

ECDPM Work Plan 2011-2012

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œuvre à l'amélioration des relations entre l'Europe et ses partenaires d'Afrique, des Caraïbes et du Pacifique

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1. Development policy under stress: a widening agenda and less means

Major trends are irreversibly changing the way development is accomplished

Three major global trends are irreversibly changing the way development policies are made and implemented. **First**, development continues to be drawn into a widening international cooperation agenda, in which the role of developing countries is shifting from aid recipient to prospective partner in addressing world concerns. **Second**, while most developing countries have weathered the global financial crisis better than expected, major industrialised nations are grappling with a seriously reduced capacity to find fresh money to support their global commitments. **Third**, in today's multi-polar world international relations are being redefined and new opportunities for regional integration are emerging.

As an integral part of the *international cooperation agenda*, development policy is being asked to help address an increasing number of global issues: international trade, security, governance, migration, food security, climate change, finance, energy security, and more generally, the distribution and use of the earth's natural resources. Solutions to these problems will not affect all in the same manner. This means they will continue to be contested amongst the different global players. Developing countries, and not just the emerging economies, are now being looked to as prospective partners by those trying to advance global solutions. Poverty eradication and the Millennium Development Goals remain high on the international agenda, as the overall objectives of official development assistance remain. However, there is a renewed risk of subordination of development cooperation to other pressing global concerns. At the same time, the European Union may move towards a more sustainable international development agenda, with new opportunities to work towards "greening" both the European and partner economies. Efforts to address such global challenges may help to bring development back onto the political horizons of EU voters. With the Lisbon Treaty being gradually implemented, development's leverage could be boosted by more united thinking and action among European actors from the development field on the one hand, and those from other policy areas on the other. The result envisioned is increased development effectiveness through greater coherence across all EU and member state policies and actions affecting development.

The *global crisis*, though having its origin in developed countries, has had severe consequences for developing countries, including those in Africa, the Caribbean and the Pacific (ACP). Growth and development took a downturn, most notably through a decline of trade and private investment, lower remittances, and a lowering of some commodity prices. As a consequence, reduced employment opportunities and rising poverty and malnutrition have significantly affected the most vulnerable. Recurrent food crises, fluctuating commodity prices, energy crises and climate change are expected to cause social tensions to rise and security and state fragility to deteriorate further. Nevertheless, the general impression is that developing economies, including those in sub-Saharan Africa, are weathering the crisis, with growth rates coming up again. Economic recession and falling exchange rates, however, have forced major donors to significantly reduce their development budgets. Even if development commitments in terms of percentages of GDP on average remain on track, in absolute terms ODA is falling sharply. In addition, *rising national debt* is forcing industrialised countries to rethink their strategies for financing global efforts, such as those on peace and security, climate change and migration. The importance of *emerging economies*, such as China, India and Brazil, as alternative providers of development finance and technical support is rapidly expanding. In short, the global crisis is forcing developing and developed countries alike to think innovatively and to renew international

relations, development strategies and modes of cooperation. To mention one example, the sheer scale of what is needed to finance climate change adaptation and mitigation measures dwarfs global ODA figures. Clearly, business as usual is no longer an option.

Within this scenario of crisis and opportunity, it has become more urgent for countries in the ACP to unleash the potential of *(sub-)regional integration*. Pooling resources and opportunities through the creation of effective regional markets can be decisive in stimulating production capacities, trade and investment flows – that is, when embedded in a broader development strategy that does not rely solely on rigid economic orthodoxy. At the same time, experience shows that effective regional integration may generate important steps forward in confronting peace and security, migration and other global challenges. Fortifying (sub-)regional communities may also serve to strengthen the foundations of international cooperation among developing countries. The European Union and its member states are increasingly focusing on relations with regions as a block and not just bilateral interactions with individual states. One example is the Joint Africa-EU Strategy (JAES), which commits the European Union to ‘*treat Africa as one*’. Genuine regional integration efforts might contribute to creating opportunities to raise development effectiveness by tackling cross-border issues such as migration, market and trade infrastructure, conflicts, and management of natural resources.

The above presents three solid reasons for ECDPM to see development policy not in isolation, but as one element of a broader international relations agenda. In that light, the Centre has posed itself a number of questions: How can development efforts be redirected to effectively address the wide range of global issues, without losing sight of development objectives? How can development and non-development actors work side-by-side to create synergies between policy areas that are traditionally seen as miles apart? What new roles can development partners assume to improve their leverage for achieving development objectives? How can development actors continue to raise the efficiency and effectiveness of development efforts while moving into uncharted territories with new partners? Last but not least, how can we ensure that given the current pressures on global public finance, agreed development objectives and targets can still be met? In Europe, these are questions that need firm answers quickly, not only in view of the imminent budgetary restrictions of the member states but also regarding the new European External Action Service that is expected to turn Europe into a more coherent, more savvy global player. Will the new post-Lisbon architecture now help Europe to strengthen its joint global development agenda? Or will dispersion rather than coordination continue to characterize the European global effort, as witnessed during the December 2009 UN Conference on Climate Change in Copenhagen?

Lessons from ACP-EU cooperation could help map the path forward

Connecting the development agenda to global concerns is not new. In 2000, the Cotonou Partnership Agreement between the European Union and the ACP laid the foundation for integrating development with international trade, governance and security. Its driver was the general understanding that development could be effectively pursued only if policies such as those on trade, governance and security contribute to or, at least, do not frustrate development objectives. This led to a number of early experiences in which development actors cooperated with those from other policy areas to further development objectives. Some lessons have emerged that can be built on when engaging in development-oriented international cooperation.

The first is that development objectives should remain in the lead. No matter what other objectives international actors may define for their cooperation, development impact must remain the criterion guiding the use of ODA. The Doha World Trade Organization (WTO) talks and the Economic Partnership Agreement (EPA) negotiations are cases in point. Until developing countries can clearly see a positive impact of these processes on their development, they will be impossible to conclude. The second lesson is that it is not enough to have a policy and plan for achieving development results. Adequate mechanisms for delivery and for multi-stakeholder and political dialogue should be in place and used, with strong and decisive input from, respectively, local, national and regional stakeholders. The current emphasis on domestic accountability in governance support underlines this point. Third, donors must be accountable too, and donor accountability should become part of any accountability mechanisms agreed. Fourth, development finance needs to be brought in line with the role of aid as one instrument among many, with effective mechanisms established for cooperation and co-funding with non-development actors. Equally, development finance can no longer justify the inefficiencies inherent in multiple overlapping and competing structures. Harmonisation and alignment, division of labour and rationalisation of delivery should be the order of the day even more.

Investment in development leverage is a precondition for development impact

The European Union has so far taken only tentative steps towards rationalisation of its aid architecture, but it has initiated the debate and agreed to the *EU Consensus on Development* and the *Code of Conduct on Division of Labour*. The *Lisbon Treaty* is expected to provide further incentives for strengthening EU external action. Yet much remains unclear. The Lisbon Treaty is expected to encourage greater coherence in EU international relations, as it reconfirms the overall importance of poverty alleviation, sustainable development and consistency in EU policies. Leading on this are the full-time President of the European Council and the High Representative for Foreign Affairs and Security Policy, who is also a vice-president of the EU Commission, supported by the new European External Action Service (EEAS). Further clarification is still needed on the role of the Development Commissioner, who has overall responsibility for resource allocation and aid programming, though the relevant European Commission services have been transferred to the EEAS.

Experience suggests that for greater EU policy coherence to mean greater policy coherence *for development*, development will need the ability *to apply enough political, institutional and practical leverage* to ensure that development objectives are met, even when other pressing policy objectives have to be met as well. To increase leverage, the Commissioner for Development needs to pay strong attention to defining legitimate and practical ways of “development-proofing” non-development policies, administrations, finances and practices, ensuring that the lessons learnt over the past 60 years in development are taken on board by the new actors that will engage in implementing the widening global development agenda. A clear focus on a limited number of global challenges that are of key relevance to EU-ACP relations will help to concentrate European efforts on achieving visible progress on some of these so-called “global public goods”.

ACP Group prepares for key decisions on its role in a changing world

Early in 2010, the ACP Group renewed its leadership and appointed a new Secretary General and Assistant Secretaries General. For now, the Cotonou Partnership Agreement continues to provide a stable, progressive cooperation framework to what is still the largest North-South partnership in the world, at least until 2020. However, due to financial wrestling in Europe, the changing political winds

and the as yet unknown practical impact of the institutional changes set in motion, uncertainty prevails on how the new European architecture will affect relations between the European Union and the Group of ACP States. Recognition is growing of the serious negative impact of the EPA negotiations on EU-ACP relations and ACP regional integration efforts. In response to imminent changes, the ACP Group moved to identify the challenges and opportunities it faces in the emerging international order, and the assets at its disposal to respond.¹ While internal reflections continue on the nature of the Group and its partnership with Europe, five priority policy areas have been formulated:

- *Fostering international trade relations and the successful integration of the ACP countries into the world economy.* This signals a convergence between ACP regions and the EU on several fundamental aspects of the EPAs, as well as a pledge from within the ACP to work to remove supply-side constraints, to strengthen ACP institutions, to fortify economic and trade infrastructures, and to promote inward investments.
- *Promoting growth and sustainable development.* With this priority area, the ACP recognises the importance of leveraging programmes for accelerated growth, confronting the structures generating poverty, and promoting prudent economic management. It also aims to seek synergies by deepening existing partnerships and exploring new ones, including sustaining a focus on maintaining the tempo of implementation of global development commitments.
- *Mobilising resources for development.* With this, the ACP underlines the need for complementarity between the all-ACP level and the regional level. It furthermore demonstrates the Group's acquired competencies in effectively managing official development assistance through the EDF and the importance of making further improvements in aid management and resource generation. Attention is being paid as well to the emergence of other strategic players in international relations and to strengthening the role of the ACP Group vis-à-vis international organisations.
- *Deepening political dialogue.* EU-ACP joint political institutions are unique in character and well placed to enable international political dialogue for fostering democracy and good governance. This policy priority notes the opportunities provided by the strengthened role of the European Parliament post-Lisbon and the importance of using the ACP Group's numerical strength and critical mass to advance common interests within the framework of the United Nations and international community.
- *Promoting cultural cooperation.* The ACP Group recognises the central role of education, science and technology as well as of cultural exchanges and the further propagation of ACP cultural industries. Mass migration, linked with remittances that support local investments but may also cause tensions within host states, is viewed as one of the major realities of our time. In September the ACP Secretariat launched its Migration Observatory, which is poised to be a centre of excellence on migration issues.

¹ See: "Renewal and Transformation, Elements of the ACP Secretariat's Strategic Plan 2011-2014", Brussels: November 8, 2010

ECDPM refines its work plan in light of the new global development agenda

Centre programmes adjust their focus

ECDPM was among the first to recognise the rapidly evolving and widening global development agenda. In July 2009 a mid-term review was done of the ECDPM Strategy 2007-11, as a result of which the Centre introduced a number of changes. The Centre will continue to build upon its long-term strategy, its niche as an independent broker in ACP-EU cooperation and its programmatic focus on economic and trade cooperation, on development policy and international relations, and on governance. But within that framework ECDPM has realigned its work to reflect developments in the global agenda, taking into account the changing roles of the European Union and the ACP, and of their respective member states. In light of the clear strategic priorities formulated by the ACP Group, ECDPM programmes can now focus even better to address both continuity and change.

The Development Policy and International Relations (DPIR) programme will further broaden its focus on EU-Africa relations, continuing its follow-up on the JAES as one approach to integrating development into the widening international cooperation agenda. The team will continue to follow, document and critically assess JAES implementation, focusing in particular on the areas of security, migration and climate change. It will also closely follow the evolution of EU development policy, paying particular attention to the European Commission Green Paper on Inclusive Growth, an eventual updating of the 2005 EU Consensus on Development, the future Financial Framework, and the delicate issue of a possible budgetisation of the EDF. The work on aid effectiveness, however, has given way for a more comprehensive focus on *development* effectiveness, emphasising the combined impacts of EU development and non-development policies on partner countries. Its point of departure is the post-Lisbon agenda for EU external relations, an agenda that is expected to frame, more than before, the role of EU development policy. A key issue continues to be the implications of the Lisbon Treaty for development as a component of international cooperation and relations. Can policy coherence *for development* be harnessed to strengthen development leverage as part of EU external action? The DPIR team will increase its focus on climate change, including EU commitments on climate aid. The team will keep up with international developments regarding division of labour and aid effectiveness through demand-led innovative projects. DPIR will lead work on regional integration regarding peace and security and the regional implementation of the Common African Agricultural Development Policy (CAADP), in close collaboration with the African Union, NEPAD/NPCA and the regional economic communities. It will also continue to collaborate with the Economic and Trade Cooperation (ETC) programme on the effectiveness of aid for trade.

The work of the ETC programme on EPAs will continue to shift from “pure” negotiations towards implementation, market access and aid for trade. Due to its early appearance, ETC has become a laboratory for developing new modalities for joint work between development, on the one hand, and on the other hand, trade, food security, agriculture, transport and infrastructure policy. Valuable lessons have been learnt, for example, on the complexities of introducing a development dimension to EU trade policy. Besides its contribution to the EPA implementation process as such, the programme will document lessons and share them with actors from other policy areas in which interaction across different policy areas is still rather new. It will explore Africa’s relations with emerging partners China, India and Brazil and the implications of these new alliances for Africa’s economic development and its relationship with Europe. This activity is led by ETC in close collaboration with partner institutions, such as the South African Institute of International Affairs (SAIIA). Given the integration processes already under way in various ACP regions, economic integration will be another key area of attention. The team will initiate studies of regional integration for aid for trade and aid effectiveness, building on promising links, such as that with the Inter-Regional Coordinating Committee (IRCC), comprised of the Common Market for Eastern and Southern Africa (COMESA), the Southern African Development Community

(SADC), the Eastern African Intergovernmental Authority on Development (IGAD), the East African Community (EAC) and the Indian Ocean Commission (IOC). ETC and DPIR will collaborate closely in this initiative and ETC will draw lessons from the EPA process on regional integration in the ACP. On sector and cross-border governance issues, ETC will collaborate with the Governance team.

The Governance team will broaden its strategic partnerships in Africa to enhance its support to African initiatives to strengthen the continental governance architecture. Thematically, it will concentrate on developing new insights in the emerging African agenda for promoting democratic governance, strengthening institutions, and advancing the integration of civil society actors in governance initiatives. Also, the team will explore potential synergies in the context of the JAES Partnership on Democratic Governance and Human Rights, liaising with the DPIR team. The programme continues to contribute to efforts to translate the concepts of good and democratic governance into more operational terms, in close cooperation with the European Commission. A first diagnostic tool for addressing governance is being rolled out in particular sectors with ECDPM support. The programme's work on aid effectiveness focuses on budget support and domestic accountability. Special attention here will be given to the European Commission's Green Paper on Budget Support. The programme will be working specifically in a few sectors, such as trade and transport, which have a strong regional integration component. The programme has been asked to apply its governance diagnostic framework to the sector-wide approach in environment. ETC and the Governance programme will collaborate on sector governance to explore with ACP stakeholders more realistic and targeted integration and reform agendas as well as support strategies. The European Commission's trade and transport practitioners have developed an interest in a political economy diagnosis to identify main drivers or obstacles of change. A first step will be to assist the Commission in developing diagnostic tools with a strong regional dimension for specific sectors, such as trade, infrastructure and transport.

All-Centre work stream to target the political economy of regional integration

EU efforts to promote and foster regional integration have shown suboptimal results. Too often, political and institutional mandates, goals, policies and procedures have been taken for granted, and the political economy of regional integration (i.e. the role of political power and diverging interests alongside formal and less formal institutional incentives) has been ignored within support programmes. 'A clear diagnostic framework is missing', observed the World Bank in the context of a study on the extremely high prices of regional transport in Africa. Moreover, as the EPA experience has indicated, there is growing doubt about the feasibility of quickly implementing highly charged (economic) reforms and complex integration agendas.

Set against trends of growing (sub-)regional cooperation as well as the post-Lisbon changes expected in the European Commission and EU external action, ECDPM programmes are jointly engaged in developing a substantial all-Centre work stream on (sub-)regional integration. This work stream will continue during 2011, drawing on ECDPM's knowledge of integration processes within the European Union, the African Union and various developing regions. Joining up the regional integration efforts of ECDPM programmes, such as facilitating regional policy dialogues on trade and agriculture (ETC together with CTA), supporting CAADP regional integration (DPIR together with NEPAD/ NPCA), the main focus of the new work stream will be on the governance and the institutional and political economy of effective integration. It will seek to identify and understand the driving forces behind, as well as the barriers to, regional integration, giving special attention to the role played by the European Union and China in this process. Caribbean integration and the role of the European Union is one area addressed under the recently established memorandum of understanding for an ECDPM-Caribbean partnership led in the Caribbean by the Institute of International Relations (IIR) at the University of the West Indies.

ECDPM will seek to carry out these activities in cooperation with the regional economic communities and partners such as SAIIA, the African Development Bank, the Africa Governance Institute (AGI), the Institute for Security Studies (ISS), the United Nations University Centre for Comparative Regional Integration Studies (UNU-CRIS), the Europe-Africa Research Network (EARN),² the South-North Network (SN2) and the Network for Regional Integration Studies (NETRIS). We will involve relevant institutions such as the AU Commission, the New Partnership for Africa's Development (NEPAD), the United Nations Economic Commission for Africa (UNECA) and the African Trade Policy Centre (ATPC). A consortium formed by the Overseas Development Institute (ODI), the German Development Institute (DIE) and ECDPM has been selected to draw up the 2011 European Report on Development. For this initiative and others, ECDPM will continue to identify new partners.

Centre management remains focused on strategy and quality

Independent external evaluation to assess ECDPM strategy and performance

ECDPM management will stick to its overall objectives and its commitment to improve strategic focus, effectiveness and impact, to guarantee operational independence as a foundation, and to strengthen and intensify partnerships with policy actors in Europe and in the ACP. In 2011, the 25th anniversary year of ECDPM, an independent external evaluation team will assess the implementation, outcomes and impact of the Centre's work during the strategic plan period 2007-11. Its report will provide the basis for formulating a new strategic plan for 2012-16.

Measures continue to enhance resource allocation, flexibility and core competencies

As a result of the mid-term review and in response to the rapidly changing global policy context in which ECDPM operates, Centre management will continue to enhance the strategic allocation of resources, programmatic flexibility and core competencies through (1) enhanced strategic alignment of budgetary and programmatic planning; (2) increased flexibility of planning, programming and budgeting to respond to emerging challenges; (3) further strengthening ECDPM's core competencies and knowledge base through a combination of budgeting and enhanced competency-based human resources management.

² "Beyond Development Aid: EU-Africa Political Dialogue on Global Issues of Common Concern", EARN, 2010

2. Development Policy and International Relations (DPIR) programme

2.1 Policy context

The shifting power dynamics between the West and emerging economies in the fallout of the financial crisis will continue to be a primary driver of change in international relations. From an institutional and purely Euro-centric point of view, the translation into practice of the Lisbon Treaty will dominate the policy context during 2011, as EU institutions and member states gradually adapt their practices to the new provisions. EU external action is a key area in which the Treaty brings change, most notably with the creation of the new post of High Representative for Foreign and Security Policy doubling as a Commission vice-president and with the creation of the new External Action Service (EAS). EU development cooperation will need to adapt and adjust its ways of working, particularly as the EAS now has a role in country allocations, strategies and programming. In the longer term, these institutional changes may also prompt changes in development priorities, policy and practice. Discussion on the new EU Financial Framework (the EU multi-annual budget), which will determine the resources available for external action and development cooperation post-2013, will also begin in earnest. In a climate of significant cuts in public spending and a new EU institutional framework, these discussions will clearly signal levels of ambition, in relation to both the EU's stated desire to increase its role and impact in world affairs and its ability to live up to its global commitment to development.

The debate kicks off in late 2010 with two "Green Papers" and consultation processes on development policy and EU external action. These will re-frame the priorities for EU development during the remaining mandate of the current Commission. In the ACP, debate will begin on the future of the ACP Group in relation to the EU and the wider world. From an African perspective, celebrations in some countries – such as Ghana and the DRC – of the 50th anniversary of their independence will lead to reflection on the nature of contemporary EU-Africa relations. Yet on both continents significant heterogeneity will continue to underpin the policy context.

From a more global perspective it is already clear that 2011 will be, above all, a year in which development policy and, indeed, international relations will have to adapt to the agreements reached at the Conference on Climate Change in Cancun and the high-level Millennium Development Goal (MDG) Review Summit of 2010. In terms of formal ACP-EU relations, the second revision of the Cotonou Partnership Agreement has now been concluded, opening the way to implementation of the new provisions agreed. In reality however, African relations with the European Union are likely to be dominated by the outcomes of the Third EU-Africa Summit and the second action plan of the Joint Africa-EU Strategy (JAES). For the JAES, 2011 will above all be the year that will show whether the strategy has any real momentum. The Strategy has been slow to take off, ridden with problems and generally has failed to galvanise enthusiasm. With the Third EU-Africa Summit and adoption of the second JAES action plan (for 2011-13), stakeholders will be keen to see whether enough progress can be made to infuse the process with renewed dynamism and momentum or whether EU-Africa relations will be conducted primarily outside of this framework.

The debate on the more practical aspects of managing development cooperation will also continue. It remains to be seen, however, whether the next High-Level Forum on Aid Effectiveness to be held in South Korea in 2011 will have an impact similar to that of past events in Accra and Paris.

2.2 Aim and objectives of the programme

The overall aim of the Development Policy and International Relations (DPIR) programme is to foster debate on EU external action policy issues that affect ACP-EU relations. Ultimately the objective is to support the ACP and particularly African actors to derive maximum benefit from their relations with the European Union. Based on the view that development cooperation is most effective when it adopts an integrated approach, the programme has chosen to situate its work in the broader context of international relations. DPIR thus seeks to promote policy coherence for development across EU external action and to push forward thinking on how development cooperation can remain relevant in international affairs and contribute proactively towards solving global challenges and tackling poverty.

In 2011 the DPIR programme will concentrate its work on two policy processes: *Africa-EU relations/JAES* and *EU international cooperation post-Lisbon*. Both processes bring together aspects of development cooperation and broader EU international relations. The first follows the specificities of EU relations with one group of partner countries, which is also a critical region for development. The second is more focused on current internal EU processes and the priority of maintaining the quality and effectiveness of EU development cooperation within the new EU external action architecture.

2.3 Results of the mid-term review of the programme: lessons learnt

At the level of the DPIR programme the mid-term review of the ECDPM 2007-11 Strategy first and foremost confirmed the validity of working on development cooperation in the broader context of international relations. This will continue to be pursued in the remaining strategic plan period. At the same time, the review prompted a re-evaluation of the programme's two work streams. A first conclusion is that while that on the JAES works well, its prime focus should be more on the continental relationship between Africa and the European Union and less on the JAES instrument itself. Regarding the second work stream, on the effectiveness of EU external assistance, the evaluation concluded that this has not in fact crystallised into a single stream, but rather continues to consist of a number of minor processes, which while valid in themselves do not really add up to one coherent policy process. For 2010, it will be vital to situate this work in the specific context which will dominate the next years for the European Union, that is, implementation of the Lisbon Treaty. The programme will therefore retain only a couple of the strongest elements of this stream. The work on policy coherence for development (PCD) will become the core of a broader new policy process on EU international cooperation post-Lisbon. The still rather nascent policy process on EU division of labour will continue to be followed, as it remains one of the key strands of the EU's preparations for the next international conference on aid effectiveness (South Korea, 2011).

2.4 Policy process: focusing in on Africa-EU relations and the JAES

2.4.1 Significance of the policy process

Seven years after the first EU-Africa Summit, the 2007 Lisbon Summit brought EU-Africa dialogue back to the highest political level and marked a turning point in EU-Africa relations. This process will be further built on at the Third Africa-EU Summit in Libya in November 2010. Implementation of the JAES began in earnest in 2009, after the institutional structures and processes were developed in 2008, yet significant challenges have arisen. Nevertheless, as a jointly agreed policy framework based on common values and shared principles, the JAES has the potential to improve dialogue and cooperation between Africa and Europe in the long term. It is also a policy framework that goes beyond development, beyond fragmentation, beyond institutions and beyond Africa and thus represents a clear

test case of the new “international cooperation” agenda. Next year, 2011, will be a crossroads for the future of EU-Africa relations, as outcomes from the Third Heads of State Summit and the second JAES action plan start to be implemented. The programme will at that point review, in the context of our new strategy, whether to continue to invest at the same level in the JAES process.

A related issue is the growing role of Africa’s other strategic partners, including China, the United States, India and Latin America. Our analyses suggest that we choose to focus on inclusiveness, information sharing and a balanced relationship, in the hope of achieving the following outcomes:

- greater appreciation of and reflection on the key interests driving EU-Africa continental relations on both sides, in support of effective implementation of the goals of the JAES;
- a more open-ended, inclusive JAES process based on multi-actor dialogue and effective contributions from stakeholders, including African and European institutions and civil society organisations;
- wide availability of information and analyses on JAES implementation and an understanding of how these products are used and appreciated by key policy actors such as the African Union and regional economic communities;
- realism on the implementation challenges facing the JAES and application of lessons learnt in any adaptation and use of the Strategy in a future framework for EU-Africa relations;
- reduced imbalances between African and European actors achieved by strengthening the capacity to engage AU institutions and other African stakeholders.

2.4.2 Role and value added of ECDPM

Following the Africa-EU Summit in 2010, we will maintain close links with the overall JAES process as well as engage in facilitation work. We will also continue to focus on two issues that form part of that process and are of strategic interest to both Europe and Africa. These are (i) peace and security and (ii) migration – in both of these we will take a developmental perspective. These activities will keep us in touch with the realities of JAES implementation and with progress in terms of content and substance. The capacity of the AU Commission and other African stakeholders to follow a complex bureaucratic process such as the JAES is often a determining factor for the speed of implementation. Through our close working relationship with the AU Commission, in particular its Economic Affairs Department and Office of the Deputy Chair, we are well positioned to address some of the imbalances in the working relationship between the European Commission and the AU Commission. Our special niche is the combination of capacity development and institutional reform support to the AU Commission consisting of strategic advice, background notes, information provision and facilitation of ongoing work on the JAES. In pursuing the overall process, we will pay particular attention to the following cross-cutting concerns on which we have added value and experience:

- the resourcing of the JAES and development of a pan-African funding mechanism;
- stimulating coherence and complementarity of the JAES with other EU instruments and processes;
- monitoring the development and functioning of the JAES action plan 2011-13;
- monitoring the functioning of any new JAES-related structures that may be created by the 2010 Summit;
- facilitating ownership and broad participation in the JAES as a people-centred partnership;
- making sense of the EU institutional reforms post-Lisbon and their impacts on EU-Africa relations, including the JAES.

Follow-up work in specific areas of EU-Africa relations will be conducted not just with the African Union and its Commission. It will also include selected regional economic communities, which are

to play key roles, and the EU bodies monitoring the JAES. While retaining some flexibility for strategic initiatives, more detailed work is envisaged in at least four specific areas:

- *in the area of peace and security*, analysing EU support for capacity building within the African Union and regional economic communities for the African Peace and Security Architecture;
- *in the area of migration*, examining EU policies in relation to migration and other support to migration and development;
- *in relation to the African governance agenda*, following in particular the tentative development of the African Governance Architecture (led by the ECDPM Governance programme);
- *on Africa-EU trade relations*, supporting the AU Commission, the United Nations Economic Commission for Africa (UNECA) and the Europe-Africa Research Network (EARN) (led by the ETC programme).

2.4.3 Actors and partners

Our support to the African Union will be very much dictated by the requests we receive from the AU Commission leadership in the framework of our mutual memorandum of understanding. Consideration will also be given to opportunities that arise for working with other institutions beyond the African Union. While the regional economic communities are particularly relevant in this respect, openings for collaboration may also be offered by other actors, such as national governments, the Pan-African Parliament, the AU Economic, Social and Cultural Council (ECOSOCC) and the African group of civil society organisations. Similarly, on the European side it will be important to work with different parts of the new External Action Service (DG Africa), the European Commission (DG DEV, AIDCO), the European Parliament and the EU NGO Steering Group, along with the EU member states, especially the Africa departments of their foreign affairs ministries and the Africa Working Party (COAFR).

In terms of development of strategic partnerships, it will be vital to build on our network of interested parties in Africa. In addition to our established partnerships, ECDPM will be working with Southern NGOs and think tanks to achieve wider ownership of and engagement with EU-Africa relations. Emphasis, however, will be on four partnerships:

- *Strategic partnership with the AU Commission*. ECDPM already has a good working relationship with the AU Commission. We will continue to support capacity development for strengthening AU institutions, rationalising the role of the regional economic communities and advancing the debate on AU governance.
- *Strategic partnership with the EU presidencies of Poland, Hungary and Denmark*. Though these first two countries are without a strong tradition of EU-Africa relations, they nevertheless may call on ECDPM knowledge and experience in this area. Denmark is a key partner of the African Union but is less engaged in the JAES process. It will hold the EU rotating presidency in the first half of 2012.
- *Strategic partnership with SAIIA*. The all-Centre partnership with SAIIA will be further developed in work on EU-Africa relations. Interactions with SAIIA will serve to define joint areas of work, especially regarding aspects of the African continental agenda in which it has expertise.
- *Strategic partnership with the Institute for Security Studies (ISS), Addis office*. The ISS is uniquely positioned in terms of strong relationships with AU member states and the AU Peace and Security Council. Partnership with ISS allows ECDPM to disseminate information and analysis about EU affairs and the JAES at events with African stakeholders and partners, thus creating a whole that is more than the sum of its parts.

2.4.4 Approach and methodology

The JAES has been an important focus for the DPIR programme since 2006-07, and EU-Africa continental relations has been a key topic since we began work with the Africa Union in 2003. The website (www.europafrica.net) launched in early 2007 continues to be a popular tool for practitioners and policymakers on both continents. In response to the improvement of the official website on Africa-EU relations (www.africa-eu-partnership.org) and the changes expected from the next Africa-EU Summit in November, a substantial review of the website's purpose, utility and continuation in 2011 will be indispensable to ensure that it continues to provide added value in an appropriate form. Following the Lisbon Summit in December 2007, DPIR's work on the JAES process moved to the debate surrounding the JAES institutions and implementation of the first JAES action plan, with the website continuing as a platform for public information, communication and interactive dialogue. Since the start of the implementation phase, we have supported the overall process by encouraging EU debate on various critical aspects of JAES implementation, through research, analytical and informative publications and continuous facilitation work, as well as by providing targeted advice and information to all actors and organising informal events on related issues. The monitoring of the strategy and of EU-Africa continental relations will remain in the DPIR programme, which will also be the focal point for related work across ECDPM.

2.5 Policy process: EU international cooperation and EU-Africa relations post-Lisbon

2.5.1 Significance of the policy process

The overall challenge for development cooperation posed by the translation into practice of the Lisbon Treaty is whether the Treaty will be effectively used to increase policy coherence for development in EU external action. The 1992 Maastricht Treaty introduced a legal obligation to improve the coherence of European policies towards promoting development, a requirement which the Lisbon Treaty (Art. 208) extends to the whole of the Union. The aim of this requirement is to ensure that the Union's various policy areas do not undermine achievement of its international development objectives and, where possible, even contribute to their achievement. The issue of coherence has featured prominently in ACP-EU policy discussions. It is the subject of several EU political statements, such as the 2005 *European Consensus on Development* which reformulates the concept as "policy coherence for development" (PCD). The Lisbon Treaty makes promoting international development an EU goal. Consistency of EU external action is an explicit aim, and a number of measures, such as the "double-hatted" post of High Representative for Foreign Affairs and Security Policy and Commissioner for External Relations, are now in place, which should promote general policy coherence. The question remains, however, whether this will also lead to further coherence for development. The debate is not just an EU institutional one, but reflects a wider trend towards seeing development as best achieved through an integrated international cooperation effort that includes policy inputs from different sectors, including development cooperation, working together in a coherent manner to promote development.

Besides these ongoing institutional changes, the debate on the overall budget for EU external action and its distribution over the various budget lines will impact inter-institutional power relations and the room for manoeuvre between sectors. Negotiations on the EU Financial Framework (the EU budget) will intensify in 2011-12. The outcome will determine the amount and type of resources available for external relations and for development. In the current context of shrinking public sector budgets in Europe, this will be a hard negotiation with significant impact on the EU's ambitions both as a global player and as a major actor in development cooperation. Within this, the DPIR programme will work when requested to provide ACP actors insight on the process. The policy context for EU development will further be framed by two "Green Papers", one on development policy and the other on EU external

action, due in late 2010, to be followed by Council conclusions in the spring or summer of 2011. The policies that emerge from this process will determine the framework, priorities and goals of EU development cooperation under the Barroso II Commission and indeed to some extent those of its successor. A focus on inclusive growth, energy and governance is expected to be prominent, as well as on certain procedural issues, such as blended grant and loan financing.

Both the European Union and the ACP will be challenged to ensure that policymaking in sectors other than development cooperation takes account of EU development objectives and, where possible, contributes to their achievement. The Lisbon Treaty has an impact on this policy process, given that the institutional reform linked to the Treaty will greatly determine the future place, role and weight of EU development policy and with it possibilities for improving coherence. The Commission's Communication of 15 September 2009 notes that the European Union has substantially strengthened its approach towards PCD in recent years. It has gone through two phases since 2005, namely (i) adopting specific commitments in relation to PCD in 12 sectoral policy areas and (ii) sharpening mechanisms to promote PCD. At the same time, closer interactions and ever-intensifying globalisation have made the side effects of many EU policies on developing countries increasingly evident. This trend is gradually reducing the relative influence of ODA in promoting development, while reorienting ACP-EU cooperation and policy dialogue towards a wider focus on international cooperation. In 2009, the reorientation of development cooperation was marked by the debates around the use of ODA to reduce climate change and to support refugee camps in developing countries in line with EU migration policies. But discussions the other way around are also in evidence: using leftover funds from the Common Agricultural Policy to support food security in developing countries. ACP stakeholders have an interest in the amount and type of development resources coming from the European Union and the way these are managed. The potential budgetisation of the European Development Fund (EDF) could signify the most substantial changes in a generation in how Europe manages and disburses its ODA to the ACP.

2.5.2 Role and value added of ECDPM

The Centre's added value lies in its considerable expertise on EU institutions and the changes that the Lisbon Treaty introduces, as well as in its conceptual and general knowledge of the EU's promotion of PCD. In 2009 and 2010 our experience was further enhanced by work to evaluate progress made on PCD in the European Union and in six ACP countries, as well as by research on means to assess PCD. The capacity thus developed by the Centre, among other outcomes, resulted in contributions to the 2007 and 2009 EU reports on PCD. While our expertise in this area lies mostly at the "horizontal" level, the more thematic focus of this work in 2009 helped us to engage new specialist audiences, as the Centre explored coherence in areas such as food security, biofuels, intellectual property rights and research. In 2010 we worked with the European Commission to formulate an EU PCD work programme and to facilitate knowledge exchange within an informal network of PCD officials from EU member states and institutions and the OECD's Development Assistance Committee (DAC).

From a thematic point of view, in 2011 ECDPM will continue its focus on migration in relation to PCD. This policy area appears particularly pertinent given the high level of attention devoted to it in ACP-EU policy dialogue. With ACP stakeholders now taking an increasingly active interest in promoting PCD, there seems to be value in reorienting our role to focus on facilitating EU-ACP dialogue on this topic. In addition, the Centre's recent research experience in ACP countries confirms the relevance of further analyses in developing countries. Facilitation could target sharing experiences in PCD evaluation to enable like-minded organisations in the European Union and ACP to start investing more in PCD-relevant research. ECDPM has already established itself as a leader in policy-relevant research on PCD. Equally the Centre has developed expertise on the Lisbon Treaty and the likely impact of that Treaty on development cooperation. ECDPM has built an understanding not only of the complex financial procedures of the European Union in relation to development but also of the higher level and

institutional politics that determine them. This knowledge and experience helps us ensure that a development perspective and choices can be communicated to both the EU and the ACP Group.

2.5.3 Actors and partners

In this policy process DPIR plans to work with the following actors:

- European Commission, Secretary-General
- European External Action Service (EAS)
- DG DEV units (A1 forward-looking studies, in charge of European Commission policy proposals on PCD and A2 aid effectiveness, in charge of mainstreaming PCD in EDF processes such as the mid-term review of EDF 10)
- PCD Advisor, Office of the OECD Secretary-General
- EU member states (ministries, permanent representatives in Brussels involved in PCD and in the EU Financial Framework negotiations)
- European Council Working Group on Development (CODEV)
- EU informal network on PCD
- European Parliament Committee on Development and its Secretariat
- ACP ambassadors in Brussels in relevant ACP-EU sub-committees
- ACP Secretariat
- Regional economic communities with an interest in working on the topic, including the Inter-Regional Coordinating Committee (IRCC)
- ACP-EU Ministerial Committee
- Parliamentarians and members of the ACP-EU Joint Parliamentary Assembly

In relation to PCD and post-Lisbon development issues, DPIR will invest in networking with ACP and EU civil society organisations (e.g. ENDA, Concord and Oxfam), with research institutions (particularly those specialised in migration) as well as with Members of Parliament who are active on these issues. No specific strategic partnerships have yet been identified on post-Lisbon institutional changes, though we have undertaken activities with ISS and SAIIA. ECDPM aims to cooperate with other organisations on PCD where relevant and feasible (e.g. in organising workshops) and in so doing to explore the scope for longer term partnerships. Collaboration will continue with a variety of institutes in the context of the European Think Tanks Group (including DIE, FRIDE and ODI).

2.5.4 Approach and methodology

A four-pronged approach is envisaged:

- workshops to facilitate dialogue among European actors and between ACP and EU actors;
- research in ACP countries on the effects of EU policies on their progress towards realising national development plans and the Millennium Development Goals;
- publications on monitoring and evaluating PCD, taking account of ECDPM's own research experiences and OECD efforts;
- strategic advice to ACP and African actors on adapting to the changing EU external action architecture.

Additional publications and meetings will be considered related to the implementation consequences of the Lisbon Treaty and the accompanying institutional changes on the role of development policy in the European Union, as well as on opportunities and challenges for improving the coherence of EU migration policies with development objectives.

2.6 Other programme activities

2.6.1. Core knowledge development

DPIR regularly identifies topics which, though they cannot really be termed “policy processes” are important to follow in that they include knowledge that the team needs if it is to work effectively on its chosen policy processes. In practice these are also areas – such as ACP-EU relations, implementation of the Cotonou Partnership Agreement and EDF management – for which there is regular service delivery demand from ECDPM’s institutional partners. They thus constitute a core knowledge base which the Centre must maintain to fulfil its mandate. The annual *ACP-EU Challenges Paper* is one important medium for the programme to share aspects of this knowledge. This paper has now established itself as a regular ECDPM publication that is widely anticipated and used by stakeholders in both the ACP and Europe.

2.6.2 Continuity and innovation: aid effectiveness

During the past couple of years, DPIR has worked on the theme “effectiveness of EU external assistance”. While some components of this are better dealt with under new headings (e.g. PCD in the post-Lisbon context) continuity is required in the programme’s work on aid effectiveness. The programme will maintain a focus on EU donor complementarity and division of labour, which are core elements of the EU response to the Paris/Accra aid effectiveness dialogue and main areas in which the EU will want to show progress at the 2011 High-Level Forum on Aid Effectiveness in South Korea.

The development cooperation sector today encompasses an ever-expanding and diversifying range of donors and approaches. Yet evidence suggests that multiple and uncoordinated approaches undermine the effectiveness and impact of aid in terms of poverty reduction and economic development in partner countries. Since the adoption of the Paris Declaration on Aid Effectiveness in 2005, the debate on complementarity and “division of labour” among donors has intensified, supported by a number of initiatives at the EU level, including adoption in 2007 of the *European Code of Conduct on Complementarity and Division of Labour*. An EU fast-track initiative was established in 2008 to speed up implementation and to increase efforts in 30 partner countries in relation to the Code. Along similar lines, the evolving *Operational Framework on Aid Effectiveness*, with a section on Division of Labour, was developed in 2009-10. However, despite the efforts made, actual progress has been slow. Effective EU coordination remains an aspiration rather than a reality. Progress is hindered by political considerations, as applying the Code of Conduct is a largely political undertaking for both donors and partner countries. Furthermore, technical aspects come into play, since implementation of the Code requires appropriate mechanisms and instruments which are not always in place or used.

ECDPM aims to support EU and ACP stakeholders in their efforts to improve aid effectiveness, and specifically to enhance EU complementarity and division of labour, through research and facilitation. DPIR will cover coordination issues in ACP countries among EU member states and EU institutions, including the European Commission and the European Investment Bank (EIB). Involvement of the EIB in pursuing EU development objectives will be placed in the context of the upcoming revision of the Bank’s external lending mandate and the intensified debate in the EU on blending grants with loans.³ Links will be made with the elaboration of the multi-annual EU Financial Framework, which should equip the Union with the financial instruments necessary to foster EU complementarity and division of labour.

A special focus for ECDPM’s work on aid effectiveness will be its application in the area of *aid for trade*. Since the launch of the WTO-led “aid-for-trade” initiative in 2005, the European Union has addressed

³ European Commission (2009). Final Report of the Working Group on the Additionality of Grants in the Framework of Blending Mechanisms. Brussels, 19 December 2009. See www.dev-practitioners.eu/fileadmin/Redaktion/GroupsFolders/Division_of_Labour/Loans_and_grants/WGBlending_FINAL_complete_report_181209.pdf

aid for trade in a concerted fashion, for example, by devising an EU aid-for-trade strategy and related national (member state) strategies. Most ACP regions are currently involved in policy dialogue on aid for trade with EU representatives. Now that the initiative has gained momentum and general policy statements have been made, the time has come to strengthen actual programming, delivery and monitoring and to do so in an effective manner. In this respect, DPIR will continue its collaboration on aid for trade with the ETC programme. More information on this work for the coming two years is presented in the ETC work plan.

2.6.3 Regional integration

During the past few years the DPIR team has increasingly found that many of the subjects it works on are best advanced in a regional context. In 2010, this trend intensified with the Centre's decision to explore regional integration processes in more depth. DPIR is now involved in projects on donor coordination and effectiveness in support of regional integration in Africa, both with the ETC team (in the "Joining Up Africa" project) and on its own. In 2011 we intend to take this further, both overall by actively looking for regional dimensions in our established policy processes and specifically by identifying and developing particular activities at the regional level. DPIR will therefore continue to develop the work started in 2010 on effective donor support to the regional dimension of the Comprehensive African Agriculture Development Programme (CAADP) in which it will intensify the budding partnership with the NEPAD Planning and Coordinating Agency (NPCA). The programme also plans to integrate these efforts with the ETC team's work on other aspects of the CAADP into a single unified stream of work.

2.7 Expected results: outputs, outcomes and impacts

With this mix of two main policy processes and work on other themes at a lower level of intensity, as well as with contributions to the all-Centre effort on regional integration and topics on which we maintain a watching brief, DPIR hopes to target its resources to bring results. In particular, the focus on EU-Africa relations and on the JAES as a policy process allows the team to cover the full range of its policy interests (EU external action), but limited to one geographic area that is of prime concern for EU development cooperation (i.e. Africa). Similarly, the work on EU international cooperation in the post-Lisbon era places the team squarely in the main arena of EU institutional and financial debate, positioning it to articulate views on how development cooperation can best operate and how PCD can be promoted in this new institutional and financial environment. Both processes, and indeed also the work in other areas, are complementary and mutually reinforcing. Furthermore, the DPIR programme will remain well connected to themes such as aid for trade, development effectiveness, EU-Africa continental relations and the JAES, which is an all-Centre concern for which the programme will act as focal point.

This combination of themes will enable DPIR to stay abreast of the current debates in EU development cooperation and demonstrate how the influence of EU external relations works in practice with one key EU external partner region: Africa. The overall expected outcome will be topical and relevant outputs for ECDPM's stakeholders, providing them with the materials and contacts they need to move their concerns forward. African stakeholders, in particular, should be able to use our contributions in terms of concrete products, facilitation and partnership, to make the most of their cooperation with the European Union.

Programme summary: policy process tables

Policy process: Africa-EU relations/JAES	
Overall issue	Africa-EU relations represents an uneven partnership that often bypasses the best interests of development and citizens on the continent.
Specific issue	In the run-up to the next Africa-EU Summit, the JAES should become an effective vehicle for EU-Africa relations to deliver on the principles it has set for itself.
Key actors	• AU Commission, in particular the Economic Affairs Department, the Peace and Security Department, the Social Affairs Department, the Trade Department and the Political Affairs Department; AU field offices, potentially the AU liaison office in Liberia • Regional economic community liaison officers in Addis and representatives of selected AU member states in Addis and in Brussels (e.g. AU Peace and Security Council members) • Pan-African Parliament • Civil society organisations, in particular the African CSO Steering Committee, ECOSOCC and the EU NGO Steering Group • Representatives of EU member states in Brussels and the EU presidencies of Poland and Hungary • European Commission, DG DEV and AIDCO • EU working groups (COAFR) • European External Action Service, DG Africa • European Parliament committees and parliamentarians concerned with Africa
Plan of action	
<i>A. Direct facilitation support</i>	ECDPM will continue to act as an independent information broker for all parties on issues related to the strategic context of EU-Africa relations and implementation of the JAES. We will facilitate dialogue among stakeholders to ensure that institutional structures are fully utilised to improve implementation and strengthen representation of the African perspective. We will assist stakeholders in understanding operational dilemmas surrounding EU support for the African Peace and Security Architecture.
<i>B. Research, knowledge management</i>	DPIR will utilise papers, websites (e.g. <i>europafrica.net</i>), monthly e-bulletins, and other tools to foster debate about the JAES and its effective implementation. Some of these will be analytical whilst others will be aimed to advance the debate. Field research in Africa, either direct or through partners, is likely to become more important. This will allow us to stay in touch and acquire direct insight in terms of the reality of EU-Africa relations.
<i>C. Strategic partnerships</i>	In terms of strategic partnership development it is vital to build on our network of interested parties in Africa, particularly the AU Commission. We will continue to support AU capacity development, with the strengthening of AU institutions, rationalisation of the regional economic communities, and advancement of the debate on AU governance. We will build on this as well as on our relationships with SAIIA, ISS and where appropriate EARN.
Expected outputs	▪ Dialogue events ▪ Europafrica e-bulletin/www.europafrica.net ▪ Briefings of stakeholders ▪ Research papers ▪ Technical notes covering critical issues (e.g. the next JAES work plan) ▪ Feature articles in the <i>Weekly Compass</i> and <i>Talking Points</i>
Desired outcome	• ECDPM information, facilitation and advice are used by actors on both continents to promote a more effective Europe-Africa dialogue that addresses issues in a tangibly more balanced fashion. • Strategic African partners are better equipped to pursue their interests through enhanced understanding of EU processes.
Impact	African stakeholders become better able to promote their interests through the JAES, and EU stakeholders start to align their activities to the principles of the JAES.
Risks	▪ Limited access to external funding ▪ May be “shut out” of the political process

	▪ Balance between critical analysis and facilitation may prove difficult to manage ▪ The JAES may lose momentum entirely as a policy process, causing key stakeholders to look elsewhere
Overall impact	Africa-EU relations offer tangible and positive outcomes for African stakeholders, benefiting the citizens of Africa while promoting global prosperity.

Policy process: EU international cooperation post-Lisbon	
Overall issue	This process refers to the efforts made by both the European Union and the ACP to ensure that policymaking in sectors other than development cooperation takes account of EU development objectives and where possible aims to contribute to the achievement of development goals. It is presently unclear whether the implementation of the Lisbon Treaty can be effectively used to increase PCD in EU external action. The importance of promoting PCD is recognised in the Cotonou Partnership Agreement, which establishes a consultation mechanism to promote the coherence of EU policies towards ACP development. A related issue is how development will be furthered by the new EU Financial Framework.
Specific issue	The EU is said to have gone through two specific phases since 2005 in the promotion of PCD, namely (i) adopting specific commitments in relation to PCD in 12 sectoral policy areas and (ii) sharpening mechanisms to promote PCD. Closer interactions and intensifying globalisation processes have made the “side effects” of many EU policies on developing countries increasingly evident. This trend has gradually reduced the relative influence of ODA in promoting development and has reoriented ACP-EU cooperation and policy dialogue towards a wider focus on international cooperation. This reorientation of development cooperation is already visible in EU policies in areas such as climate change, migration and agriculture. The EU is set to negotiate a new “budget”, the so-called Financial Framework, which will have far-reaching consequences for development assistance and EU external action more widely.
Key actors	▪ European External Action Service ▪ EU Delegations in ACP ▪ Africa Union Commission ▪ ACP institutions ▪ EU member states unit/officials negotiating the new EU Financial Framework ▪ European Parliament Development Committee and its secretariat ▪ DG Development departments (A1 forward-looking studies and policy on PCD; A2 aid effectiveness, mainstreaming PCD in EDF processes) ▪ PCD Advisor, Office of the OECD Secretary-General ▪ EU Informal Network on PCD (e.g. Department for Effectiveness and Coherence, the Netherlands Ministry for Development Cooperation) ▪ ACP ambassadors in Brussels in relevant ACP-EU sub-committees ▪ Regional economic communities with an interest in working on the topic (e.g. IRCC) ▪ ACP and EU civil society organisations with an interest in PCD (e.g. ENDA, Concord, Oxfam), as well as parliamentarians who are active on the issue. Further cooperation will be sought with research organisations specialising in climate change and migration
Plan of action	
<i>A. Direct facilitation support</i>	▪ Workshops to facilitate ACP-EU dialogue on PCD that can be held in Brussels, at the headquarters of African regional economic communities and/or at the AU Commission ▪ Outreach in the ACP and Europe on the implications of the Lisbon Treaty and the EU Financial Framework negotiations for development
<i>B. Research, knowledge management</i>	▪ Research in ACP countries on the effects of EU policies on their progress towards realising national development plans and the Millennium Development Goals ▪ Publications on monitoring and evaluating PCD, taking account of ECDPM's own research

	experiences and OECD efforts in this area ▪ Additional publications and meetings to be considered on the Lisbon Treaty and on improving PCD and migration policies and on the EU Financial Framework negotiations
<i>C. Strategic partnerships</i>	▪ No immediate strategic partnership, but ECDPM aims to cooperate with other organisations on PCD where relevant and feasible (e.g. in organising workshops). In so doing it will explore the scope for longer term partnerships, including with members of the European Think Tank Group
Expected outputs	▪ Up-to-date ECDPM expertise ▪ Dialogue events ▪ ECDPM publications and external studies ▪ Strategic advice and technical notes ▪ <i>Talking Points</i> and <i>Weekly Compass</i> related outputs
Desired outcome	▪ EU policymakers in other policy areas increasingly consider it established good practice to consider the effect of their decisions on developing countries. ▪ Non-state and academic actors become more active in promoting PCD, and they contribute to raise attention to PCD at the political level. ▪ ACP actors are aware of how to best promote their development interests in the post-Lisbon EU institutional architecture. ▪ ACP and EU actors understand the consequences and implications for development arising from the negotiation of the new EU Financial Framework.
Impact	• More inclusive, evidence-based policymaking and policy evaluation processes are established that take account of development objectives and increasingly promote these.
Risks	▪ Defensive actions on the part of development policymakers (e.g. a desire to keep development cooperation “pure” and insistence on budget autonomy) ▪ High degree of co-optation of development cooperation policies and budget by other policy areas ▪ Promoting PCD becomes a technical, administrative discipline rather than a political act ▪ Development policy becomes marginalised due to EU institutional changes (e.g. establishment of the External Action Service) ▪ Continuing economic recession erodes public support for development cooperation and reduces its political weight vis-à-vis other policies
Overall impact	Progress is made towards realising the general development objectives outlined in the 2000 Cotonou Partnership Agreement.

3. Economic and Trade Cooperation (ETC) programme

3.1 The policy context

The financial and economic crisis, though originating in developed countries, has generated a historic global recession with economic and systemic consequences that will for years resonate throughout the world, including the ACP. Combined with recurrent food shortages, highly fluctuating commodity prices, energy scarcity and climate change, the current global crisis calls for better approaches to economic development.

In this context, it has become urgent for ACP countries to unleash the potential of regional integration processes to stimulate their development. Mobilisation of domestic resources and innovative energies, accompanied by governance reforms, must become a priority. Creation of effective regional markets, encompassing not only institutional arrangements but also physical integration, policy coordination and the pooling of resources, could prove decisive in stimulating production capacities, trade and investment flows, especially when integrated in a broad development strategy that does not rely on an obsolete and rigid economic orthodoxy.

Any Economic Partnership Agreements (EPAs) concluded between the European Union and ACP countries or regional groupings must be able to contribute to such national and regional objectives and fit broader development strategies. This means that special attention has to be given to the scope and sequencing of commitments at the regional level and within individual EPAs, to reflect each country and region's specific current conditions and development approaches. Today's global crisis, moreover, requires targeted efforts to adequately address the short- and medium-term adjustment needs of ACP countries and regions, to rethink the role of the EU in supporting development in the ACP, and to tackle broader systemic issues of economic governance, in the absence of which development efforts are likely to remain in vain. In doing so, it has become crucial to consider the fast-growing engagement in Africa of emerging economies such as China, Brazil and India. These new partnerships will have profound implications for the more traditional EU-Africa relations.

3.2 Aim and objectives of the programme

The Economic and Trade Cooperation (ETC) programme operates in the context of the global debate on strategies for effective economic development. It consolidates aspects such as integration of the global economy, the increasing role of emerging economic powers, the nexus between trade, regulatory reforms and development, the multilateral trading system with the WTO Doha Development Round, regional integration processes, and negotiation and implementation of the EPAs between the EU and the ACP.

The programme's general aims are to contribute, in a non-partisan manner, to the establishment of an ACP-EU trade regime and economic relations that promote sustainable development and the integration of ACP countries into the world economy, to improve economic governance conditions in ACP countries and regions, and to support effective regional integration processes.

3.3 Lessons learnt

The EPA negotiations and their development objectives have been a cornerstone of ETC programme activities since 2001, and the value of our facilitation role and input in this process has been widely recognised. We have moreover developed a strong network among the policymakers and key stakeholders involved, both in the ACP and in Europe. Our unwavering emphasis on the development dimension and capacity building has been instrumental in initiating and stimulating reflection and a policy orientation towards EPA development support and accompanying measures, referred to since 2005 as “aid for trade”. The programme has pursued its activities giving careful attention to the regional integration under way in the ACP and the parallel multilateral trade negotiations in the WTO context. We have established a strong reputation for quality, usefulness and non-partisanship in informing and facilitating the EPA negotiations and the accompanying dialogue on aid for trade.

Recent developments on the international scene have served to highlight the global interdependence of countries and the major challenges confronting developing nations, in particular, those in the ACP. The ETC programme has continually fine-tuned its approach to address new challenges. While continuing to deal with the EPA negotiations, the programme, together with the DPIR team, has devoted increasing effort to aid-for-trade measures to accompany the EPAs and to regional integration, with special emphasis on market access and aid-for-trade aspects in the agricultural sector. In cooperation with other ECDPM programmes and Southern partners, we are embarking on major new activities on the governance of regional integration, most notably in Eastern and in Southern Africa, on sector governance (e.g. trade facilitation and transport) and on the impact of China and other emerging powers in Africa and the implications of such new partners for Africa-EU relations.

3.4 Policy process: EPA process and aid for trade

3.4.1 Significance of the policy process

African and Pacific countries of the ACP Group and the European Union are still in the process of negotiating EPAs, which are intended to establish reciprocal free trade agreements between the EU and ACP subregions. However, the EPA process is currently in disarray. Fourteen years after the economic partnership agreement concept was initially proposed and eight years after the start of the EPA negotiations, only 36 ACP countries have concluded any type of agreement, and only 25 have confirmed their commitment by signing a final agreement (15 of these are Caribbean). In parallel, negotiations towards EPAs have progressed very slowly, when they have not stalled.

Besides the general EPA fatigue, shared by all parties, resulting from this dragging EPA process, it is quite apparent that the political attention and economic focus in many ACP countries is shifting away from the EPA negotiations, or more generally from Europe, towards other partners which offer greater development prospects often with fewer conditions attached. These include Africa's new partners China, Brazil, India and the Middle East, the Caribbean's continental partners in the Americas and the Pacific's ACP Asian neighbours (e.g. Australia and New Zealand). Paradoxically, the EPAs, which were envisioned to strengthen and anchor the economic relationship between the ACP and EU, seem to be having an opposite effect for many in the ACP, some of whom resent the EU's insistence on pressing for domestic reforms and ambitious commitments in the comprehensive economic and trade agreements.

The EPAs are aimed to foster regional integration, but they may complicate it. Though the EPA negotiations have generally helped to focus ACP attention on their own regional integration ambitions, the negotiations have also highlighted the complexity and challenges of these integration processes.

The conclusion of interim EPAs with individual countries has further produced tensions and differences of opinion among regional partners on the way forward in the EPA process, putting further strain on the regional agenda.

Thus, in spite of their development objectives, EPAs have become an issue of continued strain between the EU and Africa. This may have deeper negative repercussions on EU-Africa relations beyond trade and economic considerations.

Neither will implementation be an easy task. If not properly managed, there is a risk that the EPAs may actually contribute to the further economic marginalisation of some ACP states. It is therefore crucial to ensure that ACP countries and regions are in a position to respond to challenges posed by losses of tariff revenue and increased competition from imports, which may result in increased poverty if left unaddressed. At the same time, it is essential to assist ACP exporters in taking full advantage of new market opportunities in order to realise the potential of EPAs for growth and poverty reduction. In parallel, support should foster regional integration initiatives, a process closely intertwined with that of the EPAs.

The European Union has committed itself to addressing these ACP needs in the context of its aid-for-trade strategy. This effort will be seen as a concrete test of applying the principles of the Paris Declaration on Aid Effectiveness.

3.4.2 Niche, role and value added for ECDPM

ECDPM is dedicated to help inform and facilitate the process of EPA negotiation, implementation and monitoring. Over the past years, the ETC programme has met strong demand and received very positive feedback from various stakeholders (trade negotiators, policymakers, officials and non-state actors) in both the ACP and Europe. Our timely information and analyses on trade-related matters and our facilitating role in preparations for negotiations and in discussions of accompanying measures have been particularly appreciated. As such, ECDPM has carved itself a unique role in the EPA process, as an insider, as a focal point of information and networking, and as a source of information and analysis.

There is a real need to strengthen output-focused dialogue on EPAs, in particular on accompanying measures (aid for trade), between the ACP and the EU side. ECDPM is uniquely placed to facilitate informal dialogue. Our close contacts with policymakers in both the European Union and the ACP, combined with our in-house expertise both on aid for trade and on aid effectiveness, with joint action from the ETC and DPIR programmes, have proven a fruitful combination in this regard. The ETC programme has developed unique expertise in monitoring aspects of EPA implementation. This issue has as yet eluded the attention of most experts and negotiators, though it is widely acknowledged as crucial to ensure the effective and development-oriented implementation of the agreements. The programme will further disseminate information and facilitate dialogue on this process, in relation to regional integration processes in the ACP, particularly in Africa.

The programme will support the ACP regions and EU donors in developing and implementing aid-for-trade programmes for the agricultural sector. ECDPM will inform this process by drawing on relevant experience in developing countries and in Europe and by facilitating dialogue among key stakeholders. Specific effort will be dedicated to bringing closer the aid-for-trade and the agriculture and rural development communities, which too often operate in parallel circles. A core objective will be to feed into the policy processes under the Comprehensive Africa Agriculture Development Programme (CAADP). The ETC programme has jointly developed its strategy and activities on market access and aid for trade in the agricultural sector with its partner the Technical Centre for Rural and Agricultural Cooperation ACP-EU (CTA). It is also developing partnerships with other institutions, such as the

Global Mechanism, NEPAD (via its planning agency NPCA), the leading institutions of the CAADP Pillar 2 on market access, the Conference of Ministers of Agriculture of West and Central Africa (CMA/AOC), CAADP Pillar 4 on agricultural research, and the Forum for Agricultural Research in Africa (FARA).

The ultimate objective is better appropriation by the various stakeholders, in particular those in the ACP, of the outcomes of the EPA and aid-for-trade processes, which should then feed into regional integration and development agendas.

3.4.3 Actors and partners

The ETC programme works closely with multiple national and regional actors and partners in the EU and ACP:

- EPA negotiators and ACP national and regional officials involved in the EPA process
- ACP regional groupings, e.g. CARICOM/CARIFORUM, CEMAC/ECCAS, COMESA, ECOWAS, UEMOA, EAC, IRCC and SADC
- International and continental institutions, e.g. the African Union and its Commission, the African Development Bank, the Global Mechanism, NEPAD/NPCA, OECD, UNECA, the World Bank
- ACP ambassadors in Brussels and Geneva
- ACP and joint ACP-EU institutions, e.g. the ACP Secretariat, the Joint Parliamentary Assembly, CTA and Trade.Com
- EU member states, e.g. the group of member states known as “Friends of the EPAs”
- European Commission (DG DEV, DG Trade, EuropeAid)
- Parliamentarians in EU member states and in the European Parliament
- Other institutions, e.g. APRODEV, ATPC, BIDPA, CMA/AOC, CTA, FARA, ICTSD, ILEAP, IIR, the German Marshall Fund, the Namibian Trade Policy Forum (NPTF), ODI, SAIIA, the Shridath Ramphal Centre for International Trade Law, Policy & Services of the University of the West Indies, the Trade Policy Training Centre in Africa, UNU-CRIS
- Networks, e.g. the European Association of Development Research and Training Institutes (EADI), the Europe-Africa Research Network (EARN), the ACP Network on Regional Integration Studies (NETRIS) and the South-North Network (SN2)

3.4.4 Approach and methodology

The ETC programme will continue to facilitate informal dialogue, provide targeted analysis and broadly disseminate relevant information, most notably through its monthly publication *Trade Negotiations Insights*, its electronic newsletter acp-eu-trade.org, the dedicated website www.acp-eu-trade.org and its other publications.

3.5 Continuity and innovation

3.5.1 Global crisis, economic governance and business facilitation

In the wake of the global financial crisis, the international economic environment and architecture will continue to affect ACP countries' development strategies and economic reforms. The ETC programme will work to deepen understanding of these effects and, together with the Governance programme and other experts, will pursue innovative activities related to economic governance and the political economy of economic reforms. Research areas range from fiscal adjustment and tax reform (in the context of the EPAs and regional integration) to domestic resource mobilisation (including through the Development Finance Network of the OECD). The programme will further promote new activities on business facilitation, aimed to improve the regulatory climate in some African countries so as to make them more conducive to economic and investment opportunities, thus stimulating equitable and sustainable growth.

In pursuing these innovative projects the programme will build on the *Seoul Development Consensus for Shared Growth*, adopted by the G20 leaders in November 2010. It will also seek to expand its network of partners and target audiences to relevant institutions and key policymakers and stakeholders.

3.5.2 Emerging players in Africa and the implications for Africa-EU relations

Capitalising on development opportunities offered by the trade, investment and diplomatic engagement of emerging global players has become a key priority for Africa in the twenty-first century. Indeed, the role and impact of China, India, Brazil and others raises complex political, economic and geostrategic issues: on trade, investment and aid flows; on interest in natural resources, energy and markets; on socio-economic impacts; and on governance and peace and security. The processes framing these new relations are similarly under development, with new political ties, official policies, dialogue fora, institutions and methods of cooperation. Accordingly, the nexus between foreign policy and the commercial strategies of external players on the African continent calls for close examination.

While substantial analysis and information is available on “China in Africa” and on “Europe-Africa relations”, less attention has been dedicated to understanding the implications of Africa’s new partnerships with emerging economies for EU-Africa relations. The ETC programme will coordinate and lead ECDPM work to fill that gap in a joint initiative with SAIIA. Drawing on expertise from SAIIA and ECDPM programmes, as well as from other institutions, ECDPM and SAIIA will analyse the impact of the activities of China, India and Brazil in Africa and their implications for EU-Africa relations. We will do this through independent research and informal and open dialogue among key stakeholders (policymakers, officials, experts, private sector representatives and other non-state actors). The result will be information provision and exchange on the approaches, cooperation and business practices of new global players on the continent and their impact on EU-Africa relations.

3.5.3 Regional integration

The ETC programme will remain closely involved in ECDPM’s all-Centre initiative on governance and the political (economy) dimension of regional integration in Africa and the role of Europe therein. The focus will be on effective integration. Work will seek to identify the forces driving integration and the resistance factors, most notably, in the regional-national nexus. The programme will also draw key lessons from the EPA process for regional integration in the ACP. In addition, it will address the pan-African integration process, as identified by the African Union and in the Joint Africa-EU Strategy (JAES), drawing on wider experiences in integration processes in the European Union and in the developing world.

In the context of aid for trade, the programme will pay particular attention to the development of regional markets, especially in relation to agricultural and rural development. Here the primary focus will be on ECOWAS and initiatives supported by NEPAD.

Together with SAIIA, we have initiated a comprehensive research and dialogue initiative which aims to look at the relations between Southern Africa and the European Union, using trade and economic integration as a prism. This work will focus particularly on endogenous regional integration processes and what the EU can do to support them. To build the requisite mutual understanding within Southern Africa and Europe, a series of high-level informal dialogues will be held involving representatives of government, business, the research community and civil society and informed by targeted analysis.

In cooperation with the Governance programme, ETC will further develop its activities in the field of sector governance, focusing especially on the governance of the transport sector and trade facilitation and on the political economy of reforms (see also the work plan of the Governance programme).

We will seek to carry out such activities in cooperation with SAIIA and other key institutions (e.g. the African Union Commission, UNECA, ATPC, the World Bank and UNU-CRIS), networks (EARN, SN2 and NETRIS), and relevant regional partners.

3.6 Supporting networks and fellowships

Beyond extending its network of individual experts, ECDPM strongly believes in the value of linking policy and training institutes working on trade and development in ACP and EU countries. The ETC programme is committed to contribute in a proactive way to build and foster such research networks, in particular the South-North Training, Research and Policy Network on Trade and Development (SN2). This network's projects form part of the initiative Trade and Development Training, Research and Policy Network (TDNet), which is financed by EDULINK ([see www.acp-eu-trade.org/sn2](http://www.acp-eu-trade.org/sn2)) and the Europe-Africa Research Network (EARN). ECDPM contributed to both networks' establishment and remains an active participant. It also participates in other networks, such as the ACP Network on Regional Integration Studies (NETRIS, [see www.netris-acp.org](http://www.netris-acp.org)). The ETC programme will lead the Centre's participation in the OECD Development Finance Network and will develop the Centre's fellowship programme. Three- to six-month fellowships at ECDPM will provide opportunities for bright and promising ACP (post-)graduate students and young officials to gain exposure to trade and development policy research as well as get them involved in various dialogue activities with policymakers. The programme was established with partner institutions SAIIA, Trapca, SN2 and the Shridath Ramphal Centre.

3.7 Expected results: outputs, outcomes and impacts

Through its independent broker role, the ETC programme seeks to contribute to achievement of four main outcomes. The first outcome is a more open-ended, inclusive approach to multi-stakeholder participation in negotiations towards EPAs, regional trade agreements and economic reform agendas. Inclusion of actors from the ACP public sector and private sector should help to secure ACP ownership of any new trade arrangements, while bringing about more effective use of EPA accompanying measures, monitoring mechanisms and development support.

The second envisioned outcome is better access for relevant stakeholders to trade and development-oriented knowledge and information. The programme's outputs are aimed to increase key actors' understanding of consequences and available options in relation to the EPAs (especially EPA implementation, monitoring and accompanying measures), aid for trade (specifically delivery of EU trade-related development aid), regional integration initiatives, economic reforms and the role Europe herein.

A third expected outcome is significantly enhanced capacity of key ACP and EU agencies and institutions and others to effectively manage trade and development policy, regional integration and economic reforms.

Finally, the programme hopes to contribute to strengthening networks of ACP policy professionals involved in international trade and trade-related regimes and economic reforms.

Programme policy process summary

Process	EPA process and aid for trade
Overall problem	Challenges and opportunities are created by the ongoing process of negotiating, concluding and implementing EPAs, or any alternative, between the European Union and the ACP subregions and countries, though ideally the EPAs should effectively promote sustainable development, foster the integration of the ACP countries into the world economy, strengthen the regional integration process and stimulate economic reforms in line with ACP development strategies.
Challenges	- Limited ACP capacity to negotiate and comprehend the implications of concluding a new trade regime with the European Union that strengthens regional integration and effectively contributes to development objectives, while facilitating the integration of the ACP countries into the world economy - Limited interest in many African and Pacific regions in concluding a (comprehensive) EPA and reluctance to accept some of the parameters advanced by the European Union - To benefit from an EPA, ACP countries and regions will have to undertake significant domestic reforms, enhance their policymaking, institutional, infrastructure and productive environment, and adopt appropriate accompanying measures. As they have limited capacity and resources for this, they will need to adopt appropriate measures, prioritise, closely monitor the implementation and impact of EPAs and receive effective support
Key actors	- Regional (and national) policymakers and stakeholders in the ACP (Africa in particular) and in the European Union, most notably, ACP regional groupings (CARICOM/CARIFORUM, CEMAC/CEAC, COMESA, ECOWAS/UEMOA, EAC, IRCC, Pacific ACP, SADC/SACU) - Continental institutions (e.g. the African Union and its Commission, the African Development Bank, UNECA, NEPAD and ACP ambassadors in Brussels and Geneva) - ACP and joint ACP-EU institutions (e.g. the ACP Secretariat, the Joint Parliamentary Assembly, CTA, Trade.Com) - EU member states (the group known as "Friends of the EPAs") - European Commission (DG DEV, DG Trade, AIDCO) - Parliamentarians (at national level and the European Parliament) - Other institutions (e.g. APRODEV, ATPC, BIDPA, CTA, FARA, ICTSD, ILEAP, IIR, NEPRU, ODI, SAIIA, Trapca, UNU-CRIS) and networks (EADI, EARN, NETRIS, SN2)
Aim	- To facilitate dialogue, analysis and the dissemination of information on EPAs and other arrangements - To assist in creating an appropriate framework for monitoring the implementation and impact of EPAs - To help identify appropriate accompanying measures and effective and timely delivery mechanisms, so as to boost the effectiveness of trade as a development tool

Plan of action	
A. Direct facilitation support	Directly facilitate dialogue on EPAs and aid for trade among ACP actors, among EU stakeholders and between ACP and EU actors
B. Strategic research, knowledge management	Strategic analysis and information in four areas: • on the substance of the EPAs, or any alternative arrangements, and their implications for development, taking into account the synergies between EPAs, regional integration and the WTO • on the effectiveness of aid for trade and EU funding for development support • on monitoring the implementation and impact of EPAs and development milestones • on the supply-side approach and accompanying measures, in particular, for effective market access and aid for trade in the agricultural sector
C. Strategic partnerships	Strategic partnership with knowledge institutions, particularly in Africa and the Caribbean, to support and inform EPAs and aid for trade. These will encompass the following: • international organisations, such as the ACP Secretariat, the Commonwealth Secretariat, UNECA, UNDP and UNCTAD • regional organisations, particularly in Africa (e.g. the AU Commission, NPCA, COMESA, CEMAC/ECCAS, ECOWAS/UEMOA, IRCC, SACU, SADC) • knowledge-based institutions (e.g. CMA/OAC, CTA, FARA, Global Mechanism, ICTSD, IIR at the University of West Indies, ILEAP, ODI, SAIIA, Shridath Ramphal Centre, Trapca and UNU-CRIS) • networks (EARN, NETRIS and SN2)
Expected output	• Direct facilitation of dialogue, with organisation of informal meetings among ACP and EU stakeholders and by taking part in events enabling the exchange of information and thinking on EPA-related negotiations, conclusions, implementation, monitoring and support in the context of aid for trade and regional integration • Strategic analysis and information, including documents and published materials on EPA content, process, implementation, monitoring and support (www.ecdpm.org/trade), information published on websites (i.e. www.ecdpm.org/trade and www.acp-eu-trade.org), in e-newsletters (i.e. the monthly www.ecdpm.org/weeklycompass newsletter and the <i>Weekly Compass</i> www.ecdpm.org/weeklycompass) and the monthly flagship magazine on EPAs, aid for trade and regional integration <i>Trade Negotiations Insights</i> (www.acp-eu-trade.org/tni) produced with ICTSD • Strategic partnerships, with joint publications and events on the EPA process, aid for trade and regional integration
Desired outcomes	• Key stakeholders are better informed about ACP-EU trade and the outcomes and consequences of the EPA processes. • Objective explanations and assessments are available of EPA negotiations and conclusions, in terms of both process and content. • Improvements are made in multi-stakeholder understanding of EPAs (or alternative trading arrangements, as the case may be) and the implications of such arrangements for development and regional integration. • There is increased awareness and understanding of, as well as contributions to, policy discussions on accompanying measures and policies required for ACP countries to benefit from new trading opportunities and regional integration, most notably in the agricultural sector. • The debate on the effectiveness of aid for trade is better informed, especially regarding the delivery of EU development aid and the institutional mechanisms responsible for this. • Assistance is provided in the development of innovative approaches to monitoring the implementation and impact of EPAs, while fostering effective regional integration and related economic reforms.

Impact	• ACP stakeholders are better able to use the EPAs to achieve their development objectives and to strengthen their regional integration process and become better able to design effective development measures to accompany new trading opportunities and to manage development policy, especially in the agricultural sector. • ACP and EU stakeholders gain a better appreciation of the implementation challenges and effects of EPAs, and thus adopt appropriate adjustment and remedial measures.
Risks	• EPA negotiations further delayed or stopped, at least for some, and thus the programme's efforts will be primarily on aid for trade for regional integration and EPA implementation, and only to a lesser extent on the EPA negotiations themselves • Lack of funding • Lack of response or political will to support EPAs on the part of EU actors • Lack of leadership and limited ownership on the ACP side • Lack of or limited involvement of civil society and the private sector • Aid for trade fails to produce any concrete outcome and is limited to an accounting exercise
Overall impact	Enhanced ACP capacity and improved EU readiness to develop and implement a new ACP-EU trade and economic regime that coherently meets trade, regional integration and development objectives

4. Governance programme

4.1 Policy context

Consolidation of the African Governance Architecture process continued in 2010, including the launch of the African Governance Platform. This Platform provides space for exchanges among a range of African institutional actors on governance matters such as the African Peer Review Mechanism (APRM). Clearly African stakeholders feel the need for a broad, open-ended and systematic dialogue on the political and institutional foundations of the African Union and on how a multi-level system of governance should be organised. African Heads of States and Governments will have the opportunity to reflect on the new structure when they meet in January 2011 at the African Union Summit on Shared Values.

Establishment of the African Governance Platform has been viewed by some as a prerequisite for the continent's improved engagement with the European Union and with other global players. It could serve to structure dialogue not only among African institutions but with other stakeholders as well, including European institutions within the framework of the EU-Africa Platform for Dialogue on Governance, which was launched in 2010.

How can the European Commission, together with EU member states, contribute to strengthening governance processes? This question has become an integral part of the debate on improving EU aid effectiveness in the run-up to the 2011 High-Level Forum on Aid Effectiveness. In 2010, the renewed discussions on budget support in situations of manifest political or economic governance problems illustrated well how the aid effectiveness agenda could become contaminated by considerations of "politics and aid". Still, these deliberations have provided opportunities to re-emphasise the role of *domestic accountability* in attempts to make aid more effective. At the same time, they have underlined the relevance of deepening the knowledge base on governance and accountability processes. The European Commission is now undertaking a broad consultation on budget support (to result in a Green Paper and a 2011 Communication), and it will launch further work on domestic accountability – which will complement a Communication and Council Conclusions on *mutual accountability*. The result of this work should be a revised accountability chapter in the new EU *Operational Framework on Aid Effectiveness* in 2011.

4.2 Aim and objectives of the programme

Overall the Governance programme contributes to a better-informed and more effective dialogue and cooperation in support of governance between the ACP (primarily Africa) and the European Union and Commission. The programme works towards this broad objective by developing and strengthening strategic partnerships with African institutions that are contributing to development of a home-grown governance architecture at various levels, including the pan-African level. A second, related objective is to assist efforts within the European Union and Commission to improve capacities to plan, implement and evaluate effective response strategies that appropriately address governance deficits in partnership with ACP actors.

4.3 Policy process: support to the African Governance Architecture

4.3.1 Significance of the policy process

Support to the emerging pan-African Governance Architecture is a primary focus of the Governance programme, including contributions to operationalisation of the African Governance Platform within the framework of the Partnership on Governance and Human Rights of the Joint Africa-EU Strategy (JAES). In doing so, we have mainly invested in strengthening strategic partnerships with organisations in Africa, especially the Africa Governance Institute (AGI) in Dakar. We also continue to develop and strengthen Centre relations with the African Union Commission.

This policy process consists of two interrelated components. The first is a focus on ongoing efforts by the AU Commission to build the African Governance Architecture. Here the programme's aim is to help establish effective linkages and synergies amongst the various African institutional players with a mandate to work on governance at the regional, national and local levels. The second component relates to the ambition expressed in the JAES to 'enable a comprehensive continent-to-continent dialogue and cooperation' on the core values of democratic governance and human rights through the establishment of an EU-Africa platform for dialogue 'on all governance issues of mutual interest'. This objective is part of the JAES Partnership on Democratic Governance and Human Rights.

For the AU Commission, both processes are intimately linked. Africa should *first* be able and enabled to construct its own architecture to deal with governance on the continent. The JAES partnership should help in this endeavour, by ensuring that the envisaged platform for EU-Africa dialogue is set up in a way that is consistent and complementary to ongoing African dynamics. Building on this AU Commission position, the programme has invested in supporting African stakeholders to strengthen the architecture and in the 2010 launch of the *African Governance Platform*.

Progress in setting up the African Governance Platform created some positive knock-on effects on the difficult process of establishing an EU-Africa platform for dialogue. This was a key and innovative component of the JAES action plan for the Partnership on Democratic Governance, but in the course of the last three years, each side developed its own understanding of the platform's preferred nature. From an African perspective, any platform for EU-Africa dialogue should support and complement consolidation of an African governance architecture, and certainly should not hamper it. The European side has been keen to push ahead with establishment of a continent-to-continent dialogue platform in order to move the JAES agenda forward. Confronted with this split in position between the European Commission and the AU Commission, ECDPM continued to facilitate a more open-ended agenda. Finally, both sides officially asked ECDPM – together with its strategic partner the Africa Governance Institute – to play a brokerage role in terms of information exchange to enhance each party's ability to understand the other's positions, agendas, concerns and the potential role of the platform.

In EU-Africa relations, one issue that will come up for closer scrutiny is the European Commission's Governance Initiative, which was established in 2009 to stimulate governance reforms in the ACP countries, especially its €2.7 billion Governance Incentive Tranche and associated governance profiles.

4.3.2 Niche, role and added value of ECDPM

ECDPM has kept up with governance agendas through its strategic partnerships in Africa (including with the AU Commission) and via its work with the European Commission. It continues to be relied on as a facilitator and source of information on key governance processes and dynamics.

The African Union Summit on Shared Values is expected to table, among other things, a proposal for the African Governance Architecture, as well as to consolidate the EU-Africa Platform for Dialogue. Thus, both continents will be under pressure to deliver results. This means that further demand for strong involvement

of the Governance programme is expected from stakeholders including the AU Commission's Department of Political Affairs, the Africa Governance Institute, the European Commission and EU member states.

The Governance programme has chosen to invest in connecting African and European processes in a mutually reinforcing manner. Already the Centre is known as an independent knowledge broker, as well as a facilitator that can bridge divides that obstruct intra-African dialogue and hinder cooperation. The programme has diversified its strategic partnerships in order to sustain and strengthen demand for dialogue and reforms. In line with its own experiences and those of its strategic partners in recent years, ECDPM will undertake the following activities:

- The Centre will support African stakeholders in implementing decisions taken in Banjul in March 2010, especially regarding the creation of stronger linkages between the African Governance Platform and the African Peer Review Mechanism.
- It will reinforce its partnership with the Africa Governance Institute and create synergies between the initiatives of the Governance programme and programmes led by AGI.
- With strategic partner SAIIA, the Centre will assess opportunities for effective engagement and seek leverage to further African governance agendas.
- It will provide adequate information to relevant partners for the process of establishing the EU-Africa Platform for Dialogue.
- It will contribute to deepen insights on the relevance and impact of EU mechanisms in support of governance, including the Governance Initiative of the European Commission.
- For key European JAES stakeholders, it will provide information on the evolving processes related to the African Governance Architecture so as to enable these stakeholders to design appropriate dialogue strategies and support mechanisms.

4.3.3 Actors and partners

The Governance team will continue to intensify its collaboration with the Dakar-based Africa Governance Institute through a joint work programme and continued capacity support. We will further work with the Centre-wide partners SAIIA and the AU Commission.

At opportune moments the team will ensure demand-driven and proactive information sharing with key players in Europe, ranging from specialised non-governmental entities (e.g. the Open Society Institute) to some of the more proactive EU member states and process managers within the European Commission.

4.3.4 Approach and methodology

The Governance programme is heavily invested in strengthening and connecting strategic partners within Africa at different levels. The partnership established with the African Governance Initiative strategically complements other Centre alliances. At the pan-African level, AGI has connections with multiple institutional parties playing key roles in development of the African Governance Architecture. In order to have an impact on this policy process, the Governance programme will combine the following approaches:

- *Partnership with African governance actors.* Work with the Africa Governance Institute has added value and enabled the Governance team to increase the impact of its contributions. ECDPM will work more closely with AGI, which is rapidly developing skills, legitimacy and connectedness that

will allow it to play an important role as facilitator and knowledge broker. AGI has the backing of a number of key African institutions, including the African Development Bank and the Economic Commission for Africa, both of which are on the AGI Board and have stepped up their commitment to promoting the African Governance Architecture.

- *Information sharing and advice to the AU Commission.* The Governance team continues to feed the Political Affairs Department of the AU Commission with background and discussion notes, updating it on relevant processes and facilitating on demand.
- *Engaging with the European Union and Commission.* The Governance team will interact with EU member states as well as with the Commission through regular briefings and meetings. It will thus seek to promote meaningful dialogue on how best to support an emerging African governance architecture. The programme will also work in tandem with the DPIR team to optimise synergies, for example, to consolidate the EU-Africa Platform for Dialogue on Governance.

4.4 Policy process: sector governance and political economy analysis

4.4.1 Significance of the policy process

A number of donors have stepped up their efforts to analyse and understand the domestic origins and pressures for change in partner countries. Such studies of the country-specific mix of social, economic, political and institutional processes and actors and of the dynamics that drive and obstruct progressive change (here called 'political economy analysis') are key for realistic and effective engagement strategies. Rising appreciation of these factors has been reinforced by (i) efforts to discuss and limit the negative impact of aid on governance and accountability systems in partner countries and (ii) interest in relying on domestic state and non-state drivers of change as well as to support domestic analytical and response capacities.

EuropeAid has, with the support of ECDPM, developed a framework to better analyse the governance dimensions, processes and actors that matter for sector reforms. Without such diagnostics, donors tend to overestimate their influence, develop inappropriate engagement strategies, and fail to see and strengthen domestic drivers of change. Another impetus for this work is growing doubt about the effectiveness of exporting change models that are hard to implement even in OECD countries. Subsequently, EU practitioners and sector experts have expressed interest in making the governance and accountability dimensions in their work more visible. The sectors and sub-sectors involved range from transport and trade to water, environment and education and include experts working on aid modalities such as budget support. Together these represent the bulk of the European Commission's aid.

To make the generic analysis framework more pertinent, the European Commission seeks to apply it in particular sectors, sub-sectors, countries and probably regions. Other donors, most notably DFID, the Netherlands and the World Bank, are also investing in stronger governance and political economy diagnostics. Workshops are being organised to pool these experiences and to explore possibilities for assessing and addressing governance in sectors, in countries, and in particular areas of interest. The focus on actors in partner countries furthermore coincides with processes to put more emphasis on domestic accountability.

In preparing for the Fourth High-Level Conference on Aid Effectiveness in 2011, the EU would like to incorporate domestic accountability as a key principle in the EU Operational Framework on Aid Effectiveness. This parallels efforts by EuropeAid to improve the quality of its context analysis by sharpening the focus on domestic governance processes and actors, and on the obstacles and drivers of progressive change or reforms. This innovative work on sector governance echoes the ongoing efforts of the European Commission to fundamentally reform its technical cooperation in line with

domestic ownership principles and with a broader view of the actors involved. Ultimately, this is part of an agenda for transforming the dominant “business model” of most aid agencies, which overemphasises technical and technocratic solutions thereby often ignoring the deeper political economy dimensions in the particular context.

4.4.2 Niche, role and added value of ECDPM

The programme combines ECDPM's three capacity strategies to add value and is now working with DG DEV and various EuropeAid units to refine and apply the governance and political economy analysis framework. The Governance team also engages with EU member states – including the Netherlands, the United Kingdom, Germany and Belgium – to take forward the governance and domestic accountability agendas. Through its partnership strategy, ECDPM has brought in not only its own expertise on the subject, but also developing country sources and expertise. Our facilitation skills are now also solicited to ensure synergies between donor approaches. The idea is to sharpen the cutting edge where it matters most (primarily in the field) as well as to partner with domestic stakeholders. Finally, the Governance programme will integrate its past work on decentralisation, non-state actors, governance and domestic accountability into the new European Commission Project and Programme Cycle Management Guidelines.

4.4.3 Actors and partners

Demands for further cooperation have been expressed by various units within EuropeAid: sectors ranging from transport and trade to environment, water and sanitation, the unit working on budget support, the unit working with non-state actors, delegations in the field and the unit on aid delivery methods. Synergies will be sought with the DAC's Governance Network, and with other donors, aid agencies and development partners such as DFID, the Netherlands, Belgium, Denmark and the World Bank. Belgium has engaged with the programme to help anchor domestic accountability in EU work on aid effectiveness in preparation for the Fourth High-Level Forum.

Our strategic partnerships and relations with SAIIA, IAG, Laboratoire Citoyennetés, the Commissariat for Institutional Development (Mali), the AU Commission and the African Development Bank have helped us to strengthen our focus on domestic accountability. They have also informed an approach that prioritises domestic actors at the centre of development and change strategies.

In-house, within this policy process we maintain active engagement with the ETC team, to make the most of the potential for cooperation on the political economy of regional integration in sectors such as trade and transport.

4.4.4 Approach and methodology

ECDPM has a working relationship with EuropeAid: (i) developing and testing sector-specific tools for assessing and addressing governance and accountability aspects, (ii) promoting collaborative practices and learning with core (accountability) actors in partner countries, and (iii) facilitating synergies with other donors, aid agencies and the research community.

The Governance programme is now involved in various areas of collaboration with the European Commission and EU member states: on budget support and domestic accountability, on non-state actors in new aid modalities, on redesigning guidelines for context analysis (project and programme cycle management guidelines), and on decentralisation, linking domestic accountability (actors) to the aid effectiveness agenda and applying governance analysis to particular sectors (e.g. water, trade facilitation, transport, energy and education). The emphasis on governance and political economy analysis in this work has four main objectives:

- improving donor coordination and division of labour within sector-wide approaches;

- promoting the design of more coherent and realistic engagement strategies focused on both the demand and supply sides of services within particular sectors;
- balancing concerns of domestic and mutual accountability in support strategies;
- identifying domestic actors and drivers of progressive change.

Through strategic partnerships and networking with African actors and institutions and the community of researchers and practitioners, ECDPM will secure linkages and create synergies with EU and EU member state efforts and processes to integrate governance and political economy diagnostics. Through targeted workshops, sector-specific working documents and background notes, networking and contributions to the EU “Capacity4Dev” platform, the programme will promote knowledge development and cross-fertilisation involving the European Union, like-minded donors, international and regional institutions and African stakeholders and research institutions.

Already the Governance programme draws on the expertise and networks of the ETC programme to apply the emerging governance analysis framework and insights beyond the aid community. It will further develop the diagnostic tool in areas such as regional integration and in relation to transport and trade facilitation.

4.5 Continuity and innovation

4.5.1 Reform of EU technical cooperation

In 2008, the European Commission’s adoption of the so-called “Backbone Strategy” and guidelines fundamentally altered the way it deals with technical cooperation. The Strategy takes a capacity development perspective which views change as a blend of technical, managerial and political processes embarked on by partners. ECDPM contributed to the Backbone Strategy early on under the DPIR programme. The strategy has since been politically endorsed at a high level, and EuropeAid has asked ECDPM to assist in its implementation and monitoring. This strand of work has now been integrated into the Governance programme for two reasons. First, working with technical cooperation and capacity development touches directly on the political aspects of change and thereby links with the work on (sector) governance. These links consist in developing or socialising knowledge on the relations between power, interests, incentives and (formal and informal) institutions and the change processes in which these play out. Second, a stronger emphasis on governance dimensions in sector operations must go hand in hand with new forms of technical cooperation and project implementation units – or capacity development for that matter – that are more attuned to domestic ownership and existing accountability systems and relations.

On both sector governance and technical cooperation/capacity development, the Governance programme will provide inputs to the interactive web-based platform www.capacity4dev.eu. The website is a key communication and “socialisation” tool to support implementation of the Backbone Strategy and its sector governance approach. It will promote and implement related reform initiatives at the level of the EU delegations by way of training and counselling.

4.5.2 Domestic accountability

One key governance dimension that permeates all sector work is that of the accountability relations between the state and the society/citizens on whose behalf a state is expected to rule.⁶ Domestic accountability gained prominence in 2008 in the Accra Agenda for Action. The OECD’s Development Assistance Committee has taken a strong interest in domestic accountability in its preparations for the Fourth High-Level Forum on Aid Effectiveness in 2011. Though attention to domestic accountability is

⁶ Definition adapted from OECD 2009: www.odj.org.uk/resources/download/3269.pdf

not new, its status within the aid effectiveness debate has been enhanced. This is due in part to the concerns emerging about the negative impact of various aid modalities on domestic change processes, institutions and systems of accountability.

During the Belgian and Hungarian EU presidencies (in latter 2010 and the first half of 2011) the EU is expected to complete the domestic and mutual accountability chapter of the EU Operational Framework on Aid Effectiveness. ECDPM will provide support to this process – by linking it with key actors and stakeholders.

4.6 Core knowledge development

The Governance programme will continue to build on its core knowledge on decentralisation and local governance in relation to non-state actors and civil society organisations, particularly when it can effectively strengthen its partnerships or respond in a cost-effective way to requests from partners. The programme is contributing to an EU commissioned thematic evaluation of decentralisation and local governance, which will be finalised in 2011. At the request of the European Commission, it has become involved in a multi-donor effort to harmonise and improve training modules on decentralisation, the results of which will be shared in an open-ended platform (www.training4dev.com).

Expertise on non-state actors, new aid modalities such as budget support and sector policy support programmes (SPSP), and work on domestic accountability have been integrated in a Europe an Commission assignment. EuropeAid has expressed interest in exploring how it could improve its engagement with non-state actors in contexts where the Commission is involved in budget support or SPSPs. These efforts touch on key governance dimensions and relate to major accountability institutions and actors.

Finally, the Governance programme will enable participation from its strategic partners whenever possible in its work on domestic accountability, in sector governance initiatives, and in the process of developing the African Governance Architecture.

4.7 Expected results: outputs, outcomes and impacts

The Governance programme has, over the years, established itself as a strategic partner of key institutional actors in Africa involved in strengthening the African Governance Architecture. The programme's contribution ought to result in a more inclusive process, involving different levels (pan-African, regional, national and sub-national) and multiple institutions (including non-state actors, media, local authorities and parliaments). Through its strategic partnerships, research and facilitation combined with its reach to both EU and ACP state and non-state actors, the programme contributes to more open-ended and responsive agenda-setting by the EU in support of the emerging African Governance Architecture. This may help to unlock the potential for meaningful dialogue and effective action within the JAES Partnership on Democratic Governance and Human Rights, though this is not the prime objective.

The programme's strategic partnerships, its core areas of expertise and its innovative activities focused on sector governance, technical cooperation and domestic accountability should result in more effective EU engagement strategies – be they in the utilisation of technical assistance or in the design of sector programmes – in support of governance reforms in ACP countries and regions.

At the core of the governance agenda is the objective of strengthening the knowledge base and improving governance and political economy analyses so as to provide a basis for more effective aid and external relations. The Governance and ETC programmes will target trade facilitation and the transport sector to demonstrate the relevance of this framework beyond aid, and as a way to contribute to the Centre-wide effort on regional integration.

Programme summary

Policy Process 1	The African Governance Architecture
Overall issue	Promoting the African Governance Architecture is mainly about: • creating synergies between European and African initiatives on governance • strengthening linkages between the African governance architecture and the platform for dialogue of the JAES Partnership on Democratic Governance and Human Rights • deepening understanding of European initiatives that purport to promote governance in ACP countries, including the European Commission's Governance Initiative
Specific issue	• African stakeholders insist that taking time to develop a stronger African governance architecture is a prerequisite for meaningful dialogue in the envisaged platform for dialogue. • Any EU-Africa platform for dialogue should be established in a manner that does not undermine African-owned processes. • The Governance programme facilitates pan-African multi-stakeholder dialogue in support of a stronger governance architecture and has a finger on the pulse of dynamics within the European Commission that may affect the pan-African process.
Key actors	- AU Commission, AGI, UNECA, APRM - European Commission and EU member states, including the EU presidencies - Non-governmental partnerships and structured forms of cooperation, including AGI and SAIIA
Aim	• Strengthening opportunities for pan-African dialogue and cooperation on the emerging governance architecture • Assisting the relevant parties in their efforts to link the African Governance Architecture with the JAES Partnership on Democratic Governance and Human Rights through facilitation support, research and information dissemination • Deepening understanding of European Union and Commission efforts – and impacts – in support of governance in the ACP (particularly Africa)
Plan of action	
A. Direct facilitation support	• Facilitate dialogue among key African stakeholders to create a link between the governance architecture and the governance partnership “platform for dialogue” • Upon request, participate in or facilitate informal discussions between the European Union and the African Union and participate in EU consultations • Facilitate the transfer of knowledge on relevant issues to African stakeholders
B. Strategic research, knowledge management	• Research and document certain key issues in the relationship between African governance processes and EU cooperation or support mechanisms in order to inform reflections in both Europe and Africa • Document and communicate the evolution and implementation of relevant African home-grown initiatives • Document discussions within the European Union on support to the African governance agenda
C. Strategic partnerships	• Continue cooperation with the AU Commission • Strengthen the strategic partnership with AGI, for example, in joint facilitation efforts and information sharing • Ensure continuity in partnerships, for example, with SAIIA
Expected output	• Dialogue facilitated by organising informal meetings in collaboration with relevant African partners • Meetings and knowledge sharing among African actors • Informal and formal exchanges of information with interested EU stakeholders • Depending on demands and opportunities, production and sharing of research findings, working documents, meeting reports, discussion papers and policy briefs
Desired outcomes	• African governance architecture strengthened • African stakeholders capacitated to promote synergies with EU efforts to implement the JAES Partnership on Democratic Governance and Human Rights (including the governance

	platform) • Key drivers within the EU and Africa better informed on areas of divergence and convergence • Better understanding of what works and what does not work in terms of the implementation of the JAES Partnership on Democratic Governance and Human Rights and in relation to support to governance in Africa more generally
Impact	• In the process of further development of the African governance architecture, the programme's contributions should help to strengthen governance and accountability mechanisms amongst the various institutional partners. • The JAES Partnership on Democratic Governance and Human Rights should become operationalised in a manner that supports the consolidation of an African governance architecture and stimulates effective dialogue and cooperation on the implementation of the JAES and its action plan.
Risks	Long-term benefits of the process may be undermined by the short-term need to report on progress in implementation of the governance partnership.
Policy Process 2	Governance in sector operations
Overall problem	Key governance actors from ACP countries are often overlooked by the European Commission when engaging in sector operations. Yet there is strong evidence that poor governance limits opportunities for sustainable sector development. The European Commission, with the help of ECDPM, has developed a "diagnostic framework" to improve knowledge of key governance actors and dimensions in sector operations. This framework is to be applied in particular sectors and in specific settings. ECDPM seeks to refine this model of "governance and political economy analysis" – which puts special emphasis on domestic accountability – to apply it in sector work and to contribute to its gradual expansion to other applications within and beyond the aid industry. In doing so, it will also integrate core ingredients of its strategic partnership approach and its knowledge and innovation work (decentralisation, non-state actors/civil society organisations, capacity development and technical cooperation).
Specific issue	The Governance programme, through its strategic partnerships with ACP stakeholders and its work with EuropeAid, is well placed to assist in "translating" the generic framework into the specificities of particular sectors and to help apply it in a specific country or regional setting.
Key actors	- SAIIA (for the regional dimension and the work on trade facilitation and transport) - African Development Bank, possibly also <i>Laboratoire Citoyennetés</i> - EuropeAid (various units) and DG DEV - DAC's Capacity Development Group and Southern actors concerned with aid effectiveness and represented in the Capacity Development Alliance, Governance Network - EU member states (including Belgium, Hungary, the Netherlands and Germany) - DFID and the World Bank
Aim	4 Exploring opportunities for and contributing to EU efforts to improve capacities to plan, programme, implement and evaluate effective response strategies that appropriately address governance deficits in partnerships • Contributing to a shift in focus and analytical depth in European Commission-driven work in sector operations through the improvement, application and popularisation of the governance analytical framework • Piloting such governance and political economy frameworks to deepen understanding of the role of politics (and political economy) in development • Enhancing capacities of EU staff to implement the Backbone Strategy and to shift ownership and strengthen capacities accordingly
Plan of action	
A. Direct facilitation support	▪ Facilitate exchanges between the practitioners and policymakers within the European Commission, EU member states and development partners in the further development and operationalisation of analytical governance frameworks in specific sectors

	- Assist EuropeAid and DG DEV to follow up on the commitments of the Operational Framework for the EU to Promote Aid Effectiveness/Technical Cooperation for Capacity Development - Support exchange and dialogue between the European Commission and EU member states by way of EuropeAid's knowledge management Web portal (capacity4dev.eu)
B. Strategic research, knowledge management	- Ensure that existing research is sufficiently shared, highlighted, integrated and "translated" for use by practitioners working on sector governance and domestic accountability - Undertake limited research in critical areas that are not yet covered (e.g. the Governance Initiative)
C. Strategic partnerships	- Create opportunities to engage with African knowledge institutions, such as SAIIA, and with actors such as the African Development Bank, and ensure that their contributions are incorporated in this policy process - Ensure contacts at policy level with Southern partners via the capacity development alliance
Expected output	- A new European Commission <i>reference document</i> on non-state actors and new aid modalities - Further background notes highlighting the relevance and applicability of the governance analysis framework in sectors such as transport, trade, environment and water - Background articles and networking contributions for capacity4dev, creating space for and interest in existing governance and political economy diagnostics - Background notes and publications on domestic accountability, improved context analysis, new aid modalities and domestic accountability - ECDPM inputs integrated into key EU documents such as <i>Project and Project Cycle Management</i> and the <i>EU Operational Framework on Aid Effectiveness</i> - Findings, tools and experiences shared with strategic partners and with development partners active in particular sectors in the field as part of a learning and change process
Desired outcomes	- Strategic partners become able to engage in some of the processes leading up to the sector-specific outputs - A community of practitioners within the European Commission and EU member states integrates the diagnostic framework and applies it in sector operations such as sector-wide approaches - Improved (sector) diagnostics result in better engagement strategies, well-informed choices of partners and appropriate choices of tools within realistic timeframes - Enhanced capacity of EuropeAid and EU member state staff to deal with technical cooperation and technical assistance along the lines of the European Commission Backbone Strategy
Impact	- Governance processes are improved and accountability actors strengthened through better targeted and more effective cooperation mechanisms in particular sector settings. - International cooperation as practiced by EuropeAid and EU member states is transformed in such a way that it (i) enables partners to take ownership and leadership, (ii) follows a demand-led and purposeful approach to technical cooperation, and (iii) supports endogenous capacity development.
Risks	- The governance and political economy framework may promote some unconventional research fields and findings. - Ongoing efforts to underpin aid and development efforts by such stronger analyses and by the strategy to transform technical cooperation (and the way capacity development is undertaken) may be insufficient or lack critical mass to carry this reform agenda forward and to adapt engagement strategies, policies and operations accordingly.

5. Knowledge Management and Communication

5.1 Introduction

This year's work plan is a continuation of our work from 2010 in terms of strategic approach, aims, our relationship with the Centre's programmes and units and the structuring of our work. It builds on ECDPM's *Knowledge and Communication Strategy* which was formulated and adopted in 2008. Over the 2009-10 period, we realised major innovations in the area of *corporate communication*: revamping the Centre's website, intensifying external knowledge exchange and sharing (with the creation and consolidation of a corporate newsletter plus a corporate blog), updating our databases with strategic contacts, and making improvements to several existing products and services, such as the annual report and institutional brochure, the photo database and publication services. We also consolidated our corporate profiling and imaging. In 2011 we will address a series of new working areas and operational improvements.

5.2 Policy context

ECDPM's Knowledge Management and Communication unit supports the Centre's work in the areas of external and internal knowledge management, organisational learning and communication. It contributes to activities, projects and policy processes at the corporate, programme and sub-programme levels. The unit also strengthens the Centre's capacity strategies by supporting dialogue activities and enhancing interactivity with stakeholders, buying into Centre partnerships and helping to increase in-house core knowledge, networking among colleagues and with stakeholders, and access to relevant information.

ECDPM considers knowledge management and communication to be of strategic importance for several reasons. First, the Centre is an organisation which bases its legitimacy largely on knowledge generated in-house and in conjunction with stakeholders and partners. We generate this knowledge in various forms, e.g. through systematisation and policy research, learning from practice, dialogue with stakeholders, and staff development and training.

Second, we regard communication as a two-way, dynamic and interactive process that takes place between information- and knowledge-providers and receivers and which is mediated by development communicators. Thus we view communication as *participatory* and encourage communication processes in order to motivate, involve and engage our target groups in the development process. New technologies and concepts can enhance networking, accessibility and outreach and stimulate communication with different target groups.

Finally, recognising that knowledge management and communication cut across all of the Centre's departments, we accept the need to address it persistently but gradually, without placing an excessive workload on our staff. We must continually ask ourselves how to strike the right balance in terms of addressing the general public and working with the media. We are conscious of the need to bring in new working methods and techniques offered by new technologies. Before introducing these, however, we test them thoroughly to learn whether they can add value to our work.

5.3 General aim

The two broad knowledge management and communication objectives formulated in the *ECDPM Strategy 2007-11* and refined in the *Knowledge Management and Communication Strategy*, also apply to the Knowledge Management and Communication unit:

- to optimise and be more strategic in relation to our knowledge management and to areas of communication for which the Centre is valued;
- to step up our efforts in areas of communication in which we lag behind, in particular with a view to reaching audiences that we have not reached thus far.

5.4 Approach

We reach out to three main target groups:

- our *immediate stakeholders*, i.e. those directly involved in the policy processes ECDPM supports;
- *colleagues* working in international development and international relations in areas that are of potential relevance to policies and processes on which the Centre is working;
- the *general public* and people with a broad interest in the issues we raise.

Our audiences, in the sense of *participatory communication* described above, follow from an analysis of the policy processes in which ECDPM is involved and the impact we wish to achieve. In other words, we use a differentiated approach in which our knowledge generation activities, information products and communication instruments are tailored to the requirements and momentum of the policy process in question.

Policy processes vary considerably in nature. Some are relatively concrete and come with milestones such as negotiations, policy seminars and conferences. Others are more emergent, loose, fluid and intangible. In certain cases, they are like “moving targets” with their own rhythm, timing, direction and constantly changing stakeholder configurations. Policy processes may not yet have taken off, with momentum instead gradually gathering around a select number of issues which some stakeholders are taking on, eventually leading to a more structured process.

5.5 Areas of work

The unit’s work is divided into five categories in which we innovate with new products and services and execute a number of regular activities on behalf of the Centre.

5.5.1 Knowledge generation, learning and networking

Knowledge generation, learning and networking comprises our in-house knowledge management activities as well as cooperation with organisations and communities working in information-sharing, library services and knowledge networking on topics such as capacity development and evidence-based learning.

We organise regular in-house seminars to facilitate the exchange of information on policy issues, methodologies and approaches across programmes and departments. We produce in-house newsletters, maintain the Centre-wide Intranet and provide operational training for new communication instruments, like social media (Web 2.0 programmes and tools). We further *capitalise on experiences with knowledge management* in the development sector and investigate the role of knowledge

generation and its use in policy processes. To this end, we organise occasional small-scale seminars on knowledge management and participate in meetings and workshops organised by members of existing knowledge-for-development networks in Europe.

5.5.2 Corporate communications and institutional relations

Activities in support of corporate communications and institutional relations feed into all-Centre strategic and policy issues. They involve communicating with institutional contacts and partners, facilitating media outreach and supporting corporate reporting and accountability (i.e. annual reports, flagship publications and external electronic newsletters). Support to corporate communications is done in close contact with the Centre's Institutional Relations unit.

5.5.3 Strategic support for programmes and other departments, including monitoring

Strategic support for ECDPM's programmes and other departments involves providing strategic and conceptual advice and assistance in connection with knowledge management and communication planning. To this end, the manager of the Knowledge Management and Communication unit meets regularly with the programme coordinators and the heads of other Centre departments. We further hold annual knowledge management meetings and communication planning sessions. We have developed an analytical tool called a *communication audit* to help the programmes define their communication priorities. This same tool is used to decide how to tailor our corporate communications so that we interact as effectively as possible with our institutional partners and funding agencies.

5.5.4 Publication services and support

Producing and designing hard-copy and electronic materials involves coordinating external support, such as suppliers of editing, translation, graphics and design services, as well as printing and mailing. We also maintain the ECDPM contacts database, which is of key importance for strategic and targeted mailing of products to stakeholders, and the photo database, which supports our profiling towards external audiences.

5.5.5 Digital sharing and exploration

Digital sharing and exploration involves a variety of new tools for digital exchange, networking and communication. Here we work in conjunction with the IT section of the Finance and Accounts department on, for example, new website features, e-Alerts, Web 2.0 technologies, CD-ROMs and digital video.

5.6 Priorities for 2011

The Unit has four main priorities for 2011:

- *Continuing knowledge management and communication to support ongoing policy processes.*
There are five policy processes on which the programmes will work (Governance 2x, ETC 1x and DPIR 2x). The focus of the *Weekly Compass*, the structuring of our website and our internal knowledge management will be aligned along the priorities set by the programmes.
- *Intranet and IT architecture – renewing ECDPM's internal technical set-up and way of working.*
Building on preparatory work in 2010, the knowledge management unit and the IT office will work together to renew ECDPM's internal information and knowledge exchange architecture. This will touch on all areas of the organisation, and include a redesign of our intranet, a change and/or updating of the archiving (including the shared photo database and central storage system), and simplification and harmonisation of knowledge exchange within teams and across the Centre by use of social media tools. Next year (2011) will see the start of implementing this long-term

project and substantial investments in training to get the new technologies integrated for daily use in-house.

- *Consolidating our corporate communication.* We will build on a variety of projects begun in 2010 to improve ECDPM's corporate communication, such as enhancing use of our corporate blog and launching a campaign to get the Centre better known among the media. This will be combined with the launch of ECDPM's new website and will reinforce the Centre's activities to celebrate its 25th anniversary and the opening of our new building.
- *Monitoring and evaluation.* We invested considerably in 2010 in the monitoring and evaluation of our Centre-wide knowledge management and information activities, including conducting reader reviews and initiating monitoring by peers. Using the results of these efforts, the unit will proactively contribute to the formulation and design of a new Centre-wide strategy and update its own strategy, both of which are to take effect in January 2012.

6. Institutional Relations and Partnership Development

6.1 Policy context

For ECDPM, 2011 will be an important year. The Centre will celebrate its 25th anniversary at a time of major global changes and EU reforms. It will also be challenged to integrate the effects of a rapidly changing world, European Union and ACP Group into a new five-year strategy (2012-16). It is further likely that our institutional and funding relations will be confronted in 2011 and beyond with the concrete effects of the financial and economic crisis that started some two years ago.

6.1.1 Partnerships with ACP and Southern institutions

Since the elaboration of ECDPM's Partnership Strategy (2007), the Centre has invested in both institutional and strategic partnerships. Several of our partnerships and networks are managed at the level of the thematic programmes of the Centre. However, the Centre-wide partnerships involving inputs from all of the Centre's thematic programmes are coordinated by the unit for Institutional Relations and Partnership. We mainly engage in partnerships with networks or institutes with a regional focus and outreach. Priority is also given to partnerships with a great potential for mutual learning.

With the *ACP Secretariat and the Committee of ACP ambassadors* in Brussels, ECDPM will cooperate in 2011 in several areas that have been identified in a jointly agreed work plan covering, amongst others, the implications of the post-Lisbon institutional context for the future of ACP-EU relations, budgetisation of the EDF, policy coherence for development, ACP-EU political dialogue, governance, migration, aid for trade, EPAs and regional integration.

The Centre will continue to engage with the *African Union* both in Addis Ababa and in Brussels. In the year following the Third Africa-EU Summit (November 2010) areas of cooperation will include institutional development of the African Union, implementation of the Joint Africa-EU Strategy, the implications of the Lisbon Treaty for Africa, trade (EPAs) and regional integration, the pan-African Governance Architecture, and process issues related to strengthening the participation of civil society and improving communication and information provision on EU-Africa relations.

ECDPM will also intensify its *partnerships in the Caribbean*, including with the *Institute of International Relations (IIR) of the University of the West Indies in Trinidad & Tobago*. IIR is a regional institute of higher learning and research, focusing on international relations and foreign policy. In 2009, ECDPM and IIR signed a memorandum of understanding with a view to stimulating strategic reflection and analysis on the future of Caribbean-EU relations and on regional integration in the Caribbean. In 2011 we will pursue this work, amongst others, through the secondment of an IIR staff member to ECDPM, with the organisation of joint activities, and via participation in joint networks. The Centre will also explore options for cooperation with other Caribbean institutes and stakeholders.

With the *South African Institute of International Affairs (SAIIA)*, cooperation will also be intensified in 2011. Both SAIIA and ECDPM are independent policy research institutes that aim to improve the quality and impact of EU-Africa/ACP relations through policy-oriented research and dialogue facilitation in key areas of EU-Africa relations, particularly trade, governance and development. In addition to setting up joint initiatives in the areas of trade and governance (e.g. on emerging players in Africa and the implications for Africa-EU relations) there is a very regular dialogue between the directors, institutional relations, programme coordinators and heads of finance and operations of the two institutes. ECDPM hopes to broaden its networks of policy research institutes in Southern Africa through SAIIA.

6.1.2 Partnerships and networks of the Centre

- 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) for the Comprehensive Africa Agriculture Development Programme Partnership Platform (CAADP), Johannesburg
- 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 at the University of the West Indies (IIR), Trinidad & Tobago
- Shridath Ramphal Centre at the 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 States 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

After the events in the run-up to the 2010 Africa-EU Summit, the key objective of our involvement in the Europe-Africa Research Network (EARN) in 2011 will be to further broaden the EARN network mainly in Africa and to increase its policy relevance and the quality of its outputs. EARN therefore should become a stronger network on EU-Africa relations that raises public awareness, stimulates debate and dialogue and undertakes practical policy research on EU-Africa relations and the Joint EU-Africa Strategy and its partnerships.

6.1.3 Institutional relations

ECDPM has a longstanding tradition of working closely with successive EU presidencies, EU member states, the European Commission and the European Parliament on issues of singular importance to ACP-EU and Africa-EU relations. ECDPM invested a lot in the past years in building relationships with EU presidencies including that of Finland, Germany, Portugal, Slovenia, France, the Czech Republic, Sweden, Spain and Belgium. Some of these are long-term institutional partners of the Centre. Others have not (yet) developed an institutional relationship with ECDPM. We try to provide the successive EU presidencies with quality inputs on presidency priorities that are of key relevance to the ACP and African agendas, while retaining our independence. These services will continue to include amongst others the provision of information on ACP-EU and Africa-EU relations and on EU development issues, targeted advice to development policy and foreign affairs units within the respective national ministries,

organisation of high-level seminars and in-house training seminars for ministry staff, strategic evaluations, field studies, and facilitation of informal contacts with ACP and AU partners.

In the new post-Lisbon context, the role of EU presidencies will be downplayed. However, the Centre will still make efforts to establish good working relations with the upcoming EU presidencies of Hungary, Poland, Denmark and Cyprus.

Institutional funding from EU member states and other partners is essential if the Centre is to operate effectively as an independent foundation engaged in non-partisan analysis, brokerage and capacity development. The Centre will continue to anticipate the likely effects of the financial and economic crisis on development funding. It will be a major challenge to keep levels of institutional funding in 2011 on par with previous years. Institutional relations will therefore reinforce its efforts (i) to consolidate and renew existing agreements and (ii) to diversify our funding base among EU member states, development foundations and other sources of development finance.

6.1.4 Twenty-fifth anniversary of the Centre

The 25th anniversary of ECDPM comes at a very exciting juncture with major changes at the global level and within the EU and the ACP which may impact the future orientations of the Centre. Our 25th anniversary therefore provides a unique opportunity to look back at the achievements of the Centre and also to look forward to the future of the Centre and its continuing relevance. The Centre will consult with key institutional and strategic partners and stakeholders to identify clear bearings for the future, which we will integrate into our next five-year strategy (2012-16). The overall aim of the anniversary events will be to assess the implications of major change processes at global, EU and ACP levels for the future of ACP-EU relations and indirectly also for the future of ECDPM.

6.2 Aim and objectives

6.2.1 Aims in terms of institutional relations

In terms of institutional relations, the Centre has defined six primary aims:

- consolidating and renewing the relationship with longstanding European partners and funding agencies that support the Centre (Belgium, Finland, Ireland, Luxembourg, the Netherlands, Portugal, Spain Sweden, Switzerland and the United Kingdom);
- further strengthening linkages and funding arrangements with EU member states with which the Centre already has some type of cooperation (e.g. Germany, Denmark, France and Austria);
- building solid partnerships with the “Eastern” EU member states, including Hungary and Poland, which will hold the EU Presidency in 2011;
- strengthening the relationship with executive agencies for development cooperation, such as the Belgian Development Cooperation Agency (BTC), the Luxembourg Agency for Development Cooperation (LUX-DEV), Agence Française de Développement (AFD) and the Swedish International Development Cooperation Agency (SIDA);
- expanding linkages within European ministries of foreign affairs and external relations, specifically with departments other than the departments for development;
- exploring opportunities for partnership with international and European foundation-type organisations.

6.2.2 Aims in terms of partnerships with ACP and Southern institutions

Three aims related to partnerships with ACP and Southern institutions will be prioritised in 2011:

- deepening the existing Centre-wide partnerships with the ACP Secretariat, the AU Commission, SAIIA, IIR (Caribbean) and EARN;
- exploring opportunities for new Centre-wide partnerships in various parts of Africa with a view to improving the relevance, effectiveness and impact of EU-ACP and EU-Africa policies;
- strengthening the Centre's African partnerships (e.g. via EARN) to ensure a stronger impact of African policy research on EU-Africa relations.

6.3 Approach and methodology

Strengthening funding and *institutional relationships* with EU member states will be done through various types of activities: country visits, independent support to successive EU presidencies in the new post-Lisbon context (Hungary, Poland, Denmark, Cyprus), planning and delivery of targeted services, provision of in-house training seminars and informal lunch seminars in Brussels, delivering advice to institutional funders and stimulating systematic involvement of institutional funders in Centre activities (e.g. seminars, workshops and presentations).

In terms of *partnership development* we intend to follow a twin-track approach. Our policy work may require us to form alliances with strong partners in the South ("centres of excellence") that can help us to raise the quality of key strategic processes. At the same time, we will invest in long-term partnerships designed to strengthen the capacities and empowerment of Southern organisations. The ultimate choice between establishing partnerships with Southern centres of excellence and forming alliances with emerging organisations will depend on the impact we hope to make.

6.4 Expected results and impact

ECDPM intends to achieve the following outcomes and impacts through the strengthening of its institutional relations and partnerships:

- better understanding and awareness within the European Union of the concerns, expectations and views of ACP and Southern partners in strategic policy processes (such as the EPAs, the JAES and governance reform);
- consolidated flexible institutional funding that allows us to continue to act as an independent, non-partisan sounding board, facilitator and supplier of analysis and capacity support;
- formation of productive ACP-EU partnerships to participate in strategic processes (such as the EPAs, the JAES and governance reform);
- ACP and Southern stakeholders having more access to information and knowledge on key policy processes;
- improved capacity of key ACP/Southern institutional and strategic partners to manage and influence key policy processes.

Acronyms

ACP	Africa, Caribbean and Pacific
AFD	Agence Française de Développement
AGI	Africa Governance Institute
AIDCO	EuropeAid Co-Operation Office
APRM	African Peer Review Mechanism
APRODEV	Association of World Council of Churches related Development Organisations in Europe
ATPC	<i>African Trade Policy Centre (United Nations)</i>
AU	African Union
BIDPA	Botswana Institute for Development Policy Analysis
BTC	Belgian Development Cooperation Agency
CAADP	Comprehensive Africa Agriculture Development Programme
CARICOM	Caribbean Community and Common Market
CARIFORUM	Caribbean Forum of African, Caribbean and Pacific States
CEEAC	Communauté Économique des États de l'Afrique Centrale
CEMAC	Economic Community of Central African States
CMA/AOC	Conference of Ministers of Agriculture of West and Central Africa
COAFR	Africa Working Party (EU)
CODEV	European Council Working Group on Development
COMESA	Common Market for Eastern and Southern Africa
Concord	Confederation of European NGOs for Relief and Development
CTA	Technical Centre for Rural and Agricultural Cooperation ACP-EU
DAC	Development Assistance Committee (OECD)
DFID	Department for International Development (UK)
DG DEV	Directorate General for Development (European Commission)
DIE	German Development Institute
DPIR	Development Policy and International Relations (ECDPM programme)
DRC	<i>Democratic Republic of the Congo</i>
EAC	East African Community
EADI	European Association of Development Research and Training Institutes
EARN	Europe-Africa Research Network
EAS	External Action Service (EU)
ECCAS	<i>Economic Community of Central African States</i>
ECDPM	European Centre for Development Policy Management
ECOSOCC	Economic, Social and Cultural Council (AU)
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EDULINK	ACP-EU Cooperation Programme in Higher Education
EIB	European Investment Bank
ENDA	Environment and Development Action in the Third World
EPA	Economic Partnership Agreement
ETC	Economic and Trade Cooperation (ECDPM programme)
EU	European Union
FARA	Forum for Agricultural Research in Africa
FRIDE	European think tank for global action based in Madrid
ICTSD	International Centre for Trade and Sustainable Development
IIR	Institute of International Relations (University of the West Indies)
ILEAP	International <i>Lawyers</i> and Economists Against Poverty

IRCC	Inter-Regional Coordinating Committee (of African regional economic communities)
ISS	Institute for Security Studies
IT	information technology
JAES	Joint Africa-EU Strategy
LUX-DEV	Luxembourg Agency for Development Cooperation
NEPAD	New Partnership for Africa's Development
NETRIS	ACP Network on Regional Integration Studies
NPCA	Planning and Coordinating Agency (NEPAD)
ODA	official development assistance
ODI	Overseas Development Institute (UK)
OECD	Organisation for Economic Co-operation and Development
PCD	policy coherence for development
SACU	<i>Southern Africa Customs Union</i>
SADC	Southern African Development Community
SAIIA	South African Institute of International Affairs
SIDA	Swedish International Development Cooperation Agency
SN2	South-North Network
SPSP	sector policy support programmes
TDNet	Trade and Development Training, Research and Policy Network
TRAPCA	Trade Policy Training Centre in Africa
UEMOA	West African Economic and Monetary Union
UNCTAD	<i>United Nations Conference on Trade and Development</i>
UNDP	<i>United Nations Development Programme</i>
UNECA	<i>United Nations Economic Commission for Africa</i>
UNU-CRIS	United Nations University, Centre for Regional Integration Studies
WTO	World Trade Organization

The European Centre for Development Policy Management (ECDPM) aims to improve international cooperation between Europe and countries in Africa, the Caribbean, and the Pacific.

Created in 1986 as an independent foundation, the **Centre's objectives** are:

- to enhance the capacity of public and private actors in ACP and other low-income countries; and
- to improve cooperation between development partners in Europe and the ACP Region.

The Centre focuses on **three interconnected themes**:

- Development Policy and International Relations
- Economic and Trade Cooperation
- Governance

The Centre collaborates with other organisations and has a network of contributors in the European and the ACP countries. Knowledge, insight and experience gained from process facilitation, dialogue, networking, infield research and consultations are widely shared with targeted ACP and EU audiences through international conferences, focussed briefing sessions, electronic media and key publications.



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