

# ANNEXES

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ANNEX

1

**COMPENDIUM ON EU  
AND MEMBER STATES  
PROGRAMMING PROCESSES**

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Austria

#### Considering replacing bilateral programming document with JP document:

Yes ✓

#### Core requirements for JP document to replace bilateral programming document:

1. Context analyses
2. Mapping of development partners division of labour
3. Risk Assessment
4. Common Results and Monitoring Framework for Development Cooperation (in line with commitment to partnership and mutual accountability that is inherent to the 2030 Agenda)

#### Whom to consult for bilateral programming:

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

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

Yes ✓

#### Priority regions and countries for bilateral cooperation:

Albania, Armenia, Bhutan, Burkina Faso, Ethiopia, Georgia, Kosovo, Mozambique, Palestine and Uganda



Belgium

#### Considering replacing bilateral programming document with JP document:

Not for the time being ✗

#### Core requirements for JP document to replace bilateral programming document:

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

#### Whom to consult for bilateral programming:

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

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

No ✗

#### Priority regions and countries for bilateral cooperation:

*No information available*



Bulgaria

#### Considering replacing bilateral programming document with JP document:

Not for the time being ✗

#### Core requirements for JP document to replace bilateral programming document:

1. Objectives
2. Target sectors/ groups
3. Monitoring framework
4. Allocations per sector

#### Whom to consult for bilateral programming:

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

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

Possible to some extent ⚠

#### Priority regions and countries for bilateral cooperation:

*No information available*



Croatia

**Considering replacing bilateral programming document with JP document:**

*No information available*

**Core requirements for JP document to replace bilateral programming document:**

*No information available*

**Whom to consult for bilateral programming:**

*No information available*

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

*No information available*

**Priority regions and countries for bilateral cooperation:**

Afghanistan, Bosnia and Herzegovina, Morocco, Tunisia and Syria



Cyprus

**Considering replacing bilateral programming document with JP document:**

*No information available*

**Core requirements for JP document to replace bilateral programming document:**

*No information available*

**Whom to consult for bilateral programming:**

*No information available*

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

*No information available*

**Priority regions and countries for bilateral cooperation:**

Autonomous Palestinian Territories, Bosnia-Herzegovina, Egypt, Lebanon, Lesotho, Mali and Yemen



Czech Republic

**Considering replacing bilateral programming document with JP document:**

Not full replacement ⚠️

**Core requirements for JP document to replace bilateral programming document:**

*No information available*

**Whom to consult for bilateral programming:**

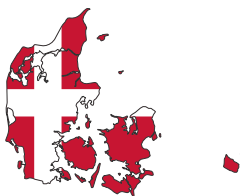
1. Partner Country Ministries / public administration (as Government is co-signing the programme)
2. Non-state actors in the partner country and in Czechia
3. Other donors

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

Possible, but only on an annual basis ⚠️

**Priority regions and countries for bilateral cooperation:**

Bosnia and Herzegovina, Cambodia, Ethiopia, Georgia, Moldova and Zambia



Denmark

**Considering replacing bilateral programming document with JP document:**

Not for the time being ❌

**Core requirements for JP document to replace bilateral programming document:**

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

**Whom to consult for bilateral programming:**

1. National governments
2. Programme partners

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

Possible with limitations ⚠️

**Priority regions and countries for bilateral cooperation:**

Afghanistan, Bangladesh, Burkina Faso, Ethiopia, Kenya, Mali, Myanmar, Niger, Palestine, Somalia, South Sudan, Tanzania and Uganda



Estonia

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

1. Context analysis
2. Strategic priorities for cooperation with baseline indicators and results framework
3. Division of labour among MS
4. Indicative financial allocations

#### Whom to consult for bilateral programming:

1. Partner country government stakeholders
2. Estonian embassies, ministries, parliament and relevant non-state actors

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

Possible to some extent ⚠️

#### Priority regions and countries for bilateral cooperation:

Afghanistan, Belarus, Georgia, Moldova and Ukraine



Finland

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

Strongly supports strengthening the EU cooperation in third countries, for example by joint analysis. Finland can benefit from joint country/ sectoral assessments in its bilateral cooperation.

#### Whom to consult for bilateral programming:

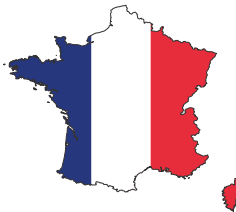
1. Partner country government and other stakeholders
2. Key stakeholders in Finland

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

Possible ✅

#### Priority regions and countries for bilateral cooperation:

Afghanistan, Ethiopia, Iraq, Kenya, Kyrgyzstan, Mozambique, Myanmar, Nepal, Palestinian Territory, Somalia, Syria, Tajikistan, Tanzania, Ukraine and Zambia



France

#### Considering replacing bilateral programming document with JP document:

Yes ✅

#### Core requirements for JP document to replace bilateral programming document:

##### The Joint Analysis should include:

1. a causal analysis of the development dynamics and challenges in the partner country;
2. a logical framework identifying the main leverage points, multiplier effects to foster and prioritize activities to be implemented, in order to make progress towards the SDGs;
3. an analysis of existing interventions to reduce the risk of duplication and to identify complementarities to be exploited;
4. an analysis of gaps, especially relating to the French priority axes of interventions; and
5. a summary of the results.

##### The Joint Response should include:

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

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

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

**Whom to consult for bilateral programming:**

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

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

Possible ✓

**Priority regions and countries for bilateral cooperation:**

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



Germany

**Considering replacing bilateral programming document with JP document:**

Yes ✓

**Core requirements for JP document to replace bilateral programming document:**

1. Sound analysis (assessment of framework conditions)
2. Definition of priority sectors
3. Joint Results Framework per defined priority sector with results at outcome/ impact level according to OECD standards

**Whom to consult for bilateral programming:**

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

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

Possible ✓

**Priority regions and countries for bilateral cooperation:**

Africa: Benin, Burkina Faso, Burundi, Cameroon, Democratic Republic of Congo, Egypt, Ethiopia, Ghana, Kenya, Malawi, Mali, Mauritania, Mozambique, Morocco, Namibia, Niger, Rwanda, South Africa, South Sudan, Tanzania, Togo, Uganda and Zambia

Asia: Afghanistan, Bangladesh, Cambodia, Kyrgyzstan, India, Indonesia, Laos, Mongolia, Nepal, Pakistan, Tajikistan, Uzbekistan and Vietnam

Middle East: Palestinian Territories and Yemen

Latin America and the Caribbean: Bolivia, Brazil, Colombia, Ecuador, Guatemala, Honduras, Mexico, and Peru

South Eastern Europe/Caucasus: Albania, Kosovo, Serbia and Ukraine



Greece

**Considering replacing bilateral programming document with JP document:**

Yes ✓

**Core requirements for JP document to replace bilateral programming document:**

1. Defining priority sectors and interventions
2. Indicative allocations per sector and division of labour among MS
3. An evaluation monitoring framework
4. Lessons learnt from previous evaluations

**Whom to consult for bilateral programming:**

1. Partner countries
2. Other donors

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

No information available

**Priority regions and countries for bilateral cooperation:**

No information available



Hungary

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

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

#### Whom to consult for bilateral programming:

1. Line Ministries
2. CSOs
3. Private sector
4. Local authorities in partner countries
5. Stakeholders in partner countries
6. Other donors and key organisations operating in the partner countries

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

No ❌

#### Priority regions and countries for bilateral cooperation:

Syria, Iraq, Jordan, Uganda, Ethiopia, Kenya, Serbia, Ukraine, Bosnia and Herzegovina and Macedonia.

Other project-based partner countries: Lao People's Democratic Republic, Albania, Turkey, Belarus, Democratic Republic of the Congo, Georgia, Kosovo, Lebanon, Egypt, Libya, Nigeria, Montenegro, Palestine and Vietnam



Ireland

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

Ireland's requirements (for bilateral cooperation) include:

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

#### Whom to consult for bilateral programming:

1. The Government
2. Other multilateral and bilateral donors
3. Civil society and other partners

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

Possible to some extent ⚠️

#### Priority regions and countries for bilateral cooperation:

Ethiopia, Lesoto, Malawi, Mozambique, Sierra Leone, Tanzania, Uganda, Vietnam and Zambia



Italy

#### Considering replacing bilateral programming document with JP document:

Yes ✅

#### Core requirements for JP document to replace bilateral programming document:

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

**The Joint Response document should include:**

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

**Whom to consult for bilateral programming:**

Country Programs are first designed locally, in line with the government strategies and policies, shared and agreed upon with the partner government before being officially approved by the Parties.

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

**Italy encourages the promotion of inclusive partnerships with:**

1. NGOs
2. The private sector
3. Academia
4. Local authorities

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

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

Possible ✔

**Priority regions and countries for bilateral cooperation:**

**Africa:** Senegal, Sudan, South Sudan, Kenya, Somalia, Ethiopia, Mozambique, Nigeria, Burkina Faso, Egypt and Tunisia.

**South Eastern Europe/Caucasus:** Albania.

**Middle East:** Palestine and Lebanon.

**Latin America:** Bolivia, El Salvador and Cuba.

**Asia:** Afghanistan, Pakistan and Myanmar



Latvia

**Considering replacing bilateral programming document with JP document:**

JP documents are used to identify LV priorities

**Core requirements for JP document to replace bilateral programming document:**

1. Context analysis
2. Objectives
3. Definition of priority sectors, indicative financial allocations per sector
4. Division of labour, coordination of donor activities
5. Alignment with partner country policies
6. Risk Assessment

**Whom to consult for bilateral programming:**

1. Latvia's stakeholders (line ministries, civil society, private sector)
2. The partner government via Latvian embassies in the partner countries.

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

Possible (for priority countries only) ✔

**Priority regions and countries for bilateral cooperation:**

Georgia, Ukraine, Moldova, Kyrgyzstan, Tajikistan and Uzbekistan





Lithuania

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

1. Priority sectors
2. Specific objectives in combination with a realistic timeline
3. Expected results (incl. risk management)
4. Indicative financial allocation (incl. per priority area)
5. Alignment with the policies of the partner country

#### Whom to consult for bilateral programming:

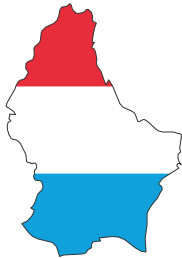
1. Partner countries ministries/administration
2. Key stakeholders in Lithuania and partner country (public institutions, civil society (NGOs), private sector)
3. Other donors (also, analysing EU political and programming documents)

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

No ❌

#### Priority regions and countries for bilateral cooperation:

Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine and countries of migration origin and transit



Luxembourg

#### Considering replacing bilateral programming document with JP document:

Not for the time being (but considers in the medium-term) ❌

#### Core requirements for JP document to replace bilateral programming document:

1. Objectives
2. Results
3. Indicators per sector
4. Alignment with partner country policies

#### Whom to consult for bilateral programming:

In the partner countries, the following stakeholders participate in developing programming documents (Indicative cooperation programmes – PIC), as well as in formulating project/programme documents arising from it:

1. Partner countries ministries /administration
2. CSO
3. Private sector

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

Possible ✅

#### Priority regions and countries for bilateral cooperation:

Burkina Faso, Cabo Verde, Mali, Niger, Senegal, Central America, El Salvador, Nicaragua, Laos and Vietnam



Malta

#### Considering replacing bilateral programming document with JP document:

No ❌

#### Core requirements for JP document to replace bilateral programming document:

*No information available*

#### Whom to consult for bilateral programming:

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

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

Could be an option if more information is provided ⚠️

#### Priority regions and countries for bilateral cooperation:

Sub-Saharan countries, especially Ghana and Ethiopia. Additionally, Palestine & select commonwealth countries



Poland

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

1. Policy priorities of Dutch Minister for Development Cooperation
2. Objectives
3. Performance indicators (results framework / aid effectiveness benefits, visibility)
4. Risk Assessments

#### Whom to consult for bilateral programming:

1. The embassy and the government of the partner country
2. Other donors (in particular EU and EU MS)
3. Civil society
4. The private sector

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

Possible to some extent ⚠️ (the new strategies can feed into Joint Programming processes and especially be brought into the dialogue in relation to new EU programming 2021-2027)

#### Priority regions and countries for bilateral cooperation:

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



The Netherlands

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

1. Objectives
2. Results and indicative financial allocations per sector
3. Results and Monitoring Framework
4. Risk Assessments

#### Whom to consult for bilateral programming:

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

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

Possible, but only on an annual basis ⚠️

#### Priority regions and countries for bilateral cooperation:

Belarus, Georgia, Moldova, Ukraine, Ethiopia, Kenya, Lebanon, Myanmar, Palestine, Senegal, Tanzania and Uganda



Portugal

#### Considering replacing bilateral programming document with JP document:

Currently reviewing the process for replacement ✅

#### Core requirements for JP document to replace bilateral programming document:

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

#### Whom to consult for bilateral programming:

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

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

Yes ✅

#### Priority regions and countries for bilateral cooperation:

Angola, Cape Verde, Guinea Bissau, Mozambique S. Tome and Principe and Timor Leste



## Romania

### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

### Core requirements for JP document to replace bilateral programming document:

1. Development priorities of the target country
2. Identify funding targets with the most potential for positive impact
3. Allow flexibility for reallocation between sectors and between donors
4. Allow for the particular expertise of one MS in certain fields

### Whom to consult for bilateral programming:

1. Authorities
2. Civil society in partner country through high-level and expert level meetings

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

Possible ✅

### Priority regions and countries for bilateral cooperation:

Georgia, Moldova and Serbia



## Slovakia

### Considering replacing bilateral programming document with JP document:

Not for the time being, but would be possible for some priority countries ❌

### Core requirements for JP document to replace bilateral programming document:

1. Sectors
2. Indicative allocation per sector
3. Specific objectives
4. Results
5. Indicators
6. Risk assessment

### Whom to consult for bilateral programming:

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

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

No ❌

### Priority regions and countries for bilateral cooperation:

Afghanistan, Kenya and South Sudan



## Slovenia

### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

### Core requirements for JP document to replace bilateral programming document:

1. Objectives
2. Results & indicative allocation per sector
3. Results and Monitoring Frameworks
4. Risk Assessments

### Whom to consult for bilateral programming:

1. Stakeholders at regional, governmental and local level, notably partner governments
2. Local NGOs

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

Possible ✅

### Priority regions and countries for bilateral cooperation:

Montenegro, Macedonia and Moldova



Spain

#### Considering replacing bilateral programming document with JP document:

Not for the time being ❌

#### Core requirements for JP document to replace bilateral programming document:

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

#### Whom to consult for bilateral programming:

1. The partner government (ownership)
2. Spanish stakeholders (line ministries, regions, civil society, private sector...)

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

Possible ✅

#### Priority regions and countries for bilateral cooperation:

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



Sweden

#### Considering replacing bilateral programming document with JP document:

Yes ✅

#### Core requirements for JP document to replace bilateral programming document:

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

#### Whom to consult for bilateral programming:

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

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

Possible ✅

#### Priority regions and countries for bilateral cooperation:

Africa: Burkina Faso, Democratic Republic of Congo, Ethiopia, Kenya, Liberia, Mali

Middle East and North Africa: Mozambique, Rwanda, Somalia, South Sudan, Sudan, Tanzania, Uganda, Zambia and Zimbabwe

Asia: Afghanistan, Bangladesh, Cambodia, Iraq, Myanmar and Palestine

Europe: Albania, Belarus, Bosnia-Herzegovina, Georgia, Kosovo, Moldova, Russia, Serbia, Turkey and Ukraine

Latin America: Bolivia, Colombia and Guatemala



European Union

### Considering replacing bilateral programming document with JP document:

Yes ✓

#### Core requirements for JP document to replace bilateral programming document:

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

#### Whom to consult for bilateral programming:

For the ACP and DCI countries (as per DCI-EDF Programming instructions 2014-2020):

1. The national government
2. National parliament and other representative institutions, taking ownership of an inclusive development process.
3. CSOs and the private sector.

For the Neighbourhood countries (as per the ENI instructions 2014 - 2020):

1. National, regional and local authorities as well as
2. Civil society organisations and social partners.

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

Possible ✓

ANNEX

2

## FOUR DIFFERENT JOINT PROGRAMMING SCENARIOS

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

Level of joint programming and principal features	EU and MS role / input
<p><b>1. Basic coordination (no joint programme)</b></p> <p>Maintain the status quo: EU and MS maintain own programming documents / cycles.</p> <ul style="list-style-type: none"> <li>• Monthly cooperation meetings</li> <li>• Team Europe initiative (inclusive and green growth)</li> <li>• Access to initiatives and tools (blending, EFSD+, Twinning, TAIEX)</li> </ul>	<p><b>On-going coordination through:</b></p> <ul style="list-style-type: none"> <li>• Monthly cooperation meetings</li> <li>• Inputs to EU MIP and Team Europe initiative drafting</li> <li>• Agreed Team Europe initiative</li> <li>• Potential for co-funding</li> <li>• Use of blending, twinning etc.</li> </ul>
<p><b>2. JP-light</b></p> <p>A focus on developing a common understanding of challenges and a more coordinated approach to policy dialogue:</p> <ul style="list-style-type: none"> <li>• Joint analysis of country context, challenges and responses (aligned with GoU priorities)</li> <li>• Increased efforts for joint collaboration and co-funding (including with IFIs, UN)</li> <li>• Joint results framework (light, focused on areas identified in agreed response, e.g. guided by SDGs)</li> <li>• Joint dialogue with GoU and partners</li> </ul>	<p><b>During JP formulation</b>, EU and MS consult and jointly develop a context analysis to guide respective programming and responses with an effort to coordinate and co-finance. Higher-level objectives can be developed into a joint results framework as part of a JP document.</p> <p><b>On-going implementation</b> includes annual progress review and dialogue with GoU and other stakeholders.</p>
<p><b>3. JP-medium</b></p> <p>Builds on the EU MIP exercise to identify priority sectors and a coordinated, results-driven joint response:</p> <ul style="list-style-type: none"> <li>• Mapping of EU &amp; MS support</li> <li>• Joint response identifying priority objectives and sectors</li> <li>• Division of labour, common sector analysis and dialogue</li> <li>• Joint results framework (focused on agreed priority areas, reforms, SDGs)</li> <li>• Indicative financing (commitments where feasible, at least to 2024 if not 2027)</li> <li>• Concerted joint implementation efforts (financial and non-financial)</li> <li>• Joint communications and visibility (for transparency, accountability)</li> </ul>	<p>As per JP-light, plus:</p> <p><b>During JP formulation</b>, EU and MS validate the mapping, prepare joint priorities and identify a division of labour (and lead roles). Indicative financial support is associated with a more detailed joint sector level results framework.</p> <p><b>On-going implementation</b> requires sector leads to dialogue with GoU and other stakeholders while all EU/MS explore scope for joint implementation initiatives that boost visibility and impact. Communication initiatives promote a joint identity and message.</p>
<p><b>4. Full joint programme</b></p> <p>Building on above options to synchronise programming cycles (around the GoU cycle) and replace bilateral programming documents:</p> <ul style="list-style-type: none"> <li>• EU replaces MIP with JP (adopts MIP timeline for JP formulation)</li> <li>• "Beyond aid" priorities reflected in programming and dialogue</li> <li>• Integrated Civil Society Roadmap and Gender Action Plan</li> <li>• Focus on developing flagship joint implementation initiatives (€ &amp; non-€)</li> <li>• Full financing framework</li> <li>• Elaborated results framework, communications, visibility efforts</li> <li>• Structured, scheduled, strategic policy dialogue/review with GoU</li> </ul>	<p>As per JP-medium, plus:</p> <p><b>During JP formulation</b>, EU and MS provide inputs to all substantive components listed. They confirm indicative financial support to priority sectors, prepare a detailed results framework.</p> <p><b>On-going implementation</b> requires sector leads to dialogue with GoU and other stakeholders to deliver more joined-up efforts that incorporate "beyond aid" priorities (with focus on joint implementation where feasible). Dialogue and consultations with GoU are based on the results framework with associated sector reviews.</p>

ANNEX

3

## A CHECKLIST FOR MOVING AHEAD WITH JOINT IMPLEMENTATION

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- Ensure that, based on mapping analysis, the joint programming process discusses participating partners' ambitions for future joint implementation. Consider the potential for institutionalising joint analysis, reviews and evaluations.
- Ensure that the expertise of implementing development organisations is fed into the local joint analysis process for a more strategic use of joint implementation; reflect on practices and impacts, such as enhancing national and local capacities; contribute to national and local ownership, enhancing policy leverage and contributing to new or strengthened partnerships; process to prepare the ground.
- Consider linking the priority sectors identified in the joint programming document with appropriate types of joint implementation.
- Discuss with the national governments, e.g. line ministries, the benefits of future joint implementation arrangements and seek their feedback on any current joint implementation modalities.
- Consider setting up a 'working better together' Focal Point in the EU Delegation to coordinate joint programming and joint implementation.
- Reflect on how the joint operation contributes to alignment with existing national development strategies. Has it been validated by the partner country?
- Review the value of different joint implementation partnerships, for example between the development partners (EU, MS agencies or international organisations, other like-minded development partners) and the partner country.
- Document how the joint analysis was carried out and include a summary of its main results for future knowledge management.
- Include a description and plan of actions to be financed jointly or separately by EU/MS/like-minded funds.
- Include a log-frame that incorporates a complete monitoring and results framework, developed jointly by the contracting sides and based on the country results framework if existing, and delineate the role of the partner country.
- Include a description of how a joint evaluation — based on the results framework — will be carried out with the partner country's involvement and how the results of joint evaluations will be used to nurture joint programming and joint implementation.

ANNEX

4

# DEVELOPMENT EFFECTIVENESS COMMITMENTS AND JOINT PROGRAMMING

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

- Ownership of development priorities by developing countries. Partner country governments should identify their partnership priorities and exercise leadership.
- A focus on results. Impact and sustainability can be promoted through the application of robust and shared results-based approaches.
- Partnerships for development. Securing the participation and contribution of all actors requires openness, trust and mutual respect. The complementary roles of all actors should be recognised and accommodated.
- Transparency and shared responsibility. Information sharing and accountability to all citizens is both a means and an end to better development outcomes.

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

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

The EU's policy on development effectiveness can be accessed [here](#).

ANNEX

5

## RIGHTS-BASED APPROACH TO DEVELOPMENT COOPERATION

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

*New European Consensus on Development, Art. 16*

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

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

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

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

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

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

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

- Assessment and analysis to identify the human rights claims of rights-holders and the corresponding human rights obligations of duty-bearers as well as the immediate, underlying and structural causes of the non-fulfilment of rights.
- Programmes and projects to assess the capacity of rights-holders to claim their rights and of duty-bearers to fulfil their obligations and to develop strategies to build these capacities.

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



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



**Participation and access**  
to the decision-making  
process



**Non-discrimination**  
and equal access



**Accountability and**  
access to the rule of law



**Transparency and**  
access to information

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

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

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

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

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

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

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

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

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

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

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

ANNEX

6

## JOINT PROGRAMMING AND THE EU GENDER ACTION PLAN

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

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

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

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

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

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

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

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

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

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