevant dialogues, policies, strategies, programmes and operations.
- Applying gender and sex-disaggregated indicators and statistics to monitoring and evaluation.
- Giving robust reasons, based on the findings of the gender analysis, to substantiate any action deemed not to contribute to gender equality.

Division of labour and identification of joint actions

The country gender analysis should inform the GAP III country-level implementation plan (CLIP) and the division of labour in the key areas of intervention. In many partner countries a development partner gender coordination mechanism is in place, often lead by the EU Delegation or one of the Member States. This mechanism constitutes a valuable resource for the Team Europe approach, as it contributes to sharing information, knowledge and skills to maximise division of labour and avoid duplication. The availability of country gender analysis (and eventually, the sharing of administrative and financial resources for carrying it out in case it is not available) should be discussed within the development partner gender coordination mechanism or, in its absence, within the TEI coordination mechanism in place. The use of EUD and Member States in-house gender expertise (in particular Gender Focal Persons) and/or any other mechanism in place to access external expertise can feed and enrich the Working Better Together process.

Shared results frameworks

The gender analysis at country level should also inform the identification of joint actions and joint implementation in the key areas of intervention, in alignment with the EU GAP III and the respective Country Level Implementation Plan (CLIP).

Based on a gender analysis, the Joint Intervention Logic of the TEI as well as the joint programming documents should include specific gender equality objective(s) and result(s) as well as at least one gender-responsive indicator or an indicator informing on gender equality and women's empowerment, Disaggregation of data by sex and a commitment to report on the gender equality results achieved should also be included in the TEI/JP results-based framework. The GAP III Staff Working Document offers a menu of outcome and impact indicators, which are also available in OPSYS.

The joint Staff Working Document on Objectives and Indicators to frame the implementation of the Gender Action Plan III (GAP III) complements the joint communication to the European Parliament and the Council by providing a set of objectives and indicators to monitor progress in the implementation of GAP III and measure its results at country, regional and international levels.

For more information check:

Access the list of GAP III objectives and indicators (SWD2020 - 284 final) here

Consult the list of GAP III key thematic outcome indicators available on Capacity4dev.

Shared reporting

TEI/JP and GAP/CLIP reporting processes should be streamlined as far as possible to effectively monitor how EU and Member States are jointly contributing to gender equality through the TEI and joint programming, in line with the GAP III and the Council Presidency conclusion on the GAP III.

In the case of TEIs where the different components are considered too different in nature and each partner will carry out the monitoring and evaluation activities of its respective component, progress towards the gender objective(s) and results using the selected gender specific indicators, should also be included under each one of the components, as well as in the joint aggregated report to be prepared on the basis of the individual reports. This joint aggregate reporting can form an important input into policy dialogue and visibility communications, regarding progress towards GAP III commitments.

In the case of TEIs where the different components are considered too different in nature and each partner will carry out the monitoring and evaluation activities of its respective component, progress towards the gender objective(s) and result's using the selected gender specific indicators, should also be included under each one of the components, as well as in the joint aggregated report to be prepared on the basis of the individual reports. This joint aggregate reporting can form an important input into policy dialogue and visibility communications, regarding progress towards GAP III commitments.

Meaningful consultations and partnerships

Meaningful consultations and, when possible, partnerships (as described in Chapter 3), with key stakeholders advancing GEWE shall be promoted throughout the process, from design to implementation and follow up of TEIs and joint programming processes. These consultations should be coordinated by the EUD/Commission or one of the contributing Member States. They should be regular and if possible, aligned with or even institutionalised within the steering and governance mechanisms established to follow up the TEI and joint programming. They shall involve all relevant stakeholders at country level such as Gender national machineries, Gender Units/Focal Points at the sectoral ministries, women rights organisations and CSOs working on girls' and women's rights.

4.3 Conflict-sensitive engagement and Working Better Together in a Team Europe approach

The EU, on foot of the NDICI Global Europe requirements on Conflict Sensitivity has developed a form of conflict analysis called Conflict Analysis Screening (CAS). 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 key conflict drivers and actors, Scenarios,a conflict sensitivity risk assessment) and recommendations to ensure conflict-sensitive engagement and opportunities for conflict prevention and peacebuilding. Conflict-sensitive programming is a deliberate and systematic practice that aims at minimising or reducing any negative impacts of interventions on peace and conflict dynamics in areas of intervention.

Conflict sensitivity is generally defined as follows (EU Guidance Note on Conflict Analysis, 2020):

- Apply the do no harm principle and approach in all contexts.
- Understand the complexities, risks and opportunities in the given context.
- Understand the possible interactions between the (proposed) interventions and the context (and vice versa), in terms of potential to worsen conflict or conflict risks by exacerbating tensions and divisions or heightening risks of increasing fragility and likelihood to do harm.
- This understanding should accordingly inform the design, implementation, monitoring and (where possible) adaptation of such actions.
- Minimise negative effects and maximise the contributions of development interventions towards positive peace, conflict prevention and resilience.

➔ More guidance about conflict sensitivity can be found in the 'Conflict Sensitivity Guidance Notes'[169].

169 Conflict Sensitivity Guidance notes, DG INTPA, 2021 https://europa.eu/capacity4dev/public-fragility/discussions/conflict-sensitivity-guidance-notes-dg-intpa-european-commission - EU Guidance Note on Conflict Analysis 2020 - https://europa.eu/capacity4dev/public-fragility/discussions/2020-eu-guidance-conflict-analysis

4.4 CSOs key roles in the 5 EU external action priorities areas

Table 15: CSOs key roles in the five EU external action priority areas.

GREEN DEAL

Provide inputs from various different knowledge fields to change and ultimately improve environment and climate-related policy at the international, national and community level.

Raise awareness to change consumers and producers' behaviour regarding consumption and production patterns (e.g. reducing food loss and waste, dietary change towards healthier and/or plant-based diets, adoption of circular economy models...)

Share good practices e.g. with farmers to help them embrace climate-smart agriculture.

Carry out targeted campaigns to prevent the collapse of fish populations, marine mammals and other damages to sea life resulted from industrial fishing and environmental degradation

Inform, sensitise and raise awareness of the public, on issues related to energy costs (e.g. electricity tariffs), energy efficiency, consumer rights, pro-poor energy policies, local sustainable energy solutions, clean cooking, etc.

Cooperate with the government (national/local) and the private sector to pursue the energy transition, develop pro-poor energy systems, support energy efficiency projects, promote social entrepreneurship and alternative energy systems, develop community-based energy management systems, etc.

Cooperate with local actors towards the planning and development of green, smart, climate-resilient cities.

Advocate for a sound management of natural resources as well as for the implementation of the Right to Free, Prior and Informed concept for indigenous peoples.

Engage with young people and support youth organisations who are often at the forefront of climate activism.

DIGITAL AND DATA TECHNOLOGIES

Contribute to strengthening citizens' digital skills as evidenced by the numerous examples of NGOS providing training (including through coding boot camps).

Help reduce the digital gender gap by advocating for legislations that protect girls and women online, by raising awareness on the benefits that the internet can bring or by fighting socio-cultural norms that prevent women from using digital technologies.

Civic tech activism can provide valuable tools for civil society organisations to better convey citizens' voices to governments, hold authorities accountable, inform the population or deliver services. CSOs can notably contribute to creating innovative digital tools by participating in hackathons, ensuring hence those tools are in line with population needs, in particular the younger generations and the most vulnerable.

Promote a sound data regulation framework in partner counties. In addition to the data protection issues, CSOs are key actors in the fight against disinformation.

Provide support to CSOs to strengthen their digital security literacy, and capacity.

ALLIANCES FOR SUSTAINABLE GROWTH AND JOBS

Provide technical support and knowledge for MSMEs, e.g. when it comes to improving management, marketing, production and governance capacities or adapting products to local cultural contexts and needs.

By grouping smallholders, farmers' organisations (FOs) help address various capacity constraints related to e.g. productivity, management capacities, land use rights, but they also facilitate access to lending from financial institutions.

Mobilise additional resources to be invested. A growing number of diaspora organisations work on the creation of financial mechanisms that can capture diasporas' savings for support to local development projects and/or business creation.

Business and professional associations, such as trade unions and employers' organisations are of paramount importance in promoting a sound investment climate through social dialogue.

Promote responsible business conduct (RBC) and investments regarding the environment, climate change mitigation and adaptation, decent working conditions and the respect of human rights.

Young people can support the design of TVET programmes to ensure inclusiveness and effectiveness.

MIGRATION PARTNERSHIPS

Sensitise target groups (migrants, refugees, asylum seekers, victims of human trafficking, mention labour migrants and internal displaced persons) about the risks of illegal migration and people smuggling.

Provide information about asylum application procedures, etc.

Advocate for security reforms, promoting the reform of legislative frameworks to protect vulnerable groups, particularly young migrants, refugees, asylum seekers, and other marginalised groups.

Provide social, legal or protection services to refugees, asylum seekers, etc.

Monitor how authorities treat migrants and raise public as well as citizens awareness as regards any mistreatment.

Promote socio economic and environmental initiatives at community level to provide improved opportunities for prospective migrants and address root causes of migration such as climate change and environmental degradation.

Establish dialogue and cooperation channels with state actors to develop awareness and capacities to oversee the security sector and prevent human rights violations, e.g. parliament, state audit institutions, police, rule of law, border police, etc.

HUMAN DEVELOPMENT, GOVERNANCE, PEACE AND SECURITY

Contribute to nurturing good governance, predictable regulatory frameworks and respect for the rule of law by monitoring the implementation of public policies, by promoting transparency in public procurements and by leading the fight against corruption, cronyism and illicit financial flows.

Pioneer new approaches and pilot initiatives to improve basic services, particularly to vulnerable groups and cooperate with the authorities, at local and national level, to establish Public private Partnerships (PPP).

Participate in open and inclusive budgeting processes to shape policies and practices that promote equity and justice.

Establish social accountability systems to monitor the quality of services provided by the authorities and sensitize citizens on their use.

Work with grass roots, women, youth, and indigenous communities and develop their capacities (e.g. around gender- based violence prevention, legal aid, human rights defenders etc.).

Draft parallel/shadow reports on compliance with e.g. international human rights conventions.

Work with communities, in particular women and youth, to address the roots of violent extremism, promote inter- religious and inter-ethnic dialogue, support social cohesion and strengthen community resilience.

Strengthen CSOs evidence-based advocacy capacities to participate in security policy dialogue and programs.

Appendix 5. Further information, technical assistance and contacts

5.1 Further information

Further information can be found on the public TEI-JP tracker.[170] The tracker offers a public overview on the global state of play of Team Europe Initiatives (TEIs) and joint programming (JP) both of which enable actors following a Team Europe approach to work better together around the world. For each partner country and region, you can find information on respective TEIs and joint programming processes (where applicable), TEI participants, and any supporting information, such as joint programming documents and TEI and ODA infographics. You can also find aggregated information on TEIs and JP across regions by exploring the dashboards. Note that so far, we are not including any financial information about the TEIs. In addition to that, INTPA will continue to regularly update its Frequently Asked Questions about the TEIs available on the restricted Team Europe Capacity4Dev Group.

Online resources include:

- Capacity4Dev Working Better Together page providing access to tools and resources https://capacity4dev.europa.eu/groups/team-europe-development-effectiveness
- Capacity4Dev Team Europe restricted group (for officials of public actors following a Team Europe approach) providing access to resources, guidance, best practices and lesson learnt: https://europa.eu/capacity4dev/team-europe
- Team Europe Initiatives and joint programming Tracker, an open-access website that provides information on TEIs and JP by partner country https://capacity4dev.europa.eu/resources/team-europe-tracker_en
- Team Europe Explorer is a web-based visualisation tool of the Team Europe approach actors' spending of Official Development Assistance (ODA) and Total Official Support for Sustainable Development (TOSSD) by country, including through ODA infographics: https://team-europe-explorer.europa.eu
- INTPA website: https://commission.europa.eu/about-european-commission/departments-and- executive-agencies/international-partnerships_en and https://international-partnerships.ec.europa.eu/index_en
- INTPA Academy with online videos and case studies https://webgate.ec.europa.eu/intpa-academy/, including specific Team Europe approach course: SCO_Team Europe_EN (europa.eu)
- Global Gateway Platform Team Europe actors' internal working tool for tracking Global Gateway Flagship Projects and Team Europe Initiatives (TEIs), providing key project information. Since this is not a publicly available tool, Team Europe actors can request access via the Global Gateway Platform Functional Mailbox: EU-Global-Gateway-Platform@ec.europa.eu

Technical Assistance

To actively support activities that aim "Working Better Together in a Team Europe approach", INTPA D1 is managing the "Support to European Development Policy, Team Europe and Global Gateway" Technical Assistance Facility. The Facility assists the European Commission, EU Delegations, Member States, and their implementing agencies and financial institutions in coordinating a Team Europe approach for Global Gateway implementation. This include the effective implementation of country, regional, and global Team Europe Initiatives, promoting joint programming processes, and advancing Global Gateway Flagship projects.

170 https://europa.eu/capacity4dev/tei-jp-tracker/dashboard

The facility can:

- improve capacities to update, capitalise on, operationalise, document and share guidance and knowledge in areas of strategic interest to Global Gateway priorities and the Team Europe approach;
- strengthen and improve partnerships, co-ordination, and information flow between different actors following a Team Europe approach;
- support the development and formulation of pipelines of projects and investments to scale up Global Gateway, involving European financial actors, and crowding in private sector funds and sustainable finance;
- mobilise policy expertise to support outreach to European (financial) actors;
- enhance statistical analysis (ODA, TOSSD, SDG indicators, etc) and reporting, including by monitoring Global Gateway investment volumes and funding mobilised for TEIs;
- support the monitoring and mainstreaming of EU principles in TEIs and Global Gateway flagship projects;
- contribute to disseminateing knowledge and experience of Global Gateway and the Team Europe approach, including by organising seminars, learning events and other meetings linked to the policy objectives;
- provide support to the EU and Member States when working together in international organisations and multilateral contexts.

If you need assistance in the implementation of Global Gateway projects, Team Europe Initiatives, joint programming or any of the above outlined areas, please

contact DG INTPA D1 at ec-team-europe-facility@ec.europa.eu

5.2 Contact

For any questions or updates to information on joint programming or Team Europe Initiatives available on the Capacity4Dev Team Europe and Joint Programming Tracker, please contact:

INTPA-TEAM-EUROPE-SUPPORT@ec.europa.eu

You could also use INTPA TAIEX (Technical Assistance and Information Exchange Instrument) funds to share Member States public policy approaches, standards and institutional set-ups in the relevant TEI policy objective areas. This can be another source for input of actors following a Team Europe approach to ongoing dialogue with partner country governments and analysis work both in advance of the TEI actions being implemented or as part of their implementation. For support on TAIEX you can contact the INTPA TAIEX team:

enest-taiex-intpa@ec.europa.eu

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