

Practitioners' Network Views and Suggestions # 4

on the definition of Joint Implementation

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The Practitioners' Network aims to strengthen cooperation, links and complementarity between European development players with a public service mission, creating opportunities for cooperation and synergies at the implementation level. It enables the exchange of information and experience between practitioners and provides feedback on European development policies from a practitioner's perspective, while enhancing the visibility of its Members. The *Views and Suggestions Series* results from the work and collective reflection of the Members on the Practitioners' Network strategic priorities. It reflects common views in a concise format for dissemination towards EU Institutions and an extended audience.

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Introduction

The present note presents the PN contribution to the definition of "Joint Implementation"¹. It proposes a definition of the term and the principles supporting it, as well as a detailed typology of how it looks in practice.

I- Definition and principles supporting Joint Implementation:

1. Definition

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

2. Scope

Joint Implementation can take place at national, regional or global level. It involves various modes of aid delivery, including project aid, sector programme support, sector and general budget support, technical assistance, capacity building, knowledge sharing, triangular cooperation and twinning, as well as, various financial modalities such as grants, loans, guarantees and equity investments. Joint Implementation is inclusive and open to all EU partners who agree. It can also, when assessed relevant, include other like-minded governments or international organisations. It involves preferably partners from European countries, the European Commission and/or EU Delegations. But it can also involve partners from the European countries alone.

¹ The concept of "Joint Implementation" will be used by the PN provided it is kept as such in the new "European Consensus on Development". If this is not the case, it should be replaced by concept finally agreed in the European Consensus.

Joint Implementation is a joint response deriving from EU Joint Programming but can also derive from other coordination processes or precede and facilitate EU Joint Programming.

3. The main principles supporting Joint Implementation

Joint Implementation should be promoted and strengthened, while being kept voluntary, flexible, as well as, adaptable to changing needs and tailored to the local context.

It requires partner country engagement - appropriation and ownership being essential for ensuring greater impact. It supports SDG implementation efforts in partner countries.

It is rooted in continued policy dialogue and partner country demand. It is based on joint analysis and planning, starting early on at the identification of the action with the analysis of the local demand and following all the way through, feeding back into the following programming exercise.

Joint Implementation is underpinned by a political commitment which fosters a partnership of trust between partners from European countries, and between them and the European Institutions. It requires the will of relevant authorities, both at HQ and country office levels, combining political support with bottom-up solutions building on collective intelligence at local level.

It has to demonstrate the clear added value of European expertise, including drawing upon public and private sector expertise, and combining European bilateral political influence. It is built around the enhanced cost effectiveness of combining resources, both financial and human, to optimise results achieved and must be financially viable.

Joint Implementation is grounded in lessons learnt and facilitated by a good mutual knowledge of European partners' identities, strategies, implementation modalities, instruments and procedures, as well as, their sectors of concentration and respective comparative advantages. It enables the combination of financial cooperation with technical cooperation and capacity strengthening.

The European Commission is ideally positioned to promote and facilitate Joint Implementation due to its mandate to coordinate European collective action.

II- Typology²

1. Joint activities - pooling of analysis capacity, mobilisation of expertise and know-how, sharing of logistical resources and combining approaches.

A. Prior and during early identification stage of projects (not included in Joint Programming)

- a. **Joint needs assessments and/or "observatories" in the field:** to better understand and map the needs and the dynamics regarding a specific context (country/sector), produce "do no harm" analysis, political economy analysis, problem analysis, stakeholder needs analysis, etc;
- b. **Sector dialogue:** coordination among development agencies for developing a dialogue with the local authorities aimed at defining a common framework for sector analysis and investment programming;
- c. **Joint trainings:** among staff in the development agencies';
- d. **Donor mapping** exercise

² The below categories of modalities can overlap.

B. At the identification and formulation stage of a specific program/project

- a. **Initial consultation with key stakeholders** on what needs are to be assessed in the identification stage, through joint missions or joint meetings with representatives in the field;
- b. **Joint assessments** :risk analysis, needs, institutional, etc;
- c. **Joint consultation with partner country**: dialogue, etc;
- d. **Joint appraisal** missions;
- e. **Joint programme/project design**: logical framework, concept/initial Description of the Action, initial budget, etc, involving also partner country;
- f. **Joint result frameworks**

C. During the implementation

- a. **Shared logistical facilities**
- b. **Joint monitoring**
- c. **Joint activities** as defined in the Description of the Action
- d. **Joint management**

D. Evaluation after the closure of the program/project

- a. **Joint evaluation**

2. Joint mechanisms - coordinated use of financial and/or human resources

The modalities below are presented starting from least joint “structured” modalities (which may not have a common governance framework/structure) and going to most structured in terms of governance and comprehensiveness of mutualisation of resources.

A. Delegated cooperation: delegation of the management and implementation of the funds

which may or may not be accompanied by co-financing (delegated cooperation implies a kind of division of labour)

- a. From the EU to a European country (ministry or agency):
 - i. Delegated cooperation from Multiannual Indicative Programming (MIP)
 - ii. Blending facilities
- b. From an European country (ministry or agency) to the EU: transfer
- c. From the EU to at least two European countries:
 - i. Co-delegation
 - ii. Blending facilities involving at least two European agencies
- d. Between European countries (ministries or agencies)

B. Co-financing between European countries, with or without EU funds

- a. **Joint co-financing** (pari passu, not earmarked), with or without delegation of tasks
Ex: MRI between AFD, KfW and EIB with delegation of tasks (mutual recognition of procedures)
- b. **Parallel co-financing** (earmarked), with or without delegation of tasks
Ex: blending facilities: EU grant financing TA and loans from bilateral development banks financing investments
Ex: EUROCLIMA+ between EC, EF, AECID, AFD, GIZ and FIIAAP

- C. Basket funds: pooling of funds from a variety of donors managed through a local structure**
Ex: Sector budget support usually managed by a Project management unit locally recruited
- D. Trust funds: pooling of funds managed by a trustee**
- a. **EU Trust funds**, allowed and regulated by the Financial Regulation. Main characteristics:
 - Pooling of funds from a variety of donors (EU, MS, non EU countries...)
 - Joint governance, joint strategic orientations among contributors
 - Managed by EC
 - Implementing modality: delegated cooperation with pillar assessed organisations (MS agencies benefit from a preference recognised by the TF Articles of Agreement) or direct managementEx: Bêkou Trust Fund, EU Trust Fund for Africa, MADAD Trust Fund, etc.
 - b. **Other trust funds**: pooling of funds from a variety of donors (EU, MS, non EU countries, international organisations) managed by a donor (preferably European) other than EU
Ex: Syria Recovery Trust Fund managed by KfW
- E. Pooling of funds with joint/shared management by EC and a EU Member State**
Ex: Interreg/EPI or ENI programmes in EU external borders (shared management between DG NEAR and MS)
- F. Pooling of funds and combining of human resources under a single mechanism managed by EC or other European partner**
Ex: PEGASE initiative in Palestine: secondment of staff from EC, MS but also non EU organisations (UN or other international organisations)
Ex: Guarantee Technical Assistance Group (GTAG) within the European External Investment Plan
- G. Future new mechanisms?**