

INSTRUCTIONS FOR ACTION DOCUMENT TEMPLATE COMPLETION

The objective of these instructions is to present the unified **Action Document (AD) template for identification and formulation** of EU funded actions and to explain how to complete it at each phase.

SCOPE AND PURPOSE OF THE AD TEMPLATE

The unified AD template covers **all aid modalities** (project modality, including calls for proposals, and budget support) and is to be used for both phases of **identification and formulation**. Proceeding in this way has the following purposes:

- It shows clearly what should be the focus of the identification phase and that of the formulation phase;
- It eliminates the difficulty of the upfront choice between budget support and project modality, which had to be made in the past for the different templates of the identification fiche.
- It facilitates the progressive building up of the Action Document over both phases, avoiding unnecessary repetitive drafting work and thus maintains all the elements of the action in one easily consultable document without back and forth between the Identification Fiche and the Action Document.
- The unified AD template allows at the same time the necessary flexibility in terms of the analysis and information that is to be provided for each type of action based on the context (for example, for actions in countries in crisis, for actions to be identified and formulated through calls for proposals etc.).

The purpose of **identification** is to define an appropriate basis for the formulation/design of an action, in accordance with the relevant Multi-Annual Indicative Programming document. Whatever the aid modality, identification requires a thorough understanding of the context through mapping and analysis of sector and other relevant policies, institutions and stakeholders with the goal of focusing on the priority areas and/or problems to be addressed.

The conclusions from the analysis (summarized in Sections 1 to 3 of the AD) and the proposed options for the specific objectives and related results to be attained (in section 4.1 of the AD) and the preliminary indications with respect to the aid and implementation modalities (in section 5 of the AD) constitute the main outputs of the identification phase, and can be subject to peer review at a first Quality Support Group (QSG1). Also in cases where a QSG1 is not foreseen, the context analysis and options for identification remain as a necessary phase preceding the full design during formulation. Once direction has been chosen, some of the elements may need to be subject to further analysis for the purpose of the good design of the action.

The purpose of **formulation** is to design the proposed action, based on the analysis carried out during identification. This phase leads to the elaboration of a full Action Document, by completing the context analysis where necessary, presenting the chosen implementation modalities and elaborating the indicative logframe or, for budget support, the indicative list of result indicators. The full Action Document is subject to peer review at a Quality Support Group (QSG2) meeting where particular attention is to be given to the intervention logic of the action and the implementation arrangements.

The Action Document will be used to create the Technical and Administrative Provisions (TAPs) as Annex 1 of the Financing Agreement, by deleting the unnecessary sections (full sections 1 to 3 (included), sections 5.1. and 5.2.) and by adding the relevant title (TAPs) and, in the case of Budget support actions, the annexes 1-3 (performance indicators; disbursement arrangements and timetable; Performance Assessment Framework). The AD should be presented at QSG2 with all the information needed for TAP's. The sub-sections 5.4.1.5. a) and b) should be deleted afterwards in the AD when it will be sent with the draft financing decision for the Interservices consultation, comitology committee and written procedure.

The attention is drawn to the following recommendations:

- In view of the EU policy targets on climate change (20% of the overall EU budget and 25% of the overall budget for the Programme on Global Public Goods and Challenges 2014-2020 to be climate relevant¹) and biodiversity (doubling the expenditure²), it is important to address the possible integration of these aspects in the action during identification phase and to reflect on the options to ensure that the proposed action contributes to the commitments on mainstreaming environment/climate change/biodiversity.
- A similar consideration applies to gender. According to the EU Plan of Action on Gender Equality 2010-2015, by 2013 at least 75% of all new proposals should have scored G-2 (gender as a principle objective), or G-1 (gender as a significant objective). As gender analysis is strongly recommended and in order to reflect on gender mainstreaming, the Gender Equality Screening Checklist (for project modality or for budget support) is to be used already from an early stage in the development of the proposed action.
- The identification phase aims at defining the overall and specific objectives of the proposed action, but also to consider the options that need to be decided on before formulation is started and to discuss specific issues that may need closer attention at this stage of preparation of the action; therefore it is important to make use of the space specially foreseen in the AD template (at the level of the summary, but also in section 4.1. and 5) in order to draw direct attention to these issues and options.
- In the identification phase, Delegations/DEVCO operational units should preferably present only one Action Document per sector of concentration per Annual Action Programme; in case more than one Action Document per sector is envisaged, this should be mentioned in section 4.1 as part of the options to be considered.
- In case there are particular issues to be raised regarding the proposed action (for example, issues related to human rights situation) which cannot be explained in the Action Document, please highlight them in the Delegation's transmission note to Headquarters (or in a note for the QSG meeting in case of Headquarter's managed operations).
- Involvement of DEVCO Headquarter services, in particular the early involvement of budget support experts and thematic units, is strongly recommended as from identification.
- Partners should be in the first line for project and programme design to ensure ownership. Delegations and DEVCO Headquarter services should assist the partners and facilitate the process. In any case, the partner needs to formally endorse the proposed action.
- For lessons learned and knowledge sharing make use of the documentation available on DEVCO internet: [strategic evaluation repository](#), publications such as those listed at [EuropeAid Library](#), [Capacity4Dev](#), etc.

HOW TO USE THE AD TEMPLATE AND THESE INSTRUCTIONS

This document contains the methodological **instructions on how to complete each section of the AD template**, giving the instructions for identification (corresponding to sections up to 5.) below followed by instructions for formulation. It is necessary to follow the order of these instructions independently of whether a QSG1 peer review is foreseen or not.

The **template for the Action Document** itself also contains some instructions, mostly for the application of the Financial Regulation. Those instructions generally consist in standard text to be included in the document with, sometimes, alternative texts between which a choice needs to be made. In each of the sections of the AD template there is a reminder of the phase during which the section needs to be completed.

To create the Technical and Administrative Provisions (TAPs) from the Action Document, use the relevant parts of the full AD following the correspondence table below. The following two tables aim to present an overview of the sections of the Action Document template that need to be completed during each of the identification and formulation phases. It also presents the structure of the revised Technical and Administrative Provisions, which are to become the Annex 1 to the Financing Agreement.

¹ A Budget for Europe 2020: "Proportion of the EU budget that is related to climate mainstreaming to be at least 20%". The commitment does not apply to EDF but this does not take away the relevance of setting standards accordingly also in connection with EDF funded actions.

² 2012 COP of the Convention for Biological Diversity in Hyderabad: "Doubling the total biodiversity-related international financial resource flows to developing countries by 2015 and at least maintaining this level until 2020".

Project modality (including thematic and regional programmes, as well as calls for proposals)

Sections to be completed during identification (also if no QSG1)	Sections to be completed during formulation	Full Action Document	Technical and Administrative Provisions (TAPs)
Cover page (1 ½ pages)		Cover page (1 ½ pages)	Cover page (1 ½ pages)
Summary (½ page)		Summary (½ page)	Summary (½ page)
1. Context (3 pages)		1. Context (3 pages)	
1.1. Sector/regional context/thematic area		1.1. Sector/regional context/thematic area	
1.1.1. Public Policy Assessment and EU Policy Framework		1.1.1. Public Policy Assessment and EU Policy Framework	
1.1.2. Stakeholder analysis		1.1.2. Stakeholder analysis	
1.1.3. Priority areas for support/problem analysis		1.1.3. Priority areas for support/problem analysis	
2. Risks and Assumptions (1 page)		2. Risks and Assumptions (1 page)	
3. Lessons learnt, complementarity and cross-cutting issues (1 ½ pages)		3. Lessons learnt, complementarity and cross-cutting issues (1 ½ pages)	
3.1. Lessons learnt		3.1. Lessons learnt	
3.2. Complementarity, synergy and donor coordination		3.2. Complementarity, synergy and donor coordination	
3.3. Cross-cutting and other issues		3.3. Cross-cutting and other issues	
4. Description of the action (1 page)	4. Description of the action (2 pages)	4. Description of the action (2 pages)	1. Description of the action (2 pages)
4.1. Objectives/results and options	4.1. Objectives/results	4.1. Objectives/results	1.1. Objectives/results
	4.2. Main activities	4.2. Main activities	1.2. Main activities
	4.3. Intervention logic	4.3. Intervention logic	1.3. Intervention logic
5. Preliminary Indication of aid modality, type of implementing partner and implementation modalities as well as options (1 page)	5. Implementation (4 pages)	5. Implementation (4 pages)	2. Implementation (4 pages)
	5.1. Financing agreement	5.1. Financing agreement	
	5.2. Indicative implementation period	5.2. Indicative implementation period	
	5.4. Implementation modalities	5.4. Implementation modalities	2.1. Implementation modalities
	5.5. Scope of geographical eligibility for procurement and grants	5.5. Scope of geographical eligibility for procurement and grants	2.2. Scope of geographical eligibility for procurement and grants
	5.6. Indicative budget	5.6. Indicative budget	2.3. Indicative budget
	5.7. Organisational set-up/ responsibilities	5.7. Organisational set-up and responsibilities	2.4. Organisational set-up and responsibilities
	5.8. Performance monitoring and reporting	5.8. Performance monitoring and reporting	2.5. Performance monitoring and reporting
	5.9. Evaluation	5.9. Evaluation	2.6. Evaluation
	5.10. Audit	5.10. Audit	2.7. Audit
	5.11. Communication and visibility	5.11. Communication and visibility	2.8. Communication and visibility
	6. Pre-conditions (½ page)	6. Pre-conditions (½ page)	3. Pre-conditions (½ page)
Appendix – Initial logframe matrix	Appendix – Indicative logframe matrix	Appendix – Indicative logframe matrix	Appendix – Indicative logframe matrix
Total number of pages: 6-9½		Total number of pages: 12-16	Total number of pages: 9-11

Budget support

Sections to be completed during identification (also if no QSG1)	Sections to be completed during formulation	Full Action Document	Technical and Administrative Provisions (TAPs)
Cover page (1 ½ pages)		Cover page (1 ½ pages)	Cover page (1 ½ pages)
Summary (½ page)		Summary (½ page)	Summary (½ page)
1. Context (3 pages)		1. Context (3 pages)	
1.1. Sector/regional context/thematic area		1.1. Sector/regional context/thematic area	
1.1.1. Public Policy Assessment		1.1.1. Public Policy Assessment	
1.1.2. Stakeholder analysis		1.1.2. Stakeholder analysis	
1.1.3. Priority areas for support/problem analysis		1.1.3. Priority areas for support/problem analysis	
1.2. Other areas of assessment (3 pages)		1.2. Other areas of assessment (3 pages)	
1.2.1. Fundamental Values		1.2.1. Fundamental Values	
1.2.2. Macroeconomic Policy		1.2.2. Macroeconomic Policy	
1.2.3. Public Financial Management		1.2.3. Public Financial Management	
1.2.4. Transparency and oversight of the budget		1.2.4. Transparency and oversight of the budget	
2. Risks and Assumptions (1 page)		2. Risks and Assumptions (1 page)	
3. Lessons learnt, complementarity and cross-cutting issues (1 ½ pages)		3. Lessons learnt, complementarity and cross-cutting issues (1 ½ pages)	
3.1. Lessons learnt		3.1. Lessons learnt	
3.2. Complementarity, synergy and donor coordination		3.2. Complementarity, synergy and donor coordination	
3.3. Cross-cutting and other issues		3.3. Cross-cutting and other issues	
4. Description of the action (1 page)	4. Description of the action (2 pages)	4. Description of the action (2 pages)	1. Description of the action (2 pages)
4.1. Objectives/results and options (1 page)	4.1. Objectives/results	4.1. Objectives/results	1.1. Objectives/results and main activities
	4.2. Main activities	4.2. Main activities	1.2. Main activities
	4.2.1. Budget support	4.2.1. Budget support	1.2.1. Budget support
	4.2.2. Complementary support	4.2.2. Complementary support	1.2.2. Complementary support
	4.3. Intervention logic	4.3. Intervention logic	1.3. Intervention logic
5. Preliminary Indication of aid modality, type of implementing partner and, implementation modalities as well as options (1 page)	5. Implementation (4 pages)	5. Implementation (4 pages)	2. Implementation (4 pages)

	5.1. Financing agreement	5.1. Financing agreement	
	5.2. Indicative implementation period	5.2. Indicative implementation period	
	5.3. Implementation of budget support component	5.3. Implementation of budget support component	2.1. Implementation of budget support component
	5.3.1. Rationale for the amounts allocated to budget support	5.3.1. Rationale for the amounts allocated to budget support	2.1.1. Rationale for the amounts allocated to budget support
	5.3.2. Criteria for disbursement of budget support	5.3.2. Criteria for disbursement of budget support	2.1.2. Criteria for disbursement of budget support
	5.3.3. Budget support details	5.3.3. Budget support details	2.1.3. Budget support details
	5.4. Implementation modalities for complementary support	5.4. Implementation modalities for complementary support	2.2. Implementation modalities for complementary support
	5.4.1.1. – 5.4.1.7.	5.4.1.1. – 5.4.1.7.	2.2.1.1. – 2.2.1.7.
	5.5. Scope of geographical eligibility for procurement and grants	5.5. Scope of geographical eligibility for procurement and grants	2.3. Scope of geographical eligibility for procurement and grants
	5.6. Indicative budget	5.6. Indicative budget	2.4. Indicative budget
	5.7. Organisational set-up and responsibilities	5.7. Organisational set-up and responsibilities	2.5. Organisational set-up and responsibilities
	5.8. Performance monitoring and reporting	5.8. Performance monitoring and reporting	2.6. Performance monitoring and reporting
	5.9. Evaluation	5.9. Evaluation	2.7. Evaluation
	5.10. Audit	5.10. Audit	2.8. Audit
	5.11. Communication and visibility	5.11. Communication and visibility	2.9. Communication and visibility
	Appendix – Indicative list of result indicators	Appendix – Indicative list of result indicators	Appendix – Indicative list of result indicators
			Annex 1 – Performance indicators for disbursement
			Annex 2 – Disbursement arrangements and timetable
			Annex 3 – Performance Assessment Framework (where available)
	Total number of pages: 10-12½	Total number of pages: 15-18	Total number (without annexes): 9-11

COVER PAGE

SECTION IN THE TEMPLATE	HOW TO COMPLETE THE ACTION DOCUMENT TEMPLATE
1. Title / basic act / CRIS number	Complete according to the instructions in the template.
2. Zone benefiting from the action/location	
3. Programming document	
4. Sector of concentration/thematic area from programming document	
5. Amounts concerned	
6. Aid modality(ies) and implementation modality(ies)	
7. DAC code(s)	
8. Markers (from CRIS DAC form) ³	
9. Global Public Goods and Challenges (GPGC) thematic flagship	

ANALYTICAL PART

SECTION IN THE TEMPLATE	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
SUMMARY	During identification, use this section to provide a short description of the main issues identified and the possible options to be considered , including for the anticipated aid modality, type of implementing partner or implementation modality. These elements can be further developed in section 4.1. and 5. This part will be useful when there is a QSG1 or, more generally, for internal discussions.
	HOW TO COMPLETE THE ACTION DOCUMENT DURING FORMULATION
	During formulation, provide a short description of the action and its expected results ⁴ making the link with the corresponding results outlined in the multi-annual programming document for the sector or thematic area concerned. When relevant, indicate the links to a GPGC thematic flagship programme.
1. CONTEXT	
1.1. SECTOR/ COUNTRY/ REGIONAL CONTEXT/ THEMATIC AREA	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	In case of changes to the overall context, compared to the analysis carried out during programming, and which may affect the proposed action, provide a short update of the situation. This analysis should take into account the Rights Based Approach ⁵ . If there are no changes in the context, proceed to 1.1.1.
	For fragile and/or conflict situations ⁶ , provide a brief update of the situation of fragility/conflict based on the latest validated Risk Management Framework for the country concerned (where available) or a brief conflict analysis. As a priority, complete the problem analysis (1.1.3.), and where possible the public policy and stakeholder analysis.
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary.

³ Complete according to the DAC form manual in CRIS Knowledge Base and provide justification for the selected markers in section 3.3.

⁴ In line with OECD terminology the term results should be understood as covering all three levels of the results chain, i.e. output, outcome and impact.

⁵ See the Commission Staff Working Document: *Tool-Box, a Rights-Based Approach, Encompassing All Human Rights for EU Development Cooperation*:

http://www.eidhr.eu/files/dmfile/SWD_2014_152_F1_STAFF_WORKING_PAPER_EN_V5_P1_768467.pdf

⁶ This refers, in principle, but not exclusively to countries for which a Crisis Declaration applies and/or that are on the OECD's fragile state list: <http://www.oecd.org/dac/incf/FSR-2014.pdf>

1.1.1. Public Policy Assessment (*) and EU Policy Framework <i>(*)for budget support, this assessment corresponds to the first eligibility criterion</i>	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	<p>For actions supporting a partner's policy in a sector of concentration (including budget support), briefly describe the main specific objectives of the partner's policy that is to be supported by the action. Include an overall assessment regarding the state of policy formulation and level of consistency of the policy (is it 'well defined' or 'in preparation'), building on the description in the programming document and explaining any relevant changes since.</p> <p>In doing so, assess the today's relevance and credibility of the policy and its implementation in practice. The analysis should cover:</p> <ul style="list-style-type: none"> • the objectives of the policy; • whether the public policy is credible to national and international stakeholders: do they respond to the identified opportunities and challenges in the partner country or region and are they coherent with the government's budget?; • local ownership of the policy; • the existing institutional capacities; • the sector coordination mechanisms; • the outcomes of effective policy implementation (measured against concrete indicators from the country/region's overall/sector plan); • whether the policy is risk informed; • whether and to what extent does the policy contribute to mainstreaming environment/climate change into the specific area/sector. <p>The analysis should also explain whether a performance assessment/monitoring and evaluation framework is in place.</p> <p>In case the public policy is no longer in line with the relevant EU policy(ies), please explain briefly why not. Assess the compliance of the partner's policy with human rights commitments.</p> <p>For actions in project modality supporting a specific thematic area worldwide or in a number of countries (regional projects) - including actions to be implemented through calls for proposals - present the related EU policy framework(s) or initiatives, explain briefly the situation in each of the targeted countries, and more importantly the regional dimension, where applicable. Explain the relevant links to the selected partner countries' policies. Provide, where applicable, an assessment of the existing capacities of the relevant partner organisations.⁷ When relevant, present the GPGC thematic flagship that the action contributes to and explain briefly which objective(s) and results(s) of the relevant flagship the action will be part.</p>
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	<p>During formulation this section can be updated as necessary.</p> <p>For budget support, the Action Document shall include an explicit confirmation that there is a credible and relevant national/sector policy that supports the objectives of poverty reduction, sustainable and inclusive growth, and democratic governance (one of the four eligibility criteria). Submit the relevant supplementary document on public policy eligibility assessment in the format presented in the Annex 3 Part I of the Budget Support Guidelines.</p> <p>For actions in project modality supporting a partner's policy in a sector of concentration the same applies or, alternatively, the analysis should identify the specific areas where the action aims to assist the partner in developing a credible and relevant public policy.</p>

⁷ For guidance on capacity development refer to *Making Technical Cooperation More Effective*, Guidelines N°3: <https://myintracomm.ec.europa.eu/dg/devco/quality-impact/Documents/New%20intranet/Capacity%20Development/Guidelines-technical-cooperation-2009-en.pdf>

1.1.2. Stakeholder analysis	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	<p>For all types of actions, briefly identify the key stakeholders (including the target groups and beneficiaries) to be affected by this action. Specific attention shall be paid to the most vulnerable groups who could be positively or negatively affected (women, children, indigenous peoples, minorities, discriminated groups, etc.).</p> <p>For actions to be implemented through calls for proposals, distinguish clearly between the final beneficiaries (the ones that the action should help) on the one hand and the direct beneficiaries, i.e. the actors which receive the funding and are responsible for implementation, on the other hand. Assess their level of ownership and their institutional capacity to implement the envisaged action.</p> <p>For actions supporting a partner's policy, provide a brief description of: (1) the stakeholders outside the government sphere, which have not been analysed in the Public Policy Assessment; (2) the main strengths and weaknesses of key sector organisations and other key stakeholders, in particular regarding their capacity to assume their mandate, as well as their working relationship with the government. Provide references to evidence of the key stakeholders' support to the public policy/thematic issue and their related interests/agendas (elements of sector political economy analysis) and of possibly untapped capacities allowing better understanding of the opportunities or constraints for change.</p>
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	<p>During formulation this section can be updated as necessary.</p> <p>For all types of actions, explain how have the partners led or participated in the design of the proposed action beyond formal consultation and endorsement of the proposal, to ensure adequate demand and ownership, as well as the eventual sustainability of the results of the action.</p>
1.1.3. Priority areas for support/problem analysis	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	<p>Based on the previous two elements of the context analysis, this section should zoom-in on the scope of the action. Human rights, gender issues as well as climate change and environmental considerations should be systematically taken into consideration in analysing problems to be addressed.</p> <p>For actions in project modality supporting a partner's policy in a sector of concentration identify as precisely as possible the priority areas to be supported, highlighting constraints and opportunities for reform and any options that may need to be discussed. Briefly explain the focus to be given with this action in support of the priorities defined by the partner.</p> <p>For other actions in project modality, including regional or thematic actions and those implemented through calls for proposals, identify the main problems the proposed action will address and the opportunities that it aims to take advantage of. Provide a brief analysis of the cause and effect relationship. When relevant, present the issues/challenges that are addressed by the GPGC thematic flagship to which the action contributes.</p> <p>For budget support at overall policy level (Good Governance and Development Contract) or sector policy level (Sector Reform Contract), explain the choice of the priority areas selected for support and the problems or opportunities to be addressed with the complementary support.</p>
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	<p>During formulation this section can be updated as necessary.</p>

1.2. FOR BUDGET SUPPORT ONLY: OTHER AREAS OF ASSESSMENT	
1.2.1. Fundamental values	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	For all types of budget support programmes , provide a brief description of the country's degree of adherence to the fundamental values of democracy, human rights and the rule of law in line with Annex 12 of the Budget Support Guidelines. Ensure consistency between the Fundamental Values Assessment and the assessment of political risks in the Risk Management Framework.
	If a Good Governance and Development Contract (GGDC) is proposed, confirm that the fundamental values pre-condition continues to be met following the positive assessment by the Budget Support Steering Committee during the programming phase.
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary.
	For a Good Governance and Development Contract , attach the Assessment of Fundamental Values according to the instructions in Annex 12 of the Budget Support Guidelines, confirming that the fundamental values pre-condition continues to be met.
1.2.2. Macroeconomic policy	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	Provide an initial assessment of: <ul style="list-style-type: none"> • the main macroeconomic aggregates and identify potential sources of instability that would endanger the strength and the persistence of growth, or the return to a stable macroeconomic framework and debt sustainability; • the macroeconomic and fiscal policies in place and their contribution to stabilize the macroeconomic framework over the short and medium term; • the efforts to strengthen domestic revenue mobilisation; • the vulnerability to external shocks and efforts undertaken to strengthen economic resilience. <p>The relationship of the partner country with the IMF should be summarised including the status of on-going programmes or recommendations arising from recent Article IV reports for countries where no programme is in place.</p>
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary.
	Attach the Assessment of Macroeconomic Eligibility in line with the template in Annex 4 of the Budget Support Guidelines. Confirm on the basis of the assessment that there is a credible, stability-oriented macroeconomic policy.

1.2.3. Public Financial Management	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	Provide an initial assessment of the strengths and weaknesses of the existing PFM system (using the Public Financial Management Performance Measurement Framework of PEFA and other tools/reports like ROSC, Open Budget Index, audit reports, etc.).
	Provide a statement on the relevance and credibility of the PFM reform programme, including the national authorities' commitment to improve PFM performance and its track record in improving PFM systems.
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary. Attach the Assessment of Public Financial Management Eligibility in line with the template in Annex 5, Part 1 of the Budget Support Guidelines. Confirm on the basis of the assessment that there is a credible and relevant programme/strategy to improve public financial management.
1.2.4. Transparency and oversight of the budget	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	Provide an initial assessment of budget transparency through the public availability of accessible, timely, comprehensive and sound budgetary information and confirmation that government has published either the Executive's Proposal or the Enacted Budget within the past/current budget cycle.
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary.
	Attach the Assessment of Eligibility on Transparency and Oversight of the Budget in line with the template A in Annex 6 of the Budget Support Guidelines. Confirm that the government has published either the Executive's proposal or the enacted budget within the past or current budget cycle.
2. RISKS AND ASSUMPTIONS	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	For all actions in project modality , identify and assess the main risks (high, medium, low) which directly or indirectly may affect the envisaged action, and the triggers for these risks. This analysis must contribute to determining the possible mitigating measures that are under the control or influence of the project management/Delegation/HQ operational unit concerned. It shall also allow determining the critical assumptions underlying the envisaged action that should be taken into account in elaborating the logic of intervention in section 4.3. during formulation. Focus on concrete country and sector level risks (including those linked to the political climate, such as human rights, environment, climate change and disasters, socio-economic context, governance, fiduciary risks and development risks) which could hamper the achievement of results of the envisaged action, the development of capacities as well as the sustainability of the results of the action. Where a Risk Management Framework for the country exists, ensure this analysis is consistent with it.
	For budget support , provide a summary of the main risks identified in the latest validated Risk Management Framework. Conclude on and compare the risks with the cost of non-intervention, i.e. the potential benefits/expected results of the budget support programme. Attach for QSG review the latest validated Risk Management Framework in line with the template in Annex 7 of Budget Support Guidelines.
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary. For budget support , provide a summary of the main risks identified in the Risk Management Framework and attach for QSG review the latest validated Risk Management Framework in line with the template in Annex 7 of the Budget Support Guidelines.

3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES	
3.1. Lessons learnt	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	Indicate the evidence on basis of which the envisaged action has been designed ⁸ . This should explain in particular how the available research and evaluation work done by the EU, or other stakeholders (e.g. donors or Government), will be used to inform the design of the action. This could include references to the evidence provided by the relevant reports, such as strategic evaluations at country or thematic level, a financial and economic analysis ⁹ , Court of Auditors reports, evaluations of on-going or previous projects/programmes or, where relevant, ROM reports or audits.
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary. For budget support , indicate how the available research and evaluation work carried out at sector level by the Government, EU, or other donors, has been used to inform the intervention logic of the programme and the selection of indicators for the Technical and Administrative Provisions.
3.2. Complementarity, synergy and donor coordination	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	Briefly mention the complementarity with other similar actions funded by the EU (under the geographic i.e. national, regional, supra-regional and/or thematic instruments) and other entities (public and private). Explain the synergy of the proposed action with those actions, including planned actions in the same sector of concentration/thematic area. Explain if during the consultation process with other donors, harmonization options, especially for support to capacity development, have been explored. Provide, where applicable, a brief description of the government's coordination in the sector and the link to the donor coordination arrangements.
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary.
3.3. Cross-cutting issues (rights-based approach, gender, environment,	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	Identify any cross-cutting issues which may need to be further addressed during formulation and explain briefly its specific relevance for the proposed action. If an action is marked in the CRIS DAC form as contributing to one of the general policy objectives or to RIO principles as a main objective or a significant objective, then provide explanations for this marking in reference to the OECD DAC guidelines. ¹⁰
	Complete the relevant checklists, such as the environment and gender equality and Rights Based Approach checklists ¹¹ and attach any specific study, such as an environmental impact assessment, a study on the impact of climate change ¹² , a conflict analysis ¹³ and/or gender equality analysis ¹⁴ .
	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	During formulation this section can be updated as necessary.

⁸ In line with the commitment of the Commission to embed an "evaluate first" culture set out in COM(2013) 686: http://ec.europa.eu/smart-regulation/docs/com_2013_686_en.pdf

⁹ http://ec.europa.eu/europeaid/infopoint/publications/europeaid/documents/50a_adm_manual_ecofin_en.pdf

¹⁰ See *Handbook on the OECD-DAC Climate Markers*: <http://www.oecd.org/dac/stats/48785310.pdf>

¹¹ The EU Tool-box 'A Rights Based Approach', encompassing all human rights, includes a checklist to guide the implementation of a RBA in all EU development programmes and projects: http://www.eidhr.eu/files/dmfile/SWD_2014_152_F1_STAFF_WORKING_PAPER_EN_V5_P1_768467.pdf

¹² <https://myintracomm.ec.europa.eu/dg/devco/thematic-activities/climate-change/Pages/tools-documents-guidelines.aspx>

¹³ <https://myintracomm.ec.europa.eu/dg/devco/eu-development-policy/fragility-crisis-management/Documents/guidance-note-conflict-analysis.pdf>

¹⁴ https://myintracomm.ec.europa.eu/dg/devco/thematic-activities/gender-equality/Documents/gendermainstreaming_pcm_en.pdf

4. DESCRIPTION OF THE ACTION	
4.1. Objectives/results and options	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	<p>For all types of actions present the overall objective (impact) and the specific objective(s) (outcome(s)).</p> <p>In addition, where any alternative options need to be considered and discussed, present them and their relative strengths and weaknesses with regard to achieving the results of this action and its sustainability. Consider how these options impact on human rights, and, whenever Rio marking is applied, indicate how and to what extent the action contributes to the biodiversity or climate change objectives¹⁵. Where relevant, indicate how the action will contribute to any of the GPGC flagship initiatives and highlight any opportunities for innovation (for ex. green economy).</p> <p>Explain if it is envisaged to present more than one Action Document in the upcoming Annual Action Programme. In case questions are anticipated that are relevant for formulation (e.g. with respect to indicators, baselines and targets related to the above objectives), they should preferably be raised during identification. Indicate any additional points where guidance and support is sought from Headquarters' services, including support missions.</p> <p><u>Information related to results indicators to be presented in appendix to this Action Document</u></p> <p>For actions in project modality (except those implemented exclusively through calls for proposals), at least the 6 sections highlighted in the template of the logframe matrix in appendix of this Action Document should be filled in: overall objective/impact, specific objective(s)/outcome(s) and indicators and sources of verification. The indicators, to the extent possible, should be selected from the sector of intervention framework annexed to the programming document and should be clearly marked by putting one asterisk (*) against them. Furthermore, those indicators which, according to the matching table drawn up by HQ¹⁶, match with those of the EU Results Framework should be marked by putting two asterisks (**) against them.</p> <p>For budget support, specific indicators are not required at this stage, but a link between the objectives of the proposed action and those of the programming document should be established in this section of the Action Document.</p>

¹⁵ As the Rio markers will be the basis for our reporting against the budget targets for climate change and biodiversity relevant finance, it is essential that this information is correct and fulfils the criteria for such marking as described in the OECD DAC guidelines. One of the main criteria is that the objective is explicitly promoted in project documentation.

¹⁶ Matching table drawn up by Headquarters to identify those indicators in the programming document which can be linked to those of the EU Results Framework.

4.1. Objectives/results and options	HOW TO COMPLETE THIS SECTION DURING FORMULATION	
	<p>For all types of actions present the overall objective (impact), specific objective(s) (outcome(s)), the outputs and main activities/main inputs (for budget support). Where appropriate, these objectives/results can be grouped in components according to various criteria (geographic location, organisational structures, technical focus as for instance training and engineering, etc.). Whenever relevant (if Rio marking is applied), indicate how and to what extent the action contributes to the biodiversity or climate change objectives, as well as how the action contributes to any of the GPGC flagship programmes.</p> <p>For actions to be implemented exclusively through calls for proposals, complete only section 4.1., describing the strategy selected to remedy the identified problems/issues that the programme to be implemented by the call for proposals intends to address, and section 4.2. on main activities. Ensure consistency with the section 5.4.1.1 on the objectives of the grants to be awarded under the call for proposals.</p> <p><u>Information related to the results indicators to be presented in Appendix to this Action Document:</u></p> <p>For actions in project modality (except those implemented exclusively through calls for proposals), the results chain¹⁷ completed with the corresponding indicators, baselines and targets (all three disaggregated by sex) as well as their respective sources of verification shall be presented in the indicative logframe matrix in appendix of this Action Document.</p> <p>For budget support make an indicative selection of key indicators which reflect the expected results and which will be used for monitoring and evaluation. Bear in mind that indicators and especially their targets are likely to evolve. These indicators can be directly selected from those relating to the variable tranche, from national/sector policy implementation plans, or/and from the expected progress defined in the supplementary documents for PFM and budgetary transparency eligibility assessments. Include indicators for complementary support, where foreseen. All these indicators shall be presented (with their targets, baselines and sources of verification) in an indicative list of result indicators in the appendix to this Action Document.</p> <p>For all types of actions show the link between the indicators of the proposed action and those of the sector of intervention framework of the programming document. To present this link in the logframe/list of result indicators in appendix, any of the indicators which were included in the programming document should be clearly marked by putting one asterisk (*) against them. Furthermore, indicators which can be matched with those of the EU Results Framework (directly or through the matching table drawn up by HQ¹⁸) should be marked by putting two asterisks (**) against them.</p> <p>Care should be taken to ensure that the results can be adequately measured by indicators which are clearly defined and can preferably be monitored from existing data sources. The choice of indicators must be adapted to the capacities of the partner: this is particularly important for fragile and/or conflict situations, including when using the budget support modality (see Annex 9 of the BS Guidelines on State Building Contracts in fragile situations). For Small Island Developing States and Overseas Countries and Territories (see Annex 10 of the BS Guidelines) the possibility for the identification of appropriate indicators may be subject to particular constraints.</p>	
4.2. Main activities	HOW TO COMPLETE THIS SECTION DURING FORMULATION	
	<p>For all types of actions present the main activities/main inputs (for budget support). Where appropriate, these activities can be grouped in components. Policy dialogue should be accurately integrated.</p> <p>For budget support, describe both the budget support activities (section 4.2.1.) and those foreseen under complementary support (4.2.2), where relevant.</p>	

¹⁷ In line with OECD terminology the term results should be understood as covering all three levels of the results chain, i.e. output, outcome and impact.

¹⁸ Matching table drawn up by Headquarters to identify those indicators in the programming document which can be linked to the ones of the EU Results Framework.

4.3. Intervention logic	HOW TO COMPLETE THIS SECTION DURING FORMULATION
	<p>For all types of actions (except calls for proposals), this section should draw from the context analysis and risk assessment, and provide a short narrative to set out the key assumptions along the results chain: how, in the given context, the outputs will lead to the outcome(s) and the outcome(s) to the expected impact.</p> <p>For actions in project modality, the intervention logic identifies the changes we want to bring about in a given context, and identifies how we think the associated change processes might happen, why and on the basis of what assumptions/evidence. The most significant assumptions developed in this part are to be included in the logframe matrix in the appendix.</p> <p>For budget support, present the logic of intervention in line with the elements provided in Chapter 2.3.3 and Annex 2 of the Budget Support Guidelines. Explain briefly how the financial transfer together with policy dialogue and possible complementary support is expected to contribute effectively to improved outputs, outcomes and ultimately impact.</p>
5. IMPLEMENTATION	
Preliminary Indication of aid modality, type of implementing partner and implementation modalities and options	HOW TO COMPLETE THIS SECTION DURING IDENTIFICATION
	Provide a preliminary indication of the aid modality and briefly present the envisaged implementing partner and implementation modalities. In addition where any alternative option regarding implementing aspects need to be considered and discussed present them with their relative strengths and weaknesses with regards to achieving the results of this action and its sustainability.
5.1. Financing agreement	HOW TO COMPLETE THIS SECTION DURING FORMULATION (ALL SECTIONS BELOW ARE TO BE COMPLETED DURING FORMULATION)
	Apply the standard text provided in the template.
5.2. Indicative implementation period	Apply the standard text provided in the template.
	<p>Where a financing agreement is to be concluded, the implementation period must include the number of months necessary for contracting (D+3) and for contract implementation. Furthermore, it should also take into account that the duration of the agreement is larger than the time necessary to only implement the activities described in 4.2.</p> <p>Where no financing agreement is to be concluded, the implementation period of the action starts upon conclusion of the first contract or agreement foreseen in section 5.4.</p>

5.3. For budget support only: Implementation of the budget support component	
5.3.1. Rationale for the amounts allocated to budget support	<p>Provide a description of the role of budget support generally, and this programme in particular, in the context of the fiscal framework. This should indicate the size of the support in relation to the key macroeconomic variables (e.g. budget revenue, GDP, etc.) Provide information on the rationale for the amounts proposed, based on a broad qualitative assessment that takes into account inter alia an analysis of the following elements:</p> <ul style="list-style-type: none"> • Financing needs of the partner country; • Commitment of the partner country to allocate national budget resources (including EU budget support) in line with the country development strategy and objectives, and to follow standard national budget procedures; • Effectiveness, value for money and impact of the specific added value that budget support will bring in achieving the partner country's policy objectives; • Track record and absorption capacity of past disbursements and how effectively agreed objectives were achieved with budget support operations; • Results orientation in the partner country's development strategy including a monitoring system.
5.3.2. Criteria for disbursement of budget support	<p>Apply the standard text provided in the template.</p> <p>This section has to be coherent with the Technical and Administrative Provisions (TAPs) Annex 2 – Disbursement arrangements and timetable.</p>
5.3.3. Budget support details	<p>Apply the standard text provided in the template.</p>
5.4. Implementation modalities for project modality or complementary support of an action in budget support	<p>Structure this section by objective/result or component, if the description of the action is divided in this way. The headings of these objectives/results or components, will have 3 digits, beginning from 5.4.1. This structure should be coherent with section 4.1, section 4.2. the budget in section 5.6., the logical framework in appendix and the differentiation in CRIS. Choose from the following modalities 5.4.1.1. to 5.4.1.7 as many times as you need and integrate them into this structure. Delete the other modalities that you do not need.</p> <p>For modalities 5.4.1.4. to 5.4.1.6., budget-implementation tasks that can be delegated are the contract-management cycle, subject to the provisions of the relevant agreements concluded with these entities following DEVCO templates or approved derogations, notably: launching calls for tenders and for proposals; definition of eligibility, selection and award criteria; evaluation of tenders and proposals; award of grants, contracts and financial instruments; acting as contracting authority concluding, monitoring and managing contracts, carrying out payments, and recovering moneys due. The definition of objectives and essential policy characteristics of the action entrusted is not a budget-implementation task, but a prerogative of the Commission and they have therefore to be defined in the Action Document.</p> <p>Modality 5.4.1.7. is foreseen as a template for the direct management alternative to a failed case of indirect management (formerly called a case of recentralisation). Indicate clearly in both modalities their link.</p>
5.4.1.1. Grants: call for proposals	<p>Apply the standard text provided in the template.</p>
5.4.1.2. Grants: direct award	<p>Apply the standard text provided in the template.</p>
5.4.1.3. Procurement	<p>Apply the standard text provided in the template.</p>

5.4.1.4. Indirect management with a [Member State][third country donor][EU specialised agency][international organisation]	Apply the standard text provided in the template.
5.4.1.5. Indirect management with [a regional organisation] [the partner country]	Apply the standard text provided in the template. Sub-sections a) and b) to be kept only for TAPs.
5.4.1.6. Contribution to a Regional Blending Facility	Apply the standard text provided in the template.
5.4.1.7. Changes from indirect to direct management mode due to exceptional circumstances	Apply the standard text provided in the template.
5.5. Scope of geographical eligibility for procurement/grants	Apply the standard text provided in the template.
5.6. Indicative budget	Apply the standard text provided in the template.
5.7. Organisational set-up and responsibilities	In light of the Aid Effectiveness agenda ¹⁹ , in particular to ensure ownership and alignment, provide a brief description of project implementation arrangements (the steering committee arrangements and the role of the EC in the governance of the action, the main counterparts and implementing entities, mention if creation of a project implementation unit is foreseen and its main tasks etc.). For indirect management, do not repeat information already provided in section 5.4.1.5.
5.8. Performance monitoring and results reporting	<p>For actions in project modality provide a description of the performance and result monitoring arrangements for the indicators of the logframe matrix.</p> <p>For actions in project modality in support of a partner's policy, indicate the partner's mechanisms for monitoring, reviewing and evaluating progress on sector performance, mentioning which part of the partner's systems and arrangements are needed specifically for this action; describe the roles and responsibilities of the partner(s) involved; be clear about the sources of verification, such as the organisation responsible for collecting the information, whether additional data collection will be required (who will carry the cost of this, the partner of the project) and the frequency at which the data will be available. Explain if this action envisages providing any support for the efforts of partner countries to strengthen their capacity to monitor progress.</p> <p>For budget support, describe the cycle of reviews including the timing of reviews, the reference year for which data are expected to be available, how the review will be conducted and how disbursement conditions will be assessed. Describe the monitoring system of performance indicators explaining who is responsible for collecting the data and when will it be available. Describe how the policy dialogue and the progress on the development of capacities will be reported.</p>

¹⁹ Paris Declaration and Accra Agenda for Action: <http://www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm>

5.9. Evaluation	<p>Apply the standard text provided in the template.</p> <p>For all actions indicate whether an evaluation is foreseen and whether it will be a mid-term, final, ex-post evaluation, or exceptionally both. The decision to foresee an evaluation or not should be based on the criteria for evaluation issued by EuropeAid²⁰.</p> <p>For actions in budget support, evaluations should as a general rule be carried out jointly with all budget support donors and the Government. Only where a joint evaluation is not possible, EU will decide to undertake the evaluation on its own. Budget support evaluations should be carried out in agreement with DG DEVCO Evaluation Unit.</p>
5.10. Audit	Apply the standard text provided in the template.
5.11. Communication / visibility	Apply the standard text provided in the template.
6. PRE-CONDITIONS (only for project modality)	
	For actions in project modality , insert any pre-conditions specific to this action. If there are no specific pre-conditions and in case of budget support, delete this section.
APPENDIX – INDICATIVE LOGFRAME MATRIX/ INDICATIVE LIST OF RESULT INDICATORS	
	See section 4.1. for instructions (to be completed during identification and formulation)

²⁰ See Instructions for Monitoring, Reporting and Evaluation of Projects and Programmes, to be issued before the end of 2014.

SUPPORTING DOCUMENTS TO BE SUBMITTED FOR QSG REVIEW

AID MODALITY	IDENTIFICATION	FORMULATION
Budget support	<ul style="list-style-type: none"> ✓ The latest validated Risk Management Framework ✓ Gender Equality Screening Checklist (part for Identification) ✓ Summary of Environmental and Climate related Screening Outcomes ✓ Checklist for a Rights Based Approach (part for Identification) ✓ Donor matrix (optional) 	<ul style="list-style-type: none"> ✓ The latest validated Risk Management Framework ✓ Public Policy Eligibility Assessment ✓ Macroeconomic Eligibility Assessment ✓ Public Finance Management Eligibility Assessment ✓ Budget Transparency and Oversight Eligibility Assessment ✓ Fundamental Values Assessment as a pre-condition (only for GGDC) ✓ Annex 1(Performance indicators used for disbursements), ✓ Annex 2 (Disbursement arrangements and timetable) and ✓ Annex 3 (Performance Assessment Framework, where available) of the Technical and Administrative Provisions ✓ Gender Equality Screening Checklist ✓ Checklist for a Rights Based Approach
Project modality, except calls for proposals	<ul style="list-style-type: none"> ✓ Gender Equality Screening Checklist (part for Identification) ✓ Summary of Environmental and Climate related Screening Outcomes ✓ Checklist for a Rights Based Approach (par for Identification) ✓ Appropriateness of working with an IO as an implementing partner checklist (part for identification) ✓ Donor Matrix (optional) 	<ul style="list-style-type: none"> ✓ Gender Equality Screening Checklist ✓ Checklist for a Rights Based Approach ✓ Appropriateness of working with an IO as an implementing partner checklist ✓ In case of a transfer agreement, the draft transfer agreement signed by the donor or the letter of intent to be included in the QSG file.