

ECDPM Work Plan 2013-2014

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European Centre for Development
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ECDPM – LINKING POLICY AND PRACTICE IN INTERNATIONAL COOPERATION
ECDPM – ENTRE POLITIQUES ET PRATIQUE DANS LA COOPÉRATION INTERNATIONALE

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1. Introduction

During the years 2013-2014, ECDPM expects to consolidate the transition to a new Strategic Plan period that we embarked on in 2012. We will maintain our strong track record as an independent broker and contributor to strengthening cooperation and relations between Europe, its member states and institutions, and the countries and institutions of Africa, the Caribbean and the Pacific (ACP). The Strategic Plan, which is already showing its worth by guiding our work after less than a year in operation, was based on an external evaluation carried out by a team of experts from Africa and Europe. After extensive consultations with external stakeholders, the evaluation team concluded that ECDPM had become well established as a centre of excellence. It also concluded that the Centre continues to deliver great value for money, by achieving substantial outcomes and impacts in relation to EU-ACP policy, cooperation and related capacities. The external evaluation team also identified retaining our relevance and effectiveness in the current complex and dynamic global policy arena as the main challenge for the future. In response, we now have to build on our strengths and take a number of decisive steps in the upcoming strategic plan period to adapt and renew the Centre in the face of today's changing global development context.¹

The evolving global development context

Fundamental shifts are under way in global development. Emerging economies are establishing themselves as global players, including in the development arena. Due to an array of governance, security, environmental and economic challenges, the development agenda now embraces multiple global public goods, in addition to the principal objective of eradicating poverty. While international platforms such as the United Nations, the G8 and the G20 are working to accommodate the new challenges and new players, the United States and Europe are being held back by political and financial instability, fiscal and budgetary constraints, and stalling global leadership. The enduring impasse in the talks on global climate finance is a case in point. Another is the inability of donors to meet their Gleneagles commitments to developing countries. In the meantime, the private sector is stepping up its role in global development. Foreign direct investment is on the rise. Joint ventures are multiplying, and business leaders are taking steps to assume their global responsibilities. An increasing number and variety of public and private donors are getting involved in development aid – often resulting in more fragmented development efforts. Last but not least, Africa has been one of the fastest growing regions in the world since 2000. However, as Kofi Annan stresses in his introduction to the Africa Progress Panel Report in 2012, although Africa has weathered the financial storm better than most, its strong economic growth has not yet been translated sufficiently into 'jobs, justice and equity' across the continent.

There is a sense that the end is nigh for the development policy landscape that characterised the start of the millennium – with donor leadership, a clear focus on eight Millennium Development Goals, and recipient countries in need of aid to make ends meet. As traditional global powers struggle, new powers assert themselves as serious contenders for global development impact. This raises a broad agenda and numerous questions regarding international cooperation post-2015:

- Should the focus remain on the current MDGs, or should the MDGs be amended or amplified?
- Should we seek a more differentiated set of goals or go in the other direction and propose goals that would be global in application, i.e. that also address OECD countries?
- Which countries will really need development cooperation?

¹ See *Striking the Balance*, External Evaluation Report 2011.

- How can effective development partnerships be designed with countries that show a lack of progress and resilience?
- Can earlier financial commitments for development assistance be met?
- How can we further improve results-based management, in other words, 'value for money'?
- How can we strengthen national ownership and local initiative?
- How can donor efforts be further integrated into national and regional initiatives driven by the developing countries themselves?
- How can efforts be coordinated with non-traditional donors?
- How can development cooperation and finance be integrated with global efforts in other policy domains?

The list goes on.

ECPDM strategy for 2012–2016: a choice of themes for maximum impact

We have aligned our strategy with the evolving global development landscape. We look for the general direction of change and its deeper causes and identify major transitions that will drive the dynamics of international cooperation in the years to come. For the 2012–2016 strategy period² there are six transitions we see as particularly relevant:

1. *Increasing scarcity, especially of raw materials and water*, leading to global competition for access to resources and a corresponding potential for conflict.
2. *The transition towards a 'green' economy*, with the related challenge of the effective global management of climate change.
3. *Demands for more inclusive growth and development*, characterised by increasing pressure 'from below' to achieve a fairer distribution of resources, social justice, democracy and respect for human rights.
4. *The need to safeguard human security* by addressing conflict and improving the resilience of communities to (external) shocks, such as environmental degradation and rising food prices.
5. *The acknowledged global responsibility for global public goods*, alongside the question of how to address the broader development agenda via new forms of dialogue and cooperation between various policy domains.
6. *The restructuring of the global 'multi-level governance system'* and associated shift of power to new actors and new frameworks of global governance.

Our strategy for 2012–2016 recognises that, while poverty reduction remains the principal objective, development cooperation will be called upon to contribute decisively to these six global transitions, in addition to the MDGs. Responding to this call requires profound changes in the policies, practices and institutions of development cooperation. These global transitions will fundamentally challenge future cooperation between Europe and the developing world. In response, our strategy defines four 'thematic lenses' that build on our 25 years of experience as an independent foundation. These are areas of focus in which we believe that we can contribute decisively to improving relations and cooperation between the European Union, its member states and countries in Africa, the Caribbean and the Pacific (in the main) over the next five years.

² See the ECDPM Strategy Paper 2012–2016, p. 2.

Theme 1: Reconciling values and interests in EU external action

This first theme recognises the European Union's ambition to integrate development into its external action, as required by the provisions of the Treaty of Lisbon. The challenge will be to do so while the Union struggles to overcome the financial crisis and redefine its role as a global player. The outcomes of this delicate process will bear directly on the effectiveness of Europe's relationships with developing countries and institutions for many years to come.

Theme 2: Promoting economic governance and trade for inclusive growth

This theme expands the ACP-EU agenda on trade and economic cooperation. It addresses the need for development to move beyond mere growth towards inclusive and sustainable growth. The focus is on economic governance and the private sector as key drivers of development and on links between regional integration and global (and European) action to militate against the international drivers that constrain good (corporate) governance.

Theme 3: Supporting societal dynamics of change in developing countries

This theme focuses on 'governance for development' initiatives in developing countries. It identifies opportunities for renewed development-oriented state-society relations and cooperation, and looks for ways to replicate innovative policies and practices emerging from the bottom up. It places the locus of societal resilience and development with home-grown initiatives taken by stakeholders in developing countries.

Theme 4: Addressing food security as a global public good

This final theme focuses on food insecurity and the drivers behind it. It recognises the linkages between (different types of) agriculture, trade, private sector development and investment. It also acknowledges the impact of regional integration and international and European policies on developing countries' capability to ensure food security. Work on this theme builds on several areas of ECDPM expertise: facilitating effective political dialogue, highlighting key issues and alternative policy options through practical policy-oriented research, and bridging gaps between adjacent policy areas (in this case, gaps between policy areas that affect food security). It will directly support various regional initiatives in Africa and the Caribbean.

Work plan for 2013–2014

Our key strengths stem from the way we work.³ As an honest broker,⁴ we take a process-oriented approach. We commit to long-term engagement with key actors in selected programmes. Acting in a diversity of roles,⁵ we combine four distinct capacity strategies⁶ to advance and improve the quality of interaction between EU and the developing world, to move forward the selected programmes, and to bridge gaps between policy and practice. We offer an extensive range of services that are now familiar to many EU-ACP policymakers and practitioners:

³ See *Strategy Paper 2012–2016*, p. 7 and the 2011 External Evaluation.

⁴ Lessons learned: We maintain operational autonomy, steer a non-partisan course, maintain inclusive stakeholder participation, respect for diversity and creativity, open communication and full transparency of roles.

⁵ Lessons learned: we act alternately as researcher, knowledge broker, facilitator and policy advisor on policy management and institutional change.

⁶ Lessons learned: we effectively combine four capacity strategies: (1) The facilitation of dialogue, networking and joint initiatives; (2) the generation and integration of relevant knowledge and information; (3) functional result-oriented S-N partnerships and (4) demand-driven support for institutional development.

- prospective analyses 'framing' major challenges;
- preparatory work with stakeholders to identify viable policy scenarios;
- development of approaches and instruments to bridge gaps between development cooperation and other (internal and external) policy domains;
- practical research and insights into how new policy agendas can be implemented;
- adapted frameworks and methods for conducting inclusive policy dialogues;
- comprehensive knowledge management and information services for policymakers and practitioners in Europe and in the developing world;
- advice to development partners on the management of institutional innovation.

In essence four types of outcome emerge from our work:

- (i) more inclusive and better-informed policy dialogues;
- (ii) more effective participation of key public-sector and private-sector actors in programmes that are strategically chosen to have a strong impact on relations with the developing world;
- (iii) reduction of gaps between policy and practice;
- (iv) contributions to widening the range of policy options available to developing countries and EU actors at critical junctions in policymaking and implementation processes.

This is all to generate maximum impact to improve cooperation and relations between Europe and developing countries and regions.

Engaging in selected programmes

The key strategic decision that we make for each new planning period is our choice of programmes. These determine the main work streams within the Centre. While flexible, they are based on a thorough and continually updated analysis of the relevant actors and partnerships, the main issues at stake, the potential for achieving pertinent outcomes, and the opportunities for influencing cooperation and relations between Europe and developing countries, mainly in Africa, the Caribbean and the Pacific, as well as the potential risks involved. The six programmes identified as our principal work streams were initiated in 2012 and will continue in the coming two-year period, i.e. 2013-2014. They are:

1. **Strengthening European external action.** This programme focuses on improving overall EU coherence and the effectiveness of delivery on development objectives. It contributes to inclusive and informed policy dialogues, the effective and responsible integration of development dimensions into EU external action, and the participation of relevant EU and developing countries' public-sector and private-sector actors in modernising EU development policies. To reduce the 'implementation gap', it seeks ways to advance the effective functioning of the new EU architecture for external action, while contributing to a more coherent EU that speaks with one voice on external action.
2. **Deepening overall responses to conflict, security and resilience.** This programme supports and stimulates integrated, coherent and development-friendly EU responses to conflict, security and resilience. Its activities aim to build upon and reinforce the efforts and dynamics of African continental and regional organisations. Among its targeted outcomes are inclusive and informed Africa-EU dialogues on conflict and security; effective participation of key public-sector and private-sector actors, supporting African actors in particular to assume lead responsibilities; strengthened development-oriented interaction between state and society to foster the resilience of local

communities and reduce the 'implementation gap'; and integrated EU external action that reconciles values and interests and furthers EU development objectives.

3. **Economic governance, domestic resource mobilisation, and international drivers of governance.** This programme seeks to facilitate and inform the transformation process under way in the ACP, Europe, the emerging economies and relevant international institutions, as endorsed by the G20 Seoul Development Consensus for Shared Growth, the Busan Partnership and the EU *Agenda for Change*. A key aim is thus to achieve a more inclusive, better informed policy dialogue between the public and private sectors on economic governance at local, national, regional, continental and international levels. The major topics of this dialogue are the sustainable, equitable and transparent management of natural resources, effective domestic resource mobilisation, business facilitation and improved regulatory capacity. The programme works towards improving the understanding of the drivers of change in economic governance, including the role of the BRIC countries. It seeks enhanced opportunities for political and economic participation of vulnerable groups, in particular small and medium-sized enterprises (SMEs), women and young people. Finally, it seeks strengthened partnerships to foster the equitable and sustainable governance of global development challenges.
4. **Trade and regional integration for inclusive growth.** This programme facilitates and informs the design and implementation of ACP-EU and international trade arrangements as well as regional integration processes in the ACP, and stimulates new coalitions for the economic and trade reforms needed to promote inclusive growth. A central aim is thus to support better informed trade negotiators who are able to conclude trade agreements in line with their national and regional development objectives. Other key outcomes are improved coherence between trade and development policies; the more effective participation of public-sector and private-sector actors in trade policymaking and in setting the regional integration agenda, thereby achieving a broader impact; and greater understanding of what drives genuine regional integration and cooperation and what the international partners can do to facilitate the process.
5. **Africa on the move: understanding and building dynamics for change.** This programme accompanies and provides demand-driven support to African actors and institutions. It thus helps them 'weave their own mat' and regain policy space to implement home-grown socio-political and institutional reforms for effective governance for development. On the European side, it supports improved EU responses to Africa's changing socio-political dynamics and governance. A key aim in this regard is to enhance policy dialogues and facilitate fertile encounters between 'demands' from societies and the 'supply' of EU cooperation. The programme is also concerned with how national and international policies affect resilience and institutional adaptation in Africa. Improving African stakeholders' articulation of demands is a key element, as well as seeking a better understanding of the societal dynamics that drive change in Africa and the impact of EU external action. This relates directly to the need for improved policy coherence for development in the EU's internal and external policies on governance. The programme focuses on both sub-Saharan and North Africa.
6. **Regional and local markets for agriculture and food security.** This programme seeks to support ACP regional organisations in strengthening their contribution to food security. It assists development partners, in particular the European Union and its member states, to adopt more coherent and effective approaches to foster agricultural markets for food security. More inclusive and better informed policy dialogue could play a key role in enhancing regional integration and the business and investment climate for food security. It also seeks to raise awareness of the impact of

European policies, in particular the CAP, on food security in the ACP. The programme seeks synergies for food security through strengthened linkages between trade and agricultural actors, policies and programmes. Its activities examine the design and implementation of the regional dimensions of the Comprehensive Africa Agriculture Development Programme (CAADP) and African and Caribbean agricultural policies and programmes. It also emphasises policy coherence for development and food security in Europe and the ACP, and looks at ways to improve public-private partnerships for trade, agricultural development and business facilitation.

Chapter 2 of this work plan takes a closer look at the programmes for the upcoming plan period of 2013–2014. Chapter 3 outlines the activities of the **Institutional Relations and Partnership Development** team, which fosters strategic alliances with key stakeholders and supporters: the ACP Group, the African Union and African regional organisations, networks of partner institutions in Europe, and the ACP. Chapter 4 outlines **all-Centre support services**, such as strengthening staff competences in political economic analysis and governance work, knowledge management and communication, and responses to the various institutional challenges that we face to further improve our quality in today's changing development policy landscape.

2. Programmes

2.1. Strengthening European external action

Context

The Treaty of Lisbon expresses the European Union's ambition to play a **coherent and effective global role**, bringing together all of its potential assets. The Treaty defines EU external action as comprising the common commercial policy, cooperation with third countries, humanitarian aid, relations with international organisations and the EU Delegations. In the two years since the Treaty's adoption, there has been considerable global change combined with a European sovereign debt crisis and economic recession in member states. These have placed great pressure on the European project and on Europe's position and influence in the world.

The Treaty sets out the Union's values as 'peace, security, the sustainable development of the Earth, solidarity and mutual respect among peoples, free and fair trade, eradication of poverty and the protection of human rights'. These **values** have to be reconciled with the EU's own economic, governance, and security **interests** in developing countries and on the global stage. With its 27 member states (and Croatia expected to join by mid-2013), the EU carries considerable weight in global affairs. Collectively it is the world's largest development donor and trading block. Yet it does not always act coherently or speak with one voice. This greatly affects the Union's capacity to deliver on its development commitments and its development-related partnerships.

The **European External Action Service (EEAS)** and the post of **High Representative for Foreign and Security Policy** are still relatively recent creations, but can no longer claim to be entirely new. The same applies to the organisational adjustments in the European Commission, including the merger of the former Directorate-General for Development (policy) and EuropeAid (implementation) into the new **DG Development and Cooperation – EuropeAid (DEVCO)**, which began operating in June 2011. There is increasing pressure for this new configuration to deliver. The High Representative is expected to conduct a review of the Service by mid-2013. The findings are bound to be closely watched.

In addition to the creation of the EEAS and DEVCO, the Lisbon Treaty has prompted additional reforms that have changed some of the 'rules of the game' for external action and development cooperation. There are upgraded 'EU Delegations', and the European Parliament has been given increased powers to shape and validate policies that strongly affect EU external action. The EEAS with DEVCO and other partners will seek to implement increasingly 'integrated' EU strategies that bring together a range of policy issues. Guided by EU's new development policy, *Agenda for Change*, a new generation of country and regional strategies is being drawn up and implemented. In this context, and more generally so, lies a challenge of development-proofing European external action.

2013-2014 will see further negotiation on and the subsequent adoption of the next **EU multi-annual financial framework (MFF)** and regulations on the financial instruments for EU external action and the follow-up for its implementation. The ongoing crisis and global changes will have implications for EU development cooperation, with a likely continuation of the relative decrease in EU Official Development Assistance (ODA) and a new focus on Financing for Development beyond ODA. At the same time, the crisis might generate an additional push for efficiency in EU development cooperation, e.g. by prompting further action in joint programming and coordinated action.

How the European Union organises itself will thus be a key issue in the coming years. Equally important are the **priorities set by the EU** and **the nature of EU dialogue with development partners** at national, regional, continental and global levels. The future of ACP-EU relations is the subject of growing debate. Although it has failed to deliver the promised renewal in EU relations with Africa, the Joint Africa-EU Strategy (JAES) process has been offered a lifeline by the proposed creation of financing under the Pan African Programme and potentially by the 2014 EU-Africa Summit and new leadership at the African Union Commission. The fall-out from the 'Arab spring' continues to challenge the EU in its own neighbourhood. The phrases 'deep democracy' and 'inclusive growth' seem to be gaining traction as new concepts for framing EU external action in the political and development spheres. The current political and economic context is putting pressure on official development assistance (ODA) and could alter the focus of international development cooperation (despite the poverty focus required by Article 208 of the Treaty of Lisbon). A search has begun to redefine the assumptions that underlie the development consensus promoted by the MDGs and the Paris Declaration's 'aid effectiveness' agenda in preparation for a possible post-2015 framework on global development. Coupled with the growing power of emerging players, particularly the BRIC countries, in Africa and beyond, as well as the growing number of middle-income countries, this suggests a need for new approaches. EU external action, including development policy and practice, thus stands at a point of major change over the two years of this work plan.

Through its work, this programme seeks to address many of the challenges facing EU external action. These are also reflected in the six transitions identified in the ECDPM strategy for 2012-2016.

Aim of this programme

This programme covers the future of EU external action in a range of domains relevant to our work. Its **core aim** is to **contribute to the strengthening of EU external action**, with a focus on **improving overall coherence and delivery** for development objectives.

To narrow the scope from this broad aim, we will **focus on overall policy discussions, position-setting and strategy formulation in EU external action** rather than entering into detailed country-based or sector-based operationalisation and implementation processes. These are tackled in other parts of our work plan for those sectors or issues where we favour more implementation-oriented engagement in specific sectors and areas. We will maintain a knowledge base on the implementation of EU policies and on general developments in countries and institutions, primarily in Africa, to ensure that the work is sufficiently informed by events in the field. This knowledge (e.g. on the implementation of EU support for governance, democracy and human rights) is not an end in itself. Rather, it will serve to strengthen the work of other programmes and to help ensure the uptake of their outputs.

This programme is relevant to all four major themes of our new strategy for 2012–2016. Its principal focus is on analysing and influencing the dynamics of the relationship between official EU actors and development partners, as these will determine how the EU reconciles its values and interests (theme 1). The European Union's own strategy for promoting inclusive and sustainable growth (Europe 2020) must permeate its external action, even though the EEAS has no competence on economic policy (theme 2). By means of development cooperation and political dialogue with partner countries, the EU aims to strengthen the governance of development (theme 3). Finally, EU external action must relate to how the Union's own internal policies on agriculture affect global food security (theme 4).

The programme promotes change in four domains that are instrumental to advancing EU external action:

- **EU institutional, Brussels-based, systems and processes** for policy formulation, programming and coordination (European Parliament committees, relevant units within DEVCO and EEAS);
- **Europe-wide processes in member states** (involving the same actors as above and the permanent representations, including the EU presidencies);
- **Interaction with the politics of global governance** (same actors as above);
- **EU interventions in continental, regional and country-level dynamics, primarily in Africa** (involving the EU Delegations and member state representations abroad, institutions of the ACP and the African Union, and civil society).

Our added value in this programme consists of four elements that together provide a solid and credible basis for supporting the strengthening of EU external action:

- Our **knowledge** of how EU external action systems and processes do and do not work.
- Our wide **network** (now being extended beyond ‘aid’ actors) amongst the various policy communities in Europe, and also in Africa and the ACP (e.g. on Africa, development, conflict, trade, human rights and governance; relevant EU actors are member states, the EEAS, the European Commission, civil society and parliaments).
- Our **thematic and regional expertise** in areas key to EU external action (i.e. trade, governance, development and conflict) and to the ACP, particularly Africa.
- Our research **methodology**, which means that we engage primarily with policymakers and practitioners, gives ECDPM a keen sense of the ‘realms of the possible’ and differentiates our approach from others driven by commentary, academic analysis or partisan ‘advocacy’.

Activities and outputs

Promoting the modernisation and development-proofing of EU external action is both an information, analytical and relationship-intensive endeavour. We have therefore chosen to focus on activities and outputs in four areas that will give us breadth and depth:

1. the global development agenda;
2. thematic EU policy related to development;
3. the EU’s geographic policies on developing regions;
4. the EU’s inter-institutional relations.

This will allow us to engage in both high-level political discussions and policy-to-practice implementation challenges. With respect to our engagement in the next two years, we expect to achieve results in the following areas:

- **Global agenda.** Monitoring and engaging in how the *changing global development agenda* both *impacts and is impacted* by **EU external action**. This includes the follow-up to the Rio+ 20 agenda and particularly the discussions on the future of the MDGs post-2015. We will also look at how global economic and political trends influence the agenda, and monitor the EU’s engagement in strengthening the governance and representativeness of global platforms such as the international finance institutions (IFIs) and the United Nations.
- **Thematic policy.** The team will closely follow the preparation and adoption of specific policy reforms, as a means of gaining a deeper understanding of overall EU external action and its

development cooperation component. More specifically, we will focus on the follow-up and implementation of the *Agenda for Change*, including issues of differentiation, blending and programming. While the evolution of the political agenda will inform our ongoing choices, the focus is expected to be on **thematic development policy proposals and political commitments** related to implementation challenges such as budget support and policy initiatives (e.g. EU support for governance, human rights and democracy in non-EU countries). The programme team will also follow the wider EU external action policy debate (e.g. on security, conflict and economic governance) under the leadership of the other ECDPM programmes. In addition, the team will provide Centre-wide expertise and support for the development-proofing of key EU policies (referred to in policy documents as the need to promote 'Policy Coherence for Development').

- **Strategic/geographic policy.** We will analyse the European Union's plans for aligning its various external action levers by **developing strategies for particular regions and countries**. This is both in the foreign policy sphere (e.g. in relation to political dialogue, human rights and democratisation support) and in the development sphere (e.g. regarding policy dialogue, budget support and other aid modalities). The aim is to facilitate a consistent approach. **What strategic trade-offs and compromises** will be made? What has been learnt from past experience, and what are the challenges to consistency and alignment? We will monitor the extent to which **Europe's dialogue with its partners** is consistent with EU external action and is **coherent with development objectives**, particularly in the evolution of **key partnership frameworks for ACP-EU, EU-Africa, and European Neighbourhood Policy (ENP)-South relations and other sub-regional strategies in Africa (i.e. in the Horn of Africa and the Sahel)**.
- **Institutional change and inter-institutional relations.** The focus here is on the changes in the relationships between the different actors involved in EU external action. We will monitor progress and, where possible, support approaches for prioritising **development outcomes** and taking them on board in **the EEAS and the European Commission**. We will seek to do this at the **institutions in Brussels and in the EU Delegations**. We will make timely inputs to help frame **the 2013 review of the EEAS**. We will also follow and contribute to discussions on the external instruments as part of the preparations for the **multi-annual financial framework** from 2011 up to its adoption in 2013. After the adoption of the multi-annual financial framework, we will contribute to the debate on the implementation of the regulations, focusing on how and where to spend the money in a way that effectively promotes inclusive and sustainable development.

The depth and level of any engagement on the above topics will be contingent on the funding available.

In terms of programme methodology, the above engagements require application of the full range of **ECDPM's capacity strategies**: (i) dialogue and facilitation; (ii) research, knowledge management and networking; and (iii) capacity development through strategic partnerships.

Research, communication and knowledge management will be key activities, particularly on the link between policy and practice in the domain of EU external action and EU development policy. These will take the form of ECDPM papers and studies, briefs, blog posts on our *Talking Points* website as well as on well-visited external websites, and ECDPM-wide media such as the *Weekly Compass* and its corporate website. External requests for strategic studies, evaluations, expertise and support in drafting policy and operational guidance will also be considered in line with the goals of the programme.

Dialogue and facilitation will emphasise interactions amongst European stakeholders on EU external action issues relating to coherence and delivery. They will also include exchanges between EU actors and actors from ACP and AU institutions and countries. The future of the relationship between the EU and the

ACP will be under review. Special efforts will be made to brief and inform African and ACP actors about how EU external action is likely to impact them.

In terms of **ECDPM partnerships**, the programme will engage with institutional and non-institutional partners. We expect to interact with the African Union, the regional economic communities and the ACP Secretariat, and also to work with other partners in Africa (such as ISS and SAIIA). In Brazil and China, we will interact with actors with an interest in how aspects of EU external action play out in their region as a basis for comparative analysis. The Centre's partnership with FRIDE, ODI and DIE/GDI will be continued through the European Think Tank Group. We will also collaborate with ODI and DIE/GDI by completing and disseminating the 2014 European Report on Development (ERD). This research project also involves other ECDPM programmes.

EU external action is conducted through an extensive network of primarily European stakeholders with a varied group of partners (i.e. global, regional and national). We will perform political economic analyses at various levels and within various sectors of EU external action with the goal of improving knowledge on the drivers of and obstacles to positive change.

Expected outcomes and impacts

In view of the aim of this programme, the key task will be to monitor and help improve the consistency of European external action, in line with EU development objectives. Our efforts will focus particularly on engaging with the EU's overarching policy frameworks on development and Africa, and on how these are modified or evolve in relation to the changing context. This engagement will contribute to all four themes of the ECDPM strategy for 2012–2016 (Table 1).

Table 1: Operationalising the four key themes of the ECDPM strategy

Strategy themes	Programme contribution
Reconciling values and interests in the external action of the European Union	EU external action better reconciles values and interests for pro-development outcomes.
Promoting economic governance and trade for inclusive growth	Integrated EU external action actively engages in discussions on trade and economic governance with the aim of promoting inclusive and sustainable growth.
Responding to societal dynamics in the developing world	EU external action is better attuned to societal dynamics in the developing world, with responses that take account of past lessons and the current political dynamics.
Promoting food security as a global development challenge	Integrated EU external action promotes rather than undermines food security.

In order to implement our strategy in this way, we will try to contribute to the following outcomes:

1. ECDPM information, facilitation and advice are used by actors in both Africa and Europe to promote effective and consistent EU external action contributing to development objectives.
2. Strategic African partners are better equipped to pursue their interests thanks to a better understanding of EU processes in the post-Lisbon institutional architecture.
3. EU policymakers in all areas of external action increasingly regard it as a matter of good practice to consider the effects of their decisions on developing countries.
4. ACP and EU actors understand the development consequences and implications of the negotiation of the new EU financial framework for development.
5. In its external action, the EU better reconciles its values and interests to promote development outcomes.

Summary table for programme 1

Programme 1: Strengthening European external action	
Overall issue	Strengthening European external action
Programme aim	To strengthen EU external action, with a focus on improving overall delivery and coherence
Key actors	EU Delegations; European Parliament Committees; DEVCO and EEAS units engaged in setting political direction, programming, policy formulation and coordination of positions; EU presidencies; EU member states' representations and foreign/development ministries; ACP institutions; AU institutions; ACP/African regional and national representations in Brussels
Plan of action	
Activities and outputs	<p><i>Dialogue and facilitation</i></p> <ul style="list-style-type: none"> Events organised or co-organised by ECDPM and support for third-party events <p><i>Research, knowledge management and networking</i></p> <ul style="list-style-type: none"> Policy research on EU policy formulation in EU external action and its application Stakeholder briefings Research papers and technical briefs on critical issues Feedback and commentary on internal reports and papers by policymakers Operational guidance on policy issues and the development of tools Reports and studies commissioned by third parties Feature articles in <i>Weekly Compass</i> and <i>Talking Points</i>, strategic use of ECDPM website
Partnerships	<p><i>Programme-specific</i></p> <ul style="list-style-type: none"> European Think Tanks Group (ODI, GDI, FRIDE) European Report on Development team (ODI, GDI) Think tanks with an interest in EU external action in Africa and the BRICs (ISS, SAIIA) Europe-Africa Policy Research Network (EARN) and its members <p><i>Institutional partnerships</i></p> <ul style="list-style-type: none"> African Union and ACP Secretariat
Risks	<ul style="list-style-type: none"> Limited access to external funding on some issues described; hence a possible loss of balance due to a primary focus on fundable areas Managing the balance between critical analysis and facilitation Extending our network of EU actors beyond the traditional 'aid' sector will be a challenge, since our reputation may be less well known Co-optation of development cooperation policies and budget by other policy areas Continued economic recession could erode public support for development cooperation and reduce the political weight of development vis-à-vis other policies Continued economic recession in some member states could increase pressure on the EU to prioritise security and political and economic concerns over development, leading to poor reconciliation of values and interests EU member states may be increasingly hostile towards effective EU external action as they pursue their own interests Slow consolidation or systematic underperformance of DEVCO and/or EEAS

Results	
Expected outcomes	<ul style="list-style-type: none"> • ECDPM information, facilitation and advice used by actors on both continents to promote effective and consistent EU external action that contributes to development objectives • Strategic African partners better equipped to pursue their development interests through enhanced understanding of EU processes in the post-Lisbon institutional architecture • EU policymakers in all areas of external action increasingly regard it as good practice to consider the effect of their decisions on developing countries • ACP and EU actors understand the development implications of the negotiation of the new EU multi-annual financial framework • The EU better reconciles its values and interests in external action with the promotion of development outcomes
Impact	<ul style="list-style-type: none"> • Integrated EU external action that furthers EU development objectives by reconciling values and interests

2.2. Deepening overall responses to conflict, security and resilience

Context

In recognition of the **linkages between conflict, security and development**, the past decade has seen major changes in response to (violent) conflict, fragility and security at various levels. Recently, the **concept of resilience** has gained momentum, as developing societies and local communities become increasingly exposed and vulnerable to external threats which, if not managed, could form the seeds of future conflicts. The prominence of conflict, security and resilience is reflected in the priority given to these issues by the African Union and African regional organisations, for example, through the African Peace and Security Architecture (APSA). They are also high in priority within the EU institutions and EU member states (such as the Netherlands, the UK, Sweden and Ireland). Increasing amounts of ODA funding are being dedicated to conflict prevention and peace-building. Even the public in Europe are acutely aware of the importance of peace and security, rating it second only to poverty reduction in terms of what should be a priority for EU-Africa cooperation.

There is also broad agreement that the international, continental, regional and national **responses have not been sufficient to date**. There is also a growing awareness that responses have not taken sufficient account of the possible value of endogenous processes that can help overcome conflict and security issues. EU institutions have made significant strides in their policy frameworks, instruments and strategic partnerships over the past decade. However, they could further improve their engagement, coherence and joint action with member states in this crucial field. Europe is seeking to enhance its profile as a global actor and move towards more 'differentiation' in its partnerships and cooperation strategies. To do so, however, it needs to make clear how it intends to operate in fragile situations and reach out to the 'bottom billion'. Moreover, there are new international mechanisms to address the transition from conflict and fragility towards security, resilience and development as set out in the New Deal agreed during the last High-Level Forum on Aid Effectiveness in Busan (2011). The verdict on the New Deal's usefulness is still out, though. On the African side, the APSA faces challenges of ownership, effective delivery and sustainability (particularly in the substantial support it has thus far received from the EU's African Peace Facility). Financing for conflict, human security and resilience is a shared concern. Furthermore, Europe's relations with Africa are likely to become more 'geo-strategic' in the coming years, with peace and security an increasing part of the equation. Globalisation, the rise of new powers and the competition for precious raw materials will only raise the pressure for innovation in terms of delivering security and development as global public goods.

The challenge in the next few years is to **deepen the collective EU and African responses to issues related to conflict, security and resilience**. This should stimulate the **transition** towards increased (human) security for societies and communities. It could also give rise to new governance models, approaches to capacity development and modalities of international cooperation that make it possible to deal with security as a global public good and support institutional transformation processes in fragile contexts more effectively. Several **processes** are under way in this direction. These provide **windows of opportunity** for targeted action by an independent foundation like ECDPM. At least four of these warrant mention:

- (i) the new post-Lisbon configuration for EU external action, with several units in both the EEAS and DEVCO dealing with the broader conflict prevention and security agenda;
- (ii) the trend at the African Union and the regions to develop APSA and increase its effectiveness;

- (iii) the efforts made by EU institutions and member states to implement the New Deal commitments together with partners in conflict regions and fragile countries;
- (iv) the steps taken towards more integrated EU strategies for security and development (e.g. strategies for the Sahel and the Horn of Africa).

In 2012, we started to **upgrade the status and profile of our past and ongoing work** on conflict, security, fragile states and the APSA **through a new programme** on integrated (i.e. EU and partner) approaches to conflict, security and resilience. We intend to work on these questions in a more structured and long-term manner, with the aim of gradually building a framework that can help identify opportunities to support the transition from conflict and fragility towards enhanced resilience and preconditions for development. This framework will take account of current policy thinking on conflict and fragility, but the emphasis will be on translating policy objectives into operational practice. ‘Transformation’ will be the key concept underpinning the framework and complementary research. Such a framework can feed policy discussions between EU institutions and member states on how to formulate responses to conflict and fragility in a more coherent manner, and also on how to ensure that future European external actions are compatible with the development values, approaches and capacities of partner organisations and countries in Africa as well as with their endogenous responses to resilience.

Aim of the programme

The overall **aim of this programme** is to support and positively influence the consolidation of more integrated, development-friendly and coherent policies and operational responses by EU institutions and member states that build upon and reinforce African continental and regional approaches to conflict, security and resilience.

This programme is relevant to each of the four major themes outlined in the new ECDPM strategy for 2012–2016. A more coherent EU approach to conflict, security and resilience is a major challenge in terms of both enhancing the EU’s profile as a global actor and ensuring development-friendly EU external action that reconciles values and interests (theme 1). Improved economic governance, including better management of natural resources (theme 2), is key to ensuring inclusive growth and social justice. EU responses, even those of a more integrated nature, are likely to yield sub-optimal benefits if they are not underpinned by stronger responses from the developing countries themselves, at institutional, societal and community levels (theme 3). The linkages between food security as a public good (theme 4) and conflict, security and resilience are also evident.

Table 2: Operationalising the four key themes of the ECDPM strategy

Strategy themes	Programme contribution
Reconciling values and interests in the external action of the European Union	EU external action better reconciles values and interests in its responses to conflict and fragility, security, resilience and development.
Promoting economic governance and trade for inclusive growth	EU external action responses to fragility and resilience take account of discussions on trade and economic governance with the aim of promoting inclusive and sustainable growth.
Responding to societal dynamics in the developing world	EU external action is better equipped to take account of societal dynamics when assisting in contexts that move from conflict and fragility towards resilience and development.
Promoting food security as a global development challenge	EU external responses includes food security as a vital element in addressing conflict and fragility, security and resilience.

We are aware that we need to define our ‘niche’ in the complex, multi-dimensional arena linked to conflict, security and resilience. We do not seek to compete with existing specialist institutions, knowledge centres and crisis management types of civil-society organisations. Rather, our ‘niche’ is to be found in our basic

mandate, that is, facilitating multi-actor dialogue processes supported by targeted policy research, bridging different policy domains and levels (continental, regional and national), focusing on instruments and channels for delivering coherent EU responses and accompanying institutional change processes (e.g. of the African Union and EEAS). As a knowledge institution and broker, we seek to add value to 'political and technical' issues grounded in a solid knowledge base and dialogue at the interface between Europe and Africa taking account of learning and experiences in different continents. Crucially, we seek to bring African and developing country actors into the dialogue on evolving European policy and practice, so as to address the transformation trajectories from conflict and fragility into security, resilience and development.

These areas are precisely where **we will develop our expertise and build on proven methods and practical experience**. We have a track record in a number of relevant fields:

- (i) EU external action, including linkages with EU presidencies and specialist units in EU member states;
- (ii) the 'development' lens on EU peace and security programming, with a focus on the role of civil society in fragile states;
- (iii) policy coherence for development (PCD) in general (security is one of the EU's five priority areas for advancing PCD);
- (iv) the implications of EU institutional reform, in particular for integrated approaches to peace, security and development;⁷
- (v) complex evaluations and advisory work such as the recent assessment of EU conflict prevention and peace-building policies, knowledge provision to the EEAS and the mid-term evaluation of first African Peace Facility;
- (vi) political economic analysis, a close cousin of conflict analysis and assessment;
- (vii) facilitating EU-Africa dialogue;
- (viii) institutional dynamics in the African Union and in regions confronted with conflict and security;
- (ix) approaches to capacity development in fragile contexts;
- (x) support for resilience and development via local governance and decentralisation processes.

Activities and outputs

While pursuing a holistic implementation approach, we have identified three closely related areas of work. They constitute the building blocks of a triangle of processes that must be simultaneously promoted in order to move towards a more integrated and coherent partnership approach to global issues of conflict, security and resilience:

- *Enhancing the EU's overall political and institutional capacity to be an effective global player in dealing with conflict, security and resilience.* This represents the 'European' leg of the triangle. It relates to the 'homework' that EU institutions and member states need to do in order to enhance the EU's collective capacity for integrated external action. In order to assist this change, we will focus on:
 - (i) improving the quality of EU policy frameworks and the overall institutional set-up for dealing with these issues;
 - (ii) 'connecting' the various diplomatic and development actors involved (e.g. EEAS, DEVCO, EU Delegations, and experts in member state capitals and in the field);

⁷ See Koeb, E. 2010. 'The EU Treaty of Lisbon: Implications for EU-Africa Relations on Peace and Security', in Peace and Security Council Report, No. 12 (11). Addis Ababa: Institute for Security Studies. Available at: www.issafrica.org.

- (iii) supporting the effective delivery of meaningful EU support with a focus on the 'how' questions⁸ related to conflict prevention, mediation, fragility and state-building;
 - (iv) documenting innovative practices and synthesising the lessons they provide;
 - (v) monitoring EU policy coherence, including how the EU reconciles values and interests in the security-development nexus and in other policy areas.⁹ This work stream is strongly linked to the programme aimed at strengthening EU external action.¹⁰
- *Supporting the consolidation of African institutions and processes to deal with conflict, security and resilience.* This second work area focuses on African institutions in charge of peace and security and initiatives to support continent-wide responses to the transition from conflict and fragility to resilience and development. It recognises the need for continued Centre investments in a number of areas:
 - (i) the institutional development and responsive capacity of key continental and regional actors (such as the African Union, regional bodies and the NEPAD Planning and Coordination Agency);
 - (ii) support for the consolidation of the APSA, for instance through stronger linkages with the African Governance Architecture (AGA) and improved delivery;¹¹
 - (iii) the facilitation of learning and constructive dialogue between Africa and Europe on conflict, security and fragility matters, e.g. in the framework of the Joint Africa-EU Strategy as well as the implementation of the New Deal commitments. This relates closely to the programmes dealing with EU external action (programme 1), economic governance, domestic resource mobilisation and drivers of international governance¹² (programme 3), 'Africa on the move' (programme 5) and food security (programme 6).
 - *Strengthening European and African initiatives to transform situations of conflict and fragility into situations of resilience and development.* This third process will focus on the development and application of a framework that can support policy dialogue and the design of improved policies and operational decisions. It will take account of the role of institutional actors – be they African, European or global – as well as the added value that societies and communities in partner countries can bring into addressing conflict and fragility issues. We will bear in mind in particular that communities in most fragile states have been remarkably resilient against the odds, in developing their own markets, community services and governance structures. We will unpack the issues of 'resilience' and 'transformation' to learn about existing approaches during the year, and draw up tentative descriptions of transformation pathways that could be relevant in different contexts. The design of this emerging framework will be informed by the other two processes described above, and opportunities will be sought to test these pathways in the context of reviews, advisory work and evaluations. To reinforce our work, we will seek to collaborate with different partners on knowledge initiatives and research

⁸ This involves working on instruments, procedures, aid modalities and channels, the role of non-state actors, etc.

⁹ Other EU policies may affect the EU's response to conflict, security and resilience. These include policies on small arms trade (DG Trade leading in the EC) and on biofuels and energy more generally (DG Energy leading in the EC), as well as policies dealing with human mobility as a component of human security (DG Justice and Home Affairs leading).

¹⁰ Both policy processes could benefit from working together on how conflict and security considerations are taken on board when new country and regional strategies are developed.

¹¹ Delivery of concrete products and services that help to attack the 'root causes' of conflict and fragility such as improved management and equitable distribution of natural resources; the fight against corruption; respect for human rights; and the promotion of social justice.

¹² There is a growing consensus that the EU could strengthen its global engagement to tackle some of the drivers of conflict and state fragility. This is also related to the notion of 'state-building' that far too often is still an empty concept stuffed with overoptimistic notions of institutional fixing and engineering in situations that are structurally fragile and continue to be so due to extreme forms of 'rent seeking' and elite capture. The latter prevent a more inclusive *political settlement* from emerging that has the potential to create the conditions required for state security, safety and ultimately development.

programmes to enhance our knowledge base. We also intend to sketch the contours of a transformation framework with descriptions of pathways for transforming situations of conflict and fragility into situations of resilience and development.

Regarding **partnerships**, all activities will be oriented towards key players in this policy arena. In Europe, this means regular contacts with EEAS and DEVCO units concerned with conflict, human security and resilience; member states' permanent representations to the EU, European foreign and development ministries and agencies engaged in conflict issues; institutional funders and the EU presidencies. Partnerships will be key to the success of our work. We hope to collaborate with the following partners on this particular programme:

- Institutional partnership with the African Union and regional economic communities.
- Continuation and deepening of existing strategic partnerships with *L'Observatoire de Afrique*, the Europe-Africa Policy Research Network (EARN), the Nepad Planning and Coordination Agency, the Institute for Security Studies (South Africa), the Africa Governance Institute (Dakar) and the Levy Mwanawasa Regional Centre for Democracy and Good Governance, which was established in the wake of the International Conference of the Great Lakes Region (ICGLR) with a clear focus on conflict prevention and security.
- New strategic partnerships will be sought in line with the ambitions of the three areas of work in this programme.

Expected outcomes and impacts

The overall expected outcome of this programme is an enhanced ability of EU institutions and member states, African institutions and societal actors to use their capacities to prevent and respond to conflict in an integrative manner while promoting resilience. The aim for 2013 is to develop the initial contours of the above framework. We see this as an important tool that will help us to gain the expected outcomes.

Our activities will contribute to the achievement of four specific outcomes:

- Inclusive and informed Africa-EU policy dialogues on transforming situations of conflict and fragility into security, resilience and development as a key global development challenge (with improved frameworks and methods for resolving policy trade-offs in a development-friendly manner).
- Reduction of the 'policy implementation gap' by a better understanding and application of strategic approaches, fields of action and instruments for providing effective support for conflict prevention, fragility, state-building and societal resilience.
- African institutional and societal actors that are better able to assume lead responsibilities for addressing conflict, security and resilience, grounded in a solid understanding of governance issues pertaining to their environment.
- EU external action that better reconciles values and interests in relation to security and fragility with pro-development outcomes.

Summary table for programme 2

Programme 2: Conflict, security and resilience	
Overall issue	Conflict, security and resilience, including the linkages that need to be addressed in order to move from conflict and fragility towards resilience and development.
Programme aim	To support and positively influence the consolidation of more integrated, development-friendly and coherent policies as well as operational responses by EU institutions and member states that build upon and reinforce African continental and regional approaches to conflict, security and resilience.
Key actors	EEAS, DEVCO and Foreign Policy Instrument service units concerned with conflict, human security and resilience; member states' permanent EU representations; relevant units of foreign and development ministries; institutional funders and EU presidencies; ACP institutions; the African Union; the Nepad Programming and Coordination Agency, the European Peacebuilding Liaison Office (EPLO) and its members; the Institute for Security Studies, Clingendael Institute, Maastricht School of Management
Plan of action	
Activities and outputs	<p><i>Dialogue and facilitation</i></p> <ul style="list-style-type: none"> • Dialogue events organised or co-organised by the programme team • Support for events organised by third parties <p><i>Research, knowledge management and networking</i></p> <ul style="list-style-type: none"> • Policy research • Stakeholder briefings • Research papers and technical briefs on critical issues (both published and informal), including a paper on how resilience is understood • Commentaries on internal reports and papers by policymakers • Reports and studies commissioned by third parties • Feature articles in <i>Weekly Compass</i> and <i>Talking Points</i> and social media • Institutional development • Provision of demand-driven forms of technical assistance to key African organisations • Initial framework setting out possible pathways to transform situations of conflict and fragility into resilience and development
Partnerships	<p><i>Programme-specific</i></p> <ul style="list-style-type: none"> • <i>L'Observatoire de Afrique</i> • Europe-Africa Policy Research Network (EARN) • Institute for Security Studies (Pretoria) • Africa Governance Institute (Dakar) • Nepad Planning and Coordination Agency, the Institute for Security Studies (South Africa), • Levy Mwanawasa Regional Centre for Democracy and Good Governance <p><i>Institutional partnerships</i></p> <ul style="list-style-type: none"> • African Union (including the AU Commission and regional economic communities) • ACP Secretariat
Risks	<ul style="list-style-type: none"> • Limited access to external funding on some issues described; hence a possible loss of balance due to focus on fundable areas • Lack of focus: activities too widely dispersed • Insufficient synergy with other ECDPM programmes; possible lack of coherence

Results	
Expected outcome	An enhanced ability of EU institutions and member states, African institutions and societal actors to use their capacities to prevent and respond to conflict in an integrative manner while promoting resilience.
Impact	European and African policies and partnerships make more effective contributions to ending conflict and achieving human security and resilience.

2.3. Economic governance, domestic resource mobilisation and international drivers of governance

Context

There is a growing consensus that economic growth is a necessary, but not sufficient condition for poverty reduction. That is, growth must be accompanied by economic transformation towards more productive activities, job creation and social equity if it is to have any impact on poverty. Achieving this requires an understanding of the institutional, political and social factors that drive changes, promote economic transformation, stimulate private-sector activity, foster efficient, transparent and sustainable management of natural resources, and ensure that economic benefits flow to the wider population through employment and public services. This is the basis for improving economic governance.

Europe has been Africa's major trade, investment and aid partner for many years. However, the African economic landscape is rapidly changing. While Europe struggles with financial and economic crises, 'Afro-pessimism' has given way to more optimistic views of Africa, not only among Africans, but also among international actors, particularly in emerging economies such as China, India and Brazil.

Of course, Africa still faces big challenges, ranging from endemic poverty to institutional and economic weaknesses. Huge disparities remain within its domestic economies and between countries. If Africa is to unleash its development potential through balanced, equitable and sustainable investment, domestic resource mobilisation and job creation, more attention will have to be paid to improving economic governance and domestic accountability at local, national, regional and international levels. One of the main reasons for this is to free the private sector to engage with national, regional and international markets.

The broad recognition of the importance of economic governance, and the role of the private sector in development in particular, is reflected in the Busan Partnership agreement, the statements from the G20 summit in Seoul in 2010 and Cannes in 2011, and the European *Agenda for Change*, among others.

Aim and objectives

The **overall aim** of this programme is to facilitate and inform a process of change in Africa, the Caribbean and the Pacific, favouring economic governance and domestic resource mobilisation for sustainable and equitable growth. Particular attention will be paid to the synergy with international drivers of governance, Europe, the emerging economies and relevant international institutions, so as to meet the objectives endorsed by the G20 Seoul Development Consensus for Shared Growth, Busan Partnership and the EU's *Agenda for Change*.

A key secondary aim is therefore to foster a more inclusive and better informed policy dialogue between the public and private sectors on economic governance at local, national, regional, continental and international levels.

The underlying objective is to accompany processes related to the key transitions identified in our strategy:

- the increasing scarcity of raw materials,
- the transition towards a 'green' economy,
- demands for more inclusive growth and development,

- the need to safeguard human security by increasing societal resilience and adaptability,
- the acknowledgement of a global responsibility for global public goods,
- restructuring the global system of governance.

Beyond the promotion of economic governance for inclusive growth, which is strongly intertwined with trade and regional integration issues (see ECDPM Programme 4), this requires values and interests to be reconciled in EU external action (ECDPM Theme 1) and for responses to be more closely geared to societal dynamics in Africa (ECDPM Theme 3). These are all important themes on which we are working. Special attention will be paid to commodities, including both the extractive sector and agriculture (see ECDPM Theme 4).

Our approach rests on two pillars:

- One is added value, in terms of the experience and knowledge that we have developed through its close involvement and cooperation with key European and ACP stakeholders, as well as private-sector associations and organisations. We will build on this pillar by extending our partnerships with institutions in emerging countries, especially China, India and Brazil. In our non-partisan and facilitating role, we are well placed to foster new synergies for informal dialogue and cooperation on issues of economic governance.
- The second pillar is the systematic integration of knowledge on how regional and international drivers interact with national political economies. We will combine this knowledge with a sharper focus on four areas:
 - (i) how development-oriented state-business relations arise;
 - (ii) dimensions of leadership and coalition-building;
 - (iii) how key governance dimensions such as transparency and demands for accountability can influence reform coalitions;
 - (iv) formal and informal institutions and incentives at work.

Activities and outputs

Our work will centre on the triangular relations between developing countries, their partner countries and the private sector in fostering inclusive and sustainable growth. It will be articulated around four key topics:

1. domestic resource mobilisation,
2. business facilitation,
3. extractive resources,
4. emerging players in Africa.

Domestic resource mobilisation

In the current context of worldwide economic instability, and at a time where traditional Official Development Assistance providers are suffering budget cuts in their own countries, the issue of domestic resource mobilisation is high on the agenda of developing countries and the international community. There is a clear sense of urgency among African countries to tap into new sources of finance, both domestically and internationally, to meet their development ambitions and objectives. Among these innovative sources of finance, those emanating from private channels are increasingly seen as having a significant (and relatively unexploited) potential. Similarly, when it comes to regional integration, it is now widely accepted that African countries and regional organisations need to tap into new sources of finance so as to lessen their reliance on direct budgetary contributions from individual member states and on the

financial support provided by multilateral and bilateral donors. Against this background, we intend to analyse ways and means of tapping into innovative sources of finance for Africa, and also to increase the capacities of African stakeholders to broaden revenue generation for regional integration at all levels, in a sustainable, substantial and accountable manner. We will look both at innovative sources of finance for the functioning of regional organisations themselves and the mobilisation of revenue for attaining their ambitions, i.e. implementing regional integration programmes and projects, notably large-scale cross-border/regional infrastructure projects and programmes.

We will also consider the political economy of reforms, ranging from fiscal adjustments to domestic resource mobilisation. We will examine what drives and hinders these processes, in terms of tax policy design and implementation, taking into consideration the link between national revenue generation and sustainable local finances, and including factors impacting on intergovernmental fiscal relations and accountability. Our analyses will look at both the revenue and the expenditure side of public finance, and focus on the interaction between the two.

Processes for increasing 'fiscal legitimacy' and reconciling expenditure efficiency with revenue mobilisation are another area of attention. We will work on the political economy of tax policy formulation and its impact on the private sector – the process by which tax policy is formulated and how the various interests involved impact on how taxes are collected, with potentially serious consequences for private-sector operators, who are needed to invest and create jobs.

Building on our expertise in local governance and domestic accountability, we will work on approaches for improving funding modalities for sustainable local and national finances and improving incentives for effective economic governance, facilitating a more effective EU role in these processes.

We will look specifically at the governance of the extractive industry. Here, we will help develop modalities for transparent and effective revenue generation and management. We will examine the critical role played by the private sector. We will look for synergies and complementarities with other programmes, where relevant.

In order to perform these activities, we will build on our network, including participation in the OECD's Development Finance Network (DEFINE). We will also seek to expand into new fields and partnerships, particularly in African and Caribbean countries and including the private sector.

Business facilitation

In spite of their growth potential, most African economies operate in weak regulatory, institutional and governance frameworks that hinder private sector development. Improving the business environment in developing countries to facilitate business and investment for domestic and international firms alike is thus a priority. Although plenty of attention has been given to improving the business environment by exercises such as the World Bank's *Doing Business* survey, less attention has been paid to the associated business environment policy reform processes. When and why do governments undertake business reforms? How can the process of bringing together public-sector and private-sector actors be made most effective for advancing policy reform to facilitate business, investment and employment? What lessons can be shared and learnt across sectors and within regions embarking on ever closer and often fast-track integration?

This is the focus of our work programme on business facilitation. Activities will be performed in conjunction with African organisations such as COMESA, addressing both transversal and sectoral issues, notably

along agricultural value chains, and encompassing dimensions such as women entrepreneurs, youth employment and appropriation by local populations.

Increasing recourse to the benefits of private sector investment brings with it a host of issues that must be understood if donors, developing country governments and the international private sector are to identify where their interests are aligned and how to take maximum advantage of this for development purposes. Not least, there is a need to establish clarity about when private-sector investments are considered developmental, and the degree to which donors are willing to subsidise international private investments rather than finance developing country governments. What are the lessons that can be learnt from bilateral donor experiences? Together with representatives from donors, the international private sector and developing country governments we intend to learn lessons and understand what is required to ensure that development objectives remain at the forefront of these programmes. We will also perform sectoral case studies in both the extractive (see below) and the agricultural sectors (given the supply networks including farmers and multi-national companies, and the important policy processes currently under way in Africa, such as the Comprehensive Africa Agricultural Development Programme).

Extractive resources

Extractive sectors in developing countries can be drivers of development. Yet this potential often remains locked. Global and domestic pressures have produced debates – and efforts – to unlock this development potential in certain countries and in certain regional and international arenas. This is all the more important as new discoveries of minerals, oil and gas in countries such as Ghana and Mozambique are likely to transform these economies. There will be numerous financial, economic and social opportunities, but also political, governance, economic and institutional challenges. Endogenous sources of revenue are expected to lead to a significant reduction in the role of financial development support, and hence to change the power and economic relationship with the development community.

Three categories of actors and stakeholders are involved in such processes. These include public authorities at local, national and global levels; the private sector and civil society; and both traditional and new donors such as emerging players and large philanthropies. While a variety of initiatives address one or two stakeholder categories, we will focus on the interaction between these three categories. This interaction has a potential that has often remained untapped. The aim will be to help unleash the development potential of the extractive sectors.

In line with the ECDPM's strategy, our underlying objective will be to reconcile economic interests in the extractive sectors with development objectives and values. While the development debate often tends to focus on ways to mitigate the negative externalities generated by extractive activities, our work will focus on harnessing the power of extractive resources to contribute positively to balanced and sustainable development. We will identify opportunities for facilitating or promoting collective action at global, domestic and local levels between public-sector, private-sector and societal actors.

We have identified opportunities and entry points to strengthen such processes through multi-stakeholder dialogue and cooperation. Key components of this work include focused knowledge development and facilitating knowledge-sharing among state and non-state actors and stakeholders at different levels. We are working on the six following deliverables:

- (i) governance of extractive sectors and financial transparency, building on initiatives such as the Extractive Industries Transparency Initiative (EITI), the Kimberley Process and FLEGT;

- (ii) country case studies: support for economic and institutional reforms in the development of the natural resources sector (e.g. in Guyana);
- (iii) value addition, diversification and industrial development;
- (iv) the role of the private sector, in particular how its interaction with governments and local communities can produce more sustainable and inclusive development outcomes, and how donors can contribute to such outcomes and collective action;
- (v) working with the development community to stimulate 'out-of-the-box' thinking so as to adapt development strategies to the new realities of new resource-rich countries (and current donor darlings) in order to remain relevant;
- (vi) setting up a dialogue platform known as the 'Extractive Industries Development Forum' (EIDF), initially in conjunction with the Canada EU Mining Council. The forum will focus on private-sector dialogue and strategic discussions with development partners in light of the new geo-strategic trends. The EIDF will bring key extractive industries and policymakers, from both European and African countries, to the table to debate the key issue of how to make extractive resources work for development.

Emerging players in Africa: the impact of China, India, Brazil on the relations between Africa and its traditional partners

International drivers play an important role in the economic advancement of developing countries and regions. Europe has long been a privileged and dominant partner of the ACP, and Africa in particular. Today, however, emerging players such as China, India and Brazil are rising in importance thanks to their bilateral relations and through international fora such as the G20.

Research on African relations with China and other emerging partners and on Europe-Africa relations has mushroomed in the past few years. However, few researchers have examined how Africa's burgeoning ties with new partners have affected relations with its traditional partners. In this context, we will also examine the potential consequences for the Joint Africa-EU Strategy, notably in view of the next Africa-EU Summit in 2014. We aim to help fill the gap, joining forces with leading partners in South Africa, China, India and Brazil and the United States. Our work will take the form of joint research, networking and targeted policy dialogue encompassing government, intergovernmental and civil-society actors (including private-sector and policy-oriented research institutes in Europe, the United States, Africa and the emerging economies).

Expected outcomes and impacts

As an independent and non-partisan broker, we wish to achieve the following outcomes and impact:

- **Outcome:** a well-informed informal dialogue effectively fed into formal policy and reform processes at local, national, regional, continental and international levels, especially within the European Union, the African Union, all levels of the ACP, and in some regional economic communities, as well as the G20.
- **Impact:** better informed engagement by domestic and international actors of change in the improvement and reform of economic governance in ACP countries and the European Union.
- **Outcome:** better understanding of the incentives facing drivers of change for promoting improved economic governance in the ACP and Africa ('drivers of change' refers here to domestic elites, government institutions and the middle classes in the ACP region, Africa, Europe and the emerging economies; as well as the international community).
- **Impact:** balanced and shared growth and sustainable development.

This engagement will contribute to all four themes of the ECDPM strategy for 2012–2016.

Table 3: Operationalising the four key themes of the ECDPM strategy

Strategy themes	Programme contribution
Reconciling values and interests in the external action of the European Union	European stakeholders better reconcile values and interests for pro-development outcomes through coherent economic, governance, aid and foreign policy actions.
Promoting economic governance and trade for inclusive growth	Increased ability of African actors to efficiently manage their economies and achieve sustainable and shared growth, with the support of their partners.
Responding to societal dynamics in the developing world	Better understanding of the incentives facing drivers of change for promoting improved economic governance in the ACP in general and Africa in particular.
Promoting food security as a global development challenge	Economic actors and policies better promote food security at national and regional levels.

Summary table for programme 3

Programme 3: Economic governance, domestic resource mobilisation and international drivers of governance	
Overall issue	Development demands economic growth that is balanced and shared. This requires a favourable economic environment that is conducive to private-sector development, as well as suitable structural and governance institutional settings, at domestic and international levels. These should explicitly foster greater social equity, poverty alleviation and sustainable development objectives. We define this as 'economic governance'. It depends on both domestic and international forces.
Programme aim	To facilitate and inform a process of change in the ACP, Europe, the emerging powers and international actors, so as to attain the development aims and transformation objectives endorsed by the ACP and by the AU, by the G20 in Seoul and Cannes, by the Busan Partnership and by the EU Agenda for Change.
Key actors	Institutions of the ACP, the African Union and the European Union (DEVCO, ENTR, TRADE, MARKET DGs plus EEAS and the European Parliament), officials from ACP and EU ministries of foreign affairs, trade and industry, mines, economic affairs and finance, ACP and EU member states, the private sector (notably SMEs and the extractive industry), international organisations (the OECD Development Centre, DEFINE, the World Bank, the African Development Bank, the United Nations Economic Commission for Africa), civil-society organisations, think tanks and independent experts.
Plan of action	
Activities and outputs	<p><i>Dialogue and facilitation</i></p> <ul style="list-style-type: none"> Targeted policy dialogues on domestic resource mobilisation to stimulate the formation of coalitions of domestic and international drivers of change Raise the profile of the <i>Extractive Industry Development Forum</i> and complementary ECDPM initiatives to foster policy exchange for better governance of activities to develop natural resources Business facilitation platforms to foster public-private policy dialogue and share experiences on engagement strategies, especially through the use of indicators, to stimulate economic reforms Promotion of triangular dialogue and exchanges on development in Africa between the EU and other traditional development partners and emerging players (in particular China, India and Brazil) <p><i>Research, knowledge management and networking</i></p> <ul style="list-style-type: none"> Analysis of the political and economic dynamics underlying the adoption of fiscal reforms and budgetary transparency, and research on financing and tax coordination of the regional economic communities Networking with key stakeholders for enhanced governance of extractive resources for shared growth, relevant policy analysis and studies of management and implementation issues Case studies and tool kits based on lessons learned from successful engagement in public-private partnership, focused on incentives and governance constraints Analysis of implications for traditional partners, the EU in particular, of the new role of emerging players in Africa along with options for coherent African strategies in the new context
Partnerships <ul style="list-style-type: none"> Specific Institutional partnerships 	<ul style="list-style-type: none"> South Africa Institute of International Affairs (SAIIA); West Africa Institute (WAI); Botswana Institute for Development Policy (BIDPA); Institute of Diplomatic Practice and Development Policies (IDDP) in Ghana; OECD Development Finance Network (DEFINE); Europe-Africa Research Network (EARN); Canada-EU Mining Council (CEUMC); International Centre for Taxes and Development (ICTD); German Marshall Fund; Chinese Institute of International Studies (CIIS); Chinese Academy of Social Sciences (CASS); Indian Research and Information Systems for Developing Countries (RIS); Brazilian Center for International Relations (CEBRI); BusinessEurope; Joint Economic Council of Mauritius World Bank Institute; United Nations Economic Commission for Africa (UNECA); African Development Bank; OECD Development Centre; International Finance Corporation (IFC); African Development Bank (AfDB) ACP Secretariat; ACP Group; AU Commission; NPCA; ACP regional economic communities
Risks	<ul style="list-style-type: none"> Lack of reform dynamics and little engagement by policymakers and relevant stakeholders Lack of focus; activities too widely dispersed Lack of funding Insufficient synergy; possible lack of coherence with other ECDPM programmes

Results	
Expected outcome	<ul style="list-style-type: none"> • Well-informed informal dialogue that effectively feeds into formal policy and reform processes at local, national, regional, continental and international levels, especially in the EU, the African Union and at all levels of the ACP and some regional economic communities, as well as the G20 • Better understanding of incentives facing drivers of change, especially domestic elites, to promote improved economic governance in the ACP and Africa ('drivers of change' refers primarily to government institutions and the middle classes in the ACP/Africa, the EU and emerging economies, as well as the international community) • A more coherent, better informed approach to designing domestic tax policy measures based on an understanding of the reality and impact of tax reform implementation in ACP countries • Establishment of the Extractive Industry Development Forum, encouraging constructive engagement among key stakeholders to generate knowledge and understanding of the key issues involved in managing extractive resources • Greater awareness and shared experience among public-sector and private-sector stakeholders across and within ACP countries on successful mechanisms for public-private dialogue for policy reform, especially through the use of tools such as business indicators • Creation of a dialogue platform to examine motives, methods, institutions and policies of the emerging players, and to analyse the socio-economic impact of actors' engagement with Africa
Impact	<ul style="list-style-type: none"> • Informed engagement by domestic and international actors of change in the reform and improvement of economic governance in developing countries as well as in the European Union • More balanced and shared growth and sustainable development • More efficient and equitable mobilisation of domestic resources and strengthened fiscal contract in ACP countries and regions. • Greater transparency at all levels of government relating to the extractive sectors, increases in their fiscal contributions, and greater policy engagement with emerging players and the private sector on use of resources for sustainable and equitable development • Emergence of policies conducive to private-sector development and job creation • Mutual understanding and agreement on policy options for a more effective partnership between Africa and its traditional partners, given the various dimensions of the impact of China, India and Brazil on the continent

2.4. Trade and regional integration for inclusive growth

Context

While trade policy is generally accepted as an important tool for spurring economic growth and development, it seems to have lost some of its prominence. That said, most countries on a positive economic growth path have included an active trade policy in their development strategies that is designed to enable businesses to integrate more fully in regional and international value chains. By the same token, active investments in regional integration processes could unleash vast economic development potential in ACP countries. The creation of effective regional markets, which encompass institutional arrangements as well as physical integration, policy coordination and the pooling of resources, could be decisive in stimulating production capacities, trade flows and investment. To fulfil this promise, trade and regional integration policy must be embedded in a broader development strategy (rather than copying an imported economic orthodoxy).

The EU is a strong advocate of trade policy as a tool for inclusive growth to foster economic recovery and create jobs, in both Europe and the developing countries. The European Commission presented a communication on Trade, Growth & Development in January 2012.¹³ The communication seeks to reinforce the trade capacities of developing countries by making trade part of their development strategy. The EU is looking at better ways of differentiating among developing countries to ensure the world's poorest countries receive the most help. The EU has also identified support for a stronger business environment and deeper regional integration as key vectors for inclusive growth.

For regional integration and EPAs to be aligned with national and regional development objectives – and to ensure that they are conducive to inclusive growth – special attention needs to be given to each country's and region's own development approaches. We will continue to enhance our understanding of how these international and regional trading arrangements influence national economic governance and the domestic political economy, in an effort to improve economic governance and EU support.

Aim and objectives

The programme aims to inform and support policymakers in the ACP and EU on international trade policy and regional integration processes, thereby enabling them to conclude trade agreements in line with their national and regional development objectives. We seek to encourage the formation of new coalitions for the economic and trade reforms that are needed to promote inclusive growth. To achieve this aim, we will seek to improve coherence between trade and development policies; to improve the methods of conducting public-private dialogue; to promote the more effective participation of public-sector and private-sector actors; and to foster a greater understanding of what drives genuine regional integration and participation in international markets (and the problems affecting these processes).

Building on our expertise and tradition, the activities performed by the programme team will be intrinsically linked to the Centre's programmes on economic governance and regional markets for agricultural development and food security as well as the 'Africa on the move' programme, which looks at the dynamics of change in Africa. Trade is a key element of EU external action as well. Furthermore, trade facilitation and support for regional integration processes are strategic components of the EU's development policy. The programme team will therefore operate in close cooperation with the ECDPM programme on strengthening EU external action.

¹³ COM (2012) 27: Trade, growth and development. Tailoring trade and investment policy for those countries most in need.

We will focus on three main – and closely connected – areas:

- trade policy,
- regional integration,
- trade facilitation.

Our approach will take account of both the diminishing appetite for multilateral trade liberalisation and the increasing impact of other global drivers on domestic political economies.

Activities and output

Trade policy

The 10th anniversary of the start of EPA negotiations is set to pass without many festivities. In 2012, only the CARIFORUM region concluded a comprehensive EPA, while two other regions and a few non-LDC countries signed or initialled interim EPAs. The EU tried to reinvigorate the EPA negotiating process by announcing in September 2011 that those countries that had signed an EPA or interim EPA but had not taken the necessary steps to ratify and implement the agreement would no longer benefit from EPA market access to Europe as from 1 January 2014. This has put considerable pressure on the process, although the European Parliament, NGOs and ACP actors are all calling for another extension. In this context, we might be called upon to play our traditional role of providing non-partisan analysis for the trade negotiations in 2013–2014. While most of the technical issues relating to EPAs have been assessed and diagnosed, the negotiations will above all require political will and savvy to reach a conclusion. If the negotiation dynamics pick up, we could be ideally placed to provide independent facilitation services, given our long-standing expertise, our good reputation among key ACP and EU stakeholders, and our extensive network of experts.

However, we intend to go beyond the negotiations of trade agreements. EPAs are meaningless if not implemented or if the private sector is unable to use the opportunities created by them. The work we performed in 2011-2012 on the implementation of the CARIFORUM EPA has triggered requests from stakeholders in the Caribbean and the EU to take this initiative forward, in particular in terms of monitoring. As a member of the CARIFORUM EPA joint consultative committee, we will be called upon to take part in the process. In addition, we will ensure that lessons from this experience are documented for other ACP regions that intend to conclude EPAs in the years to come.

Regional integration

Sound rationales have been articulated for, and explicit political priority given to, regional integration in Africa and the Caribbean. We intend to take a political economy approach, looking beyond the rhetoric at the underlying dynamics and drivers. We will seek to identify winners and losers, to examine the role that the big economies can play, and to learn where there is real traction to move the process forward.

We will focus our work on the role of South Africa as a catalyst for regional integration in southern Africa, and identify how the EU can best provide support. An agenda for analysis and dialogue has been identified, including the Tripartite Free Trade Agreement, the nature of the SADC integration process, sector governance of trade facilitation and the political economy dynamics of including regional strategies and priorities in national development planning. Several of these topics tie in closely with our work on economic governance and regional markets for food security.

A second strand on regional integration focuses on the dynamics and challenges of translating the terms of regional agreements to the national strategies, policies and budget frameworks of the countries concerned. We intend to assist the ongoing process in east and southern Africa, under the auspices of the Inter-Regional Coordinating Committee (IRCC) of the African regional economic communities. We will operate in consultation with the programme on African drivers of change.

The sustainability and ownership of regional integration initiatives in the ACP are closely linked to the financing of the regional economic communities and their capacity to mobilise resources. The programme on economic governance and domestic resource mobilisation will cover this topic in close cooperation with the Programme 4 team.

Facilitating trade and economic integration

To complement the two streams, i.e. trade policy and regional integration, a third pillar focuses on the support provided to ensure these 'tools' actually deliver on their development potential.

Aid for Trade seems to have lost some of its original appeal to developing countries and donors alike. However, the arguments for targeted support to enable trade policy to deliver on its promises remain as valid as ever. We will continue to work on aid for trade (AfT), although less on the general debate and monitoring of AfT, and more on how to make AfT instruments more effective in supporting private sector. The regional dimension of aid for trade, including how aid for trade can support regional integration, is another important aspect on which we will continue to work, and ties in nicely with the work of programme 3 on the financing of regional integration.

Trade facilitation is a specific vehicle for reducing the cost of trade in Africa, thereby creating scope for economic growth and development. Many donors have placed greater emphasis on trade facilitation programmes, in particular trade corridors, in their aid for trade support. However, it is obvious that there is no quick fix in this highly complex and technical arena. We therefore propose to look at trade facilitation in a broader context and take a political economy approach. When examining the regional transport corridors in east and southern Africa for example, we will assess the key dynamics, drivers and 'spoilers'. This ties in with work performed elsewhere at the Centre on agricultural trade corridors, as well as with activities relating to economic governance, given the growing role of emerging players in trade facilitation and infrastructure.

All our activities will be in response to the specific needs of stakeholders and partners. These include ACP and EU national and regional trade negotiators, the various regional economic communities, the dynamic private sector in the ACP, the ACP Secretariat, the AU Commission, DEVCO and donor agencies of EU member states, as well as trade facilitation practitioners.

In implementing this ambitious work plan, we will build on the partnerships established by the previous Economic and Trade Cooperation programme. The partners include SAIIA, TRAPCA, the African Development Bank, the World Bank, the United Nations Economic Commission for Africa (UNECA), the United Nations University Institute, Comparative Regional Integration Studies (UNU-CRIS), ILEAP, Imani and SAANA. We will also seek to strengthen relations with ACP players.

Expected outcomes and impacts

In line with our overall mission of linking policy to practice and acting as a non-partisan independent broker, we will seek to contribute in the following ways:

- **Outcome:** better informed trade negotiators who are able to conclude trade agreements that are consistent with national and regional development objectives.
- **Impact:** more integration of ACP firms into regional and international markets, ultimately leading to inclusive growth.
- **Outcome:** better understanding of drivers of genuine regional integration, as well as bottlenecks and spoilers, and greater knowledge of how internal and external actors can foster integration.
- **Impact:** more realistic regional integration and trade agendas that balance ambitions and external pressures with political and economic realities.

The programme team aims to contribute to the four strategic themes.

Table 4: Operationalising the four key themes of ECDPM's strategy

Strategy themes	Programme contribution
Reconciling values and interests in the external action of the European Union	EU's trade policy and aid for trade is more explicit about its interests and values, as is essential for re-establishing trust and credibility.
Promoting economic governance and trade for inclusive growth	ACP and Europe's policymakers agree on a trade policy that is aligned with national and regional development objectives and which produces inclusive growth.
Responding to societal dynamics in the developing world	A better understanding of the political economy of regional integration processes in Africa, so that the EU supports the positive dynamics.
Promoting food security as a global development challenge	Effective regional integration of agricultural markets and fair trade agreements with the EU, leading to greater food security in Africa.

Summary table for programme 4

Programme 4: Trade and regional integration for inclusive growth	
Overall issue	Trade and regional integration is needed to facilitate inclusive growth
Programme aim	<ul style="list-style-type: none"> • Inform ACP and EU policymakers about trade policy, regional integration and trade facilitation • Facilitate better informed dialogue on relevant trade issues • Focus on the implementation of trade arrangements to achieve greater impact • Encourage new coalitions around economic and trade reforms that can foster inclusive growth
Key actors	Regional economic communities, ACP and EU trade negotiators, trade facilitation practitioners, private-sector actors, regional centres of excellence, ACP and AU institutions, EU institutions, EU member states, other development partners
Plan of action	
Activities and outputs	<p><i>Dialogue and facilitation</i></p> <ul style="list-style-type: none"> • Dialogue among ACP-EU policymakers on EPAs or alternative trading arrangements • Dialogue between ACP private-sector actors and donors on improving trade facilitation • Dialogue among national and regional actors on how to foster the transposition of regional commitments and with partners on how to support the process <p><i>Research, knowledge management and networking</i></p> <ul style="list-style-type: none"> • Discussion papers and background notes on trade policy, regional integration and trade facilitation • Informal input and analytical briefs for trade negotiators • Briefing papers for stakeholders • Talking points on topical issues
Partnerships	<p><i>Programme-specific</i></p> <ul style="list-style-type: none"> • Regional economic communities (e.g. CARICOM, COMESA, EAC, ECCAS, ECOWAS, SADC) • UNECA, UNUCRIS, OECD Development Centre, International Trade Centre • ACP private-sector actors • Think tanks and universities in the ACP region • EU institutions and member states • Development banks (World Bank, African Development Bank, Inter-American Development Bank)
Risks	<ul style="list-style-type: none"> • Donors cut funding for facilitation and policy research on trade and regional integration, given the global context • Political stalemate in EPA negotiations • Weak political leadership to drive the regional integration agenda • Agenda is too demanding, with insufficient human and financial resources • Dependence on traction of certain external processes over which we have no influence; yet the work must be ingrained into existing dynamics and requests if it is to have impact

Results	
Expected outcomes	<ul style="list-style-type: none"> • Better informed negotiators who are able to align trade agreements with the development priorities of their country and region • More effective regional integration, combining broad regional policy frameworks and business-driven initiatives • Improved understanding of the internal dynamics of regional integration and the impact of external actors (EU and others)
Impact	<ul style="list-style-type: none"> • Increased integration of firms from developing countries into regional and international markets, ultimately leading to inclusive growth • Realistic and implementable regional integration and trade agendas balancing ambitions and external pressures with political and economic realities

2.5. Africa on the move: understanding and building on dynamics of change

Context

The context in which Europe is supporting Africa is changing fast. This new context is shaped by progress in a number of areas, but stagnation and even decline in others. In positive terms, African countries have registered major advances. Economically, there has been a steady increase in the overall gross domestic product (GDP) and positive trade figures. Politically, there are now several African initiatives in operation that are geared towards better governance, e.g. the African Peer Review Mechanism and the African Charter of Democracy, Elections and Governance. There is greater demand for change from social actors. Recent figures indicate that 72% of Africans value democracy, as opposed to 61% in 2005.¹⁴ However, there have also been negative trends. The continent is struggling more than ever with inequality. Social indicators such as those related to maternal health or HIV/AIDS rates remain high. And political *coup d'états* are still regular occurrences.

It is true that Africa still faces big obstacles. In order to overcome these difficulties, it needs to assess how the **progress achieved thus far can be harnessed** to address the remaining difficulties. This undertaking is of foremost relevance to African stakeholders whose domestic demands require continuous efforts to promote **governance for development**. This implies a multi-sectoral approach driven by a multiplicity of actors (institutional and non-institutional) and implemented at different levels (from local to continental) with a view to contributing to development outcomes in different forms (political, economic and social).

External partners could improve the manner in which they assist these African initiatives. Recent research and lessons from development cooperation practice point to a need to set aside traditional top-down approaches, harness progress and accompany positive local dynamics. Such support would help consolidate the ownership of developmental agendas.¹⁵ In turn, this should contribute to the EU's key objective of promoting sustainable development. But we recognise the difficulties associated with identifying the most promising dynamics and engaging with them. This is often the result of two, inter-related causes:

1. Unclear, and at times contradictory, articulation by African actors of their views on and expectations of the role played by international partners. This is often the result of evolving institutional frameworks and dynamics.
2. A limited knowledge and acknowledgment of the complex realities involved in the process of change. Quick deliverables are therefore prioritised over a process-approach to cooperation. With the changing face of development cooperation, there is a need to rethink the manner in which African dynamics are supported.

Aim of the programme

The programme's general aim is to help Africa to 'weave its own mat' in governance terms. The key issue is: how can the evolving dynamics in Africa best be supported and how can donors connect with them better?

¹⁴ Afrobarometer survey, 'Democracy making a headway in Africa', 2 June 2009

¹⁵ ECDPM recognises that ownership is a **process** rather than an action. It is therefore important to provide continuous support to the process of **consolidating ownership**.

The programme will focus on initiatives taken in Africa by Africans in an attempt to ‘**regain policy space**’ and come up with **home-grown agendas** for reform in both socio-political and institutional terms. Secondly, we will consider how this enhanced policy space will influence **EU interaction** with the continent. More specifically, we will seek to support African actors’ efforts to consolidate their institutional frameworks so as to promote governance for development (the supply side of change) and deepen the understanding of societal dynamics of change in order to better assess how they influence governance reforms (the demand side of change).

These activities correspond with several themes in the new ECDPM strategy for 2012–2016. In particular, they support political and institutional reform in developing countries (theme 3) and contribute to a better EU understanding of dynamics in Africa that should help the EU undertake more responsive external action (theme 1). Improved governance is also key to addressing the transitions identified in ECDPM’s strategy.

Table 5: Operationalising the four key themes of the ECDPM strategy

Strategy themes	Programme contribution
Reconciling values and interests in the external action of the European Union	Informing EU external action to enable it to better reconcile values and interests for pro-development outcomes in Africa.
Promoting economic governance and trade for inclusive growth	Better linkage between economic governance and development.
Responding to societal dynamics in the developing world	Change dynamics in Africa are sustainable and pro-development.
Promoting food security as a global development challenge	Regional governance supports the food security agenda.

As a non-African actor, we are conscious of the need to clearly define our added value in African-led processes. A wide range of African organisations are sufficiently active and capable of supporting African institutions at different levels. For this reason, we seek to build on our experience of **selective engagement** in processes where there is a **demand** from partner institutions and where such initiatives can foster a stronger and more **balanced dialogue** between Europe and Africa. Furthermore, by adding a socio-political dimension to our analysis, we seek to enhance knowledge in the EU and thus improve understanding of the dynamics in the field. This should provide a foundation for improving EU external action.

Activities and outputs

The programme builds on ECDPM’s strengths. However, it also recognises new trends in Africa and seeks to expand the Centre’s focus on promising processes and dynamics. The programme is built on **three pillars** that combine the supply and demand sides of change dynamics in Africa:

1. Support for African institutional actors in implementing their policy agendas.
2. Improving understanding of the local dynamics of governance for development, in sub-Saharan Africa and north Africa.
3. Facilitation of dialogue between (north and sub-Saharan) Africa and the EU on their respective agendas in relation to governance for development.

Pillar 1: Support for African institutional actors in implementing their policy agendas

This will be implemented by means of **demand-driven technical support**. We will focus on institutional innovations that have the potential to enable Africa to ‘regain policy space’. Particular emphasis will be placed on governance promotion at continental and regional levels. We will promote a **shared values agenda**, due to its potential for strengthening accountability and creating an enabling framework for

monitoring African member states' commitment to governance. We will also look at the role of the **Regional Economic Communities (RECs)** in supporting this agenda and the promotion of governance standards more generally.

Another element of this component of the Programme is assisting in the integration of **decentralisation** with continental processes (e.g. the role of local authorities). This is crucial to ensure greater complementarity between top-down and bottom-up initiatives.

The last, but not least important, component focuses on the ability of the African Union Commission (AUC) to reduce its reliance on external support and increase the share of African contributions to its budget (especially the programme budget). This is critical for the creation of an African-driven resilient institution. Thus, the focus here will be to contribute to the debate on **alternative sources of finance for the AUC**. We will seek to balance technical support for interested actors with independent studies.

Pillar 2: Improving understanding of the local dynamics of governance for development

A number of changes are taking place in local governance, accountability, transparency and development across Africa. Our work in this pillar will focus on non-institutional domestic initiatives for strengthening accountability systems and transparency. More specifically, we will seek to extend knowledge of the **'drivers of change' in north Africa**. The events of early 2011 are only a first step towards sustainable governance reforms in north Africa. More reforms will be required for the countries in the region to meet popular aspirations in areas such as governance, socio-economic development and employment. There is therefore a need for a regular assessment of the situation in the region, as well as adaptation in order to strike a balance between lending support to change agents and enabling processes to be domestically owned. Using our network, we will seek to bring out voices from north Africa to inform a coherent EU agenda for the region that takes account of local demands and ownership. This will focus on a selection of countries where there are dynamics of change (positive or negative). We will also engage in targeted research activities with a strong focus on political-economic dynamics in certain countries. We will share the knowledge we obtain by various means, including the facilitation of events, policy briefs and other communication tools.

Pillar 3: Facilitation of dialogue between African and EU actors on their governance for development agendas

In preparation for the **EU-Africa summit** in 2014, and building on our strong track record on the Joint Africa-EU Strategy process (JAES), we intend to organise a series of activities ranging from information and analysis to informal meetings in order to help the stakeholders in the JAES process prepare their input for the Summit. Given the potential reform of the JAES and the availability of financial resources to fund it, there is need for an in-depth debate to tackle the challenges faced by the Strategy. The aim is to identify areas of reform to ensure that the next phase of the JAES yields more concrete results than the first phase.

We will also step up our engagement in **north Africa**. We will seek to bridge the gap between north African and European perspectives on the shape of EU-north Africa relations in order to contribute to the policy debate on how best the EU can support the change dynamics in north Africa. Our work will take account of the interests in both regions and the perspectives of different stakeholders. Our work will be linked to key policy moment in 2013 and 2014, notably in relation to the programming and implementation of the post-2014 Neighbourhood Policy framework.

An ambitious partnership approach

We will rely increasingly on networks and partnerships to incorporate African perspectives into our analysis and facilitation efforts. Specifically, we will seek to initiate or strengthen partnership with:

- institutional African actors, including the AU Commission (e.g. the Political Affairs Department, the Economic Affairs Department and the Office of the Deputy Chairperson), the African Peer Review Mechanism Secretariat, the NEPAD Planning and Implementation Agency (NPCA), the regional economic communities and the African Development Bank (AfDB).
- African think tanks such as the Africa Governance Institute, the Institute for Security Studies (ISS) and the Levy Mwanawasa Regional Centre for Democracy and Good Governance.

Expected outcomes and impacts

We will seek to achieve three specific outcomes:

- African actors are better able to articulate their demands vis-à-vis their international partners, as they are more resilient and able to formulate their own agendas.
- Societal dynamics driving change in Africa are better understood in the European Union and as a result are better reflected in EU external action and policies.
- Better understanding of the impact of national and international policies on improving resilience and institutional adaptation in Africa.

Summary table for programme 5

Programme 5: Africa on the move: understanding and building on dynamics of change	
Overall issue	How can we best assist Africa to 'weave its own mat'? Many changes are under way in Africa, both social and institutional. The key issue here is how these processes can best be supported to ensure more inclusive and better informed donor support.
Programme aim	<ul style="list-style-type: none"> • Helping African actors to regain policy space to develop in line with home-grown agendas for reform, both socio-political and institutional. • Connecting EU responses to Africa's changing dynamics.
Key actors	African institutional players (AU Commission, African Development Bank, AU member states, regional economic communities, Pan-African Parliament and NPCA), non-institutional actors (AGI, ISS, LM-Regional Centre and the Arab NGO Network) and EU actors (European Commission, EU member states, EEAS and the EP).
Plan of action	
Activities and outputs	<p><i>Dialogue and facilitation</i></p> <ul style="list-style-type: none"> • Dialogue on EU-Africa relations • Events for external actors provided or facilitated on request • Research, knowledge management and networking • Technical notes for African stakeholders supplied on request • Policy research on building a resilient AU Commission and on the evolution of social dynamics in Africa • Briefings for stakeholders • Reports and studies commissioned by third parties • Brief commentaries using ECDPM's communication tools (e.g. Talking Points)
Partnerships	<ul style="list-style-type: none"> • Institutional African actors including the AU Commission (e.g. the Political Affairs Department, the Economic Affairs Department and the Office of the Deputy Chairperson), the African Peer Review Mechanism Secretariat, the NEPAD Planning and Implementation Agency (NPCA), the regional economic communities and the African Development Bank (AfDB). • African think tanks such as the Africa Governance Institute, the Institute for Security Studies (ISS) and the Levy Mwanawasa Regional Centre for Democracy and Good Governance.
Risks	<ul style="list-style-type: none"> • Reliance in two areas of work on demand-driven approaches, meaning that our interventions may be limited if demand is limited • Rapidly changing situation on the ground, especially in north Africa
Results	
Expected outcome	<ul style="list-style-type: none"> • African actors are resilient, able to develop their own agendas, and better able to articulate their demands vis-à-vis their international partners • The societal dynamics driving change in Africa are better understood in Europe and as a result are better reflected in EU external action and policies
Impact	Africa 'weaves its own mat' for development by building more resilient political institutions and societies

2.6. Regional and local markets for agricultural development and food security

Context

Food security relies on linking agricultural producers with local and regional markets. Sustainable and inclusive growth, political stability and effective international cooperation are all at risk in a world where food insecurity affects more than one billion people. The global financial crisis and rising food prices have worsened the vulnerability of developing countries in general, and African, Caribbean, Pacific countries in particular, and made food security an urgent concern for governments and development partners.

Sustainable agricultural development is crucial to achieve food security, especially where a large majority of the population depends on small-scale agriculture. Many ACP countries are net importers of agricultural products. Their few agricultural exports tend to be dominated by traditional commodities and a dependence on preferential access to a few markets in developed countries. Major challenges also remain for sustainable water and land management, which play an essential role in agricultural development and food security.

Trade enables farmers to capitalise on the economic potential of their produce, helping them to turn agriculture into a motor for income generation and pro-poor growth. However, in many cases, local and national markets and institutions are too small to bring about the required transformation in the agricultural sector. Markets within national boundaries are often isolated and too limited to justify investments, due to inadequate input supplies and an insufficient customer base (i.e. demand). Creating synergies between regional integration and agricultural market development thus offers great potential.

Coherence and the coordination of trade and agriculture policies and programmes are both problematic in various ACP regions. Cross-sector communication between agriculture and trade is often weak, and parallel and often competing policy frameworks hamper the necessary synergies. Better coherence, coordination and complementarity are needed amongst regional integration, trade and agriculture initiatives, as well as with donors and external supporters. The ultimate goal is to create policy frameworks that facilitate the development of agricultural markets and stimulate public and private investment. Equally essential is strengthening the capacity of regional institutions to develop and implement regional agricultural strategies.

Various independent processes are under way to promote food security and agricultural development and to encourage regional trade in ACP regions. There is increasing traction for the Comprehensive Africa Agriculture Development Programme (CAADP) and for the development of trade corridors in Africa, as well as for the Caribbean Agriculture and Food Security Strategy and the Framework for Action on Food Security in the Pacific. Against this background, we set up a new programme on regional and local markets for agricultural development and food security in 2012, focusing on regionally owned initiatives in the ACP region in general and Africa in particular. The programme seeks to address some of the key transitions identified in the ECDPM strategy for 2012– 2016, in particular the need to deliver on global public goods such as food security, as well as to advance towards a 'green' global economy, more inclusive growth and development, and increased societal resilience and adaptability.

Aim of the programme

The overall aim of the programme is to support ACP regional organisations and processes in strengthening their contributions to food security and to assist development partners, in particular the EU, to adopt coherent and effective approaches that foster thriving agricultural markets and promote food security.

Expertise in and knowledge of agriculture and food security are abundant. What is still widely lacking in the sector is *broad political dialogue, process facilitation and bridges between different policy domains and levels* (continental, regional and national). These are precisely the areas in which we can offer solid expertise, proven methods and practical experience. We have facilitated numerous important multi-stakeholder processes in Europe and in Africa. Our research, expertise in dialogue facilitation, strategic networking activities and track record of partnership with southern actors place us in a good position to step up work on regional integration and agricultural markets in the ACP, and to respond to existing demand in these areas, particularly around the CAADP. The programme brings together various strands of expertise within ECDPM on trade, regional integration, governance, decentralisation and local economic development; on African institutions and non-state actors; and on EU coherence issues in relation to agriculture and food security.

We have a particularly high added value to offer in terms of:

- (i) strengthening African regional organisations;
- (ii) enhancing the business and investment climate by improved policy dialogue between national governments and the private sector;
- (iii) addressing various governance dimensions of food security – such as economic governance (including the management of natural resources, land, water and energy), participation of stakeholder organisations and consumers, and EU policy coherence.

The programme seeks to contribute to the four themes of ECDPM's strategy for 2012–2016.

Table 6: Operationalising the four key themes of the ECDPM strategy

Strategy themes	Programme contribution
Reconciling values and interests in the external action of the European Union	Promotion of policy coherence for development in EU internal policies such as the Common Agricultural Policy (CAP), thus enhancing the credibility of EU external action
Promoting economic governance and trade for inclusive growth	Better understanding of the political economy of agriculture and stronger public-private cooperation in trade, agricultural development and business facilitation, thereby fostering more inclusive growth
Responding to societal dynamics in the developing world	ACP institutional and societal actors in the driver's seat of food security initiatives, supporting positive dynamics
Promoting food security as a global development challenge	Effective regional CAADP compacts and stronger regional integration of agricultural markets, leading to greater food security in Africa

Activities and outputs

We will perform policy-oriented research, facilitate dialogue and build partnerships with ACP/African institutions. Our activities will build on existing initiatives for supporting regional integration and will be undertaken in collaboration with relevant partners at the different levels involved in regional agricultural market development (i.e. continental, regional and national). In accordance with the programme's aim, priority will be given to the regional level. The ultimate beneficiaries of stronger regional markets are local farmers and consumers. Thus, our work also addresses the effectiveness of regional initiatives in integrating local markets with national and regional ones. Given that most farmers are women, due

consideration will be given to gender issues. We will be following a gradual implementation route, consisting of **three phases**:

1. **Phase 1.** Establishing a track record and achieving early deliverables with interested partners

Our focus was on assessing the key issues involved and engaging with stakeholders in interested regions to **provide support and establish a track record** in this new area of work. As a first step, we published 'mapping' studies in 2012 of the progress made in implementing and supporting the CAADP in specific regions (COMESA, EAC, ECOWAS and SADC). These included an analysis of the linkages between the CAADP and other regional programmes. The results of this analysis were used throughout 2012 to foster informal dialogue on agriculture and trade policy issues, in cooperation with the regional economic communities and other partners. In particular, we supported thinking on REC-specific road maps to step up efforts towards the formulation and implementation of regional CAADP 'compacts' – specifying the commitments of all key stakeholders - and investment plans.

We also provided regular support to the CAADP coordination group of development partners. We contributed to official continental CAADP meetings, such as the annual Partnership Platform and Business meetings, for example by co-organising side-meetings with NPCA on regional issues. These were conducive to the increased consideration of regional integration and cross-sectoral linkages in the CAADP agenda. Such activities will be continued and intensified in the next phases of the programme in 2013 and 2014.

2. **Phase 2.** Expanding activities into other regions and developing new partnerships

In phase 2 (continuing in 2013), we will seek to replicate the activities and outputs of the first phase in new regions (e.g. IGAD and central Africa) and also to organise follow-up activities in the regions initially covered. In all RECs, we will perform region-specific facilitation and analytical work based on the mapping exercises, the REC-specific road maps and demands from African institutions. This will include work on topics such as trade facilitation; private sector development; ('vertical') synergies between regional and national initiatives for strengthening food security; ('horizontal') synergies between regional policies and investments in food security and other sectors of regional cooperation; and funding mechanisms to effectively promote agricultural development at a regional level. We will also seek to support the engagement of farmers in regional agricultural policy-making processes by means of targeted studies and facilitation work in collaboration with regional farmers' organisations.

In this phase, while continuing to support the CAADP Development Partners, we will also contribute to the functioning of the CAADP Joint Action Group on Regional Trade and Infrastructure established in 2012. This brings together African actors and development partners under AUC/NPCA leadership. Informal gatherings of like-minded donors, in Europe as well as in the developing regions, could also be facilitated to share knowledge and promote the distribution of work on regional integration, aid for trade and CAADP-related support. In all these fora, and beyond, we will engage in critical thinking on CAADP and the way forward, taking political economy dimensions into account. This fits in with the

ongoing African efforts to strengthen CAADP's impact on agricultural development and food security, notably to mark the occasion of its 10th anniversary in 2013.

3. **Phase 3.** Ensuring that the methodology can be applied independently by strengthened partners, with ECDPM continuing to support the process as and when needed

In phase 3 (from 2014 onwards), together with key partners, we will continue building on the earlier phases, while attracting external support for the largely independent application of the methodology by strengthened Southern partners. More topics could be covered, such as price speculation and the role of emerging economies on Africa's agricultural development. Further activities, partnerships and sub-regions (possibly including north Africa) could be developed to build ACP-African capacities to engage effectively on trade and agriculture development issues, in order to promote food security and ensure the sustainability of the approach in the long term. Beyond Africa, we may provide support to Caribbean and Pacific actors in formulating and implementing regional agricultural policies and securing effective assistance from the EU and other development partners, requested to do so by stakeholders in these regions.

Throughout the two-year period, we may also undertake activities on EU internal and external policies that affect food security in the ACP and Africa, in particular the CAP. This could include a study on methodological options for monitoring and evaluating the effects of the CAP on developing countries, as a tool to enhance EU policy coherence for development. In terms of methodology, the team will undertake research, networking and production and dissemination of knowledge through ECDPM papers and studies commissioned by third parties, briefs and blog entries. We will continue to use ECDPM tools such as *GREAT Insights*, the Centre's monthly magazine covering policy debates between the EU and the developing world and Africa on trade, agriculture, governance and economics more broadly. Other ECDPM communication tools that we will be using include the *Weekly Compass* and our website. We intend to make more use of social media while recognising that some stakeholders still prefer printed publications.

We will work in collaboration with relevant partners:

- African governments and their continental, regional and sub-regional organisations;
- external partners, especially European donors;
- non-state actors, with a focus on enhancing their capacities to make trade and agriculture policies and programmes a truly multi-stakeholder process.

In addition to working with the secretariats of the regional economic communities, upon the NPCA's request and in line with our arrangements with the AU Commission, our partnership with the NPCA made good progress in Phase 1. We intend to build on this in Phase 2. This should strengthen capacity at the NPCA and the regional economic community secretariats with regard to regional and agricultural development. The aim is to make the continental-regional-national nexus work more smoothly in the context of the CAADP. To this end, we will continue to collaborate, and conclude memoranda of understanding with, 'drivers of change' in each region who can bolster regional progress using methods similar to ours. We will continue working with the Food, Agriculture, and Natural Resources Policy Analysis Network (FANRPAN) in southern Africa, with whom we signed a memorandum of understanding in 2012. We will seek to step up our collaboration with Hub Rural in West and Central Africa. Partnering with regional farmers organisations (i.e. EAFF, ROPPA, SACA and PROPAC) will also continue to be a priority, given the key role played by farmers in relation to food security. Other actors have also expressed

interest in collaborating with us. These include CTA, the Global Mechanism (GM), the African Development Bank, the Global Donor Platform for Rural Development (GDPRD), the Investment Centre of the UN Food and Agriculture Organization (FAO), the German Marshall Fund (GMF), Africa Facility for Inclusive Markets (AFIM), and the African Capacity Building Foundation (ACBF).

The success of our activities depends on the ability of our Southern partners to drive the process. For this reason, we will continue to seek to identify and work with drivers of change in agricultural development and food security (across and within organisations). Capacity issues may hinder these actors and thereby endanger the realisation of our projected results. Weak organisations are particularly common at regional level. For this reason, awareness of capacity constraints and strategies for addressing these constraints will lie at the core of our approach. Finally, agricultural development and food security is a vast area in which, as a small centre with a specific approach, we have a clearly delineated niche (as described above). We will therefore need to clearly communicate our role as an independent broker, our expertise and our aim, to avoid unrealistic expectations among our partners and other stakeholders.

Expected outcomes and impacts

We will seek to contribute to five specific outcomes:

1. Improved design and implementation of the regional dimensions of the CAADP and of agricultural policies and programmes more broadly in the ACP in general and Africa in particular.
2. More effective regional integration, combining broad regional policy frameworks and business-driven initiatives.
3. Synergies for food security with stronger linkages between trade and agricultural actors, policies and programmes.
4. Better public-private cooperation in relation to trade, agricultural development and business facilitation.
5. Improved understanding of the impact of EU policies, in particular the CAP, on food security in the ACP.

Summary table for programme 6

Programme 6: Regional and local markets for agriculture development and food security	
Overall issue	How the development of trade and agriculture can support food security
Aim of Programme	This particular programme seeks to support regional organisations and processes in the ACP in strengthening their contribution to food security within the region, and also to assist development partners, in particular the EU, in adopting coherent and effective approaches that foster thriving agricultural markets and promote food security.
Key actors	Regional Economic Communities, regional farmers' associations, business intermediary organisations, regional centres of excellence, ACP institutions including CTA and AUC-NPCA, EU institutions and member states, other development partners
Plan of action	
Activities & outputs	<p><i>Dialogue & facilitation:</i></p> <ul style="list-style-type: none"> • Trade and Agriculture Policy Dialogue Events at regional and African continental levels • Business facilitation dialogue events • Facilitation support at other relevant events organised by stakeholders, e.g. RECs, CAADP Development Partners Task Team, etc. <p><i>Research, knowledge management and networking:</i></p> <ul style="list-style-type: none"> • Various background notes and discussion papers on relevant topics, e.g., regional CAADP lessons, business facilitation and coherence between national and regional CAADP compacts • Other input for REC-specific regional agricultural policy frameworks and plans, e.g. input for the Tripartite CAADP Compact Formulation • Stakeholder briefings
Partnerships	<p><i>Programme-specific:</i></p> <ul style="list-style-type: none"> • RECs (e.g. CARICOM, COMESA, EAC, ECCAS, ECOWAS, SADC, IGAD) • Southern institutions with a methodology similar to ours (FANRPAN, HubRural) • Regional farmers' associations (EAFF, ROPPA, SACAU, PROPAC) • Think-tanks and universities in the ACP and EU (e.g. ODI, GDI) • EU institutions and member states • Development banks (World Bank, African Development Bank) • United Nations entities (Global Mechanism for the United Nations Convention to Combat Diversification, Investment Centre of the Food and Agriculture Organization, UNDP) • Global Donor Platform for Rural Development (GDPRD) • German Marshall Fund (GMF) • Forum for Agricultural Research in Africa (FARA) <p><i>Institutional partners:</i></p> <ul style="list-style-type: none"> • African Union/NPCA • ACP institutions/CTA
Risks	<ul style="list-style-type: none"> • Limited access to external funding • Southern partners do not drive the process • Weak capacities of partners may prevent the projected results from being attained • Partner expectations do not tie in with our role as an 'independent broker', expertise and overall aim

Results	
Expected outcomes	<ul style="list-style-type: none"> • Improved design and implementation of the regional dimensions of CAADP and agricultural policies and programmes more broadly (in Africa/ACP). • More effective regional integration, combining broad regional policy frameworks and business-driven initiatives. • Synergies for food security created by stronger linkages between trade and agricultural actors, policies and programmes. • Better public-private cooperation in relation to trade, agricultural development and business facilitation. • Improved understanding of the impact of EU policies, in particular the CAP, on food security in the ACP.
Impact	More effective regional and local markets for agricultural development and food security

3. Institutional Relations and Partnership Development

3.1. Context

Major changes are taking place in the development landscape. The financial and economic crises in the eurozone have caused the EU to rethink its approach to development assistance and cast doubt on the EU's ability to meet its development aid targets. At the same time, a wider range of actors (including the BRIC countries and other emerging economies) are playing increasingly important roles in areas such as peace and security, climate change, migration and food security. The ACP region, and Africa in particular, are also undergoing profound changes. A number of countries are experiencing record economic growth but need better governance to reduce inequalities and improve social cohesion.

ECDPM's Institutional Relations will continue its efforts to prepare for the future in this rapidly changing context. While we will continue to work closely with our key partners in the ACP region, and Africa in particular, and our long-standing institutional partners in Europe, we will also continue our efforts to strengthen our cooperation with other partners worldwide, including the BRIC countries, non-EU DAC members (USA, Switzerland, Norway, Japan, etc.) and development foundations (such as the Gates Foundation). As a 'think-and-do-tank', we will continue to play a role as a non-partisan provider of practical and tailored analysis, as a facilitator of policy dialogue and as a supplier of advice. We will also continue to support institutions in the developing world in defining their own policies and setting their development agendas. Our extensive networks and institutional partnerships, both in Europe and in the South, remain strong assets in our work to bring together policy and practice so as to impact on development.

3.2. Aim and objectives

Aims in terms of partnerships with ACP and Southern institutions

We have two aims related to partnerships with ACP and Southern institutions in 2012–2013:

- deepen the existing Centre-wide institutional partnerships with the ACP Secretariat and the African Union and a variety of strategic partnerships in Africa, the Caribbean and the global South;
- explore new opportunities for partnerships in various parts of Africa and the BRIC countries to improve the legitimacy, relevance, effectiveness and impact of our work.

Aims in terms of institutional relations

In line with our funding strategy for 2012–2016, we have set ourselves the following objectives for the coming years:

- consolidate and strengthen relations with our European partners who have consistently supported us over the years (i.e. the Netherlands, Belgium, Luxemburg, Finland, Sweden, Ireland, Portugal and Switzerland);
- mobilise institutional funding from other EU member states and non-EU countries;
- explore funding opportunities with development and political foundations;
- increase Centre-wide efforts to mobilise substantial programme and project funding, including by strengthening alliances with Northern and Southern partners;
- help the Centre programmes organise targeted programme development and seize opportunities for framework contracts and tenders in key thematic areas;

- target potential donors who could be interested in our new, broadened strategy, such as the United Nations, the World Bank, the African Development Bank, the European Investment Bank, the United Nations Economic Commission for Africa (UNECA), the African Union, the New Partnership for Africa's Development (NEPAD), ministries of economic affairs, education and defence, and research funds;
- better connect with Southern institutions and potential funders so as to tap into new opportunities for funding in the South.

3.3. Activities and outputs

Partnerships with ACP and Southern institutions

We have invested a considerable amount of energy and resources in partnerships. We are planning to deepen our partnerships with the ACP Group and the African Union in the coming years.

The **ACP Group** faces a number of big challenges in the coming years. These relate to the implementation of the Cotonou Partnership Agreement, the EPA negotiations and the future of the partnership with the European Union. We will assist the ACP Ambassadorial Working Group on future perspectives and the ACP Secretariat in analysing the possible options and scenarios for the ACP beyond 2020. We will also continue our engagement to the Joint EU-ACP Parliamentary Assembly on this issue. We will also make an additional effort to raise awareness and organise debate in the ACP countries and regions, including by reaching out to civil society and the private sector. We will continue to support the ACP Group on other issues, including clarifying the implications of post-Lisbon EU reforms, the new differentiation agenda, the budgetisation of the EDF, policy coherence for development, aid for trade, EPAs and regional integration and food security.

The partnership with the **African Union** and **African regional integration organisations** (i.e. the regional economic communities) is a recurrent theme in all our programmes. Since the creation of the African Union in 2002, we have worked with various units of the **AU Commission** in Addis Ababa. Our partnership with the AU Commission was formalised in 2008 in a memorandum of understanding setting out a framework for structured, long-term cooperation. Our strategy revolves around the goal of strengthening pan-African and regional African organisations.

With the new AUC leadership in Addis Ababa and at the AU's Brussels mission, we also intend to help boost the AU's impact and revitalise EU-Africa relations and the Joint Africa-EU Strategy in the run-up to the 4th EU-Africa Summit of Heads of State (due to be held in Brussels in 2014).

We will link up as much as possible with our key African strategic partners, including the Institute for Security Studies (ISS), the South African Institute of International Affairs (SAIA) and the African Institute on Governance (AGI).

In the Caribbean, we will continue our efforts to strengthen our partnership with the Institute of International Relations (IIR) at the University of the West Indies in Trinidad and Tobago.

Centre Partnerships and Networks

- African Union Commission, Addis Ababa and Brussels
- ACP institutions: ACP Secretariat and ACP Committee of Ambassadors, Brussels
- South African Institute of International Affairs (SAIIA), Johannesburg
- Europe-Africa Research Network (EARN), Africa and Europe
- Institute for Security Studies (ISS), Pretoria and Addis Ababa
- NEPAD Planning and Coordination Agency (NPCA), Midrand, South Africa
- Food, Agriculture, & Natural Resources Policy Analysis Network (FANRPAN), Pretoria
- Forum for Agricultural Research in Africa (FARA), Accra
- African Governance Platform, Addis Ababa
- Africa Governance Institute (AGI), Dakar
- Trade Policy Training Centre in Africa (TRAPCA), Arusha
- United Nations Economic Commission for Africa (UNECA), Addis Ababa
- Institute of International Relations (IIR), University of the West Indies, Trinidad and Tobago
- Shridath Ramphal Centre, University of the West Indies, Barbados
- Regional economic communities in Africa (COMESA, EAC, CEMAC, ECCAS, ECOWAS, UEMOA, SADC, SACU and others)
- Caribbean Community (CARICOM/CARIFORUM), Georgetown, Guyana
- Pacific Islands Forum, Suva, Fiji
- Commonwealth Secretariat, London
- International Lawyers and Economists Against Poverty (ILEAP), Toronto
- European Association of Development Institutes (EADI), Bonn
- United Nations University, Centre for Regional Integration Studies (UNU-CRIS), Bruges
- Network of Regional Integration Studies (NETRIS), Bruges
- International Centre for Trade and Sustainable Development (ICTSD), Geneva
- Technical Centre for Agricultural and Rural Cooperation ACP-EU (CTA), Wageningen
- United Nations Conference on Trade and Development (UNCTAD), Geneva
- Chinese Academy of Social Sciences (CASS)
- China Institute of International Studies (CISS)
- Brazilian Centre for International Relations (CEBRI)
- Research and Information System for Developing Countries (RIS), New Delhi
- German Marshall Fund, Washington, DC
- Egmont Royal Institute for International Relations, Brussels
- South-North Network
- OECD Development Finance Network (DEFINE)
- Consumer Unity and Trust Society (CUTS)
- BOND (British organisation for NGOs working in international development)
- European Peacebuilding Liaison Office (EPLO), Brussels
- Netherlands Institute of International Relations Clingendael, The Hague

Institutional relations with European partners

As a policy-relevant institute operating at the interface between the ACP and Europe, we maintain close relations with EU institutions such as the EU Commission, EEAS, the European Parliament, successive EU presidencies and EU member states. In line with this tradition, we will make ourselves available to support the Irish and Lithuanian EU presidencies in 2013, as well as the Greek and Italian presidencies in 2014, with advice, independent analysis and facilitation work.

In a context of uncertainty, we will make substantial efforts to retain and increase the levels of flexible institutional funding provided by our long-standing institutional partners, i.e. the Netherlands, Belgium, Luxembourg, Finland, Ireland, Portugal, Sweden and Switzerland. At the same time, we intend to invest in further diversifying our external funding base by tapping into new types of funding from new donors. A better mix of funding types will spread risks and make us less vulnerable. Potential partners are the new global players, other EU member states that could become our institutional partners (e.g. Denmark and Austria), new donors outside Europe (such as the USA and Japan), ministries beyond the traditional development departments and private foundations. It will take time to build these new relationships and for them to generate long-term, flexible funding.

Even in the current context of uncertainty and new challenges, it remains essential that we stay loyal to our principles of independence and our strategic orientations, and do not therefore become overly demand- and market-driven.

3.4. Expected results and impact

We intend to achieve the following outcomes and impacts by strengthening our institutional relations and partnerships:

- increased awareness within the European Union and its institutions of the concerns, expectations and views of ACP/African and Southern partners on strategic programmes;
- consolidated flexible institutional funding that enables us to continue to act as an independent, non-partisan sounding board, facilitator and supplier of analysis and capacity support;
- better informed policymakers and other stakeholders in the developing world;
- for the BRIC countries: more systematic access to information and knowledge on key programmes;
- improved capacity of ACP/Southern institutional and strategic partners to manage and influence key programmes.

4. Centre management, competencies and support

4.1. Political economy and governance approaches

Context

Politics and institutions matter for development outcomes. In a landmark study, Acemoglu and Robinson wrote: 'Countries need inclusive economic and political institutions to break out of the cycle of poverty'.¹⁶ But how do such institutions come about? And how can the EU, other donors and global actors more generally help to make economic and political institutions less extractive and more inclusive? These generic questions can be articulated in different ways in our various programmes. But in all of them, there is a need for more fine-grained analysis of, and a better understanding of, the typical political economy dimensions.

Aims and objectives

To respond to this need, the new five-year strategy places a stronger emphasis on political economy diagnostics and approaches.¹⁷ Against this background, a *Political Economy and Governance (PEG) Knowledge Hub* has been set up focusing on three political economy layers:

1. First, there is the layer of knowledge of context-specific power relations and institutional incentives (particularly for political elites and leaders) that affect development potential or outcomes. The problem is to deconstruct the notion of 'political will' into its constituent parts and to integrate some of the emerging theoretical insights into development trajectories.
2. A second layer is about how global and regional drivers affect the domestic political economy. This involves identifying the most important drivers, and analysing the primary and secondary effects on the domestic political economy.¹⁸
3. Finally, a layer of political economy analysis is applied to those organisations and institutes that tend to sponsor it: donors, development agencies, multilateral organisations and emerging regional and country drivers creating particular incentives for domestic ruling coalitions.

Approach and priorities

An ever-expanding field of political economy approaches has helped in various ways to better identify the institutions, actors and factors that foster or hinder development. Theoretical insights, case studies, tool development and applied political economy diagnostics (partly sponsored by a range of development actors, including few donors) provide relevant and pertinent insights for development practitioners. Based on initial experience, the PEG hub proposes four different areas of work:

- a) developing a repository of relevant findings, experiences, tools for the Centre and its partners;
- b) socialising core PEG concepts, findings, analytical frameworks or tools within the Centre and beyond;
- c) 'applying' PEG approaches in the policy processes;

¹⁶ Acemoglu, D. and Robinson, J.A. (2012), 'Why nations fail. The origins of power, prosperity and poverty',

¹⁷ 'Political economy (PE) analysis involves the study of both politics and economics, and specifically the interactions between them. It focuses on power and resources, how they are distributed and contested in different country and sector contexts, and the resulting implications for development outcomes. PE analysis involves more than a review of institutional and governance arrangements: it also considers the underlying interests, incentives, rents/rent distribution, historical legacies, prior experiences with reforms, social trends and how all of these factors effect or impede change'. How to Notes, WB, 2011.

¹⁸ The OECD has developed an analytical tool for this purpose: *International Drivers of Corruption. A Tool for Analysis*. (2011).

- d) networking with other PE practitioners for knowledge development and knowledge uptake by key stakeholders, strategic partners and coalitions of actors.

Initial experiences with the new strategy have confirmed the overall approach of the PEG hub to contribute to more effective engagement strategies by concentrating roughly speaking on two domains:

'In-house' work

- The PEG hub builds on the Centre's knowledge base and in-house expertise (for example, in areas such as agricultural transformation, food security and CAADP; political economy of regional integration; Policy Coherence for Development, etc.) in various aspects of political economy approaches, tools and practices.
- The knowledge hub will strengthen its *repository* and active *socialising* functions. It will also facilitate uptake of relevant research findings, tools and experiences out of the growing body of political economy praxis.
- The PEG hub will provide timely back-up for a selected number of substantive political economy components within the programmes or in prioritised areas of work

'Extramural' work

- This involves targeted demand-driven support for applying, field-testing and improving PE analytical tools or approaches (e.g. by DEVCO, bilateral donors and EEAS).
- It may also involve partnering with stakeholders in the South who are interested in the political economy approach to strengthen the knowledge base of their engagement and change strategies
- There is also potential to tap into collaborative arrangements with strategic knowledge partners – including other policy and practice oriented think tanks – as happened in the context of the *European Report on Development 2013* (addressing the political economy dimensions of improving the EU's commitment to a post-2015 global development framework).

Challenges and risks

A solid political economy analysis moves beyond the traditional stakeholders analysis of winners and losers, and asks more probing questions about *how development happens*, and *why things are as they are*.¹⁹ These 'how' and 'why' questions have to be broken down in a more systematic way:

- How do various interest groups contest and bargain over rights and access to resources?
- What are the economic dynamics that generate and distribute wealth?
- What global and regional 'drivers' create and affect opportunities for reforms and development in developing countries?

Moreover, with the stronger focus on results and value for money, a political economy approach can help identify *which results to value*. Which results matter for a sustainable transformation towards development? And how are such processes affected by major global transformations?

¹⁹ 'Political economy (PE) is the study of both politics and economics, and specifically the interactions between them. It focuses on power and resources, how they are distributed and contested in different country and sector contexts, and the resulting implications for development outcomes. PE analysis involves more than a review of institutional and governance arrangements: it also considers the underlying interests, incentives, rents/rent distribution, historical legacies, prior experiences with reforms, social trends, and how all of these factors effect or impede change'. How to Notes, WB, 2011

It is clear from past work that special attention needs to be paid to various key challenges and risks. One risk is that some of the findings of politically astute research may not be taken up by the organisations that commission it because it goes against the interests, institutional incentives or politics within these organisations. Thus, guarding against a narrow instrumentalisation or ‘domestication’ of political economy approaches is a big challenge. This is particularly crucial since traditional best-practice approaches to *good governance* are currently showing their limitations. Furthermore, political economy analysis may also help sharpen the focus on the risks associated with both ‘*business as usual*’ and best-practice models.

4.2. Knowledge management and communication

Knowledge management and communications (KM&C) is one of our principal strategies for enhancing the capacity of stakeholders for policymaking by improving access to and the use of relevant information, in particular by those who traditionally lack access. To this end, the KM&C units will continue to support the aims of the Centre’s new strategy of influencing and informing key global policies for positive development outcomes. The KM&C units aim to do this through the provision of strategic and practical guidance to Centre staff, the provision of information and publication services, the use of modern communication tools, and support for external communications tailored to each ECDPM programme as well as to the needs of the Centre as a whole²⁰.

We will continue to implement our KM&C strategy and further improve knowledge-sharing and communications in a more targeted, efficient and timely manner with stakeholders, our partners and new audiences. To do this effectively, KM&C activities will continue to be fully integrated into the Centre’s programmes and partnerships and given priority to enhance capacity for policymaking. Programmes will also adapt work processes to meet new demands for effectively communicating our work. The work of KM&C in 2013-2014²¹ will seek to meet the following aims:

- *Improve Centre communications, outreach and visibility*
To support the Centre’s fundraising efforts and to reach our target audiences, we will update our corporate profiling and further improve external communication. Building on our existing communication tools, we will increase our outreach through the strategic use of digital communication and social media in order to better serve existing and new target audiences, including media representatives, via their preferred means of communication. We will create a more user-friendly website to attract more visitors and to facilitate communication. We will also strengthen on-line interactivity, based on our proven dialogue methods and practical policy brokerage approaches. High-quality, added-value content based on our policy work remains the basis of any communication strategy. The production of such content will be subject to decisions of programme managers and Centre management.
- *Disseminate publications*
We will continue to assist with the production of publications, including corporate publications such as the annual report. We will refine our publications’ dissemination policy and investigate the consequences for Southern audiences of switching to full-scale digital mailing instead of hard-copy distribution.

²⁰ See the diagram outlining our KM&C approach on the inside cover of this work plan.

²¹ Further information on these innovations is available in the ECDPM KM&C strategy for the period up to 2016.

- *Enhance in-house knowledge management*
KM&C will continue to work together with the Centre's IT and operations departments on the implementation of the IMAKE project to reposition the ECDPM's technical and information architecture. This will create more effective and efficient work processes, enhanced internal and external knowledge-sharing and tighter integration with external communications and publication production.
- *Understand our impact better*
In close collaboration with Centre management and the IT department, we will improve the KM side of monitoring and evaluation. KM&C will gather, measure and analyse data on our outreach and the use of our content.

4.3. Management and institutional challenges

As already indicated in the work plan for 2012-2013, we will take on a number of organisational challenges to safeguard our identity, autonomy and impact as an independent foundation:

Intensify the partnership programme. We will continue to intensify and extend our partnerships with actors and institutions in the South. In particular, we will explore the feasibility of various approaches for intensifying our presence in Africa (see chapter 3).

Ensure appropriate funding (level and quality). In line with our funding strategy, we will strengthen our fundraising capacity, seek to diversify our funding, strengthen our ties with EU member states and adapt to trends in the delivery of development finance. We will work on three areas in particular:

- Improving internal systems to identify and share information on funding, systematically identify funding opportunities by reviewing existing databases and create an ECDPM database with information of particular relevance to our work.
- Enhancing our ability to identify, design and write fundable programmes, by providing regular training course and incentives to staff to come up with proposals.
- Strengthening our capacity to manage the acquisition and implementation of international tenders, calling where necessary upon specialised external expertise in a targeted and timely fashion.

Enhance the competence of our management. We will boost our capacity to set priorities and to act in conditions of uncertainty. Our current strategy will enable us both to sharpen our focus and to remain flexible. We will continue to operate a special, flexible fund for innovative programmes and projects, and modify our management structure in order to decentralise day-to-day management. At the same time, we will take further steps to strengthen our overall management for quality and results.

Ensure staff competence and effectiveness. We have taken several steps to increase staff competence and ability to effectively practise the art of brokerage and facilitation and we will continue to consolidate and build on these initiatives:

- We have adopted competence-based management.
- We are strengthening staff career planning and training programmes.
- We are creating 'knowledge hubs' to support staff in the daily development of essential skills.

Efficiency gains. We have been able to increase our internal efficiency over the years. As part of this ongoing objective, Centre management will focus specifically on reducing on our overhead costs.

4.4. Risk assessment and learning to adapt

The scope and aim of the ECDPM strategy and work plan is, and will continue to be, ambitious. The success of the strategy will depend on:

- how future work plans are formulated, managed and implemented;
- how synergies are created with formal programmes (EU, ACP, African and international) that share similar aims;
- the degree to which we succeed in drawing additional added value from our focus on key thematic areas.

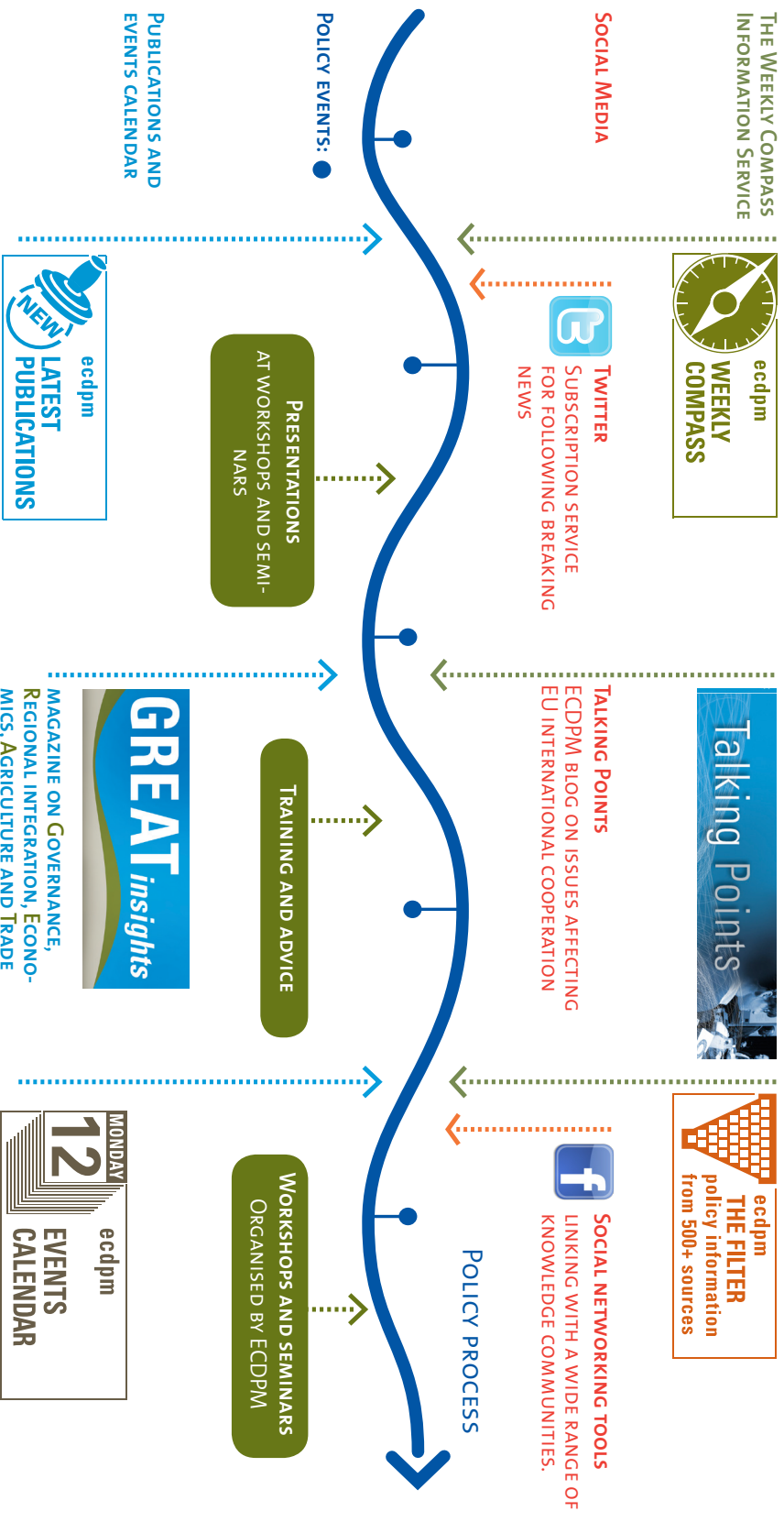
At the same time, there are several types of risk involved:

- Insufficient focus and over-fragmented activities: prioritisation and selectivity for greater impact will have to be continuous throughout the implementation of the strategy and work plans to mitigate this risk.
- Insufficient synergy and coherence between the ECDPM work streams: the Centre management and board will need to monitor effective coherence closely and continuously.
- Insufficient capacity or funding to complete the work: active fund-raising will be pursued to complement institutional subsidies. To safeguard our integrity, the size and scope of activities will be adjusted to reflect the actual available funding.
- Diminished traction and engagement on the part of policymakers and other relevant stakeholders in key programmes: to maximise our influence on outcomes and impact, we will constantly liaise with policymakers and other change drivers and will consider disengagement, if necessary.

The political economy approach will be a major asset in the continued assessment and evaluation of risks. Improving our own and stakeholders' understanding of why certain desirable policy reforms and governance transformations do not take place is a key initial step in the process of facilitating such change. It will therefore play a critical role in informing future courses of action for domestic and international drivers of change. As such, failures to achieve the expected outcomes and impact of some of our activities will be turned into opportunities for learning how to manage both our own actions in the future, and also those undertaken by domestic and international stakeholders.

OUR KNOWLEDGE MANAGEMENT AND COMMUNICATIONS APPROACH

WE REACH OUT TO OUR STAKEHOLDERS AND PARTNERS WITH TIMELY AND TAILORED INFORMATION AND EVENTS RELATED TO THE MAJOR POLICY DEVELOPMENTS OF THE DAY. WWW.ECDPM.ORG/RESOURCES



About ECDPM

ECDPM was established in 1986 as an independent foundation to improve European cooperation with the group of African, Caribbean and Pacific countries (ACP). Its main goal today is to broker effective partnerships between the European Union and the developing world, especially Africa. ECDPM promotes inclusive forms of development and cooperates with public and private sector organisations to better manage international relations. It also supports the reform of policies and institutions in both Europe and the developing world. One of ECDPM's key strengths is its extensive network of relations in developing countries, including emerging economies. Among its partners are multilateral institutions, international centres of excellence and a broad range of state and non-state organisations.

Thematic priorities

ECDPM organises its work around four themes:

- Reconciling values and interests in the external action of the EU and other international players
- Promoting economic governance and trade for inclusive and sustainable growth
- Supporting societal dynamics of change related to democracy and governance in developing countries, particularly Africa
- Addressing food security as a global public good through information and support to regional integration, markets and agriculture

Approach

ECDPM is a "think and do tank". It links policies and practice using a mix of roles and methods. ECDPM organises and facilitates policy dialogues, provides tailor-made analysis and advice, participates in South-North networks and does policy-oriented research with partners from the South.

ECDPM also assists with the implementation of policies and has a strong track record in evaluating policy impact. ECDPM's activities are largely designed to support institutions in the developing world to define their own agendas. ECDPM brings a frank and independent perspective to its activities, entering partnerships with an open mind and a clear focus on results.

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