Striking the Balance

External Evaluation of the European Centre for Development Policy Management 2007 – 2010

Final Report

April 2011

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ecdpm

ECDPM works to improve relations between Europe and its partners in Africa, the Caribbean and the Pacific L'ECDPM œuvre à l'amélioration des relations entre l'Europe et ses partenaires d'Afrique, des Caraïbes et du Pacifique

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FINAL REPORT

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Abbreviations and Acronyms

3 Cs	complementarity, coordination & coherence
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ACP	Africa, the Caribbean and Pacific
AEC	African Economic Community
AfT	aid for trade
AGA	African Governance Architecture
AGI	Africa Governance Institute
AGP	African Governance Platform
AMCOD	All Africa Ministerial Conference on Decentralisation and Local Development
APRM	Africa Peer Review Mechanism
ARGA	African Governance Network (Alliance for Rebuilding Governance in Africa)
AU	African Union
AUA	African Union Authority
AUC	African Union Commission
BMZ	Federal Ministry for Economic Cooperation and Development, Germany
BRICs	Brazil, Russia, India, China
CAADP	Comprehensive Africa Agriculture Development Programme
CDI	Commissariat au Développement Institutionnel, Mali
CET	common external tariff
CFSP	Common Foreign and Security Policy
COMESA	Common Market for Eastern and Southern Africa
CPA	Cotonou Partnership Agreement
DAC	Development Assistance Committee
DFID	Department for International Development, UK
DPIR	Development Policy and International Relations Programme
EAC	East African Community
EARN	Europe-Africa Policy Research Network
EC	European Commission
ECDPM	European Centre for Development Policy Management
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EEAS	European External Action Service
EPA	economic partnership agreement
ESAMI	Eastern and Southern African Management Institute
ETC	Economic and Trade Cooperation Programme

EU	European Union
FARA	Forum for Agriculture Research, Ghana
FTA	free-trade agreement
GTZ	Deutsche Gesellschaft für Internationale Zusammenarbeit, Germany
HRM	human resource management
ICT	information and communications technology
ICTSD	International Centre for Trade and Sustainable Development
IMF	International Monetary Fund
IOB	Development Policy Evaluation Department, Netherlands
IPAD	Portuguese Development Cooperation Institute
ISS	Institute of Security Studies
ITP	Institutional Transformation Programme, AUC
JAES	Joint Africa-EU Strategy
NEPAD	New Partnership for Africa's Development
NETRIS	Network of Regional Integration Studies, ACP
NGO	nongovernmental organisation
ODI	Overseas Development Institute, UK
OECD	Organisation for Economic Cooperation and Development
PAPED	EPA Development Programme, ECOWAS
PCD	Policy Coherence for Development
PDGHR	Partnership on Democratic Governance and Human Rights
PP	policy process
PRC	Permanent Representatives Committee, AU
RECs	regional economic communities
SACU	Southern African Customs Union
SADC	Southern African Development Community
SAIIA	South African Institute of International Affairs
SN^2	South-North Network
SNV	Netherlands Development Organisation
TOR	terms of reference
TRAPCA	Trade Policy Training Centre in Africa
UCLGA	United Cities and Local Governance of Africa
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Program
US	United States
WECA	Whither EC Aid
WTO	World Trade Organization

Preface

The evaluation team is indebted to many persons who provided information and otherwise supported this review. First of all, we would like to thank all the interviewees for being so generous with their time, and for their open and critical attitude.

We also would like to express our gratitude to all ECDPM staff, who have been very supportive of the evaluation team in many respects. This relates, among other things, to the provision of documentation and of stakeholder names and contact details, travel logistics, arranging interviews and meetings, discussions during the inception phase, responsiveness to various requests and availability for individual interviews and group meetings. This support has substantially helped the evaluation team to work efficiently and effectively. More importantly, we particularly value ECDPM staff and Board members for their openness and frank attitude in the interviews and discussions we had with them.

An important conclusion of our evaluation is that **ECDPM is a Centre of Excellence**. But *noblesse s'oblige.* It is not how good you are, but how good you want to be. We hope that this evaluation helps ECDPM to nurture and maintain this status of Excellence.

The evaluation team
April 2011

1 Executive summary

External evaluation and internal assessment

In order to provide accountability for its activities and to further its internal learning and institutional development, ECDPM has requested the external evaluation team to review the context and performance of the ECDPM during the period 2007–2010, to assess how the Centre is evolving as an institution and to formulate recommendations for improvement. For this evaluation, the team, consisting of two evaluation experts from Africa and two from Europe, analysed documentation, undertook several 'site visits', interviewed about 100 stakeholders (mainly in Africa and Europe) and had discussions with ECDPM staff. In preparation of the evaluation, ECDPM undertook a major internal assessment, which not only served well as a good starting point for the evaluation team, but also provided a peak learning event for all ECDPM staff and a good first step for preparing for its next multi-annual strategic cycle.

ECDPM Strategy 2007–2011

The ECDPM Strategy 2007–2011 guided ECDPM's work during the period under review and formed the main framework for the evaluation. The evaluation team appreciates the strategy as a comprehensive, solid and coherent framework, with clear choices regarding focused programmes and institutional improvements. The Centre has integrated its capacity strategies into its programmatic work well. The Centre has also unambiguously defined its unique position and the distinctive competencies that are key to its dual role of a facilitator of development policy processes and a broker between ACP and European institutions, countries and other relevant actors. It has reduced the number of programmes to three, with each programme linked to a major innovative theme of ACP-EU cooperation: Development Policy and International Relations (DPIR), Governance, and Economic and Trade Cooperation (ETC). One choice that intensely affected ECDPM's way of thinking, planning and working was the elaboration of a process-oriented approach. The evaluation team considers this choice well in tune with the complex, unpredictable nature of the multi-stakeholder international policy processes ECDPM focuses on.

Programme relevance and achievements

In light of the, then, external context, the evaluation team considers the three programmes to be highly relevant and complementary to each other. The programmes have had substantial outcomes and impact. It is widely acknowledged that ECDPM has strongly contributed to the enhanced capacity of and cooperation between many key policy actors and structures. In 2006 the focus on the Joint Africa-Europe Strategy (JAES) was a relevant choice. ECDPM had considerable impact on this partnership through critical facilitation, helping to level the playing field between Africa and Europe and opening up the discussion to a broad range of actors. Its contributions by, among other things, providing high-quality capacity support to the Commission of the African Union (AU) and supporting the development of the African Governance Architecture were highly effective. The same relates to its services towards the European Commission (EC) and member states, including the respective European Presidencies. This type of support, for which there is a clear demand, will remain relevant for the near future, particularly in relation to the AU and the AU Commission (AUC),

the African Governance Architecture (AGA) and African Governance Platform (AGP) and, on the European side, the EC and member states of the European Union (EU) (including EU Presidencies). The Centre also accelerated and enriched the development of key EU policies. The emergence of a common position on economic partnership agreements (EPAs) for Africa, the incorporation of Aid for Trade (AfT) in the EPA process and the reduced power asymmetry between EU and African interlocutors can—to a large and decisive extent—be attributed to ECDPM's ETC programme.

Referring to ECDPM's achievements, it can be safely stated that the Centre provided 'high value for money'. This is even more notable in light of its relatively small size. In their implementation and further evolution, the programmes have been adaptive to changes within and around the key policy processes they focused on. Nonetheless, many challenges remain, such as how to

- support bottom-up approaches to strengthening governance
- arrange for due regard for Southern perspectives on moving from aid effectiveness towards development effectiveness
- anticipate continental integration in Africa
- operate within its EU-ACP mandate vis-à-vis relating to the European External Action Service (EEAS)
- deal with the role of BRICs (particularly China) and their impact on the relations between the EU and ACP
- further orient its work towards examining emerging global concerns and trends and their implications for EU-ACP cooperation, as well as integrating consideration of selected global issues across programmes
- anticipate key policy processes that stall (e.g., EPAs and JAES) and reorient ECDPM's engagement

Although ECDPM should keep focused, there is a case to be made for extending its scope. Vertically, it has opportunities to become more effective in its support to policy processes by addressing higher levels of political decision making. The Centre also needs to pay more attention to the implementation of policies, and it could better showcase its visionary thinking.

Capacity strategies

The evaluation shows that ECDPM has deployed its three capacity strategies well to achieve its envisaged outcomes. The Centre excels in two of its three capacity strategies: (a) facilitation support for key development policies and (b) strategic research, knowledge management, networking and information services. The evaluation team found that its own appreciation of the outstanding qualities of ECDPM in the field of EU-ACP policies was confirmed by many stakeholders.

ECDPM's third capacity strategy (strategic partnerships to support institutional development by key ACP policy actors) was also effective. ECDPM has played and still can play an effective role in strengthening the capacity of key intergovernmental institutions in the EU-ACP domain, such as the AUC. However, with regard to nongovernmental partners, with some positive exceptions (e.g., the South African Institute of International Affairs [SAIIA]), cooperation appeared more cumbersome and highly demanding, especially in terms of staff time. Yet the evaluation team considers ECDPM's

strategy regarding non-state partners to be equally relevant and important for the future of ECDPM's work—not only for directly supporting policy management, but also for joint research, mutual learning, better access to local knowledge on implementation of policies, legitimacy for the Centre's activities in the South and joint fundraising. Capacity development of the partners concerned could be a collateral benefit of these joint activities but should not be an explicit objective for ECDPM engagement with strategic partners.

Knowledge management and communication

ECDPM has substantially boosted its knowledge management and communication since the inception of the Strategy 2007–2011. It has instituted a special unit for this purpose. The Centre's knowledge sharing and communication are of an impressive standard and are highly appreciated by all partners and many stakeholders. ECDPM information reaches vast groups of actors who see it as highly relevant and of exceptional quality. A challenge for ECDPM is to reinforce this quality and outreach and to further the use of social media and new (online) modalities for dynamic knowledge generation, learning, networking and conferencing.

Human and organisational development

Both junior and senior ECDPM staff can be typified as high performers. The recently introduced competence-based HRM system can be instrumental in further enhancing the staff's core competencies, but it needs due attention in terms of implementation. The evaluation team considers that the current programme structure has functioned well, but it should also be acknowledged that various factors do hamper inter-programme synergies. The evaluation team considers it of importance not to restructure the programmes before redefining the policy processes and programme issues the Centre wants to focus on.

Funding

The Centre has been very successful in restructuring its income, in terms of both proportion and volume. In 2010, ECDPM managed to achieve 87% of its income in the form of core, multi-annual and programme funding, where the set target had been two-thirds. Institutional funding, in particular, showed a substantial increase (from 18% to 54%). ECDPM has also been successful in its endeavours to diversify its sources of institutional income. The current structure and level of income has been a critical factor in ECDPM's ability to optimally implement its policy process approach and to successfully execute its activities (vis-à-vis European Presidencies, the AU and other key players). A challenge is to reinforce this funding level and structure and to seek additional sources of income.

2 Main conclusions and recommendations

2.1 Main conclusions

- ECDPM's strategy 2007–2011 forms a comprehensive, solid and well-balanced framework, and contains relevant choices and well-founded approaches. The Centre has been successful in elaborating and implementing this strategy.
- Its three programmes, Development Policy and International Relations (DPIR), Governance and Economic and Trade Cooperation (ETC), were well designed along relevant policy processes and have resulted in substantial outcomes and impact in EU-ACP policies, cooperation and related capacities. The Centre has provided 'high value for money'.
- The challenge now is to remain relevant and effective in a complex and dynamic policy arena where institutional uncertainties, intrinsic, bottom-up processes and major external factors, such as the role of China and various global crises, put the EU-ACP relationship under pressure.
- Another challenge is to reinforce ECDPM's presence in Africa—for reasons of legitimacy and, among other things, more intensive and direct interactions with key actors.
- ECDPM is a centre of excellence in terms of facilitation of policy processes and knowledge management. It has made progress with its partnerships, but the successes are mixed and transaction costs substantial.
- The Centre's current funding structure can optimally support its typical process-oriented approach, but there are considerable challenges regarding funding in the future.

2.2 Main recommendations

- We recommend that ECDPM increase its interactions with higher levels of political decision making.
- We recommend that ECDPM seeks a stronger evidence base for development policies:, of what is working and what is not, and of where impact has been achieved, and of the effectiveness of aid through 'drilling down' on a wider range of topics. It could so through complementary partnerships, associate research programmes with local universities, and institutions, of or communities of practice.
- We recommend that ECDPM continue to intensify its partnership programme in order to (a) step up joint efforts to support policy processes and mutual learning, (b) seek a stronger evidence base for development policies, (c) reinforce its legitimacy to work in the South and (d) facilitate joint fundraising.
- We recommend that ECDPM intensify its presence in Africa, and—in light of the role of the African Union (AU)—consider establishing a small office in Addis Ababa.
- We recommend that ECDPM anticipate the increased aspirations of Africa for continental economic integration and a more equal partnership with the European Union (EU) and that it conceptualise innovative engagement mechanisms for a new paradigm.

- We recommend that ECDPM maintain and, where possible, reinforce its relationship with institutional donors and seek additional income sources, such as through multi-donor funding framework agreements, trust funds with multi-lateral development banks, and foundations.

3 Introduction to the evaluation

3.1 ECDPM

ECDPM is an independent foundation that has been legally constituted in the Netherlands and operational since 1986. Its mission is to help effective partnerships for development between actors in the European Union (EU) and in countries in Africa, the Caribbean and the Pacific (ACP). Through facilitation of policy processes and networks, knowledge brokering and strategic research, it aims to

- strengthen ACP institutional capacities in key areas of ACP-EU cooperation
- improve development policies and instruments used by the EU and its member states
- improve cooperation between development partners in Europe and the South

ECDPM has offices in Maastricht and Brussels, and currently has 53 staff members plus six programme associates. The annual income of the organisation has increased from € 4.7 million in 2007 to around € 5.8 million in 2010. The Centre's largest donor is the Government of the Netherlands.

3.2 Objectives of the evaluation

This evaluation took place under the jurisdiction of the Board of Governors of ECDPM, which expected a critical review of the context and performance of the Centre during the period 2007–2010, to assess how the Centre was evolving as an institution and to formulate recommendations for improvement.

The specific objectives of the evaluation were as follows:[1]

- to assess ECDPM's implementation of the strategy 2007–2011
- to assess the pertinence of the strategic choices made by the Centre, given its mandate and position as an independent foundation at the interface between ACP and the EU
- to assess the effectiveness of the Centre's strategic choices, approach and networks, identifying plausible patterns of outcomes and impact in the policy processes the Centre has been directly involved in
- to formulate recommendations for the Centre's further institutional development, providing feasible options and future scenarios for consolidation and improvement

3.3 Structure of the report

To some extent, the structure of the report follows the logical flow of the evaluation. Sections 4 and 5 of the report set the scene by outlining the team's understanding of both the evolving context of international development policy and of ECDPM in terms of its current strategy and the issues at stake. Sections 6–8 go on to assess the three programmes:

- Development Policy and International Relations

[1] See Annex I, 'Terms of reference', and Annex II, 'On Objectives of the evaluation'.

- Governance
- Economic and Trade Cooperation

On the basis of the programme assessment, section 9 presents a synthesis of ECDPM's programme work and emerging cross-cutting issues, while section 10 focuses specifically on knowledge management and communication. Sections 11 and 12 examine ECDPM's organisational development and funding, and the final section synthesises the findings of the evaluation.

Finally, the annexes contain detailed background information on the evaluation, including the terms of reference, the evaluation questions and an overview of interviewees and other information sources.

3.4 Approach and methodology

A four-member team, composed of two experts from Africa and two from Europe, carried out the evaluation from November 2010 to March 2011.

- To achieve the objectives of the evaluation, the team discussed the terms of reference (TOR) and agreed on the evaluation objectives with the ECDPM Management Team. They also made a first inventory of the current and emerging issues from the perspective of ECDPM and the team members.
- They developed a set of questions around the main questions posed in the TOR and by ECDPM staff, and added questions to address other issues the team found relevant to the evaluation's objectives. The questions provided a broad framework for the interviews and were tailored to the positions of the interviewees and their relation to ECDPM's work. They also helped in assessing the comprehensiveness of findings and in analysing them. The team did not send out the questions or any questionnaires.
- They clarified and confirmed their understanding of key components of ECDPM's strategy, such as (a) its mandate, mission, strategic decisions, strategic directions, and distinctive competencies; (b) the process approach and patterns of plausible outcomes and impact; (c) external and internal contexts; (d) the programmes, most notably how the first three points are reflected within the programmes to foster ECDPM's strategic objectives; (e) partnerships and (f) knowledge management and communication. This understanding was confirmed with ECDPM staff.
- The team assessed ECDPM's performance by building on its internal assessment and supporting documentation, realising that the internal assessment provided many insights and a good basis for further evaluation. In this respect, the team endeavoured to bring added value by seeking to confirm, assess, deepen and expand on the findings of the internal assessment and to draw relevant conclusions from them. It did this through (a) seeking the views of a balanced and representative sample of external stakeholders and (b) bringing to bear the combined experience of the evaluation team.
- They interviewed institutional and strategic partners and other relevant actors to (a) understand their relation to ECDPM and/or its interventions, (b) gather their views on ECDPM's role, intervention approach, added value and impact and (c) seek their perspectives on key contextual issues, future directions, improvements and/or follow up.

- They interviewed around 100 individuals, of whom approximately one-third were ECDPM staff, board members and programme associates; two-thirds were external stakeholders divided equally across ACP countries and Europe. Stakeholders included institutional partners/donors, strategic partners and other informed observers. The evaluation team members met key stakeholders in Belgium, Ethiopia, Kenya, Mali, the Netherlands, Senegal, South Africa and the United Kingdom. Telephone interviews were also conducted with stakeholders in Belgium, Botswana, Burkina Faso, Denmark, Ethiopia, France, Germany, Kenya, Mali, Portugal, Sweden and Switzerland. Both face-to-face and telephone interviews were conducted on a non-attributable basis. (See Annex IV, 'Overview of persons interviewed', and Annex V, 'Key documents studied'.) During the European Development Days (December, Brussels), the team had the opportunity to observe ECDPM staff facilitation work in action in both formal and informal gatherings. This event also enabled the team to conduct about 40 mini-interviews with participants. (Note that only those actors with whom the team had an in-depth interview have been included in the list of interviewees in the annex.)
- The team focused its attention on relational aspects, unexpected results and insights as opposed to concentrating on pre-determined indicators to guide the analysis. It was felt that this approach would have the most added value for ECDPM, particularly in light of the work already undertaken for the internal assessment. Hence, the team kept an open mind and followed a phenomenological approach: listening to perceptions, examples and stories that interviewees brought forward, and seeking relevant issues therein. The team expected this to provide a useful contribution, particularly given the open and complex processes involved, as well as helping in terms of identifying plausible patterns of outcomes and impact.
- They acquired and analysed additional information and insights that helped to assess ECDPM's performance and to guide its future development (e.g., on current and emerging policies and relevant trends).
- They made use of the balance in the team among the African and European team members with both the face-to-face interviews and during presentations of the evaluation findings.
- After the inception meeting in Maastricht (early November 2010), the team met three times to jointly assimilate and synthesise its findings and analyses. These meetings were held in Brussels in December, in Addis Ababa in early February and Maastricht in early March 2011.
- They jointly presented the preliminary evaluation findings to all ECDPM staff and to ECDPM's executive committee in early March 2011. Subsequently, a first draft of this report was presented to ECDPM for clarification and factual checking. In late March, the final draft report was sent to the board of governors of ECDPM, and two team members presented the evaluation results to the programme committee of the board and to the full board in early April 2011.

The ECDPM Internal Assessment 2006–2010 was provided to the evaluation team during its inception meeting in Maastricht in November 2010. While this document was invaluable to the evaluation, as is evident in later chapters, it would have assisted the team greatly had the document been received prior to the inception meeting in Maastricht. Furthermore, the formulation process at ECDPM for the next multiannual strategy (involving both staff and the board) was taking place parallel to the external review. Apparently, the draft strategy and the external evaluation will both

be discussed at the same board meeting in April 2011. Although team members tried to convey key findings to ECDPM staff during the evaluation process, the evaluation's contribution to the formulation of the strategy would have been greatly enhanced if the evaluation had taken place earlier in the strategic process.

Conclusion	Recommendation
• ECDPM made a major effort to support the evaluation team, helping it to work efficiently and effectively.	• To further enhance the efficiency and effectiveness of future evaluations, we recommend a more aligned, sequential timing of three key processes: (a) the internal assessment, (b) the external review and (c) the formulation process for the next five-year strategic cycle.

4 Evolving context of international development policy, 2007– 2010

4.1 Emerging global trends, issues and challenges

Climate change, economic shocks and security concerns

During the period 2006/7–2010, the ability of developing countries to deal with global crises and climate change has emerged as a key issue within the global development agenda. The debate has centred around how to support developing countries in the face of climate change, financial instability and other challenges: on where and how to raise additional funds, on earmarking of development funds and on the possible risks of diluting the development focus.

At the same time, climate negotiations, such as those in Copenhagen in 2009, demonstrate how the centres of global influence are changing, with the EU lacking clout in relation to China's emerging influence, and clear divisions emerging between European and African positions at the conference.

Conflict and insecurity remained critical challenges during the period. Security issues and the threat of terror attacks continued to occupy the attention of the West, with fragile states constituting one of the biggest political, military and development challenges facing the EU. Although Africa's trend towards democratisation was sustained, the transition to multi-party democracy was marred by a number of African states experiencing contested elections and associated violence (Kenya, Côte D'Ivoire).

Migration

Within the EU, migration has been a major concern and a defensive attitude has prevailed. The approaches to this among EU member states have been characterised by restrictive immigration and labour-migration policies for those from outside the EU. The EU itself has developed a 'global approach' to address the external dimensions of migration policy as well as issues around policy coherence.

Governance and regional integration

Enhancing the quality of governance has remained an important concern of donors with bilateral and multi-lateral partners, particularly the EU, paying special attention to democratic challenges, the legitimacy of stakeholders, dialogue and partnerships as well as issues of human and institutional capacity building. The existence of legitimate governance systems is seen as a precondition for achieving key development goals. Governance is also fundamental to the new implementation modalities of aid, including budget support.

At the same time, African governments have formally adopted a discourse on governance, integrating the issue within strategies for poverty reduction and programmes for national governance. Decentralisation has become an important agenda item, for both donors and African states. At the continental level in Africa, a number of initiatives have emerged in the pursuit of an effective architecture for African governance, with institutions such as the Pan-African Parliament and Economic and Social Council (ECOSOC) and the African peer review mechanism under the New

Partnership for Africa's Development (NEPAD) continuing to play a role. In addition to these top-down dynamics, there have been bottom-up initiatives emerging from pressure groups and civil society. Non-state actors in Africa are increasingly affirming their identity and role in relation to governance issues.

Regional and sub-regional integration is gaining momentum, particularly in Africa. Reflecting this trend, the second review of the Cotonou Agreement saw recognition of the role of regional organisations, including the AU within ACP-EU relations. In 2006, the EU created separate development strategies with each of the three main ACP regions, including the Caribbean and Pacific.

BRICs and Africa-China relations

Global politics were shaped by both the global economic crisis of 2008 and the increasing prominence of Brazil, Russia, India and China (the BRIC countries) as key players on the global economic and political stage. During the crisis, these emerging economies showed remarkable resilience and assumed a greater leadership role on issues of global concern and in shaping global governance—as reflected in their participation in the expanded G20 group of leading economies. The BRIC group itself became more organised and held their first summit in 2009.

China saw impressive growth, becoming an assertive global actor, particularly in relation to emerging economies in Africa. The trend of Chinese assistance to African economies continued, particularly in relation to trade and investments (notably infrastructure), in return for access to exploration rights for key commodities (e.g., oil and minerals) and, in some cases, support for China's position within international fora. Notable for its adherence to the principle of 'non-interference', China has been willing to engage with corrupt or illegitimate African regimes; consequently, it has been criticised for undermining Western efforts to promote governance and human rights. A shift in attention within Africa towards China as a key source of investment, and increasingly of aid, has undoubtedly had an impact on Africa's relationship with Europe. Becoming aware of a lessened need for dependence on Europe as a donor, African leaders are taking an increasingly assertive position on the international stage and are able to challenge the EU's liberal democratic position.

Global economic crisis

Global economic growth and stability returned, starting in 2009, although progress has been slow in Europe. During the crisis, developing countries were particularly adversely affected by sharp declines in direct foreign investments, export values and remittances. However, some of the least-developed economies demonstrated remarkable resilience due to prior growth, the implementation of counter-cyclical policies and, in some cases, interventions from the International Monetary Fund (IMF). Overall, however, poverty-reduction goals were adversely affected, particularly since the crisis came on the back of food and fuel price hikes. Since 2009, the least-developed countries have been challenged to re-build their fiscal buffers, to promote trade and growth and to strengthen safety nets.

The global nature of the crisis prompted collective action and a multi-lateral response, notably in the emergence of the G20, which is seen by some as the start of a new era of multi-lateral cooperation on issues of global concern, including development.

The crisis had a negative impact on the budgets of donor countries, causing half the members of the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD) to reduce spending on overseas development assistance, although some have increased spending. In the face of domestic spending cuts, the moral case for giving aid is increasingly justified in terms of self-interest through the promotion of shared public goods (security, responding to climate change, poverty reduction, etc.). Donors are also under increasing pressure to demonstrate the effectiveness of their interventions in terms of tangible impacts.

4.2 Trends in EU-ACP cooperation and EU development policy

Development policy and aid financing

The European consensus document on EU development policy and the Paris Declaration on Aid Effectiveness of 2005 set the framework for discussion on issues such as effectiveness, policy coherence for development and complementarity. Momentum was sustained through the Third High Level Forum on Aid Effectiveness in Accra and the Accra Agenda for Action in 2008. In particular, there was a shift towards making EU aid more effective as a whole, in recognition of the added value of joint action.

A key feature of the European Development Fund (EDF) has been the creation of a number of facilities and initiatives that ACP states can draw on, such as the governance initiative. Implementation of the 10th EDF started in 2009. However, concerns have been raised around the future of the EDF and whether it will retain its position outside the budget, thus allowing ACP countries to continue to enjoy a predictable source of development funding.

Other emerging debates in relation to development policy and aid over the period under consideration centred around growth, private-sector involvement, blending grants and loans, innovative financing and the mobilisation of domestic resources, as well as a move towards an increasingly differentiated approach to developing countries. There has been a trend towards thinking 'beyond aid' towards a full range of policies and approaches that can support development.

EU enlargement and the ratification of the Lisbon Treaty

In 2007, the EU saw the last wave of enlargement with the accession of Bulgaria and Romania. This was followed by the signing of the Lisbon Treaty, which was finally ratified in 2009 and which will have an impact on both development cooperation and EU-ACP relations. It followed eight years of preparation and a period characterised by a climate of uncertainty around the future direction of Europe against the backdrop of financial crisis. Development with the aim of poverty reduction is one of the objectives of Treaty Article 21, along with other issues such as democracy, rule of law and an emphasis on greater coherence between activities. This commitment, coupled with the institutional reforms and structural changes implemented under the Treaty in 2010—notably the European External Action Service (EEAS) and the position of High Representative of the Union for Foreign Affairs and Security Policy—will influence the coherence, effectiveness, focus and priorities of development cooperation in the future.

The EEAS serves, in effect, as a foreign ministry of the EU and will support more-political EU external action. Housing responsibility for development programming alongside other foreign policy areas, such as the Common Foreign and Security Policy (CFSP), reflects a shift over the period towards

more a more unified approach to development and foreign policy and a trend towards viewing development policy as integral to addressing key global challenges, as well as being aligned with such interests as climate change, migration, and peace and security. Against this background, the EEAS raises opportunities for more coherent action, new types of partnerships and shared ideas—all key issues of debate during 2010 as the reforms and structural changes took shape and began to settle in. Notable in this latter period were vocal concerns that this arrangement could lead to the poverty-reduction focus of aid programming becoming increasingly marginalised in favour of short-term foreign-policy interests (such as crisis management).

Cotonou revision

The period 2006–2010 saw the second revision of the Cotonou Agreement, which was concluded in 2010. A key purpose of the revision was to preserve the relevance of the ACP-EU partnership and to adapt the Agreement to major changes in international and ACP-EU relations. This included acknowledging the increasing importance of the regional dimension so as to take into account the continuing process of regional and continental integration across ACP, incorporating responses to global challenges (such as climate change) and integrating commitments to aid effectiveness. Although it was a 'light review', there were nonetheless some notable political changes, such as the acknowledgement of the AU's role in the dialogue on peace and security.

A key question dominating the discussion on ACP-EU relations has been the extent to which the ACP grouping will remain relevant once the Cotonou Agreement expires in 2020, and perhaps even prior to that. References to ACP and the EDF have disappeared from the Lisbon Treaty, and the new EEAS will change the way the EU deals with ACP as a group, bringing an end to the current identification of the ACP group with the Directorate-General Development of the European Commission. A progressive 'regionalisation' of the EU's relationships and a move towards region-to-region partnerships has suggested a decline in the relevance of the broader multi-region ACP grouping. The Africa-Europe partnership and strategy, for example, seemed at times to cut across ACP relations (as evidenced by an apparent lack of consistency with Cotonou and the Africa-Europe Strategy). At the same time, the relative focus by the new EU member states on the neighbourhood could have implications for the position of ACP in EU external relations.

EU-Africa relations

An important moment for EU-Africa relations was the agreement of the Joint Africa-EU Strategy (JAES) at the EU-Africa Heads of Summit meeting in Lisbon in 2007. The purpose of the new policy was to provide an overarching framework that would 'take the Africa-EU relationship to a new strategic level with a strengthened political partnership and enhanced cooperation at all levels'. It was greeted with optimism and viewed as an ambitious and innovative response to new challenges and geopolitical realities. Implementation has been structured through action plans and eight thematic partnerships with agreed-upon priorities and an associated joint expert group. During 2008 and 2009, the stakeholders were primarily concerned with setting up these institutional structures.

Unfortunately, the JAES has not lived up to its potential as a vehicle for stronger EU-Africa relations. Issues revolve around a lack of member state buy-ins and the impact of the strategy. In particular, the added value of the JAES in establishing a new political partnership between the two continents seems to have been diluted by an emphasis on more technical issues around implementation. A

continued lack of alignment of EU funding instruments to the JAES is an on-going source of tension between the two sides of the partnership.

2010 was marked by the third EU-Africa summit, which took place in Tripoli late in the year and which endorsed a new action plan and options for improving implementation. It failed, however, to promote critical discussion on key issues, such as economic partnership agreements (EPAs), and was marred by poor turnout on the European side, with the absence of the leaders of Germany, France and the United Kingdom (UK).

Economic and trade cooperation

ACP-EU economic and trade cooperation was dominated by EPA negotiations and the articulation of the development dimension of EPA accompanying measures, also referred to as 'aid for trade' (AfT). There was international consensus that trade should lead to development, which, in turn, would improve incomes in the ACP countries, thus reducing poverty. The objective of EPAs between ACP and EU member countries was to move from unilateral trade preferences (extended by the EU to ACP countries) to a WTO-compatible trade regime. However, the inconclusive trade negotiations in the Doha Development Round overshadowed the EPA negotiations and had a negative impact on the EPA process.

Political developments in Europe and Africa also had an effect on the EPA process. The expansion of the EU from 15 to 27 members meant that the new members had to be inducted into the processes of the EU and European Commission (EC), including those related to trade and economic cooperation, which inevitably slowed the negotiations. In addition, the implementation of the Lisbon Treaty, as already discussed, brought major changes, including the creation of the EEAS, and the responsibility for the EPA process was subsumed into the new structure. This major re-organisation (and discussions leading to its implementation) marginalised the EPA process in the EU's political arena.

While within Africa, and in the context of JAES, Africa's ambitions for greater political and economic integration in the global arena were recognised, the EPA process was not embedded in the JAES, which undermined this important trade and development process.

In the wider global context, the emergence of new players on the African trade scene, particularly China, India and Brazil, have provided options for Africa's trade and development cooperation, thus disturbing the traditional trade relationships with Europe.

All this has taken place within the context of the global economic and financial crisis of 2008–2009, which resulted in diverse policy responses among different countries. The overall effect was to divert attention from EPA and AfT negotiations in the EU, with a resultant negative impact on these processes.

4.3 The Africa perspective on the emerging global context

Beyond the traditional EU-ACP relations, a new order is emerging in Africa. This is discerned from the increased Africa ambition for a higher level of engagement at global political level; the increasing convergence on good governance in the continent; and the search for continental trade and economic integration.

Political context and African aspirations

African ambitions for a greater voice in the global political dialogue are seen in increased representation at the Security Council and other organs of the United Nations. The push for a permanent seat in the Security Council continues and is supported by the emerging economic nations, particularly China and India.

The principles of engagement in the JAES are premised on a more equal partnership, with mutual benefits, particularly in peace, security and climate change. The JAES framework is a departure from traditional engagement mechanisms with the EU in that it seeks to establish a unique relationship with Africa. Seen in the context of the EU neighbourhood policy, the EU Raw Materials Policy and the regionalisation of EU strategies (e.g., the EU-Latin America strategy and EU-China strategy), the relationship with Africa should be seen as a quest for privileged relations between the EU and different regions of the world. In this paradigm, Africa is in a position to enhance its role in the global political arena. The Kigali ministerial declaration of November, 2010 for 'one Africa voice' on EPA negations is a deliberate attempt to include this trade framework within the JAES. The EU focus on Africa is clearly informed by the changing face of ACP: the Caribbean has enhanced its relations with Latin America and the United States (US), while the Pacific is more aligned to its geographical neighbours, Australia and New Zealand. The JAES is therefore a practical response to this evolving geopolitical context

Continental governance architecture

The clear manifestation of the Africa quest for good governance is the integration of the Africa Peer Review Mechanism (APRM) in the continental development agenda. There is wide recognition and acceptance that good governance is integral to social and economic development. The formulation of African Governance Architecture (AGA) and the related African Governance Platform (AGP) is a deliberate attempt to integrate good governance in the African development process. This is not to say that good governance is fully accepted in all nations in Africa. There are cases of poor governance and abuse of human rights. Somalia represents an extreme example. Côte d'Ivoire is a second recent example. These exceptions notwithstanding, AGA is on a positive trajectory. Previously war-torn countries are thriving: Angola, Mozambique and Rwanda are examples of the new Africa. The on-going popular revolution in the Arab North is a testament to the continental hunger for democratic governance. The quest for good governance is buttressed by the United Nations peace and security mechanism, including the operations of the International Criminal Court.

The governance challenge in Africa remains, and support mechanisms are still needed. The nascent AU initiatives on good governance, particularly the AGA and the AGP will need international support.

Economic development and regional integration

Regional integration in Africa is premised on the traditional regional economic communities (RECs). The Lagos Plan of Action of 1990, for example, envisaged the RECs as the building blocks for continental economic integration, with a gradual build-up that would inform trade engagement frameworks, particularly EPAs. But the EPA framework is also seen to undermine the RECs by insisting on adjustments in some RECs—such as the Common Market for Eastern and Southern Africa (COMESA)—and in providing flexibility for individual nations to 'go it alone' on EPAs. The conflicting membership in different RECs has also challenged integration. Tanzania, for example, is

both a member of the East African Community (EAC) and the Southern African Development Community (SADC). While within SADC, there is dual membership in SADC and the Southern African Customs Union (SACU). This situation is not helped by the fact that South Africa, the major SADC country, also enjoys a free-trade agreement (FTA) with the EU. The traditional RECs are therefore seen as sub-optimal in enhancing Africa integration.

Africa's aspirations for greater and faster economic integration are informed by key challenges, including the following:

- ***Increasing poverty, notwithstanding the substantial amount of overseas development assistance devoted to development cooperation.*** The majority of Africans live below the poverty line. The quest for development effectiveness, as opposed to aid effectiveness, is the search for the impact of development assistance.
- ***Africa's decreasing share of global trade***. It is estimated that in the last 20 years, Africa's share of global trade has decreased from 7% to 3%. The benefits of global trade liberalisation have not been realised, notwithstanding the frameworks inherent in WTO and EPA trade regimes. Trade is integral to economic development, and Africa's declining share in global markets could be correlated with increased levels of poverty in the continent.
- ***Asymmetry in relations between the AU and EU***. Despite protests to the contrary, most engagement frameworks between the AU and EU are normative. The EPA framework, for example, provides reciprocal preferences under conditions that are unacceptable to the majority of African nations. Notwithstanding the accompanying AfT measures for EPAs, this framework, which has been developed and managed by the EU, has created unexpected problems for AU-EU relations.

  The promise of JAES is for a more equitable partnership; however, lack of progress on implementation—and the exclusion of EPAs from this important framework—demonstrates the challenge of an engagement mechanism that is not wholly embraced by the participants. A more equal partnership would provide an engagement framework that is jointly developed and managed. Normative frameworks are unlikely to create sustainable relationships, which explains the status of the inconclusive EPA negotiations and, indeed, the long-outstanding Doha Development Round of the WTO.

The ambitions for faster economic integration in Africa are anchored on the promise of NEPAD, which seeks to mobilise resources for infrastructure development. The strategy is to stimulate the development of commodities and raw materials along economic corridors, which will transcend the traditional RECs—an approach that is expected to improve livelihoods and hasten continental integration.

Another manifestation of greater ambitions for African integration is the creation of the 'grand free trade area' encompassing EAC, COMESA and SADC. The Kampala declarations of November 2008 provide that this FTA will take effect in 2013. The evolution of this common market, with a common external tariff (CET), will override the traditional RECs. A common market of 26 countries and three existing regional economic blocs, with a population of half a billion people, will offer unprecedented opportunities for trade and economic development. The next logical move is to engage all six traditional RECS in a common market for the continent. This is already envisaged in the increasing status of the AU in advancing Africa's position in global trade relations. The agreed-upon elevation of

the continental body from the AU to the African Union Authority will provide impetus for a greater African voice in global affairs, as well as in promoting greater and faster economic integration of the continent.

In discussing regional integration, the role of the private sector in moving this process forward is not always emphasised. It is often assumed that crafting regional economic blocs is a political process, but in most cases, the private sector is ahead of the political process. For example, South African enterprises are now spread all over the continent; in Kenya, two West African banks (Ecobank of Togo and the United Bank of Africa from Nigeria) are fully integrated in the financial sector. In addition, Chinese and Indian enterprises are being set up in Kenya as the base for their African operations; they are not constrained by regional boundaries. In this scenario, thinking in terms of the traditional RECs is to move against a systemic change in economic re-alignments.

The shift in paradigm and new frameworks for engagement

The scenarios discussed above present a picture of a continent on the move: a change in paradigm in Africa's global relationships—a change primed by evolving relationships between Africa and the emerging nations. Traditional relations between Africa and the EU have been affected by the new players on the African economic scene, resulting in a decline in market shares in some cases. In Kenya, for example, the share of EU exports 10 years ago was 50%; it is currently 25%. There have also been challenges to African exports to the EU because of conditions placed on accessing markets. This has been particularly evident in regard to fish (because of the Agreement on Technical Barriers to Trade) and to coffee because of the collapse of the International Coffee Organization. However, notwithstanding existing supply-side constraints, the diversion of trade from the EU to China and India is a reality. These countries are also a source of investment, capital goods and merchandise that traditionally originated from the EU.

It is clear, therefore, that a new engagement mechanism between Africa and Europe is needed. Although the nature of this framework has not been anticipated or discussed, it will have to recognise the changed engagement paradigm. An objective and more equal partnership, informed by a jointly developed and agreed-upon framework, will be the basis of future development and political cooperation between Africa and the EU. It is also conceivable that Africa might wish to develop its own innovative engagement frameworks, which would recognise the changed paradigm while safeguarding the special relations envisaged in JAES at the same time.

5 The ECDPM Strategy 2007–2011 and strategic choices

This chapter provides a concise overview of ECDPM's mission and strategy, as defined in the ECDPM Strategy 2007–2011. It is complemented by a short assessment of the strategic framework and related processes.

5.1 Mission, strategic objectives and strategic framework

The mission of the Centre is to help build effective partnerships for development between public and private actors in the EU and ACP. ECDPM supports organic, sustainable development in the South by seeking to improve development policies and cooperation among ACP and EU actors.

The Centre's strategic objectives are as follows:

1. to strengthen the institutional capacity of public and private actors in ACP countries to manage development policy and international cooperation effectively
2. to improve cooperation between development partners in Europe and the South

The Centre uses a two-pronged approach to achieve these objectives: on the one hand, it aims at strengthening ACP institutional capacities in key areas of ACP-EU cooperation, and on the other, it seeks to improve development policies and instruments used by the EU and its member states. Within the mandate of its mission, ECDPM pursues its two strategic objectives through three programmes, in which it deploys a mix of three capacity strategies. The Centre mobilises six core competencies in its work, and in planning for and implementing the three programmes, it plays a dual role of facilitator and knowledge broker and aligns itself to eight defined principles of engagement. For a schematic overview of this framework, see Figure 1. For further details, see the section on 'Components of ECDPM's strategic framework', below.

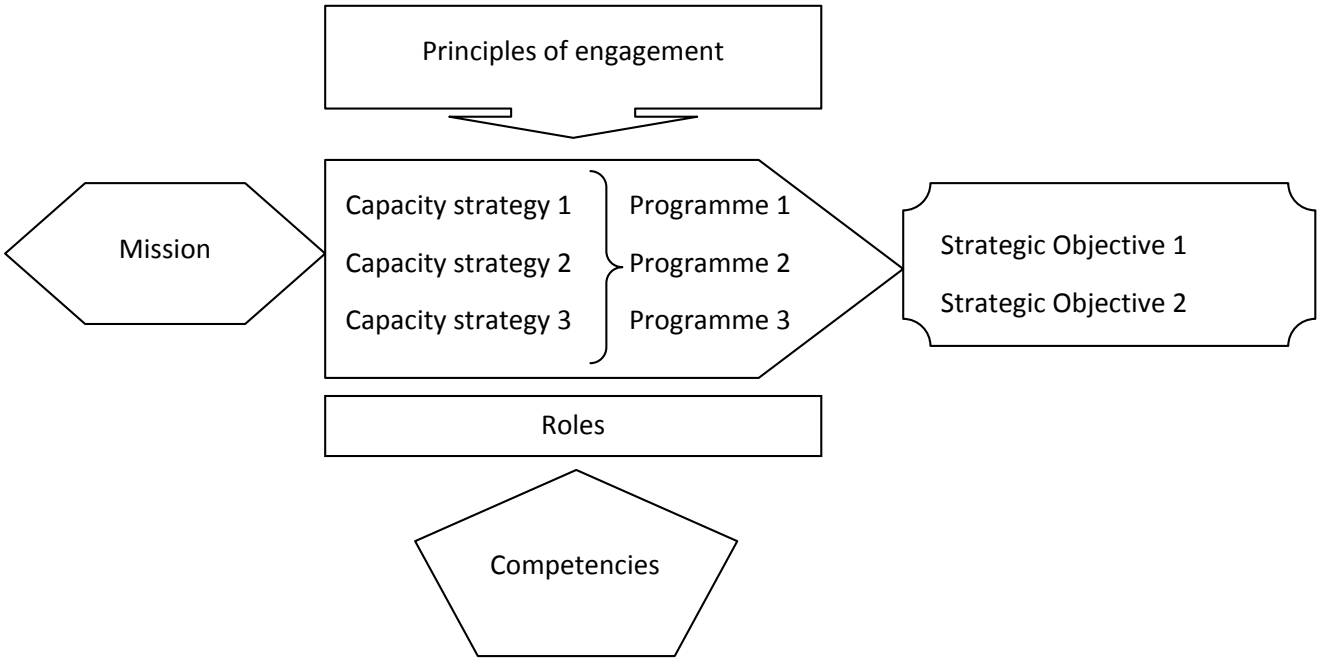


Figure 1: Schematic of the key components of the ECDPM strategic framework

Components of ECDPM's strategic framework

There are three, interconnected programmes:

1. Development Policy and International Relations
2. Economic and Trade Cooperation
3. Governance

ECDPM applies thee complementary capacity strategies to ACP-EU development processes, each of which has a rationale and series of outcomes.

Table 1: Capacity Strategies

Capacity strategy	Rationale
• Direct facilitation support for key development policy processes	• Improving cooperation between ACP countries and the EU by assisting stakeholders in improving upon the quality and outcomes of policy processes in key areas of ACP-EU cooperation.
• Strategic research, knowledge management, networking and information services	• Improving cooperation between ACP countries and the EU by enhancing the availability of and access to policy-oriented knowledge (as well as the practical use made of this knowledge) by policy actors in key areas of ACP-EU cooperation.
• Strategic partnerships to support institutional	• Enhancing the capacity of policy actors in the ACP region (organisations, networks and alliances) to participate fully

development by key ACP policy actors	in and to benefit from international partnerships by effectively managing development policy.

ECDPM mobilises six core competences to do its work:

1. the capacity to act as an independent broker at the interface between ACP countries, European institutions and EU member states
2. the capacity to integrate academic knowledge with that of practitioners, acting as an informed catalyst, along with the ability to link policy to practice and research (Our combination of knowledge and brokerage skills often allows us to act as an 'informed catalyst'.)
3. a mainstream networking approach, promoting dialogue, networking and partnerships among stakeholders in development policy processes, which includes a vast network of institutional and personal contacts, both in the South and in Europe
4. the ability to operate in, and build bridges between, different communities of stakeholders
5. a commitment to long-term involvement with key stakeholders in complex policy processes
6. the ability to focus on a limited number of highly relevant issues

ECDPM has eight principles of engagement:

1. long-term engagement with key stakeholders
2. operational autonomy as an 'honest broker'
3. an inclusive and non-partisan approach to stakeholder participation
4. encouragement of open-ended dialogue and networking
5. linking policy-makers, practitioners and specialists in policy processes
6. promoting diversity and creativity rather than exclusivity and existing patterns
7. facilitating flexible, development-oriented partnerships
8. ensuring open communication, democratic principles and a full transparency of roles

Strategic choices

A key objective of the evaluation was to assess the pertinence and effectiveness of the strategic choices ECDPM made in its Strategy 2007–2011, which were based on three decisive factors:

- anticipation of the evolving global context of development policy
- a genuine effort to implement the recommendations of the previous independent evaluation (of May 2006)
- the Centre's pursuit of further improvement and institutional development

These choices were reflected in further focusing and a process-oriented logic in programmatic work, strengthening the partnership approach and restructuring income with a view to maintaining independence. The major choices were as follows:

- The number of ECDPM programmes was reduced to three, each linked closely to a major innovative theme of ACP-EU cooperation: Economic Development and Trade; Development Policy and International Relations; and Governance. Africa was chosen to stand out as a cross-cutting priority.

- The programmes adopted a new, more 'process-oriented' logic in their rolling work plans: each programme was asked to select two existing ACP-EU policy processes in which ECDPM should engage.
- Understanding, mapping and monitoring possible 'routes of impact' was introduced as a systematic component of the Centre's work. Close monitoring of the programmes and of progress in the policy processes in which they participate, along with regular programme reviews, aimed to contribute to further improved organisational learning and impact, thus allowing the Centre to direct its resources to activities where a small foundation can best display its specific added value and have an impact.
- The Centre decided to intensify its partnership strategy: to develop a clear understanding of the various types of 'partnerships', to strengthen partnerships that need to be at the core of its programmes and to assess how these can be strengthened. The three programmes led in defining the best way to achieve functional partnerships for enhancing the institutional capacity of ACP actors in a sustainable manner. The Centre aimed to interactively develop a refined, all-Centre approach to 'partnerships' for policy development and implementation.
- ECDPM decided to fundamentally restructure its income, endeavouring to secure at least two-thirds of its income in the form of core and multi-annual institutional and programme funding.
- It aimed to reappraise its strategy, work plans and other policy instruments and to strengthen its monitoring and evaluation.
- It aimed to develop 'knowledge nodes' both within and across programmes (specialisation within programmes and cross-cutting areas of expertise across programmes), and, in general, to re-enforce the Centre's knowledge management.
- ECDPM aimed to further strengthen its information and communication functions (internal, but also external, on existing partnerships and networks) and management, as well as strengthening the focus on its process-oriented work.
- It aimed to intensify and refine its partnership approach (particularly with respect to Africa), developing two main types of partnership: (a) institutional partnerships to support key stakeholders in relevant ACP-EU policy processes and (b) strategic partnerships with individuals, organisations and institutions specialising in areas that are complementary to ECDPM's work in the ACP countries and the EU.
- The Centre aimed to strengthen its management and adjust its working culture, management processes and (in-house) competencies in support of these choices and reforms.
- It intends to appoint senior advisors with expertise in cross-cutting fields to spearhead and strengthen the performance of its programme staff. Senior advisors will be appointed in the following fields:
    - institutional development
    - capacity development
    - knowledge management for development
    - communication for development

- development finance and aid delivery
- monitoring & evaluation

Programme logic

ECDPM's primary process is that of planning for and implementing its three programmes. One of its strategic choices was to adopt a new programming logic (see Figure 2). In so doing, it abandoned the traditional activity-based approach in favour of a process-oriented approach. Each programme selected a maximum of two policy processes (entry points to the programmes) in which ECDPM would engage itself. Applying a so-called 'impact route analysis' for these policy processes—and for identifying key actors in these processes—the Centre defines a coherent set of activities, and a possible or, rather, likely route towards impact is then to be mapped out ('making explicit the theory behind what we do and how we set about doing it'). In order to map out these routes towards impact, the Centre tries to anticipate outcomes and define the type of outcomes it expects to see as a result of joint efforts undertaken with stakeholders.

Acknowledging the complexity of change, these 'routes' were later renamed 'plausible patterns of outcomes and impacts'. Understanding and monitoring—and subsequent learning—has become a systematic component of ECDPM's work.

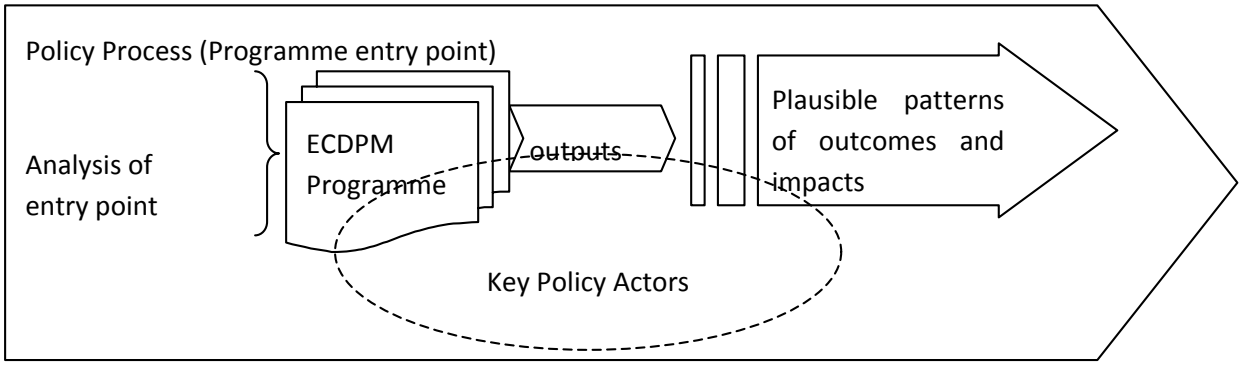


Figure 2: Schematic of programme logic

ECDPM groups the anticipated outcomes according to its three capacity strategies, and for each capacity strategy, the ECDPM Strategy 2007–2011 spells out specific, expected outcomes.

5.2 Discussion

The choices made in the Strategy 2007–2011 clearly address the findings and recommendations of the previous evaluation team. Despite its intricate format, the strategy as a whole provides a comprehensive and coherent framework, conducive to the pursuit of the envisaged focus as well as improvements. The strategic objectives are well articulated. ECDPM's mandate to institutionally strengthen the capacity of ACP actors and to improve cooperation between EU and ACP development partners places the Centre in a distinct position. Few other independent institutions, if any, pursue this combined objective. In the domain of capacity development, its focus is more on (inter)institutional strengthening than on organisational development.

The choice to (a) limit the number of programmes to three and (b) use policy processes as an organising principle has enhanced the focus of ECDPM's work. The policy orientation, the policy process approach and the three capacity strategies do well in reflecting the complex, unpredictable and evolving nature of the institutional systems and processes within the Centre's purview. Furthermore, within its focus, ECDPM has rightfully chosen principles of engagement that allow the necessary flexibility. The six competencies that ECDPM aims to mobilise are indeed fundamental for its role as an independent facilitator and broker of the knowledge and networks of policy actors. Staff members showed a good understanding of the Centre's engagement principles, core competencies and capacity-building strategies. They refer to these as the 'genetic code of ECDPM'. In combination with its distinct mandate, these aspects define the unique position of ECDPM.

Finally, the decision to pursue a larger percentage of multi-annual and programme funding is well in line with the required adaptive nature of ECDPM's interventions and programmes and is conducive to the long-term involvement needed.

The elaboration of the specific strategies for knowledge management and communication, as well as for partnerships, is consistent with the Centre's strategic choices. In subsequent annual work plans and annual reports, ECDPM has shown that it has well managed to remain consistent in the development and implementation of its strategy.

Conclusion	Recommendation
• In the Strategy 2007–2011, ECDPM made clear choices that were well in line with the recommendations of the previous external evaluation. The strategy, including its capacity strategies, modes of engagement, core competencies and funding structure, forms a solid and coherent framework that serves ECDPM's mission, focus and institutional improvements. It also reinforces ECDPM's unique position in the EU-ACP domain.	• We recommended that ECDPM maintain the structure and components of its strategic framework for the next strategic cycle, without precluding any new choices that might be needed.

6 Development Policy and International Relations Programme

6.1 Programme description

The Development Policy and International Relations Programme (DPIR) is ECDPM's largest and most heterogeneous programme. According to the Strategy 2007–2011, the overall goal of the programme is 'to promote debate on key EU external policy issues that affect ACP-EU relations. The ultimate aim in doing so is to help ACP, particularly African, countries, their governments and their institutions to derive the maximum benefit from their relations with the EU. While promoting effective development cooperation is a key concern, it is also important to relate development policy to major issues in the wider arena of EU external action.'[2]

The programme aims to build on achievements over the period of the previous strategy, respond to the high level of demand from stakeholders in both Europe and ACP, and improve focus and impact rather than make major changes. The strategic focus was developed in the context of trends, processes and events in international cooperation and EU-ACP relations. Notable among these was the recognition within the EU of a need to look beyond development cooperation and consider linkages and coherence with other key policy fields, such as security and migration, as well as to improve the impact and effectiveness of aid flows. At the same time, the rise of pan-African institutions and their role in responding to development and geo-political challenges, as well as the regionalisation of EU external policy, were becoming increasingly important factors in EU-ACP relations.

Against this background, the programme chose to concentrate on two specific policy processes: Policy Process 1 (PP1) supporting to the JAES and Policy Process 2 (PP2), which was initially titled 'Promoting the Effectiveness of EU Aid to ACP Countries' and later as 'EU International Cooperation post-Lisbon' to reflect the evolution of the process. The following outcomes were anticipated:

Table 2: DPIR Policy Processes and Expected Outcomes

Process	Expected outcomes
Supporting the Joint Africa-EU Strategy (JAES)	1. Wider availability and more effective use of information by key policy actors in the JAES
	2. A more open-ended, inclusive process on the JAES, based on a multi-actor dialogue and effective contributions from stakeholders, including African and European institutions and civil organisations
	3. Improved AU ownership and management of content in its negotiations with the EU in the policy areas of EC support programmes
Promoting the effectiveness	4. Significant contributions to well-informed multi-actor debates on how to improve the overall relevance, efficiency, effectiveness and impact of EU

[2] ECDPM Strategy 2007–2011, p. 11.

of EU aid to ACP countries	development cooperation
	5. Improvement of the use of relevant ACP-EU cooperation agreements by ACP and EU policy actors, with ACP countries benefiting more from them

6.2 Description of DPIR Policy Process 1: The EU-Africa Strategy

The choice of focus of PP1 on the JAES reflects the potential of the process to shape and enhance international cooperation between the EU and Africa, as well as ECDPM's own well-placed position to make a positive contribution. ECDPM has had good contacts among both African and EU actors, and this was an area of ongoing activity. During the preparation of the joint strategy (2006/7), it was recognised that this was an opportunity for encouraging consultation and debate as well as more coordinated action in Europe.

Over the period of the development and finalisation of the JAES, ECDPM's role has evolved from that of key facilitator to one of a provider of independent information on the partnership and support to the African side, predominantly the African Union Commission (AUC). In 2007, the JAES was prepared and ECDPM played a strong, and critical, role facilitating the early stages of the negotiations between the AU and EU. It was allocated a formal role by the EU (Presidencies and Commission) in the public consultation exercise. In 2008, the JAES was signed and attention shifted to issues around implementation. ECDPM played a role in providing information through the europafrica.net website and bulletin.

In 2009, the information and analysis effort was reinforced with a discussion paper (DP87) on the JAES and the organisation of implementing structures and associated events (with partners). By late 2009, difficulties began to appear, with disagreements emerging between the two sides. Doubts about the future of the process, identified by ECDPM, prompted a step back and a change in the name of the policy process to 'Africa-EU Relations'. Another discussion paper (DP94), entitled 'What Next for the EU-Africa Strategy', was published in 2010.

Cooperation with the AUC consisted of an initial focus on the AUC's Institutional Transformation Programme (ITP), to improve the capacity for financial management, enhance the quality of dialogue in the JAES framework (by sharing information on key developments in the EU) and support AUC capacity, in part through a position in the office of the AUC Deputy Chairperson, jointly funded with the UK Department for International Development (DFID). Partnerships were developed with two African think tanks—the Institute of Security Studies (ISS) and the South African Institute for International Affairs (SAIIA)—involving exchanges of information and joint analytical work, as well as participation in and co-hosting of events. In 2008, ECDPM played a central role in establishing the Europe-Africa Policy Research Network (EARN). ECDPM sought to develop specific knowledge on two of the eight partnerships of the JAES: the Peace and Security Partnership and the Migration, Mobility and Employment Partnership.

6.3 Findings and analysis: DPIR PP1

Patterns of outcome of ECDPM support to the JAES

The external evaluation confirms much of ECDPM's own internal review of plausible patterns of outcome and impact in the area of EU-Africa relations. In some respects, it goes further in terms of identifying the significance and relevance of ECDPM's role and the extent of the organisation's impact in relation to the development of the JAES, particularly at the early stages of the process. Conversations with key stakeholders suggest that ECDPM contributed to the JAES in the following ways:

- ECDPM played a *critical* facilitation role by helping both sides to map out action plans and strategies and to better understand each other's perspectives. ECDPM thus helped balance the positions of both parties in the JAES negotiations. In this respect, ECDPM has been described as **an 'incubator' to the partnership, a bridge between the AU and EU** and as having 'oiled the wheels' of the relationship between the AUC and EU.
- ECDPM was key in supporting the AUC in getting what they wanted out of the partnership and in better understanding key issues and challenges. By helping the AU side to better understand the dynamics of EU policy processes (and thus how to engage and negotiate with the EU), ECDPM **helped 'level the playing field'** and balance the 'intellectual domination' of Europe in the partnership.
- ECDPM was **'instrumental' in opening up discussions** to a broader range of actors and in 'depoliticising the atmosphere' through its formal role in the public consultation exercises, background papers and provision of information. This was recognised as a highly relevant role for an institution like ECDPM since it was one that formal institutional actors would have found hard to play.
- ECDPM provided important **capacity-building** support to the AUC through information, analysis and informed advice and support to management on issues relating to the JAES and the EU in particular. This **enhanced the quality of negotiations**. ECDPM acted as a 'reservoir of knowledge' on the EU for the AUC, a role that was seen as particularly relevant given that the various directorates do not have consistent or adequate enough staffing to keep fully abreast of the changing dynamics of EU policies and partnership dynamics. From an EU perspective, ECDPM supported and accompanied a 'cultural change' within the AUC towards a new public management style focused on results.
- In relation to the contribution of other non-official actors in the JAES, ECDPM is widely perceived to be *the most useful* and relevant 'behind-the-scenes partner'.

Factors shaping outcomes and impact

In terms of deployment of the three capacity strategies, the key drivers of ECDPM's impact in the early phase of the evaluation period appear to have been direct facilitation and carefully targeted capacity support and advice both to the AUC and to EU member states (as a key partners). From the perspective of member states, the organisation's ability to provide a non-bureaucratic 'outside-the-box' view on issues was particularly useful. The relative emphasis on capacity-building support for the AUC proved an important investment, engendering a relationship of trust and understanding as

well as securing access and influence within the AUC for ECDPM. The contribution of europafrica.net to enhanced access to information on the partnership is universally recognised.

During the later period (2008–2010), strategic research contained in discussion papers provided a sophistication and depth of analysis that helped to highlight the key issues and challenges facing the partnership, as well as informing the thinking of key stakeholders. However, in some instances, the ideas presented in the papers were not carried through. More could have been done to generate discussion and chart a way forward among the different actors in Addis Ababa (including representatives of EU and AU member states). A specific example is DP94, 'What Next for the EU-Africa Strategy'. While this paper responded to a need for a critical analysis of the issues affecting progress in the partnership, stakeholders would have appreciated an opportunity to discuss the findings in Addis in the period prior to the Third EU-Africa Summit in November 2010.

ECDPM brought to bear its core competencies and principles in its engagement in the JAES. The organisation is valued by the majority of stakeholders for its independence and impartiality (with some exceptions) as well as its high political integrity and ability as a skilled political actor and facilitator with excellent institutional relationships on both sides of the partnership. Their 'under-the-radar' manner is perceived as the most productive approach to engaging with the AUC.

The policy process focus adopted in the Strategy 2007–2011 brought demonstrable benefits as well as challenges. It contributed, in particular, to the development of excellent institutional relationships with stakeholders (the AUC and EU member states), who value ECDPM for their pro-active attitude, sustained engagement, follow-up and ability to 'accompany' them in a process. 'Drilling down' in the process by following two of the thematic partnerships also proved a sound strategy, in that it gave ECDPM insight into key factors shaping implementation, thus enhancing the relevance of their overall analysis of the process.

Partnerships with ISS, SAIIA and EARN were not recognised by stakeholders as having played a decisive or even particularly visible role in relation to the outcomes and impact of ECDPM's engagement to date. Partnerships take time to develop and, being relatively recent, they clearly have yet to fully reveal their potential. They have at times proved time consuming and challenging, leading to inevitable questions around their added value and opportunity/cost in terms of deployment of staff resources. However, it cannot be emphasised enough that African partners are viewed by a range of stakeholders on the African side as critical to underpinning the legitimacy of ECDPM's activities vis-à-vis the AU, in addition to addressing the capacity deficit in Africa in terms of policy analysis.

The relationship with ISS can be characterised as 'a meeting of the minds' of peer organisations who value refined and careful analysis while not seeking to play an advocacy role. To date, this relationship has consisted of ad hoc endeavours rather than joint programmes of work and is based on mutual interests, areas of convergence (peace and security) and distinct comparative advantages. For ISS, the added value of the partnership lies in ECDPM's rich understanding of the workings of the EU, deep knowledge and understanding of the EU-Africa partnership, and access to key contacts and audiences in Europe, while ECDPM values ISS's proximity to and relations with the AUC and many of the AU member states.

Some of the potential of the partnership has been realised in terms of enhanced efficiency through mutual access to networks, leverage, reach and access. However, there are challenges related to

staff turnover at ISS and difficulties in planning joint activities due to different schedules and deadlines in respective areas of work. The relationship does have the potential to be more productive once it is on a more formal and structured footing with well-aligned planning processes and the joint identification of projects. It will, nonetheless, always be limited in scope and potential insofar as it is confined to issues related to ISS's core mandate (peace and security in their broadest sense).

Key issues and challenges in ECDPM's engagement in the JAES

Close engagement with the JAES and relationships with actors on both sides of the partnership have increased ECDPM's relevance to and impact on the process. However, the process approach has also brought with it challenges, dilemmas and limitations. While many of these are well known to the staff in ECDPM, the evaluation was able to bring a critical 'outside' perspective.

A facilitator or a 'player'?

Although ECDPM is perceived as being broadly impartial in its dealings with both sides of the partnership, a number of stakeholders feel that its strong presence, influence and relationships with multiple actors has put it into the position of a key 'player' in the process (and thus beyond a purely brokering role). For many, ECDPM's position is closely aligned to their own interests and, as such, does not pose a problem and can even be advantageous. One EU member state, for example, described ECDPM as an 'engaged' ally in the process whose (liberal democratic) values and standpoint are well aligned with their own. However, there have been times when ECDPM's actions have challenged key interests, with the result that the Centre's impartiality has been questioned. This was the case in the preparation of background notes on the financing used in a meeting on the resourcing of the JAES. In this instance, the EC made it clear they felt that ECDPM had overstepped the boundaries of their role in terms of information provision and had promoted a too critical view of the EC. This challenge should, however, be seen as inevitable for an organisation that rightly understands the importance (in terms of enhancing the quality of the process and addressing asymmetries) of engaging on sensitive issues. On the whole, ECDPM has both understood and managed these inevitable tensions and has achieved the right balance.

ECDPM in a monopoly position?

Close engagement with the process has also led to concerns that ECDPM has an apparent monopoly in its role towards the JAES, with the risk that it might crowd out other potentially useful actors or perspectives. One actor went so far as to say they felt they should 'not always turn to ECDPM' for support and advice. This is obviously not a judgment on the quality of ECDPM's work. Quite the contrary: it is precisely ECDPM's high performance that has driven demands for its engagement, which is perhaps an unavoidable side effect of ECDPM's approach and efficacy.

Relationships with AU member states

The AU side of the partnership was focused predominantly on the institutional partnership with the AUC and its current reform-minded administration, with less emphasis on building relationships with AU member states. As a consequence, there is not yet a well-developed understanding of the role and value of ECDPM among the AU Permanent Representatives Committee (PRC), with the result that there is less impact on the PRC, which is a vital constituency whose lack of ownership is a key

weakness in the JAES. Contacts within member states are essential if ECDPM wants to play a role in African integration. Furthermore, ECDPM's close relationship with the AUC and provision of support on a no-cost basis raises questions and leaves its current role and level of engagement vulnerable to inevitable political changes in the administration and to a decline in ECDPM's core funding.

A presence in Addis?

There is a consensus of opinion among stakeholders that ECDPM needs to be 'on the ground' much more frequently in order to cement relations with a broader set of actors (notably AU member states), to facilitate a better structured and proactive relationship with partners and to engage more fully in disseminating and facilitating discussions with key actors around research findings. While there are understandable reservations within ECDPM with respect to the impact of a permanent presence on the Centre's approach of 'working under the radar', it would be worth considering 'modalities of presence' (including the possibility of establishing a small office), which would allow ECDPM play a low-key role while benefitting from the advantages of being 'on the ground'. This issue is discussed further in section 13.

6.4 DPIR PP1, Conclusions and recommendations: Finding 'a new niche' and remaining relevant in EU-Africa relations

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
• In 2006/7, JAES was the most obvious and relevant choice of processes affecting EU-Africa relations. ECDPM had the most relevance and impact in the early stages of the partnership when it played a critical facilitation role in the development of the partnership, helped level the playing field between the two sides and opened up discussions to a broader range of actors. • ECDPM has continued to play a useful and relevant role by raising critical issues through research and information provision, by providing capacity-building support to the AU side and through the development of key African partnerships. A critical monitoring function—both at the overall level of the partnership and in relation to thematic partnerships—as well as direct capacity support to the AUC remain relevant roles for ECDPM to play in relation to the process, and one where there is clear demand.	• Remain engaged in a monitoring function providing timely analysis and information provision in relation to aspects of the JAES (including thematic partnerships and issues around implementation, such as financing), ensuring adequate follow-through by encouraging discussions around key issues with critical stakeholders and ensuring that these take place on a regular basis in Addis.
• Partnerships with ISS, SAIIA and EARN have played a limited and less visible role in relation to outcomes and impact. However, they are	• Continue to support the AUC as a partner while building on partnerships with African peer organisations to underpin the

seen as critical to underpinning the legitimacy of ECDPM's activities vis-à-vis the AU.	legitimacy and efficacy of activities.
• There is not yet a well-developed understanding among the AU PRC of the role and value of ECDPM and less impact on this vital constituency, whose lack of ownership is a key weakness in the JAES.	• Build and deepen relationships with AU member-state actors (particularly the PRC), NEPAD and sub-regional actors, to build a deeper understanding of their position, potential role, influence and added value in shaping EU-Africa relations.
• While the JAES will remain an important process to follow, the ongoing relevance and impact of the partnership as a vehicle for enhancing EU-Africa relations is questionable, given evident lack of member-state buy-in and limited progress in terms of implementation. • To remain relevant, ECDPM will need to continue to explore additional means of engagement both within and beyond the JAES to find a 'new niche' within the wider context of EU-Africa relations.	• Continue to forge relations with new EU actors in the EEAS to ensure the continued relevance of both the JAES and EU-Africa relations more broadly within EU external relations and within the specific role of ECDPM in relation to the process. • Explore emerging geo-political and economic issues affecting the EU-Africa relationship, such as the impact and implications of evolving partnerships with China and the US on the nature of debates and change in Africa. While it is always a challenge to add 'new issues' to the basket, DPIR could link up with the work of the ETC, where relevant, as well as building linkages and drawing on the capacity of other organisations and individuals working on thematic and regional issues. • Consider gaining a comparative perspective on EU-Africa relations by exploring how the EU relates to other regions (e.g., neighbourhood). This is particularly relevant in the changing context of development assistance and the trend towards looking 'beyond aid'.
• There is a consensus of opinion among stakeholders that ECDPM needs to be 'on the ground' much more frequently in order to cement relations with a broader set of actors (notably AU member-state representatives), to facilitate a better structured and proactive relationship with partners and easier access to information on key developments, as well as to engage more fully **in disseminating and facilitating discussions with key actors around research findings.**	• Consider 'modalities of presence' in Addis that would allow ECDPM play a low-key role while benefitting from the advantages of being on the ground (see also conclusions section 13).

6.5 Description of DPIR Policy Process 2 (PP2): Effectiveness of EU aid and EU international cooperation post-Lisbon

DPIR Policy Process 2 (PP2) encompasses a collection of different but inter-connected strands of work (or minor policy processes), some representing a continuation of work under previous programmes (e.g., Development Policy and Capacity).

The choice of process reflects a demand among EU member states and from the EC for research on improving EU development policy, as well as a recognition of a need for the ACP side to better understand and engage in these discussions.

The policy process has evolved from a primary focus on 'effective aid' to one on 'effective development', facilitating a shift from a preoccupation with the Paris/Accra discussion towards an emphasis on Policy Coherence for Development (PCD) and the Lisbon Treaty. Indeed, the boundaries of the process were purposefully drawn wide to allow for institutional accommodation of this wide range of activities. Research has been an important component of PP2 because of the need to break ground in terms of thinking and approaches, as well as in terms of understanding the different practices of EU member states and other actors.[3] A significant proportion of research has been undertaken in the context of service delivery under EU member-state funding arrangements and framework contracts with the EC, and has been complemented by knowledge brokerage and facilitation activities.

Box 1: Specific activities under PP2

Complementarity, Coordination & Coherence (3 Cs): The work was a continuation of existing engagement on the issue and involved participation in evaluation studies around the potential impact of the 3 Cs (as enshrined in the Maastricht Treaty), facilitation of discussions, dissemination of findings and contributions to external events.

Aid effectiveness: The programme's contribution revolved around facilitating dialogue in the EU and the South, with policy makers, practitioners and non-state actors. Specific activities included involvement in the Whither EC Aid (WECA) project (with ActionAid); input to EC technical meetings, briefing notes and issues papers; and work on the Regards Croises with GRET (Groupe de recherche et d'échanges technologiques), exploring aid effectiveness.

Effective Aid for Trade (with the ETC programme)*:* The aim of the work was to support the implementation of the EU Joint Aid for Trade Strategy, a topic high on the agenda of ACP-EU relations and one to which ECDPM was able to bring joint expertise in aid effectiveness and trade cooperation. Work involved support to member states and the EC in furthering the agenda, studies, research papers (including those done in partnership with the UK's Overseas Development Institute [ODI] and others) and workshops.

[3] This understanding of the background, evolution and substance of PP2 is taken from ECDPM's own internal review and annual reports.

Capacity.org and *'Capacity, Change and Performance Study':* Based on the recommendation of the 2007 external evaluation to mainstream capacity development across the programmes and working areas of the Centre, this work followed up the former Development Cooperation and Capacity Programme and was mainly done in three areas: (a) the study of capacity, change and performance, (b) the production of the journal Capacity.org and (c) various activities related to technical assistance.

The European Consensus on Development: Having undertaken an evaluation of the EC's development policy statement in 2004, which informed the new policy statement in 2005, ECDPM conducted a preliminary study (in response to a call for proposals) on the implementation, value and monitoring of the European Consensus on Development. An evaluation feasibility study has since been conducted (with Particip).

Cotonou Revision: ECDPM's involvement in this process has been largely reactive and entailed the organisation of seminars and informal discussions. These have highlighted a number of emerging issues that have been reflected in ongoing work (papers and facilitation): The regionalisation of ACP-EU relations, strengthening the role of parliaments, the creation of an independent ombudsman to monitor implementation and a more balanced Article 3 on migration.

Lisbon Treaty: This work has been undertaken to ensure that ECDPM understands what Lisbon means for development cooperation and shares this knowledge with interested stakeholders. The Centre's role has shifted from information provision to facilitation around the process of implementation. Various papers and briefings have been produced and activities (meetings and workshops) have been undertaken, some in partnership with ODI and others.

Migration: Work on migration has taken place in the context of Policy Coherence for Development on the linkages between EU migration policy and development policy and, more specifically, on Article 13 of the Cotonou Agreement. Output has included briefing papers, informal notes to ACP countries and joint publications with partners.

PCD: Activities have revolved around external studies and evaluations (for the Commission and others), including a joint evaluation of EU PCD mechanisms (2007), as well as contributions to events.

Technical Cooperation (TA): Work on TA started in 2001 and, following the external evaluation, was integrated into the DPIR programme. Work since 2007 has involved (among other funded studies) support to the development and implementation of a EuropeAid strategy on technical cooperation and project implementation units, allowing ECDPM to work closely with EuropeAid's Quality Support Group.

6.6 Findings and analysis: DPIR PP2

Patterns of impacts and outcomes of ECDPM engagement in PP2 policy processes

The findings of the evaluation confirm ECDPM's own overall assessment of outcomes and impact in relation to PP2, i.e., that ECDPM made significant contributions to debate on EU development cooperation over the period and had some (but more limited) success in enhancing the benefit ACP countries derive from ACP-EU cooperation agreements and development policies. The internal review provides a comprehensive assessment of outcomes and impact related to specific activities.

While it was unfortunately not possible within the scope of the evaluation to cover all the policy areas in a substantive way, the evaluation was able to shed light on the following general outcomes of activities under PP2. More specific outcomes related to PCD and work on peace and security can be found in box 2:

- ECDPM had a positive influence on **the content and quality of participation** in the policy processes it was engaged with within the EC, with EU member states and beyond, through its evaluations, service delivery, reports and events. ECDPM is understood to be a well-informed actor that brings 'good ideas, excellent knowledge and commitment'.
- While it is recognised that ECDPM cannot the way the EC or EU member states are working on its own change, it acted as **a 'driver of change'** and played an important role in accompanying and supporting key actors, particularly within the EC, in their efforts to shape policy and processes. For example, ECDPM facilitated communication and exchanges within the EC that enhanced the impact of its work on the 3 Cs.
- ECDPM influenced the thinking and policies of a wide range of member states through providing both general services and more during the intensive periods of cooperation around EU Presidencies. It **allows member states to have a better informed position in relation to EU policies** and helped them get their issues onto the table, particularly when they were able to draw on and leverage ECDPM's network. For example, ECDPM's support to the Belgium Presidency helped them push key issues within the Green Paper.
- ECDPM **enhanced and widened communication between the key stakeholders** on policy issues by bringing the players together, providing relevant analysis and moderating fruitful discussions.
- **ACP members were able to utilise ECDPM's analysis and events to achieve a better informed position** in relation to policy areas relating to EU-ACP cooperation, for example, in relation to the future of the Cotonou Agreement.

Box 2: Engagement on specific DPIR topics

PCD: PCD was a relevant issue, particularly given the growing recognition of the inter-linkages and inter-relations between development and other key issues, such as security and migration. ECDPM's contribution was substantive and useful, with ECDPM demonstrating a better understanding than others working on the topic. This engagement led to evident outcomes in terms of advancing thinking on the topic and bringing the issue to the table. The challenge going forward will be for ECDPM to build and demonstrate the capacity to undertaken policy-specific 'vertical' studies.

Peace and security: ECDPM has engaged with EU member states in relation to EU policy on peace and security and followed the peace and security partnership of JAES. While there is as yet limited visible engagement in relation to AU peace and security architecture, ECDPM's work for EU member states has been highly regarded. Peace and security is a 'crowded space' with numerous actors working on the issue at an EU level. However, ECDPM is perceived as having added value in its excellent knowledge of EU policies and processes along with an ability to understand of the position and needs of EU member states seeking to engage in this policy area.

Peace and security is key issue of relevance to EU-ACP relations. It extends beyond development assistance and requires a more unified and coherent approach to development and foreign policy. ECDPM has therefore a sound rationale for building thematic competence in this area.

Factors contributing to outcomes and impact

In terms of deployment of the three capacity strategies, strategic research, networking and knowledge management and, to a lesser extent, direct facilitation support, have been the key drivers of ECDPM's impact in relation to PP2 topics. ECDPM's added value appears to lie in the organisation's specialised and in-depth knowledge of policy processes, its ability to rapidly grasp intricate issues and its access to wide and influential networks of actors. The organisation has successfully made complex policy issues accessible to a wide audience and amplified its impact through networks and engagement with a range of actors, including multiple EU member states. ECDPM is highly regarded as a focal point on EU development policy.

Having a hybrid status, bridging research and policy has been a highly relevant approach for an organisation seeking to enhance the quality of EU development policy. Undertaking funded studies allowed ECDPM to have an influence and to gain traction in relation to policy processes, and the Centre's efforts to bring different stakeholders together around certain policy issues was appreciated (even if sometimes there was a sense that ECDPM 'pushes too hard' for influence).

ECDPM's impact has also been supported by its overall attitude and approach, as well as the 'outstanding' quality of its service provision, discussion papers and staff. The organisation and its staff are valued for being more flexible, open and responsive than other organisations working on the same topics. An ability to engage with and 'accompany' a policy process, to develop an interactive relationship and sustain a wide range of contacts across institutions (for example, different member-state departments) has made ECDPM a highly esteemed partner for EU member states, in particular.

ECDPM's Southern partnerships (again) appear to have played a limited role in relation to outcomes and impact and lack visibility among key stakeholders in Europe. A significant number of respondents in Europe were not aware that ECDPM had Southern partners engaged with them on PP2 topics. Relations with the ACP Secretariat and ACP representatives in Europe have, however, been more productive and have deepened over the period of the evaluation, particularly with the appointment of the most recent Secretary General of the ACP Secretariat. The ACP Secretariat is highly appreciative of ECDPM's support to strategic reflections on major issues and reports and is keen to progress towards a closer and more structured partnership.

European partnerships (cooperation with the European Think Tanks Group, for example) have proved useful in providing alternative channels for disseminating research findings, have enhanced

access to decision makers and have amplified policy messages. Partnerships with more political operators, such as ODI, have, in some cases, increased the political profile and influence of ECDPM's analysis. The flip side, however, is that partnerships have the risk of diluting ECDPM's visibility, distinct voice, identity and message, and there has been a need to remain vigilant to defend a non-partisan stance when working with more advocacy-orientated organisations. In relation to joint publications, the process of finding a common position among a range of organisations in the European Think Tanks Group may have led to 'dumbing down' the substance. An example would be the 'New Challenges, New Beginnings' paper (February 2010) that some admitted was rather bland. Finally, there is a sense among some staff members that ECDPM brings more to the Think Tanks Group than it gets, which, given the obvious transaction costs in terms of staff time, raises the question of whether this membership is the most efficient and effective use of resources.

Key emerging issues and challenges

Relevance and maintenance of the strategic focus

The topics followed by PP2 have responded to a clear demand highlighted by opportunities for consultancy and service delivery, have evolved with the changing context and covered relevant issues. Stakeholders felt that the organisation judged well which issues to work on; notably Policy Coherence for Development (PCD) provided critical insights. However, ECDPM, by its own judgment, found it difficult over the period of the last strategy to maintain focus, to prioritise and to be strategy-led, given the large proportion of service-delivery and consultancy contracts in the programme (necessary in part for funding). Consultancy contracts have also had implications for the capacity of the programme as a whole. Staff perceive that the risk is that they might become spread too thin, which could dilute impact. Even where issues are de-prioritised, the sense is that they have a propensity to come back through the back door with new requests for consultancies, and the programme needs to be vigilant to retain its focus.

Research capacity at the level of implementation

Donors are increasingly looking for a strong practice-related evidence base for their policies and approaches, particularly in a climate of budgetary cuts to overseas development assistance. There is an appetite for evidence of impact; however, some have questioned whether ECDPM demonstrates a solid enough capability for applied research at this level. When ECDPM undertook country case studies for the EC on the impact of EU policies on millennium development goals in developing countries (in the framework of PCD), there was a sense that ECDPM's analysis remained too focused on policy, while the EC would have preferred more concrete findings in terms of impact. The study was recognised by both ECDPM and the EC to be a challenging task, highlighting both the conceptual and practical challenges of working at this level (such as finding the right combination of development policy and non-development policy expertise and solid Southern partners to work with).

Research depth versus responsiveness

At the same time, while ECDPM's analysis is highly regarded, it is perceived by some stakeholders as less rigorous in its analysis and less academic than other organisations, such as those within the European Think Tanks Group. As an organisation working at the interface between policy and

practice and with a process-orientated focus (as opposed to being a think tank), ECDPM does not aspire to rigid scientific research processes. Indeed, ECDPM is valued precisely for its responsiveness and ability to accompany policy processes—competencies that would be undermined by a more structured approach to research. What this suggests, therefore, is that there is a tendency for ECDPM's role and identity to be misunderstood, particularly when the organisation is put into the same 'box' as other members of the European Think Tanks Group.

EU-ACP balance

A challenge for PP2 has been not to be overly focused on the EU, and staff acknowledge that it has been hard to achieve a balance (although ECDPM is perceived to have done well in serving the interests of the ACP Secretariat). Taking on EC-funded studies and working closely and 'in the kitchen' of the EC has led to the observation by a handful stakeholders in Europe that ECDPM is somehow within the system ('in the machine'). Some feel that this limits the Centre's ability to be sufficiently independent and critical. (An example cited was ECDPM's perspective on the future of development policy under the EEAS, where one stakeholder felt ECDPM shied away from conclusions that might undermine their relations with the EC.)

Synergies between PP1 and PP2

While some Europeans see ECDPM as closely aligned with the interests of EU actors, this perception was not generally shared by those in the AUC who know ECDPM well (although some AU member states less acquainted with the organisation might be more liable to view ECDPM as pro-European). Here, ECDPM's insider perspectives and insights into EU policy and processes are precisely what is appreciated. This highlights the natural synergies and complementarity between PP1 and work under PP2 on EU-Africa relations. There are numerous examples where DPIR sought to harness synergies through cross-fertilisation of knowledge and insights between different groups of stakeholders, through both publications and events. An example would be the work on the Lisbon Treaty where ECDPM sought to build an understanding among AU officials of the Treaty's impact on Africa-Europe relations. This included participation in an AUC seminar as part of the EC's Fridays series.

ECDPM—a big thinker?

Whether 'in the machine' or not, ECDPM it is not universally seen as a challenging or visionary thinker on EU development policy. This is not to say that ECDPM lacks visionary thinking. Indeed, those that know the organisation well would agree that it is ahead of the curve on many issues. The issue is more that this type of thinking is not perhaps enough in evidence.

Stakeholders (both in and beyond EU institutions) feel that ECDPM has at times brought fewer fresh and challenging perspectives than some other organisations. It can be too 'in step' with EC thinking and appear to be within the 'consensus'. There was, for example, disappointment expressed in some quarters in relation to ECDPM's responses to the Green Paper, which were seen to lack the insights and fresh substance sought in the EU's current dynamic policy and institutional context.

ECDPM – too oriented towards the 'meso' level?

Similarly, stakeholders both within and beyond the EC suggested that ECDPM is too focused on the 'meso' level to bring about *significant* change or shifts of thinking within the EU. There is a sense that ECDPM needs to be engaging and communicating at a higher political level—to provide 'political cover' for those seeking to influence policy from within, for example. This issue relates not so much to the substance of ECDPM's work as to the range and level of stakeholders that the organisation targets and with whom it engages.

6.7 DPIR PP2, conclusions and recommendations: Refining ECDPM's strategic positioning

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
• ECDPM is evidently one of the most relevant organisations of its type engaging in EU development policy and it makes a demonstrable contribution to the quality, extent and nature of participation in key policy debates, including those involving key ACP actors. • PP2 has focused on relevant issues over the period of the evaluation, such as PCD, the Lisbon Treaty, the future of EU-ACP relations and peace and security.	• Continue to seek critical entry points to engage with the EEAS (and, more broadly, the new EU institutional setting) and a policy framework that will look beyond poverty reduction and development cooperation, considering how to (and whether to) relate to new topics.
• Undertaking consultancy contracts and funded studies has provided ECDPM with opportunities to gain influence and traction in relation to policy processes. They have been an important source of income for the programme. • However, there is a risk that consultancy and service-delivery activities dilute focus and affect the ability to be strategy-led. They can also undermine stakeholder perceptions of ECDPM's independence.	• Given the challenges associated with consultancy contracts, the programme should resist the temptation to opt for a greater proportion of consultancies (even given the current funding environment).
• ECDPM's contribution to thinking (on PCD, for example) has been substantive and has advanced thinking at the overall policy level. However, efforts to 'drill down' and examine impact in relation to specific policy areas have proved challenging. Efforts to examine impact and implementation issues (both in relation to PCD and beyond) are nonetheless important, since there is an increasing appetite among some donors for evidence of	• Strengthen ECDPM's capacity to fund and deliver research findings built on a practice-related evidence base by enhancing and drawing on a flexible research capacity (e.g., associates) and strategic alliances with other actors, spanning both development and non-development expertise (through enhanced engagement with Southern partners, for example).

impact.	
• ECDPM's Southern partnerships lack visibility among stakeholders in Europe and have played a limited role in relation to outcomes. At the same time, the ACP group would welcome closer engagement with ECDPM. • European partnerships have proved useful in providing alternative channels, enhancing access to decision makers and amplified policy messages. However, they risk diluting ECDPM's visibility, distinct voice, identity and message, while at the same time there is a perception that ECDPM puts in more than it gets out of partnerships.	• ECDPM should retain its relationships with European partners such as ODI and the European Think Tanks Group. However, it should not invest more time and energy in these partnerships than it currently does. • Further investment in partnership building should focus on the ACP Secretariat and on increasing the access of Southern partners to European debates.
• ECDPM has 'big thinkers' and big ideas but this is not always evident to those outside the organisation at a time when the current dynamic policy environment demands visionary thinking on macro issues. • As a related point, ECDPM is seen to be too focused on the 'meso' level in terms of its communication. To fully support those seeking to bring about positive change within the EU, ECDPM should also enhance communication at a higher political level.	• Consider ways of more clearly communicating ideas and visionary thinking beyond the organisation (e.g., via blogs). • Take proactive steps to ensure that ECDPM's thinking and recommendations are consistently communicated with key actors at a higher political level.

7 Governance Programme

7.1 Programme description

The overall objective of the Governance Programme is to contribute to better informed dialogue and more effective cooperation in support of governance, particularly involving ACP (primarily Africa) and the European Union and its Commission.

The aim and strategic objectives of the programme are threefold: (a) to contribute to Africa's search for home-grown strategies to promote governance at local, national, regional and continental levels; (b) to improve EU capacity to plan, implement, monitor and evaluate strategies supporting governance in partnership with ACP actors; (c) to promote effective linkages and synergies between policy debates and initiatives on governance in the ACP countries (primarily Africa) and the EU.

Furthermore, to support these policy processes, the programme has engaged in areas of work that represent continuity and enhanced innovation. These areas include domestic accountability, human rights, decentralisation and aid effectiveness.

To realise these aims, the Governance Programme has invested in facilitation, knowledge development and strategic partnerships related to two policy processes: Policy Process 1 (PP1), Support to African Governance Processes, and Policy Process 2 (PP2), Support to EU Governance Processes.

Other activities related to these two processes have also been developed in order to promote linkages between policy debates and governance initiatives in Africa and the EU.

The expected outcomes of ECDPM engagement in these policy processes are outlined in Table 3:

Table 3: Governance Policy Processes, Expected Outcomes and Impact

Process	Expected outcomes	Impact
Support to African governance processes: both public and private actors at local, national, regional and continental levels	• Improved capacity of ACP state and non-state actors to identify, formulate and implement appropriate governance policy options and strategies at continental, regional, national and local levels	• Strengthened capacity of key public- and private-sector actors in ACP countries to develop and implement effective governance policies in cooperation with their EU development partners • Improved EU-ACP cooperation on governance
	• Improved capacity of key ACP policy actors to engage in dialogue with the EU on governance issues and related support strategies	
Support to EU governance processes at the EC and (pilot) EU member states	• EC/EU policy dialogue on governance enlarged to include multiple stakeholders, demonstrating the use of more open-ended, inclusive, coherent and harmonised approaches	

	• Increased EC knowledge and capacity to integrate governance into cooperation processes and to provide effective support • Increased reflection and multi-actor dialogue on the governance of overall EU external action	

7.2 Description of Governance PP1: Africa's search for home-grown governance agendas

The objectives and focus of PP1 were built on the following rationales and context:

- Over the last decade, governance has become a central component of development policy. The existence of legitimate governance systems is seen as a precondition for achieving key development goals.
- Most African governments have adopted the governance discourse, including it in their poverty alleviation strategies, for instance, or establishing national programmes of good governance.
- Decentralisation processes and related reforms aspire to a system of governance that promotes improved management of public affairs by local communities, based on the concerns and aspirations of their own local populations.
- There are bottom-up initiatives related to governance, resulting particularly from civil pressure groups or networks.
- Regional and continental organisations are taking up the governance challenge: in particular, political leadership that supports the further development of an effective architecture for African governance has emerged in the AU.

In terms of activities, the programme's support to African governance initiatives ranged from questions of decentralisation to the African Peer Review Mechanism (**APRM**) and support to the emerging Africa Governance Architecture (**AGA**).

The programme started by working with long-standing partners, particularly in West Africa, to conduct a dialogue on governance issues at the national and regional levels and to contribute to the debate on ACP-EU cooperation. The **Laboratoire Citoyennetés** multi-country governance initiative in Benin, Burkina Faso, Mali and Niger was supported in order to generate key findings and lessons from its action research on domestic accountability to policy makers in Africa and Europe. By supporting facilitation, the programme aided the **Commissariat for Institutional Development of Mali** in defining an operational programme for implementing Mali's state reform and institutional development programme. Support focused on strategic planning, establishing a monitoring and evaluation system for state reform and technical advice on how the Commissariat can enhance the role of civil society as an actor in institutional reform.

The centre also supports the **African Governance Network** (the Alliance for Rebuilding Governance in Africa [ARGA]), a bottom-up initiative of a network of 50 African organisations that exchange ideas and experiences on governance issues.

In the field of decentralisation and local governance, the programme produced, on the basis of previous studies, a number of performance management tools for local governments, and in West Africa, it facilitated workshops with the Netherlands Development Organisation (**SNV**), which contributed to strengthening the capacity of citizens and local actors to monitor and evaluate their respective local governance processes.

At the request of the Deutsche Gesellschaft für Internationale Zusammenarbeit (**GTZ**), the programme undertook a progress review of a German project in support of the All African Ministerial Conference on Decentralization and local development (**AMCOD**) and the United Cities and Local Governance of Africa (**UCLGA**). Within that framework, it facilitated a participatory workshop with key stakeholders on the continent in order to sharpen knowledge about complex support programmes and processes of change. In addition, the programme supported the establishment of the ACP Local Governance Platform.

With the advent of **the African Union and its Commission**, designated as the lead institution to develop African governance architecture, the governance programme provided 'just in time' support services contributing to preparatory efforts to institutionalise African Governance Architecture (**AGA**) by establishing an African Governance Platform (**AGP**). The purpose of the AGA is to strengthen the AU's ability to promote shared governance values. Its platform aims to provide a space for exchange between a range of African institutional actors on such governance matters as the APRM, the African Charter on Democracy, Elections and Governance, as well as the forthcoming African Human Rights Strategy, and to develop synergies between African governance institutions at the pan-African and regional level.

One expected outcome of the AGA/AGP is to enable Africa to have a stronger position on governance issues in dialogues with international partners such as the EU.

Assistance ranged from facilitation to the production of targeted background notes and finalisation of the core document of the AGP. The programme's interventions went through different phases, following a step–by-step approach, with pro-active engagement at each step.

Thus, after a 'teething phase' in 2008, which looked into the quality of European support to African governance initiatives (through presentations and discussions in Europe, with EU stakeholders, of the first study on the **APRM**, in collaboration with **SAIIA**), the programme shifted to a second phase in 2009, which coincided with the AUC's mandate to take the AGA agenda further (given the fact that discussions to support African initiatives on governance could only be led if there is a consolidated African—and European—position on the issue).

In that phase, the programme focused on providing regular support to the AUC (for example, in the preparation and facilitation of the informal African Consultative Meeting on the African Governance Architecture in Yaoundé, March 2009). That meeting led to the development of practical tools for African stakeholders on the establishment of the AGP and its working modalities. There was also a presentation and facilitation of a session on the working modalities for African stakeholders (Nairobi 2009), facilitation of the follow-up session on the working modalities of the AGP (Banjul, March 2010), production of a reflection on 'how to address the APRM within the AGP' as a working document for the AGP working group on the APRM (April 2010) and participation at a meeting to

discuss the rules and procedures for the functioning of the AGP (Banjul, August 2010). The ECDPM's intense commitment at this point reflected its belief (along with a number of African Stakeholders) that until this phase is completed, dialogue with the EU on governance issues of a continental nature would not be beneficial.

Thus, the third phase consisted of assisting the EU and African stakeholders to link the existence of the AGP to the Platform for Dialogue under the Partnership for Democratic Governance and Human Rights (**PDGHR**) proposed within the general context of the JAES. Within this context, ECDPM co-facilitated the EU-African dialogue on the establishment of the AGP, in collaboration with the Africa Governance Institute (**AGI**).

7.3 Findings and analysis: Governance PP1

As outlined above, Governance PP1 interacted with different types of 'strategic partners' at local, national, regional and continental levels. In this context, **the commitment of ECDPM towards the African Union has been remarkable and sustained.** It is clear that ECDPM has made deliberate and open efforts to support AU stakeholders, particularly those in the AUC, through technical assistance and advisory support. This includes assistance in the conceptualisation of the AGA and its platform and the production of practical tools, such as the guide for civil participation in the discussion process around African governance. In this regard, the programme succeeded in responding pro-actively, with consistent activities, to a real and crucial demand.

The engagement with other processes with 'peer partners', particularly the emerging ones at the national and regional level, has been more challenging. This was the case, for instance, with **ARGA**. The partnership was hindered by different approaches: ARGA being rigidly bottom-up in an approach that does not grant any credibility to institutions (particularly the AU), while ECDPM is fully committed to the AU. With **Laboratoire Citoyennetés**, after a promising collaboration through an action plan shared by both parties, the partnership has been unsuccessful because of a lack of funding, on one hand (the Laboratoire's three-year funding proposal submitted to the EC with ECDPM's support was not accepted), and the absence, on the other hand, of follow-up from ECDPM (possibly due to a lack of staff time). With regard to the Commissariat au Développement Institutionnel (CDI) in spite of ECDPM's commitment, it appears that this institution, in charge of state reform, was undermined by weak support from the decision makers in Mali. In the end, the collaboration was unsuccessful and ECDPM was obliged to withdraw.

It is clear that partnerships with young peer institutions are expensive and time consuming. However, it appears that, for the three institutions mentioned here, the Centre did not clearly communicate its intention of repositioning or withdrawing, resulting in misunderstandings and unmet expectations by the partners.

Notwithstanding these limitations (capacity and funding), the programme shifted its interest to decentralisation processes by helping key continental actors, such as AMCOD and UCLGA to promote dialogue in order to sharpen knowledge about such complex processes.

While this repositioning to a continental level is understandable, we believe that the main challenge is implementation at the field level. The Centre could explore ways to help local and national actors to continue to benefit from its long experience with and knowledge about decentralisation. To have

a sustained impact, ECDPM needs to support bottom-up efforts as well as top-down change to strengthen governance.

Outcomes

ECDPM's strong commitment in Africa, particularly within the AU and its Commission, produced relevant outcomes, which were outlined in the ECDPM internal assessment and confirmed by stakeholders in the field:

- There has been progress in the African agenda relating to the consolidation of the African Governance Architecture.
- The dialogue has been widened to include a larger number of stakeholders beyond the Commissions and the member states (i.e., the Pan-African Parliament; APRM Secretariat; AU Social, Cultural and Economic Council, etc.).
- Clearer messages are being communicated by African stakeholders in relation to support to African initiatives (i.e., the articulation of an African desire not to see the APRM dealt with within the framework of the governance partnership until internal African reflections on the matter are complete).
- There is greater awareness among EU stakeholders of the need to align support to African initiatives driven by African priorities.
- There is greater awareness of the complex set of power relations and the interests at play at the level of the pan-African local government movement.

Impacts

At the AU level

It is widely recognised that ECDPM made a considerable contribution to African capacity, particularly that of the AUC, through its provision of information, thorough analysis, critique and ability to throw light on key issues, as well as through its informed advice and practical tools. ECDPM's support was particularly relevant for the AUC, whose directorates were hampered in their ability to grasp the new challenges due to inadequate staffing. ECDPM clearly reinforced the capacity of AUC decision makers—notably the Department of Political Affairs—in their dialogue and collaboration with African civil society and the private sector. In all, the Centre's 'just on time' support has increased the capacity and confidence of AU officials. In recognition of the quality of ECDPM's overall support since 2002, the AUC signed a memorandum of understanding with ECDPM in 2008, highlighting its desire to reinforce the relationship.

However, although staff within the AUC are highly satisfied with ECDPM's role, some representatives of AU member states remain concerned about the free services offered by a European foundation whose real motivations they have yet to fully understand. To earn legitimacy and reassure key stakeholders, ECDPM has developed a political partnership with the Africa Governance Institute (**AGI**). This type of partnership has been particularly welcomed by the AUC.

In relation to partners

In addition to these impacts in the AU, ECDPM's partners recognise that, thanks to the Centre's support, they have

- developed greater capacity and more confidence (CDI and Laboratoire Citoyennetés)
- gained the recognition of strategic institutions like the AU and the EC (ARGA)

7.4 Conclusions and recommendations: Governance PP1

Overall, the Governance Programme's activities addressed the right issues in Africa, with various partners at the local, national and continental level. Decentralisation, state reform, domestic accountability and the promotion of shared governance values across the continent are all consistent with the evolution of the context. Particularly notable is the strategic choice of accompanying a global process of reflection on multi-level systems of governance on the continent with the key institutional and non-state actors. In this regard, the programme has fully applied its principles in taking an inclusive and nonpartisan approach to stakeholder participation, encouraging open-ended dialogue and ensuring open communication.

Nonetheless, the Centre could have found a better balance in its engagement between support to continental governance architecture and global reflections on decentralisation and support to bottom-up processes related to improving local governance. It is obvious that the Centre cannot do more than its own capacities allow, but it could, for instance, develop a deeper strategic partnership with key strong actors so as to maintain its involvement and bring to bear its longstanding expertise to support and enhance decentralisation and local governance processes.

Although ECDPM has recorded remarkable achievements, over the long term the success of its interventions in Africa will depend on its capacity to seal reliable partnerships with African 'think-tank' institutions that share its vision, approaches and fields of intervention (ideally with confirmed expertise on both sides for mutual reinforcement). In this respect, the partnership with AGI seems promising but not enough to cover, in particular, the various dynamics involved in the quest for good governance in Africa. Thus, reliable additional relationships with African institutions remain to be developed.

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
The programme interacted with different types of 'strategic partners' at the local, national, regional and continental level and addressed the right governance issues: • In particular, it focused on accompanying the African Union and its Commission in its process of creating the AGA and its platform. • The Centre has supported a more open-ended dialogue and open communication through its information provision, facilitation and support to broad participation. It also increased the	The Centre should focus on the consolidation of the AGA and its platform, taking into account the actual context within the AU and the considerable requirement for support to face the following challenges: • making operational the new 'shared values' adopted by the Head of States during the last summit (January 2011) • making operational the cooperation required among the regional organisations • making operational the governance platform

capacity and confidence of stakeholders involved in the process, particularly AUC officials.	
• Due to capacity and funding constraints, the Centre has shifted focus from local to continental processes. The key challenge, however, is in implementing governance systems at the local level. Bottom-up and top-down approaches to governance are more likely to produce changes in Africa.	• The Centre should consolidate its current efforts at the continental level but also explore how to help local and national actors to continue to benefit from its long experience with and knowledge about decentralisation. In this regard, it could develop, for instance, strategic alliances with key strong actors (like SNV and GTZ) who are more focused and active in the field, accompanying and strengthening the capacity of local actors for change.
• The relations of the Centre with some 'peer partners' has not been easy, with some partners hindered by differences in approach and others by misunderstandings about the real role of the Centre (perceived sometimes as a donor). • The lack of clear communication from the Centre has resulted in unmet expectations and frustrations among those 'peer' partners.	• The terms of the partnerships should be clarified so as to avoid frustrations arising from misunderstandings around expectations. The Centre should define exit strategies better and much more jointly with partners. • The Centre should seal reliable partnerships with African 'think-tank' institutions that share its vision, approach and fields of intervention (ideally with confirmed expertise on both sides for mutual reinforcement). This suggests that due diligence should be exercised before partnerships are formed.

7.5 Description of Governance PP2: Supporting EU governance processes at EC and (pilot) EU member states

The objectives and focus of the PP2 were built on the following rationales and context:

- the belief among international partners that governance is a key condition for improving aid effectiveness and achieving the millennium development goals
- agreement between donors to harmonise their support around country-led reforms
- the advent of new aid delivery mechanisms, such as budget support
- the growing interest of donors to bring civil actors and local governments on board their activities with states
- the new dimensions of the governance agenda of the ACP-EU Partnership (consolidation of human rights, democracy, culture, management reforms in the public sector and public finance, decentralisation and local governance, and the involvement of non-state actors)

- the growing interest in global good governance

In terms of activities, ECDPM worked with strategically positioned partners within the development community (e.g., the EC, EU member states and the OECD Network on Governance).

With **the Europe Aid Evaluation Unit and the EC's Unit E4** (on governance, security, human rights and gender), the interaction ranged in from questions of governance (decentralisation, sector operations and civil society as governance actors), the use of *new aid modalities* (including budget support) and the revision of the project-cycle-management tool. The interaction started in 2006 with a general thematic evaluation of EC support to governance, followed in 2007 by a specific contract to assist the EC's implementation of the evaluation's recommendations on mainstreaming governance in sector operations. Through workshops, ECDPM facilitated and accompanied the reflections and the interaction between different actors in the different units of the E-directorates (through a reference group) and the delegations. This successful support allowed the EC to widen the discussion to include some officials of member states (such as DFID) and to publish a reference document on governance in sector operations in 2008. This support also opened the door to other requests for engagement by EC officials. The reference document in sector governance helped the EC to engage in discussions with other donors, such as the World Bank, DFID, and French and Dutch cooperation agencies.

Through numerous seminars and workshops, ECDPM facilitated interactive reflections between EC unit officials and practitioners in the field (delegation officials and project managers) on how to address governance issues in decentralisation processes. The exercise was held over 18 months and was based on lessons learned from experience in implementing governance projects. This led to the publication of a reference document on decentralisation and local governance in third-world counties, which was shared with the 'informal donor's group on decentralisation' in 2006, and with the German KFW Agency, the World Bank, United Nations (UN) Capital Development Fund and the EC, in particular. The document helped the donors formulate guiding principles for a 'code of conduct' on decentralisation and on assessment and implementation of local governance. The group of donors also decided to harmonise their training tools so as to develop a common training approach for their different representatives and decentralisation managers in the context of the broader open-access group, 'train4dev'. The first pilot training was held in January 2011 with the facilitation of ECDPM.

The third major interaction related to supporting increased understanding of the place and the role of civil actors in the new modalities of EC aid implementation, with (a) a general thematic evaluation on civil society followed by (b) a specific contract inviting ECDPM to assist the unit in elaborating a sound methodology on how to associate civil society as a governance actor in EU aid implementation and (c) the publication of a reference document on the topic. ECDPM has been contracted to facilitate the development of a training tool on the issue in 2011.

- ECDPM also facilitated (through three seminars) reflections on the budget-support instrument between Unit E4 and the delegations in Kenya and Indonesia and was requested to contribute to the review of project-cycle management so as to better address governance issues.

The programme assisted the **OECD** to publish a reference document (the OECD Development Assistance Committee source book on donor approaches to governance assessment) and provided support to **EU member states**:

- **Belgium** EU Presidency: support to develop an agenda that put domestic accountability on the aid and development agenda, input into how to improve coordinated approaches to budget support, and facilitation of a round-table on domestic accountability

- **Dutch Ministry of Foreign Affairs**: two internal reports on budget support as an 'aid package', including policy dialogue, harmonisation, technical and other accompanying measures, performance assessment and alignment to country policies, as well as assistance to improved engagement strategies with institutions involved in domestic accountability

- **Portuguese Ministry of Foreign Affairs and the Portuguese Development Cooperation Institute (IPAD)**: background notes on budget support as input for a position paper

- **Germany, Federal Ministry for Economic Cooperation and Development (BMZ)**: case studies on approaches to support domestic accountability in a context of budget support or programme-based approaches

With AGI, ECDPM also pro-actively explored the possibility of strategic collaboration with the African Development Bank on strengthening African governance architecture as well as on sector governance and new aid modalities.

7.6 Findings and analysis: Governance PP2

It is clear that the programme achieved important results and, in particular, managed to accomplish the following:

- It helped the donor community identify and access relevant experiences and thereby improve their knowledge of **governance dimensions**, which helped them to fill the gap between policy and practice. In this regard, the Centre contributed to the effectiveness of the EC's support to sector programmes, in particular, with specific focus on the following sectors: water, environment, transport, natural resources and trade. The programme also contributed to the re-design of Project and Programme Cycle Management (which integrates new governance dimensions).

- It helped to improve donors' understanding of and support to actors involved in **domestic governance and accountability**.

- The Centre accompanied donors in their quest for **harmonisation for more effective support to decentralisation** by providing a reference document and harmonised training tools. Thanks to the Centre, the EC's Unit E4, which is in charge of governance, gives more relevant backstopping support on decentralisation issues to the delegations.

- It facilitated consultation and debates among donors (EC, Dutch Ministry) for a better understanding of the **new aid modalities**, particularly the budget-support instrument. In this regard, the programme promoted a more focused analysis of the context and political economy to better calibrate budget support (as an 'aid package') to context. Above all, the Centre helped the EC to engage more strategically with non-state actors, particularly in the context of implementing budget support. In this regard, thanks to ECDPM, reflections on **the budget-support instrument** between the EC's Unit E 4 and the delegations (in Kenya and Indonesia) have already started.

Outcomes

The programme produced relevant outcomes, as stated by the ECDPM internal assessment and confirmed by this evaluation. Notably, it achieved the following:

- It facilitated exchanges of information and learning among sector specialists in EU delegations and headquarters in the area of supporting governance in developing countries.
- It improved the quality of operational support to EC delegations from headquarters in addressing governance in sector operations.
- It increased reflection and multi-actor dialogue on the governance of the overall EU external action.
- It created awareness among EU stakeholders of the need to align EU support to African initiatives driven by African priorities.

Impacts

EC officials are unanimous in their recognition of the Centre's impact on their way of working. This is reflected in the following perspectives:

- ECDPM allowed the different EC units and partners to work together to reconcile and consolidate their ideas and knowledge.
- ECDPM affected the EC's method of working by strengthening the linkages between the units and the delegations.
- The programme contributed to promoting harmonisation or smart partnerships in the analysis of governance and political economy and contributed to stronger synergies between often disconnected processes.
- The programme facilitated EC networking with other donors and multi-lateral institutions, including the World Bank, United Nations Development Program (UNDP), DFID, and the Dutch Government.

7.7 Conclusions and recommendations: Governance PP2

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
• Using its engagement with the EC Evaluation Unit and Unit E4 on governance as a strategic entry point, the programme was able to leverage influence and made a demonstrable contribution to the revisions of EC policies and procedures in relation to governance. The programme has also sharpened its focus and profile (as honest broker and facilitator) and has gained credibility with the EC and EU member states.	• We recommend that ECDPM maintain and strengthen its 'portfolio' of relations with EC officials.
• The programme has also contributed to integrating elements of its work on decentralisation, non-state actors, context	• The programme has found its 'niche'. The challenge now is how to optimise capacity by maintaining its focus on a limited

analysis and its framework for analysis of sector governance in preparing the new guidelines for EC staff on projects and programmes. The enthusiasm of EC officials about using the Centre's governance and decentralisation support tools indicates how relevant the programme has been. However, concerns were expressed that the programme had inadequate capacity, especially at senior expert levels, to respond to the increased demand for governance support.	number of sectors. Considering that governance, as a theme, cuts across the three Centre programmes, there is a need for inter-programme collaboration on governance support projects. • The issue of senior staff succession to maintain the Centre's professionalism and credibility within the EC should be addressed.

7.8 Synergies between the processes

The 'major interactions' of the two policy processes are often interrelated and, thus, they mutually reinforce one another. This is the case with the following interactions, in particular.

EU-Africa dialogue on governance within the context of the joint Africa-EU PDGHR strategy

- There are linkages and synergies between policy debates and governance initiatives. The interaction with the **DPIR** Programme on the JAES was very intensive: the Governance Programme provided a range of well-appreciated support and facilitation on both sides (Europe and Africa), particularly during the negotiation of the AGP.

In collaboration with AGI, ECDPM co-facilitated the EU-African dialogue on the establishment of the AGP. This ranged from careful preparations (with four background notes and assessment of different agendas) to workshop facilitation and reporting. This work was largely the outcome of the Centre's support to the AGA and its platform. Thus, the Centre was instrumental in facilitating dialogue on governance between African and European interlocutors.

Outcome

Africa has a stronger position in relation to the establishment of the EU-Africa PDGHR and the quality of the dialogue between the EU and Africa has been enhanced.

Impact

It is acknowledged that the ECDPM's facilitation supported the re-establishment of the dialogue between European and African civil society (through ECOSOC), which had been beset with misunderstandings in the past. ECDPM's facilitation work has been appreciated as 'a vital bridge' in helping each interlocutor understand the perspective and thinking of the other.

Improvement of aid effectiveness

Based on the belief that the promotion of home-grown African processes is a way to improve aid effectiveness through increased domestic accountability, the Centre achieved the following:

- It played an important role in shifting the initial intention of the EC (with its governance-incentive tranche initiative of 2.7 billion euro). In this regard, ECDPM, together with AGI, successfully tendered for a support study of this EC programme with the aim of creating a

more nuanced understanding of conditions under which policy dialogue, political conditionality and incentive mechanisms can contribute to strengthening or improving governance.

- It helped the EC to engage more strategically with non-state actors, particularly in the context of implementing budget support. This work, which contributed to strengthening domestic accountability and broadening the area of citizens and civil society to become involved in reform processes, also supported the Centre's strategic partnership with AGI.

Decentralisation processes

The important support the Centre provided to donors through PP2 (tool development, action-oriented research, harmonised training for more effective support to decentralisation) is also closely linked with PP1 (work with GTZ on AMCOD [All African Ministerial Conference on Decentralization and Local Development], feeding into the content work of the AGA, networking).

Adaptation of the governance analytical tool to facilitate trade was explored with the ETC Programme.

7.9 Conclusions and recommendations: Synergies between the processes—the Governance Programme

The interactions between the two processes and the other programmes show that the Centre works in an integrated manner on African governance agendas and European response strategies. Thus, the Centre has tried to ensure proper and balanced governance in the partnership as a whole. The overall results of the two processes are briefly summed up below.

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
• In the framework of the EU-Africa PDGHR, the Centre has played a role as a 'vital bridge' between the stakeholders, helping each interlocutor understand the perspective and thinking of the other. In this regard, ECDPM made it possible to re-establish dialogue between the actors of European and African civil societies after a long period characterised by misunderstanding and lack of progress. It is also said that ECDPM's support helped balance the opinions of both negotiating parties. • The programme has contributed to improving EU capacity to better plan, implement and monitor governance in their activities.	• Even if progress has been made, there is still a long way to go with the Africa-EU Platform for Dialogue and Human Rights. This process still needs the valued facilitation of ECDPM, particularly given the challenges related to the asymmetries of institutional strengths and information. The Centre should continue to accompany the process on the basis of its unique knowledge of the dynamics and the respective concerns in Europe and Africa. • The strategic partnership with the AGI could increase the Centre's legitimacy and facilitate its work. • The programme should maintain its commitment within the EU donor community; however, it should avoid being a kind of 'good technical assistant' to them.

7.10 Assessment of the three capacity strategies: Governance Programme

The programme has effectively used the three capacity strategies as described below.

Capacity A: Facilitating dialogue/networking

In the framework of the intense support to the AUC in building the African Governance Architecture and its platform, ECDPM played a strong role in facilitating the active participation of key African stakeholders in the dialogue. In particular, its support to opening up the dialogue to stakeholders from the various states, civil society and the private sector has been very much appreciated by the AUC, which did not know how to proceed to bring together such diverse actors.

With the EC, ECDPM's facilitation allowed the different EC units and partners to work together, to participate in dialogue and to reconcile their ideas and information. In spite of some tensions and misunderstandings between the Centre and some EC officials (in the frame of JAES support), there is a recognition of ECDPM's capacity to facilitate dialogue, and the EC continues to solicit its support.

Capacity B: Knowledge, research and information provision

During the process of building the African Governance Architecture and its platform, the Centre provided valued texts for orientation and background notes that informed and strengthened the capacity and confidence of the stakeholders in the process. The Centre also provided reflection documents ('How to Address the APRM within the AGP', for example).

In the process of setting up the Africa-EU Platform for Dialogue and Human Rights, the Centre provided background notes and assessments of the different agendas, which helped the stakeholders move forward.

ECDPM headed the evaluation team for the thematic evaluation of the EC governance programme, which provided an opportunity to gain insights into a variety of governance issues. The results were widely shared among donors and inspired the EC communication on governance.

Capacity C: Strategic partnerships for institutional strengthening of ACP actors

The programme has supported many strategic partners at the local, regional and continental level, such as the Commissariat for Institutional Development in Mali and the regional Laboratoire Citoyennetés in West Africa. Particularly in the framework of the AGA, strategic partnerships have been sealed at the continental level with the AGI and the AUC's Department of Political Affairs, providing for a broad dialogue on governance. These partnerships have allowed the Centre to contribute effectively to strengthening other key African actors involved in the process, such as those of the APRM.

8 Economic and Trade Cooperation Programme (ETC)

8.1 Programme description

The ETC programme aims to contribute to increased trade between EU and ACP countries with the objective of integrating ACP countries into global trade. In the context of the ACP-EU Cotonou Partnership Agreement (CPA) of 2000, the preferential trade regime extended by the EU to ACP countries should promote sustainable development in the latter countries, leading to poverty reduction. These non-reciprocal trade preferences are not compatible with the trade liberalisation rules of the World Trade Organization (WTO). The CPA envisaged that negotiations for a WTO-compatible trade regime between EU and ACP countries would be in place by 2007; hence, the EPA negotiations, which commenced in 2001. The EPAs, when concluded, would enhance trade and development in ACP countries, promote economic cooperation between the EU and ACP, and integrate ACP countries in the global economy, while remaining true to WTO rules.

The ETC programme has therefore supported EPA negotiations, focusing on two inter-connected policy processes:

1. support to ACP-EU actors in the negotiations of EPAs
2. engagement in the complementary policy process involving trade and development measures accompanying EPAs, also referred to as 'aid for trade'

The expected outcomes of ECDPM engagement in these policy processes were wider availability of policy-oriented information in support of EPA negotiations, increased multi-stakeholder dialogue on monitoring the implementation and impact of EPAs, and better insight of EU-ACP actors into policy options in the AfT strategy. The impact would be the development of an EU-ACP trade regime that would promote sustainable development in ACP countries and enhance trade and economic cooperation between ACP and the EU, while integrating the former countries into the global economy.

Table 4: ETC Processes, Expected Outcomes and Impact

Process	Expected outcomes	Expected impact
Support of ACP-EU actors in negotiating economic partnership agreements	• Wider availability of policy-oriented information in support of ACP-EU trade negotiations, inter-linkages with regional integration processes and multi-lateral trade negotiations • Increased reflection and multi-stakeholder dialogue on approaches to monitoring the implementation and development impact of EPAs	• Strengthening the capacity of key public and private-sector actors in ACP countries to achieve and implement an EU-ACP trade regime that promotes sustainable development and integrates ACP countries into the world economy

Engagement in the complementary policy process involving trade and development measures accompanying EPAs (aid for trade)	• ACP and EU actors acquire better insight into the key components and policy options for effective AfT strategies and development	• Improved EU-ACP cooperation on trade and development

8.2 Evaluation findings and analysis

In evaluating the ETC Programme, account has been taken of the external context of programme implementation, the response of the programme to the dynamic global environment, the deployment of internal competence in implementation and the extent to which the programme was able to leverage partners and networks to achieve its planned outcomes and impact.

The findings are structured into five criteria:

1. the relevance of the programme and programme choices
2. the programme's use of the three ECDPM capacities (direct facilitation, research and knowledge, and institutional development), particularly in ACP countries
3. synergy with other ECDPM programmes
4. programme adaptation and adjustment to changing contexts
5. patterns of outcomes and impact

Relevance of the programme and choices

The ETC programme aims to address the important dimension of the CPA, specifically, to support the development of an ACP-EU trade regime that promotes sustainable development along with the integration of ACP countries into the world economy. The programme has supported the EPA negotiation process since 2000. While EPA negotiations were to have been concluded by 2007, they continue but have been inconclusive. There is also international consensus that trade and development are inseparable—that trade should lead to sustainable development, which leads to poverty reduction—but the original structure of the EPA trade regime did not include the development dimension. The ETC programme advanced the view that the AfT provision in the WTO trade regime should be brought into the EPA process, and this objective has been achieved. However, the challenge of designing AfT measures that will address the development ambitions of ACP countries still remains.

The ETC programme has therefore addressed the pertinent issues of ACP-EU development cooperation. By focusing on two complimentary policy processes—support to EPA negotiations and AfT—both the programme and its policy choices are relevant to the mission of ECDPM, which is *to enhance the capacity of public-sector and private-sector actors in ACP countries to manage development policy and international cooperation effectively and to improve cooperation between development partners in Europe and the South.* The programme also supported two specific

objectives of the CPA: sustainable development through trade and economic cooperation, and further integration of ACP countries into the global economy.

The continued implementation of two distinct but complimentary policy processes posed some challenges, particularly in programme staffing. Because the distinction between EPA and AfT processes increasingly looked artificial, the two themes have ultimately been combined into one policy process, with adjustments in policy processes as follows:

Table 5: ETC Policy Processes

No	Period	Policy process implemented
1	2007–2008	1 The preparation and negotiation of EPAs 2 Development support for EPAs (AfT)
2	2009–2010	1 Negotiations on EPAs and regional integration 2 EPA implementation: monitoring and development support for trade
3	2010–2011	1 EPA processes and AfT

These adjustments in policy processes reflect the dynamics of EPA negotiations. It was anticipated that EPA negotiations would conclude in 2007; however, with the exception of the Caribbean region, few regions have concluded a comprehensive EPA. This notwithstanding, a number of countries, especially in Africa, have initialled the 'interim EPA'. Indeed, the East African Community as a region has signed the 'framework agreement', which is basically the interim EPA.

In the context of these inconclusive EPA negotiations, ETC has, during the period 2009 to 2010, focused on creating awareness about various aspects of the AfT. The regional dimensions of EPAs were also an important focus of ETC work. An important example is the paper, 'EPA Negotiations and Regional Integration in Africa: Building or Stumbling Blocks', which makes the point that, contrary to the promise of EPAs, there are insufficient synergies between EPAs and regional integration. Further, there exists conflicting commitments to market access among countries in the same EPA negotiating region. An important point to note in this respect is that, with the exception of the EAC within Africa, the regional configurations for the purpose of EPA negotiations are not necessarily aligned to traditional RECs—a complexity that adds to the challenges of regional integration through the EPA process.

Faced with these dynamics, the programme responded by addressing the critical issues of regional integration and AfT. After the conclusion of the comprehensive EPA by the Caribbean region, and anticipating the possible conclusion of EPA negotiations in some regions in Africa, ETC focused its attention on (a) EPAs and regional integration and (b) monitoring EPA implementation (2009–2010). This approach has continued into 2010–2011, with added emphasis on the developmental dimensions of EPAs, particularly AfT access mechanisms.

The programme has also responded to emerging players in Africa, particularly China and India, along with the political economy of trade cooperation, domestic resource mobilisation and sector governance—all focusing on trade facilitation. In adjusting to the challenges of the inconclusive EPA negotiations and in embracing the opportunities presented by the emerging players in Africa (which

have the potential to detract from traditional relations between Africa and the EU), the programme has exhibited a high level of resilience. Similarly, in addressing new themes in African development, particularly regional integration and sector governance, the programme has clearly underscored the changing dimensions in the African development scene.

It should be noted, however, that the level of ambition involved in adjusting the programme, as discussed above, will strain the capacity and talent of programme staff—a challenge that needs to be recognised in ETC programming going forward. The fact that the ETC Programme has been intensively engaged in the inconclusive EPA and AfT processes raises the fundamental issue of an exit strategy from a particular policy process. A case could be made for periodic review of policy processes to ensure that these are still relevant in the changing context. In particular, policy processes should be flexible to avoid being too closely aligned to a particular framework (e.g., EPAs) that has different multi-actor interests. Policy adjustments should be informed by an objective institutional review to ensure that these respond adequately to the changing context. This concern could be addressed in the process of developing the bi-annual work plans.

Programme use of the three capacities

The programme has effectively used the three institutional capacities, as discussed below.

Capacity A: Direct facilitation support

The key competence of the ETC Programme is its understanding of the Cotonou Partnership Agreement, the EPA process, the development dimension of EPAs (particularly AfT) and the negotiation objectives of both EU and ACP Interlocutors. What is particularly useful, especially to ACP countries, is the ability of ETC to articulate the policy and procedures of the EU and EC in trade negotiations and economic cooperation, by demonstrating the impact of EPA negotiations between the EU and ACP countries. The incorporation of AfT in EPA accompanying measures could be attributed to this open-ended approach to EPA negotiations by the ETC programme.

Workshops and seminars were held in ACP countries and the EU to articulate the objectives and issues involved in EPA negotiations. Some examples include the following: the ACP Trade Council meeting of ACP senior officials and ministers responsible for the EPA negotiations and trade, ACP House, Belgium, November 2007; the Conference on 'Regional Integration in Southern Africa', South Africa, November 2008; and the Seminar on the 'Cotonou Agreement and Economic Partnership Agreements', Ministry of Foreign Affairs, Helsinki, June 2009. In addition, the ETC team took part in and presented papers at numerous workshops on EPA negotiations and AfT measures. More recently (2010), the programme engaged the AUC on trade and regional integration issues, which improved the capacity of the AUC to address pertinent trade development concerns at the continental level, leading to the articulation of a common African position on EPAs at the Kigali ministerial conference in 2010.

There can be no doubt, and this was confirmed by different interlocutors, that ETC facilitation has kept the EPA process alive. More importantly, the ACP partners, particularly those in Africa, have benefited from engagement with the programme on EPAs. The only concern that emerged, and which is apparent from the literature review, is that ETC has interacted strongly only with policy makers and expert groups. Engagement with the private sector and, to a lesser extent, civil society could have been enhanced. The private sector has a more pragmatic view of trade negotiations, and

their informed contribution might have moved the EPA process forward. This is, of course, difficult to predict, given the complex nature of these negotiations.

Capacity B: Research, knowledge and information dissemination

The programme excelled in practical research, studies and knowledge dissemination. The analytical work, 'Alternatives to EPAs', published in 2006, remains the reference document on the EPA process. The extension of this analytical work into the implications of EPAs on sustainable development, leading to incorporation of AfT in the EPA process, could be attributed to ETC.

Mention should be made of analytical work and technical support to the Economic Community of West African States (ECOWAS) in the development of their EPA Development Programme (PAPED). It is this practical approach in addressing relevant issues in the EPA process—and providing workable solutions—that impressed and assisted partners, particularly in Africa, in engaging effectively in the EPA process.

Knowledge networks are essential for continuous learning. In this respect, the programme, through ECDPM, is a member of relevant knowledge networks, such as EARN, the Network of Regional Integration Studies (NETRIS) and the South-North Network (SN^2).

The programme communicated effectively with different stakeholders. As a result, ECDPM publications are household names and are eagerly sought by ACP and EU actors. 'Trade Negotiations Insight', relevant discussion papers, the 'Weekly Compass', monthly newsletters and the website dedicated to trade negotiations (www.ACP-eu-trade.org/tni) have all contributed to a body of knowledge that facilitated the actors' purposeful engagement in EPA negotiations.

Capacity C: Partnerships to support the development of key policy actors

The ETC programme has supported the institutional development of ACP partners, particularly the ACP Secretariat, the AU Commission and regional economic organisations (ECOWAS, COMESA and SADC). Institutional development has been defined as *strengthening support networks and structures that enhance trade and economic cooperation*. In this respect, ETC's approach to institutional development has been to strengthen partners in the South, particularly Africa, to engage effectively in processes surrounding trade and economic cooperation.

ETC has built partnerships with knowledge institutions in the South, such as SAIIA, the Eastern and Southern African Management Institute (ESAMI) and the Forum for Agriculture Research, Ghana (FARA). Emerging partners are the Trade Policy Training Centre in Africa (TRAPCA) and the International Centre for Trade and Sustainable Development (ICTSD). With the exception of SAIIA, most of these partners are financially weak and depend on donor support. The challenge for ETC is, therefore, to create partnerships that can be self-sustaining. This is not easy. The outreach and credibility of ETC, especially in the South, will depend on the extent to which effective partnerships can be developed with credible knowledge institutions in the South. Related to this is the need to ensure geographical spread of these networks, which is necessary to enhance ownership of ETC programmes in the South. Credible networks in East and Central Africa, West Africa and, of course, South Africa (SAIIA) could contribute strongly to capacity building in these networks and, hence, in ACP countries.

Synergy with other programmes

Inter-programme synergy is created when two or more programmes collaborate on different aspects of a policy process. In the context of the JAES for example, ETC and DPIR have worked together to advance this important framework. Trade and development are important dimensions of the JAES, and DPIR was able to leverage the competence of ETC in addressing this aspect of the Strategy. Similarly, ETC has been able to leverage the competence of DPIR on aid effectiveness in addressing the modalities for implementing AfT. The new ETC thematic approach to sector governance, particularly in regional trade facilitation, will draw competence from the governance programme.

While this inter-programme collaboration is a strategic objective of ECDPM, it is affected by what appear to be resource constraints and the distinctive structure of centre programmes. Collaboration has implications for staff costs, and cross-programme staff movements have a negative impact on budgets, considering that each programme has its own operational budget. A structure that recognises individual performance while taking into account inter-programme transfers of resources would appear appropriate in enhancing inter-programme collaboration.

Adapting to the evolving context

As discussed above, the evolving context of ETC includes dynamics within the EU; other frameworks affecting ACP-EU cooperation, especially the JAES; the emergence of new players on the Africa scene; and the global economic and financial crisis. To this can be added the challenges of the stalled EPA process and implications for the future of EU cooperation. Indeed, the relevance of EPAs post 2020 has been questioned.

After intensive and prolonged investment in the EPA process, ETC took a long time to realise that the process was foundering. In a way, the programme was held hostage by the EPA process. However, when it became apparent that few ACP members would conclude the process, the programme quickly adjusted to other global developments affecting ACP-EU relations that required attention. This period of reflection started in 2009 and continues. The result of the Mid-Term Review of the 2007–2011 Strategy was to limit programme support to EPA negotiations, focusing instead more specifically on AfT and regional integration, with specific emphasis on market access and AfT in the agricultural sector.

Going forward, and taking account of ACP's ambitions for a better outcome in EPA negotiations (particularly those of Africa), and recognising the options available to Africa in the emerging markets, it is not farfetched to envisage that the EPA process could be prolonged or even abandoned—hence, the danger of linking ETC policy processes too closely with the EPA.

Five observations can be made:

1 It is necessary for the programme to stay engaged in the EPA process. Notwithstanding the challenges of the stalled negotiations, a new trade regime between ACP and the EU will have to emerge. The ECDPM publication, 'Alternatives to EPAS', has raised interesting options in this regard. It is important, therefore, that ETC should be able to remain pro-active on future developments in the EPA process.

2 The implications of new trade relations between Africa and the emerging nations have not been understood, particularly in the way that they affect traditional ACP-EU cooperation.

This is the subject of the nascent collaboration with SAIIA. The EU search for a three-way relationship between Africa, China and the EU could have informed this project.

3 The point has been made that the regional configuration for EPA purposes, particularly in Africa, is at a variance with traditional RECs. To this extent, the EPA process undermines regional integration. The complexity of RECs in terms of cross-membership is also a challenge to regional integration. Tanzania, for example, is a member of both SADC and EAC. Similarly, not all members of SADC are members of SACU. It should also be noted that South Africa, a member of SADC, has an FTA with the EU. This complex regional configuration is a challenge to African economic integration. To overcome this challenge, a 'Grand FTA', creating a common market (and common external tariff for COMESA, SADC and EAC) has been proposed to take effect in 2013 (*November, 2008 in Kampala)*. While the date could be ambitious, the quest for greater and faster integration of African economies, through innovative frameworks, is apparent.

4 The search for African economic integration is a dynamic process. The Abuja Treaty and Lagos Plan of Action (1990), envisaged the establishment of an African Economic Community (AEC) '*through coordination and harmonization of activities of RECs, which are pillars of AEC*'. The ambition of Africa for continental economic and political integration has advanced beyond the original approach based on RECs. The establishment of NEPAD underpins the African search for renaissance, with the pillars of this renewal on two tracks: faster economic integration based on accelerated development of infrastructure and continent-wide promotion of good governance through the Instrument of the APRM. While recognising existing regional initiatives, infrastructure development will, nevertheless, fast-track the development of commodities and minerals within the transport corridors.

5 The JAES envisages AU-EU relations based on political and economic cooperation. This underpins the search for the 'one voice' approach to African relations with global players. The regionalisation of the EU-Latin American strategy validates African ambitions for faster integration, giving priority to economic integration. The elevation of the EPA process as an AU agenda with emphasis on an Africa-wide consensus on this process should be seen in this light.

Given the context discussed above, it is clear that, in going forward and developing future policy processes, ETC will have to take into account evolving ambitions for faster continental economic integration. These issues will become more pronounced in the future, particularly in view of Africa's search for 'one voice' in addressing global concerns.

Patterns of outcomes and impact

The programme focus on EPA negotiations and AfT has three expected outcomes: (a) wide availability of policy-oriented information on ACP-EU trade negotiations, (b) increased and effective dialogue on implementation of EPAs and monitoring their impact and (c) increased insight into policy options in an effective AfT development strategy. The question, therefore, is, 'Did the programme achieve these outcomes?' Using the three capacities (particularly facilitation and knowledge dissemination), it is clear that these objectives were achieved.

In particular, ETC has been engaged with the EPA process since 2001. During this period, the programme has analysed, published and disseminated information on EPAs to policy makers, negotiators, expert groups and civil organisations. Starting with 'infokits' on all aspects of CPA, the programme, through various publications ('Trade Negotiations Insight', monthly newsletters and the 'Weekly Compass') has had particular impact on both EU and ACP actors in the EPA process. The topical work, 'Alternative to EPAs', was instrumental in shaping the policy focus to include the development dimensions of EPAs. The incorporation of AfT in the EPA process is a significant outcome of the programme. The ETC facilitation of the AfT development programme for ECOWAS (in the form of PAPED) is another positive outcome. The fact that ACP members were able to engage fully in EPA negotiations can be attributed to the programme's role of enhancing capacity. The articulation of the common African position on EPAs is a notable outcome of ETC intervention.

Impact, however, is difficult to quantify. In this case, impact is defined as the extent to which ETC has influenced the policy of different actors in the EPA and AfT processes. In this context, the programme expected to achieve the following:

- strengthened capacity of ACP actors to develop and implement a WTO-compatible ACP-EU trade regime or a similar trade arrangement that would promote sustainable development and integrate ACP countries into the world economy
- improved cooperation between ACP and the EU in trade and development relations

The Caribbean region has concluded a comprehensive EPA with the EU. While most regions, particularly in Africa, have initialled 'interim EPAs', there is no indication as to when comprehensive EPAs will be concluded with individual regions or countries. These inconclusive EPA negotiations have created a particular challenge in assessing the impact of the programme, but it is possible to identify patterns of impact where attribution is shared with other stakeholders. The incorporation of AfT in the EPA process can, substantially, be attributed to the extensive analysis, publications and dissemination of relevant information by the ETC Programme—an achievement that could eventually lead to the conclusion of a development-oriented EPA, or an alternative trade regime.

But ETC also needs to reflect on, and respond to, the emerging aspirations of ACP regions, particularly Africa, for a more equal partnership in global trade relations. Consider this: the focus of EPAs on RECs and individual nations is increasingly being seen as divisive, particularly in Africa. The development of a 'common' African position on EPAs is a major milestone in elevating EU-AU relations to a higher level. This development can be attributed to a deeper understanding of the potential for development that is inherent in properly targeted AfT. ETC has been articulate in linking EPAs, AfT and regional integration. The African ambition for continental integration, based on economic corridors and anchored in intensive development of infrastructure, needs to be taken into account in developing policy processes for regional integration.

The bottom line of policy impact is sustainable development, leading to poverty reduction. This is also the millennium development aspiration. But while the question of the impact of trade liberalisation and development policy on poverty reduction is increasingly being asked, it has also been pointed out that trade liberalisation has reduced the share of African global trade from 7.0% in the 1950s to 3.2% in 2009. How do you support trade and development policies that appear to marginalise Africa in the global market place? Various arguments have been put forward to answer this question, including the problems of inappropriate domestic policies and other 'supply-side'

constraints, but these questions will continue to be raised. It can even be said that this is at the heart of the stalled EPA process. While it is not expected that ETC will be able to answer this question with empirical evidence, the Programme should be able to demonstrate, through case studies, that the policy processes proposed—if properly implemented—could have a positive impact on development at the grassroots level.

8.3 Conclusions and recommendations

Based on the findings and analysis discussed above, the following conclusions and recommendations can be made.

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
Relevance of the Programme	
• The Programme was relevant in that it addressed innovative aspects of the Cotonou Partnership Agreement. The policy processes followed were also relevant. However, focusing solely on the EPA process denied the Programme opportunities to address other global emerging issues.	• While not delinking from the EPA and AfT process, the Programme should explore other innovative processes that are in tune with the CPA framework—those that address emerging global concerns • It is necessary to incorporate an exit mechanism in policy processes to create flexibility in addressing emerging issues, particularly when a particular process (e.g. EPAs) is inconclusive. Such a mechanism should be integral to the development of the bi-annual work plans. • In addressing the regional integration agenda in AfT or alterative processes, ETC should reflect and respond to changing dynamics in regional integration, particularly the Africa ambition for faster continental economic integration
Programme use of the three ECDPM capacity-building strategies	
• ETC effectively employed the three capacity-building strategies in implementing policy processes. It was particularly strong in facilitation, research and knowledge dissemination. The use of capacity C (institutional development) was hampered by a shortage of partners in the South who could sustain long-term engagement on pertinent policy issues.	• ETC should continue with the strong use of the three ECDPM capacities. It is necessary, however, to consider how to reach the private sector, which is a major stakeholder in development policies.

Creating synergy with other programmes	
• There was limited integration of ETC processes into other programmes. This was an issue of function and resource constraints.	• Attempts should be made to enhance inter-programme collaboration, especially while addressing the policy concerns of the same organisation, such as the AUC.
Adaptation to changing contexts	
• ETC was closely engaged in the EPA and AfT process. While there was an attempt to adapt the processes to the context, this was still within the EPA process. Only later, when the EPA proceeded did the Programme awake to relevant global changes.	• ETC should review the engagement mechanisms in policy processes, especially when these are anchored in contentious frameworks, like EPAs. Guidelines in this respect are necessary. These could also incorporate an exit mechanism in the event a process stalls. • ETC has already 'scoped' areas of engagement in response to global changes. In order to concentrate resources, the Programme should continue the agreed-upon focus on a few policy processes. In shaping the regional integration agenda, ETC should take the changing context into account, as well as the African ambition for continental integration.
Patterns of outcome and impact	
• The Programme achieved the expected outcomes. It created a context in which ACP-EU players were able to purposefully engage on contentious issues in the EPA process. The power asymmetry between the interlocutors was reduced, thanks to ETC facilitation. • The emergence of a common position on EPAs for Africa, and the incorporation of AfT in the EPA process, are outcomes and impact that could be attributed to the work of ETC.	• The Programme decision to remain engaged in the EPA process is appropriate and should continue. • ETC should now design and implement clearly focused process that address emerging issues in Africa, and which address the African ambition for continental trade and economic integration.

9 Synthesis of programme assessment and emerging cross-cutting issues

9.1 Programme choices

Earlier chapters show that the three programmes and policy processes ECDPM decided to work on were relevant, both in light of (a) the recommendations that the former external evaluation made, (b) ECDPM's pursuit of further focus without neglecting achievements under the previous strategy and (c) the distinctive position and added value that ECDPM could bring.

The DPIR, Governance and ETC programmes are aligned to four innovative aspects of the CPA: EU policy on external action, particularly political dialogue; security and migration; the trade and economic development dimension of EU-ACP trade negotiations; and governance, with emphasis on strengthening democracy in ACP countries. In a way, these programmes are complementary. Trade is integral to development policy, while governance, particularly the economic aspects of it, is embedded in trade negotiations. The sharp focus of these programmes on distinct but complementary themes is informed by the need to align institutional capacity and competence with the evolving and dynamic arena of development policy management. Creating synergies between the programmes—and leveraging strategic partners and networks—would enhance the capacity and impact of programmes.

There are specific considerations that were well taken into account within the choice of programme focus:

- asymmetry in knowledge about policies and related instruments between the EU and southern actors
- the need to look beyond development cooperation and consider coherence with other policies
- the rise of pan-African institutions and the materialisation of the JAES as key process affecting EU-Africa relations
- the debate on aid effectiveness
- the emerging role of (sub)regional organisations
- Africa's trend towards democratisation and transition to multi-party democracy vis-à-vis emerging bottom-up initiatives
- the donor concerns about governance, and the adoption of the discourse on governance and decentralisation by Southern governments

If there is one critical and cross-cutting issue that deserved more attention than it got as part of the programmes, then it is finance. This relates to the EDF as well as the accessibility of its funds, decrease of the volume, changes in the focus and structure of aid funding, and newly emerging modalities of funding, which go beyond strict aid but have a large impact on development. This was an important issue in 2007 and it still is.

ECDPM ended capacity development as a programme in its own right, but maintained its capacity work by integrating various capacity strategies into the programmes. We consider this a good choice

in light of focusing the work of ECDPM. Earlier, the point was made that capacity development (and knowledge management in the widest sense of the word) forms the major thrust of ECDPM's work. Capacity development is also an important factor in the overseas development assistance of many donors. We therefore support ECDPM in underscoring capacity development and knowledge management as cross-cutting, supporting disciplines in its work, and that it explicitly highlights achievements on capacity development and knowledge management in its reports.

We consider the choices ECDPM made in 2006/2007 as highly relevant. For the evaluation, in this respect a next relevant question is, of course, How did and will ECDPM react to and anticipate new contextual trends and challenges? This will be discussed in the chapters that follow.

In conclusion, the choice for the three programmes, DPIR, Governance and ETC, was well founded and relevant. At the inception of the Strategy 2007–2011, the programmes were, by all means, highly relevant and complementary to each other.

9.2 Adaptation to context

To understand how well the programmes have adapted to changing contexts, it is necessary to understand the fundamental changes that affected the programmes:

- the decline of the relevance of the ACP-EU operating framework
- the emergence of new players in the world and on the economic scene, in particular (China, India and Brazil)
- EU enlargement and the re-organisation of EU structures, resulting in the creation of EEAS and the relative marginalisation of the existing framework for ACP-EU cooperation
- increased emphasis on regional dimensions of cooperation

How did the programmes adapt to these changes?

Developing Policy and International Relation (DPIR)

The DPIR Programme was primarily focused on JAES and the EC aspects of aid effectiveness. Effective support to the formulation of JAES is a major output of the Programme. The first Action Plan: 2008–2010 has not, substantially, been implemented. There are reasons for this: low ownership of JAES by AU members, lack of financial resources to implement the strategy and changes in the EU that tended to distract attention from JAES. As a result, the relevance and impact of JAES in shaping and supporting Africa-EU cooperation has declined. In response to this changing context, ECDPM shifted the emphasis in its engagement with the JAES from a key facilitation role to one of information provision and capacity building, raising critical issues related to implementation through publications, while at the same time supporting the AUC capacity to engage with the EU on key issues (such as financing). The DPIR Programme is currently aware of the need to find additional avenues of engagement if it is to continue to play a relevant role in Africa-EU cooperation, and it is currently exploring its role into the future.

The debate on aid effectiveness is alive and will be discussed further at Busan, South Korea, in November 2011. While DPIR has supported adjustments to modalities of aid delivery, the topical issue is how to move from 'aid effectiveness' to 'development effectiveness'. This is in realisation that traditional aid modalities have not produced visible changes in development at the grassroots

level. This disenchantment is shared by the developing countries, particularly in Africa. The DPIR Programme embraced this shift in thinking by deepening its engagement with the agenda on PCD and considering the implications of the Lisbon Treaty for development cooperation. At the same time, the Programme has engaged with debates over the future of the Cotonou Agreement, as well as enhancing its capacity to engage on important issues such as security and migration.

The key issue for ECDPM now is how to enhance its capacity to engage with new topics in a context of a policy framework that looks beyond development cooperation and to seek to explore critical entry points within the EEAS. Here there is further need to address the agenda from the perspective of developing countries. The Programme may wish to reflect further on the developmental aspirations of the ACP countries as an integral part of this debate.

Governance

The Governance Programme focused on supporting home-grown governance solutions in ACP countries, mainly Africa. It has also addressed the governance dimension of EU aid to ACP countries. The governance challenge in Africa is huge. It is also contentious in that EC concepts on governance might not coincide with those of African countries. The political economy of governance, therefore, becomes an important strategic plank in dealing with governance challenges in Africa.

The Programme's support to AUC is greatly appreciated. Indeed, the development of JAES benefited much from this Programme. The development of AGI, leading to the operationalisation of AGP is a major breakthrough in programme implementation. The outreach to West Africa and the collaboration with AGI should be seen as an attempt to respond to the changing concept of governance in interactions with the EU. The search for domestic accountability through local governance mechanisms should also be seen in this light. Yet, the extent to which the Programme conceptualised a paradigm shift in governance interactions within African institutions and between these institutions and the EU would denote a fundamental adaptation to the changing context.

In working within the EC to influence the architecture of aid delivery, the Programme adapted to the changing aspirations of ACP countries for a more effective mechanism of accessing development funds. The Programme is now called upon to face the new challenge of addressing development effectiveness.

Economic and Trade Cooperation (ETC)

The ETC Programme has focused primarily on the EPA and AfT processes. This framework has proved contentious to ACP members, particularly in Africa. The stalling of the EPA process has been an ongoing challenge facing the Programme and has created momentum for change in the Programme's focus. While attention on EPAs will be maintained, other processes will address AfT in the context of regional integration, focusing on the agricultural sector.

While emerging players in the African trade scene (BRICs) have been recognised, the Programme has yet to move beyond 'scoping' in responding to this changing context.

The CPA will remain in effect until 2020, but it is uncertain whether this framework will be extended beyond this period. The Programme should therefore envision a world without CPA. The emerging ambitions for African continental integration offer opportunities for the Programme to be relevant in the dynamic global environment.

The advent of the Lisbon Treaty has produced changes in EU and EC structures with implications for ACP-EU cooperation, reducing the status of the ACP-EU cooperation framework in the evolving context. The programmes are well aware of these changing realities; however, how they will adapt remains to be seen (and will likely become clear in the process of developing the forthcoming Centre strategy).

9.3 Creating synergies between programmes

There is a solid theoretical understanding within ECDPM of where the opportunities for cross-programme work lie and a clear commitment among senior staff to harness synergies and foster inter-programme coordination. For example, several DPIR staff members worked across other programmes, including work on the effectiveness of AfT, and a cross-programme position has recently been created to support the joint activities of the ETC and Governance programmes.

More generally, staff sense that the 'silos' between programmes are beginning to break down, and they feel motivated by the prospect of opportunities to work beyond their programme. Initiatives such as the Centre seminars and the internal assessment process have enhanced their understanding of programme content and contributed to cross-centre learning.

There is, however, a long way to go before the commitment to enhance synergies is fully realised in practice. This is predominantly due to practical constraints. From a managerial perspective, it has proved hard to manage staff time when they are working beyond the programme, and this has led at times to staff overload. Staff members, themselves, attest to this extra work pressure. Funding structures as well as issues around human resources have posed further problems. Efforts to forge linkages between DPIR and ETC teams were, for example, hampered by pressures from within DPIR for staff to work on internal contracts, as well as staff leaving the organisation. More fundamentally perhaps, it can be hard to sustain cross-programme work when each programme follows its own process-related logic, priorities and time line.

Cross-programme work evidently places an extra burden on both management and staff. There are also questions, dealt with in subsequent chapters, around whether the current programme structure should be adapted to enhance the potential for synergies to be exploited. Whatever the decision regarding programme structure, a challenge going forward will be to match the existing commitment with clear incentives, a shared understanding of the added value of cooperation, and adequate management capacity to identify and promote inter-programme linkages.

9.4 ECDPM as a independent broker

ECDPM describes itself as an independent broker working at the interface between ACP countries, European institutions and EU member states. For ECDPM, this identity is the central component of its added value. When asked if ECDPM acts in an impartial and independent manner, stakeholders' responses were mixed. Many considered it impossible for a mission-driven organisation to remain entirely independent, particularly when working in complex policy and political environments. Some felt that ECDPM has certain agendas and issues it pushes (domestic accountability was one example). Not that this was generally seen as a problem, however, particularly if interests were broadly aligned. Nor did respondents feel that ECDPM was compromised in its ability to produce balanced analyses and a neutral space for dialogue on key issues.

It is interesting to note that respondents in the AUC were more openly positive about ECDPM's independent stance, often stating that they did not see ECDPM as an organisation advocating a European position. In contrast, those in the ACP Secretariat suggested that ECDPM was too focused on internal EU issues and that they would welcome a broader analysis of ACP-EU cooperation.

There are clearly some times when ECDPM's identity as an independent broker comes under more pressure than at others. Working closely with multiple actors in a process where ECDPM is actively seeking to level the playing field between the EU and ACP brings its own dilemmas. On occasion, ECDPM has been perceived as having abused privileged access to information or to have taken a partisan stance (a case in point being the AU financing seminar). These instances have undoubtedly risked undermining trust with key stakeholders. However, the organisation proved itself aware and responsive to these risks. When it was obvious that they had 'overstepped the mark', senior staff were quick to clarify the situation and mend bridges so that no lasting reputational damage had been done. Ensuring that junior staff understand and manage these tensions, however, should form an important part of the mentoring process.

Similarly, working as a service provider for EU institutions raises obvious challenges in relation to ECDPM's independent status. Some rightly wonder whether undertaking paid contracts does not inevitably limit ECDPM's willingness to be sufficiently critical and challenging where necessary. They might even attribute ECDPM's position on an issue to this dynamic (for example, ECDPM's stance on the future of development policy under the EEAS). While this is clearly not the case, as long as ECDPM takes on such studies, there will be a need to weigh the benefits inherent in this type of work against the risks to (perceptions of) the organisation's independence.

9.5 Balancing research, policy and practice

ECDPM positions itself as an organisation working at the interface between policy, practice and research, and these elements are evident in all three programmes. In DPIR, for example, the strong partnership with the AUC and EU facilitated the development of JAES and its execution in 2008. The role supporting implementation through analysis, discussions and capacity building kept the spirit of JAES alive in spite of major challenges (mainly inadequate allocation of resources for implementation). The challenge, however, remains.

In ETC there is a strong combination of the three capacities in advancing the EPA and AfT policy processes. The intensive facilitation of discussion fora, based on well-articulated analysis of issues, and the development of a network of actors around the EPA process created the conditions essential for a successful outcome. The stalled process is a reflection of changing context, especially increasing African ambitions for a better outcome of the negotiations, propelled by emerging trade opportunities with BRICs, rather than a reflection of the value of ECDPM's engagement. The changing context within the EU, itself, distracted the EU's attention from the process.

The Governance Programme is relatively new in its current focus. Governance issues were addressed in two topical documents: 'Decentralisation and Local Governance' and 'Governance of Sector Operations'. Building on strategic partners (the AUC and AGI), the Programme has supported the development of AGA and AGP—an outcome that indicates an effective combination of the three capacity strategies, as well as key competence in programme activities.

At the same time, however, ECDPM has, on occasion, missed opportunities to link practice and research with policy. Finding the right combination of expertise and capacity to undertake applied research (on the impact of EU policy in the context of PCD, for example) has proved difficult. In another case, stakeholders in Addis would have welcomed more discussion around the paper DP94 ('What Next for the EU-Africa Strategy') to inform their policy positions in the run up to the Third EU-Africa Summit in November 2010.

It is particularly important in the current context for ECDPM to place enough emphasis on highlighting deficits, challenges and successes in implementation. Donors need more than ever to justify spending when government budgets as a whole are squeezed. This is leading to an appetite for a stronger evidence base for policy: of what is working and what is not, of where impact has been achieved and of the effectiveness of aid.

The challenge has also been to balance 'facilitation' and 'participation'. This is a recurring challenge, particularly in respect of AUC and the development of JAES (DPIR), as well as the EPA and AfT processes (ETC) where some stakeholders feel ECDPM's strong presence and relationships with a broad range of actors has at times put it into the position of a 'player', particularly given the objective of 'levelling the playing field' (as highlighted above). Some AU members have also questioned the neutrality of a European foundation providing services 'gratis' to the AUC, which is more pronounced in the Governance Programme and AUC. There is a need to keep a close watch on this perception.

With these caveats, it is evident that the programmes have, on the whole, maintained a balance between research policy and practice. It is this distinct competence that adds value to the working of the Centre.

9.6 Levels of engagement

As highlighted elsewhere, ECDPM's programme and thematic focus has anticipated and responded well to emerging trends and contextual developments. What is perhaps more open to question is whether the organisation has always engaged with a broad enough range of stakeholders at the right level. As highlighted in the analysis of the DPIR Programme, there is an argument to suggest that, at this point in time, ECDPM, in addition to engaging at the meso/technocratic policy level, should also be engaging and communicating more with high-level political decision makers, and putting more emphasis on showcasing its visionary thinking. In Europe, policy makers and politicians are working in a context of shifting paradigms, emerging challenges and new actors and are therefore seeking farsighted challenging analysis and clear messages. Furthermore, the processes in which ECDPM engages (the JAES being a case in point) have often been hindered by obstacles that are political rather than technical in nature.

There is some resistance to taking on a more overtly political approach within the Centre due to the perceived risks to an organisation with a role as neutral broker that prefers not to 'blow its own horn'. However communicating at a higher political level does not necessarily mean taking on an advocacy role. It is more a matter of ensuring greater and more proactive efforts to ensure the visibility of ECDPM's analysis and recommendations at that level.

9.7 Patterns of outcomes and impact

All programmes anticipated specific outcomes and impact. In all cases, outcomes were realised, and there was enhanced engagement of different actors in the development process within the framework of ACP-EU cooperation. The degree of achieved outcomes varied with programmes. In DPIR, for example, the engagement with the AUC and EU was critical to the development of JAES. In the second process, effectiveness of EU aid, DPIR was able to build on earlier work to engage in the debate on the effectiveness of EU aid, and the Programme evolved to encompass the Policy Coherence for Development debate. In addition, the European Consensus on Development benefitted from the work of DPIR. The up-scaling of this debate from aid effectiveness to development effectiveness was informed by the aspirations of stakeholders in both the EU and ACP to see 'real development' on the ground. In essence, therefore, the debate has moved from the mechanics of aid access and disbursement to effective utilisation of aid to improve livelihoods.

In governance, the development of AGA and AGP should be considered a positive outcome of one process of the Governance Programme. The second process, political economy and governance approaches to EC aid, can point to the documents 'Decentralisation and Local Governance' and 'Analysing and Addressing Governance Sector Operations' as evidence of Programme contributions to the governance debate. This increased reflections on the governance of the EU external action in relation to aid effectiveness, and the complementarity of this policy process and the DPIR process on effectiveness of aid clearly put the challenge of governance and development into context.

The ETC Programme has made fundamental contributions to the debate around the EPA and AfT processes. Topical publications (on alternatives to EPAs), Trade Negotiation Insights, newsletters and interactive websites ensured that all actors were fully engaged in these policy processes. This was further reinforced by the facilitation of events and inputs from policy networks, in both the EU and ACP, particularly Africa.

It is the impact that is nuanced. The JAES process has not achieved full maturity, and the debate on aid effectiveness continues. Similarly, the AGA and AGP are in their infancy. In the ETC arena, the EPA process is inconclusive. The patterns of impact can, however, be seen in relation to the programmes' input into the processes they have engaged in. Greater understanding of process objectives has been achieved. Even where processes are inconclusive (e.g., JAES and EPAs), the value of the inputs of the DPIR and ETC programmes is acknowledged by all actors. In ACP (particularly in Africa) the capacity to engage in complex policy processes has increased. Where processes have stalled, the programmes have engaged interlocutors to move the process forward. This is clear with respect to JAES and EPAs.

The impact of the programmes is widely and publicly acknowledged. The programmes are, however, at a crossroads. The changing context has eroded the primacy of the Cotonou framework, and important processes (JAES and EPAs) face uncertainty. In search of relevance, the programmes will be expected to focus on policy processes that anticipate the development aspirations of ACP-EU actors, particularly in the South. The rising ambition for Africa-wide integration and the emergence of new players in the African economic scene portend a new phase in international development cooperation.

A key competence all three programmes share is the ability to engage with policy processes and players on the basis of facilitation, knowledge and strategic networks. All programmes have levelled

the playing field by reducing power asymmetry in interactions between ACP countries and the EU. This foundation will benefit future programme choices. The ability to mobilise and sustain networks is another key competence. The next challenge facing the three programmes will be structuring policy processes that take account of global challenges, respond to the aspirations of all players for sustainable development and remain true to the mandate of ECDPM.

10 Knowledge management and communication

Knowledge management, learning, networking and communication are closely linked, and each has an internal and external component. We will deal with internal learning in the chapter on 'Organisational and Human Resource Development'.

10.1 Strategic choices

One of the key choices made in the Strategy 2007–2011 was to reinforce the Centre's knowledge management. The Centre decided to develop 'knowledge nodes' both within and across programmes, creating specialisation and cross-cutting areas of expertise, respectively. It also aimed to strengthen its information and communication-for-development functions and management. The Centre's EU-ACP mandate, the three programmes and the key policy processes therein define the scope of the work in communication and knowledge management.

Knowledge management and communication are well rooted in ECDPM's work and, in fact, form the major thrust of the second capacity strategy: strategic research, knowledge management, networking and information services. Very relevant ingredients of ECDPM's knowledge work are (a) understanding, mapping and monitoring possible patterns of outcomes and impact and (b) enhancing the availability of and access to policy-oriented knowledge, as well as the practical use made of it by policy actors in key areas of ACP-EU cooperation. An important core competency spelled out in the strategy is the capacity to integrate practitioners' and academic knowledge along with the ability to link policy to practice and research. The Centre's combination of knowledge and brokerage skills often allows it to act as an 'informed catalyst' in this process.

A Knowledge Management Unit was established early in 2007. In November 2008, ECDPM published a strategy in this area: 'Linking Knowledge and Communication: Strategy on Knowledge Management and Communication'. The aim of this strategy was to enhance the strategic use of knowledge and communication, optimise the Centre's knowledge-management activities and strengthen its communication and outreach. The strategy furthered ECDPM's knowledge-related thinking and work in policy processes with various audiences, and sought to strategically position knowledge management within the organisation and to better align knowledge management, communication and learning.

In conclusion, the evaluation team appreciates ECDPM's knowledge management and communication as very well integrated in the Strategy 2007–2011. The Centre's strategy and policies on knowledge management and communication are comprehensive, well focused and coherent.

10.2 Management of the knowledge chain

A key question the evaluation raised with regard to knowledge management and communication was, 'How well does ECDPM manage knowledge flows within and throughout the interlinked chain of intake, sharing, upgrading and application of knowledge?'

The answer to this question contains both an internal and an external component, which of course relate to each other. Regarding ECDPM's strict internal management of knowledge, the evaluation team was impressed by the organisation of data as well as by the promptness with which the team's

information and documentation demands were serviced. Also, many learning initiatives have been set up by the Knowledge Management Unit (training sessions, centre seminars, internal discussion notes, e-mails, etc.). Having said that, the team also noted a drive at the Centre to further improve storage and retrieval processes. One of the areas the Centre wants to improve is the fragmentation of information tools; furthermore, the storage and sharing of individual and team information is not optimally organised. In an effort to structure the storage and sharing of internal knowledge, the Knowledge Management Unit launched a project on Information Management and Knowledge Exchange (iMAKE), which foresees a systematic approach to organising internal information and knowledge and the alignment of the ICT systems. The project appears well organised and is supported by an external ICT consultancy. However, once completed, it will also require a change in the behaviour of staff to ensure that they comply with requests and procedures. This is a cultural issue. In addition to its user-friendliness, the key to success will be how convincing a case can be made for staff.

Regarding the overall intake of policy-relevant knowledge, ECDPM is, by the very nature of its work, in the privileged position of being constantly in the midst of various policy processes through its dialogues, workshops, negotiations, studies, etc. It understands the political machinery and dynamics and is very well connected to both policy makers and policy researchers. Furthermore, it undertakes many studies itself, including literature reviews, and regularly takes on evaluations of policies and their implementation. Various interviewees considered that ECDPM should become more acquainted with the practical consequences of policies (i.e., impact). The evaluation team shares this view. ECDPM should be able to throw light on implementation and related constraints and success factors. Nevertheless, we do not advise ECDPM to become a research organisation 'on the ground' itself. Rather, it should acquire practical information by developing flexible, external capacity such as through research associates and complementary partners that have a more practical orientation.

As our assessment of the individual programmes has already underlined, interviewees expressed a broad consensus in their appreciation of ECDPM: it has established an outstanding reputation in disseminating or sharing policy-relevant knowledge, in terms of responsiveness, timeliness, quality and extent of outreach. The Centre provided statistics on publications and the numbers of recipients thereof, and the (high) satisfaction of readers. From our interviews, it was clear that recipients highly appreciated the information contained in ECDPM's digital products and often, in turn, forwarded these to other contacts. Good teamwork and high morale are at the root of this performance. A key role is with the knowledge management and communication officer, who intensively interacts with programme staff and extracts and disseminates stories, briefs, etc. Various ECDPM staff members felt that there was still scope to improve external communication if (a) the programmes would more pro-actively and strategically plan for external communication, (b) content could be digested and reframed in a format that is easier for a wider audience to digest and (c) more use could be made of social media.

As our findings within the context of the three programmes confirm, many participants highly appreciated ECDPM's knowledge-related facilitation and brokering, which are based on an exchange of knowledge. Outcomes are evident, too: better-informed debates, improved policies and less asymmetry between EU and ACP policy actors. Its numerous reports, policy briefs, policy management reports, the 'Weekly Compass' and the various websites it is managing or substantially

contributing to (such as ECDPM.org, acp-eu-trade.org, europafrica.net, capacity.org) were highly valued by many, if not all, interviewees we spoke to. This confirms ECDPM's own findings in its extensive survey on stakeholders' wide appreciation. It has a huge outreach in both Europe and the South.

Through its knowledge brokering, facilitation of workshops and strategic studies, ECDPM does contribute to enriching knowledge. It also participates in various research networks (such as the European Think Tanks Group, EARN, etc.) that produce new visions or approaches towards policies. ECDPM's position in this respect can best be typified as 'pragmatic visionary', which is very congruent indeed with the Centre's position as facilitator, knowledge broker and 'builder of bridges' between policy and practice and between various stakeholders. However, as highlighted earlier, its contributions could be more outside the box, more visionary or more challenging. The Centre has a lot of in-house visionary thinkers. As indicated in earlier chapters, and given the current dynamic context and emerging crossroads, the evaluation team thinks that this should be showcased more—and at a higher political level.

If the Centre is highly regarded as a knowledge broker in the widest sense, it is less widely known for its development of methodologies. Nonetheless, it has developed various promising analytical models, such as the model for assessing capacity development (the 5Cs). The same applies to its Analysis Framework for Governance. ECDPM's work in this respect has taken root in OECD-DAC and EU guidelines, among others. For various reasons, it is highly interesting to follow the evolution of the 5Cs model (see Box 3).

Box 3: Evolution of the 5Cs model

The 5Cs model relates to two premises:

- that each organisation needs five basic capabilities (the 5Cs): to deliver on development objectives, to act and commit, to achieve coherence, to relate to external stakeholders and to adapt and self-renew)
- that organisations are open, complex systems, in which capacity development takes place as an endogenous, continuous and non-linear process, under the influence of both internal and external factors.

The model originated from a major, multi-year study on capacity development (Capacity, Change and Performance, 2008). The results of the report were widely disseminated, appreciated and used, but from the perspective of various resource persons, it appeared also to get stuck in the complexity debate and did not provide clear guidance how to go ahead. Three persons (the ECDPM director, a junior researcher and a research associate) then developed the basis for what was later to be called the 5Cs model. It was discussed and well received by practitioners of capacity development at international workshops and got a prominent place in a leading publication ('Capacity Development in Practice', Ubels et al., 2010). Later on, ECDPM advised the Evaluation Department of the Dutch Ministry of Foreign Affairs and Development Cooperation and worked on its further elaboration. The Evaluation Department then applied it in a major evaluation of a number of large-capacity development organisations. The model now also forms the basis of the evaluation scheme for all nongovernmental organisations (NGOs) involved in development under the Dutch governments' subsidy scheme.

However, in the course of this process, the model was transformed from a systemic model into a more rigid logical framework.

10.3 Missed and new opportunities

Various external-development practitioners believe that ECDPM is missing the opportunity to further develop the models derived from its work. They also think the Centre misses an opportunity to enhance its innovation profile.

A number of principles for follow-up in this respect emerged during discussions with ECDPM staff and external practitioners. The main principles are as follows:

- Reinforce the mutual links between policy research and practice.
- Optimise synergies between knowledge development, learning and networking. Policy-related knowledge has a short half-life: it ages fast. To keep knowledge updated, you need to learn about new developments, etc. To keep abreast of new developments, you need networks of actors from whom you can learn. Networks will only emerge if there is an incentive, a win for the actors. The win can be in learning from each other and gaining access to the diversity of empirical data (knowledge).
- Connect with complementary knowledge workers. For example, where ECDPM focuses more on policy processes, others might be more engaged in the implementation of policies in the field, and hence possess knowledge that ECDPM has less access to.
- Seek leverage mechanisms (systems that help to upscale knowledge enrichment and outreach to relevant stakeholders).

While these principles can be recognised in ECDPM's work, they could be given a further boost. New, open-source modalities for generating dynamic knowledge and stakeholder dialogues, in combination with online tools, might help ECDPM to achieve this boost. During the discussions with individual ECDPM staff members and at the presentation of the evaluation team's preliminary findings, a number of experiences of other organisations were briefly referred to. By way of example, ways these principles could be integrated into the further development of the 5Cs are listed below:

- Scope the rationale and objectives for further development of the 5Cs and the assessment of interested practitioners.
- Establish online platforms (websites, Dgroups, etc.), attribute roles (IT, social facilitation and communication and content facilitation) and arrange for adequate resources (competent staff to execute roles, funding, time).
- Announce and explain the trajectory to target audiences; invest in wide interest.
- Explain the 5Cs model and send this to a wide range of potentially interested actors with three requests: learn from it, comment on it and share practical experiences.
- Mobilise the learning, commenting and sharing: encourage participation, provoke and moderate content discussions and provide synthesis.

- Mobilisation can be repeated several times, depending on the energy in the audience and the added value in terms of enriching the model, exchange of knowledge and networking. One or more face-to-face workshops could be part of this process.
- End the process when the added value is diminished. Share the results and evaluate.
- Keep the platform dormant until another opportunity for its use arises.

The added value for ECDPM is many-fold. This process would enhance ECDPM's profile of facilitation and innovation in the domain of its work, the model or methodology would be enriched (dynamic content generation), many practitioners would learn about the model and about each others' experiences and would have had a window of opportunity to network with co-practitioners. This approach could also be implemented for the Governance Analysis Framework, as well as for an online, facilitated, exploratory discussion on China's presence in Africa and the impact on EU-ACP relations—and many other issues. An important added value of an online workshop on experiences with the framework would be that it could help to bridge the gap between policies and practical implementation. Too many policies lack systematic feedback on their implementation constraints and success factors, which could have a positive impact on the policies' effectiveness. An important element is that this approach could help ECDPM to relate to communities of practice (both temporarily and over the long term), which is directly related to the evaluation team's advice for ECDPM to acquire practical information through complementary partnerships that have a more practical orientation: it would extend ECDPM's knowledge base in a very efficient way.

This setup would require a substantial investment: it costs money and staff time. Yet it fully fits ECDPM's primary mandate: its work in policy processes, facilitation and brokering of knowledge and bridging policy research and practice. In addition, it could be well framed in a programme and funding proposal, as could also be the case with the further elaboration of the 5Cs model. An obvious risk is that the initiative might not generate active participation. This risk should be acknowledged. But negative experiences in this respect are often related to initiatives that do not address the steps, conditions and defined roles well (such as the rather hidden blog 'Talking Points' on ECDPM's website).

An important point is to have due regard for the audience. While many policy makers might not participate, in contrast, many practitioners in capacity development, for example, certainly would. Hence, good planning and an adequate mix of knowledge moderation are essential. Some ECDPM staff members have experience with online moderation. An example is the Pelican Initiative, where initially ECDPM invested highly in moderation, and the knowledge dynamics and results were good. But at a certain stage, the platform became more of a sharing place for capacity development consultants, and ECDPM rightly minimised its moderation.

When well combined, facilitated and timed, online modalities can also help to strengthen stakeholder dialogues and conferences. For ECDPM, high-standard and efficient knowledge management and communication is imperative. The evaluation team thinks that ECDPM should further explore the use of new (online) modalities for dynamic knowledge generation, learning, networking and conferencing. One essential way is to conduct a state-of-the-art survey among highly networked knowledge organisations that work in both developed and developing countries. In addition to obvious organisations like UNDP and international development NGOs, this survey should also include leading players in the field, like the Association for Progressive Communications.

In preparing for its internal assessment, ECDPM did a wide knowledge survey. Various staff members expressed the need for a more frequent survey, e.g., on an annual basis. Others thought the frequency was adequate. Given the consistent high appreciation of ECDPM's activities in this field, the relative added value of more frequent surveys can be questioned, but the evaluation team suggests that ECDPM seek and test new modalities of knowledge management with its audience.

10.4 Conclusions and recommendations

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
• Knowledge management and communication are very well integrated in the Strategy 2007–2011. The Centre's strategy and policies on knowledge management and communication are comprehensive, well focused and coherent.	• We recommend that ECDPM maintain and, where possible, strengthen its high-performing team on knowledge management and communication, as it is one of the Centre's critical success factors.
• Since the inception of the Strategy 2007–2011, ECDPM's knowledge management and communication have improved substantially in many respects. ECDPM's knowledge sharing and communication are of high standard. They are also highly appreciated by all partners and other stakeholders. ECDPM information reaches vast groups of actors, who perceive it as highly informative and relevant. • Where it concerns personal contacts with external stakeholders, ECDPM staff is commonly regarded as highly responsive, well informed and service-oriented. • We positively appreciate ECDPM's efforts to gear up its internal knowledge management, through such initiatives as iMAKE.	• We recommend that ECDPM explore ways to further improve programme-related, external communication, by more strategic planning of programme-related communication, for example, and making content easier to digest, such as through short stories. • In an effort to bring more evidence on implementation of policies into its policy-management processes, ECDPM should extend its reach in this respect by developing flexible, external capacity such as through research associates and complementary partners that have a more practical orientation.
• For ECDPM, state-of-the-art knowledge management and communication is imperative. Furthering the use of social media and new (online) modalities for dynamic knowledge generation, learning, networking and conferencing might provide the scope to further boost ECDPM's knowledge work and networking.	• We recommend that ECDPM reinforce its efforts to optimise synergies between knowledge development, learning and networking, to connect with complementary knowledge workers (particularly those who focus more on issues of implementation) and to seek mechanisms for leveraging knowledge. • We recommend that ECDPM explore and enhance the use of new (online) modalities for dynamic knowledge generation, learning, networking and conferencing. In particular, it

	should make a state-of-the-art survey among highly networked knowledge organisations that work in both developed and developing countries. (New, promising technologies should be tested with limited target groups before rolling them out as all-Centre tools.)

11 Organisational and human resource development

11.1 Human resource management

ECDPM's Strategy 2007–2011 instigated the strengthening and adjustment of the Centre's management, working culture and in-house competencies in support of its new strategic direction. It also expressed the intention to appoint senior advisors with expertise in cross-cutting fields to spearhead and strengthen the performance of its programme staff.

ECDPM's staff consists of (a) a relatively limited number of hard-working, highly performing, experienced, knowledgeable and well-connected senior experts (all male), (b) a large group of talented, also hard-working and highly performing, young professionals and (c) service-oriented and responsive support staff of various ages. The younger professionals typically qualify as (junior) policy officers and research assistants. ECDPM acts for many as a breeding place for their talents, and the young professionals experience steep learning curves. Mostly starting with policy research, they gradually become involved in facilitation. Views on career prospects diverge: some refer to a nearly unbridgeable gap between policy officers and management positions; others do not seem to mind as long as they develop their professional competencies and get challenging assignments.

A challenge for ECDPM is how to provide continuous incentives for personal growth and to bridge the gap between senior and junior staff.

One initiative has been the introduction of competence-based human resource management (HRM), for which preparations began in 2008. Until then, human resource management had remained rather implicit as a policy (some refer to 'a messy situation'). The new system aims to align performance and the development of competence with the strategic imperatives, including roles, core competencies and attitudes, such as entrepreneurship, corporate responsibility and teamwork. It also systematises and aligns work plans, performance assessment and remuneration and provides for incentives such as a financial and time budget. Quite a number of staff members referred to the poor communication that accompanied the introduction of the system from its inception stage. There is a widely shared view that what should have been sold as a system to guide and reward success was introduced in a rather negative way. Nevertheless, the evaluation team welcomes this system and hopes that staff can be convinced of the potential of the system as a strategic tool enhancing the staff's and Centre's performance rather than as an additional burden. The evaluation team also underscores the need to be firm on both implementation and incentives, and to monitor and regularly evaluate its implementation.

Another way to bridge the 'career gap' between juniors and seniors might be to delegate management tasks to younger staff. This enables the seniors to devote more time to their strategic work and to mentoring younger staff. Yet another option could be to seek fellowship opportunities for senior staff or to explore a position for programme associates. It is natural that a substantial number of younger staff members leave ECDPM after a few years, in pursuit of new challenges and a next step in their career. Secondments might be a way to help junior staff in this way while also keeping the close relationship with the Centre intact.

ECDPM has established senior advisors in various fields, such as institutional development and monitoring and evaluation. With regard to knowledge management and communication, it took a stronger stand and established a unit. The positions on knowledge, communication and monitoring and evaluation have contributed significantly to strengthening staff, programmes and the whole Centre's learning and performance. The position on institutional and capacity development was less successful in furthering this as a cross-cutting issue. Without being able to assess the salience of each factor, a number of constraints emerged from various internal interviews: staff inputs have to be 'paid' for; programmes behave territorially; if added value is not convincing, the activity is considered as a burden; incentives for cross-cutting work are lacking and there is a lack of oversight by top management. These factors were also mentioned as constraints for synergies between the programmes. Again, on this issue, opinions in ECDPM diverge. Quite a number of people were very happy about joint programme efforts. Again, here the added value of cooperation rightly seems a conducive factor. Another factor favouring synergies between the programmes is staff working for (and as such forming a bridge between) two or more programmes.

The competence-based HRM system is not comprehensive in respect to internal learning. Nonetheless, intensive learning takes place within the Centre. For on-the-job learning on policies, political systems and programme work, we refer to the many processes and activities under the chapter on knowledge management and communication, and especially the vision on synergies between knowledge, learning and networking. But organisational learning also receives due attention through a wide range of activities, such as strategic discussions, brown-bag lunches, etc. The major event for programmatic, organisational (double loop) learning, however, has been the process of the internal assessment. The reflection, the stories and other write-ups, and the discussions formed a climax in the Centre's learning, according to many staff members. The report of the internal assessment is of outstanding quality in terms of openness, quality, reflection and a search for answers to new challenges. During interviews, however, it appeared that many staff members had not fully read the report, which is a missed opportunity; all staff should read the internal assessment. One of the lessons learned from the internal assessment is that story telling has good potential, for learning, external communication and reporting purposes.

Two suggestions emerging from the interviews in relation to learning were story write-ups and peer assists. Story write-ups could be done on the basis of staff regularly interviewing each other. As opposed to peer reviews, peer assists proactively involve expertise at the inception phase of an assignment. The advantages of this early involvement are manifold: eagerness to learn is higher in the early stage than in later stages, and early-stage inputs can be more influential because they can provide strategic guidance, relevant contacts, key resources, etc. Another advantage is that those who have provided inputs in the inception phase can be easily asked for further comments: through their early involvement, they know about the process and feel more committed than when their involvement takes place halfway through or at the end.

Referring to the Strategy 2007–2011 and the coherent set of capacity strategies, core competencies and principles of engagement defined therein, there is one area of competence not explicitly spelled out: a thorough understanding and clear vision of capacity development. Given the organisation's strategic objectives, capacity development (particularly in the inter-institutional domain) forms a major thrust of its work. Staff working in policy, communication and knowledge management should therefore operate with a solid conceptual understanding and clear vision of capacity development.

The evaluation team thinks that this aspect can be further reinforced in the form of an explicit area of competence to be developed. A starting point could be full comprehension of the highly interesting and useful 5Cs model on capacity development mentioned earlier.

11.2 Organisational development

The Strategy 2007–2011 contained a number of choices that had their impact on the further development and structure of the organisation. In particular, the reduction to three programmes; policy processes as an organising principle; appointment of senior advisors in cross-cutting fields of expertise; strengthening the information, communication and knowledge function; and externally, reinforcing partnerships. These aspects have all been discussed in other chapters of this report.

During the evaluation, two issues emerged as important in relation to further organisational development: the programme structure and ECDPM's presence in Addis.

Programme structure

The decision to organise the primary process—the programme work—according to the programmatic choices has been conducive to the focus and high performance of these programmes and of the Centre at large. Inevitably, this structure of three distinct programmes has affected the cooperation and synergies among the programmes. A number of functions, such as knowledge management, communication, monitoring and evaluation, have contributed to alignment and cooperation between the programmes as well as to harnessing cross-cutting issues, methodologies, etc., but, as noted, cooperation and synergies have also been hampered by a number of constraints. Specific issues mentioned by staff included the workload of both junior and senior staff, lack of incentives for joint programming and working, and the distance of top management from the programmes. The evaluation team considers these observations important. It also should be kept in mind that cross-programmatic work should never become obligatory as long as there is no clear potential for added value. The value of the intuitive judgment of programme managers and staff on the costs and benefits of cooperation should also be acknowledged. Nevertheless, the evaluation team encourages ECDPM to keep seeking and testing opportunities for joint reflection, planning and programming. Peer assists, the employment of staff in more than one programme, harnessing the knowledge of senior staff members for two or more programmes and staff working on cross-cutting issues are all means that can help to further synergies.

Many staff members perceive the existing programme structure as conducive for their policy work. They feel that having a 'home' programme helps in the management of staff workloads and supports a sense of ownership of the programme among staff. The DPIR Programme is considered to be big. More management support for the head and senior executive of the DPIR Programme would remove considerable administrative tasks and enable them to optimise their policy-related capacities. As a general rule for the programmes, providing additional capacity for management support might help a number middle-level staff get a management position, thus bridging the career gap referred to above. It also might reduce the management burden of programme heads. This could well be combined with senior staff acting as strategic advisors to the different programmes.

Notwithstanding these considerations, and without neglecting to build on achievements and current competencies, the evaluation team considers it of paramount importance that ECDPM does not stick to its programmatic structure just because it worked in the past, and to avoid unrest in the

organisation. 'Structures follows strategic focus' also applies here. In its strategic assessment of new issues that the Centre needs and wants to tackle, the current structures should not form an impediment to new choices that help to consolidate or increase ECDPM's relevance regarding policy issues. This also relates to the Centre's overall organisational resilience. As discussed in the chapter on funding, ECDPM has done very well in restructuring its income and enhancing its core funding and programme. But while consolidating this remains a major challenge, the Centre must also organise itself to deal with new funding realities. One of these realities is that they will have to seek more funding sources, and these will certainly place other requirements on ECDPM than current governmental donors.

In brief, the evaluation team neither recommends another programmatic structure nor does it recommend sticking to the current one. What is paramount is that the internal ECDPM debate on programme structure is, first and foremost, informed by strategic considerations related to the contexts of policy and funding. Dealing with the programme structure in this order, and with clear communication on this rationale, would also avoid unnecessary anxiety about changes, which was observed by the evaluation team.

Presence in Addis Ababa

Just as there is a strong rationale for an office in Brussels, there is a convincing case to be made for an office in Addis Ababa. The fundamental reason, obviously, is the confidence gained, well-established relationship with and proven added value of ECDPM for the AU, the AU Commission and the many related high-level political decision makers. This is a relationship that has been reinforced through a memorandum of understanding, but the AU's need of, and demand for, support (particularly with regard to furthering the JAES) still is evident. Many other considerations support a more active and visible presence in Africa: more intense relations with African partner organisations and representatives of African states, as well as fund-raising considerations (see also the chapter on funding). As highlighted in the section on DPIR, above, there is a consensus among stakeholders in Addis that ECDPM needs to be 'on the ground' much more frequently in order to cement relations with a broader set of actors (notably AU member states), to facilitate a better structured and proactive relationship with partners and to engage more fully in disseminating and facilitating discussions around research findings with key actors.

There are various scenarios for reinforcement of ECDPM's presence in Addis. Opening an office would be fully conducive for the considerations expressed above. Constraints might be the complexity of Ethiopian legislation and procedures for international NGOs. Another consideration is the cost factor, but this should be balanced by better opportunities for fundraising in both Africa (including embassies of overseas donors) and the North. Another option is to step up the cooperation with an African partner (such as AGI), in which case, this partner at various occasions could represent ECDPM or (help to) implement activities. This would help reduce costs through shared services and division of labour and would also enhance complementarities between ECDPM and its partner. This arrangement could also be mobilised for fund-raising purposes. However, it would increase ECDPM's dependence, and it is questionable whether, in the current situation, any organisation in the South could provide the same high level of services. It even might cause difficulties in maintaining the Centre's non-partisan position.

11.3 Conclusions and recommendations

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
• Both junior and senior ECDPM staff members can be typified as high performers. • Human resource management, for long an implicit policy, is now being addressed through a recently introduced competence-based HRM system. The evaluation team considers this to be instrumental to further enhancing staff core competencies and performance in general. But it needs due attention in terms of firm implementation and close monitoring and, where necessary, prompt adaptation in order to facilitate its grounding in the organisation. • A lot of informal, content- and organisation-related learning takes place at ECDPM. The internal assessment has been a great learning opportunity, and the report is of outstanding quality in terms of openness, quality, reflection and search for answers to new challenges.	• We recommend that ECDPM maintain its culture of high performance, particularly by providing incentives for personal and team learning. • We recommend that ECDPM adopt solid comprehension of capacity development as a seventh competency for its entire staff.
• The programme structure has functioned well, but various factors hamper optimal cross-programme work and synergies. • The DPIR Programme has grown and might need additional management capacity.	• We recommend that ECDPM, first, define the new strategic choices in terms of policy issues it wants to address and, second, prepare itself for new modalities of resource mobilisation, and only then consider the most appropriate programme structure. • We recommend that ECDPM keep seeking and testing modalities that harness potential synergies among its distinct programmes, such as through joint reflection, peer assists and staff working for more than one programme. • We recommend that the programmes arrange for additional management capacity, thus reducing the administrative load of the current programme managers and enabling them to even better harness their programme-related capacities • We recommend that ECDPM explore ways to delegate the management tasks of current heads of programmes to middle-level staff,

	and reinforce the position of senior staff members as strategic advisors, internal mentors, facilitators of high-level policy processes and programme *acquisiteurs,* and as such enhance ECDPM's market responsiveness.
• The offices are well situated in Maastricht and Brussels. Presence in Addis Ababa could be reinforced.	• We recommend that ECDPM explore the opportunities and implications of opening a small office in Addis Ababa.

12 Funding

12.1 Restructured income

In its Strategy 2007–2011, ECDPM chose to increase and fundamentally restructure its income. It aimed at securing at least two-thirds of its income in the form of core and multi-annual institutional and programme funding. The evaluation team finds this choice well founded, related to, among other things, the fact that a high proportion of short-term project income jeopardised ECDPM's independence, coherence and strategy-driven, long-term involvement in complex policy processes. These considerations are now as valid as they were in 2007: by the very nature of ECDPM's work, it needs a budget that allows flexibility of planning and programming in light of dynamic policy processes and emerging challenges.

The following tables provide an overview of ECDPM's income trends, both in absolute figures and in percentages per income type. We included the year 2005 because that illustrates the decline in income from ECDPM's endowment fund.

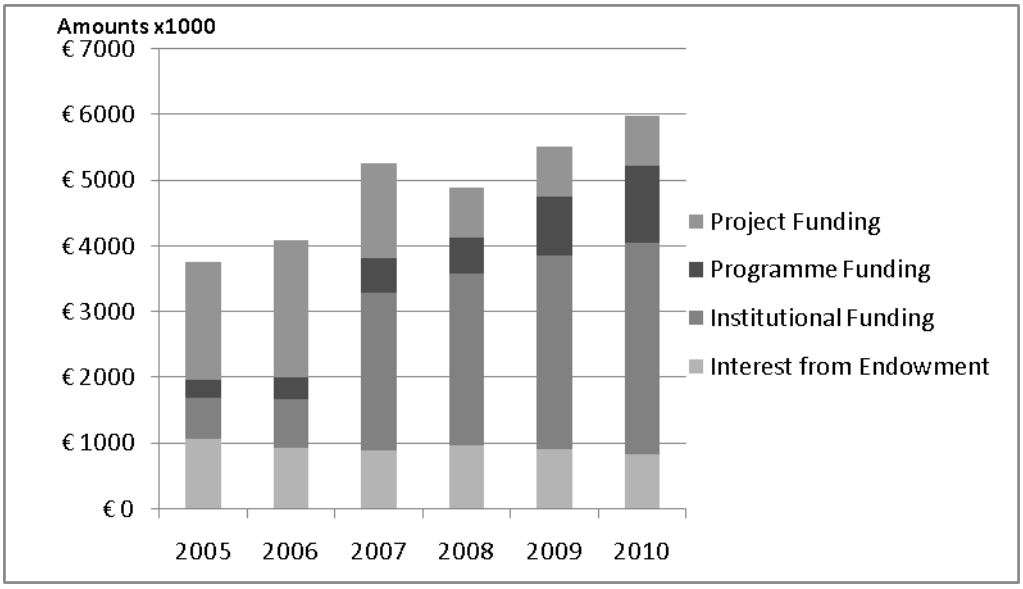
Table 6: Trends in Income per Funding Type, 2005–2010

Income (in 1000 €)	2005	2006	2007	2008	2009	2010
Interest from Endowment	€ 1058	€ 929	€ 897	€ 968	€ 915	€ 835
Institutional Funding	€ 632	€ 737	€ 2,394	€ 2614	€ 2927	€ 3219
Programme Funding	€ 267	€ 338	€ 512	€ 543	€ 897	€ 1165
Project Funding	€ 1790	€ 2072	€ 1443	€ 754	€ 761	€ 750
Total	€ 3747	€ 4076	€ 5246	€ 4879	€ 5500	€ 5969

Table 7: Income Trends per Funding Type in Percentages, 2005–2010

Sources	2005	2006	2007	2008	2009	2010
Interest from Endowment	28%	23%	17%	20%	17%	14%
Institutional Funding	17%	18%	45%	54%	53%	54%
Programme Funding	7%	8%	10%	11%	16%	19%
Project Funding	48%	51%	28%	15%	14%	13%
Total	100%	100%	100%	100%	100%	100%

Figure 3: Income trends per funding type, 2005–2010



A number of conclusions can be drawn from this. First, ECDPM has been successful in increasing and securing its overall income to almost € 2 million (a 50% increase between 2007 and 2010). Second, the Centre has also been very successful in restructuring its income, in both proportional and absolute numbers. Its target was two-thirds (66%) of income in the form of core, multi-annual and programme funding. It achieved 87% in 2010, despite the fact that the income from the endowment decreased in absolute terms. In particular, institutional funding showed a substantial increase (from 18% to 54%). In terms of euros, the level of institutional funding increased by almost 400% between 2006 and 2010.

Although the evaluation team did not deeply assess ECDPM's cost structure, it is worth mentioning that ECDPM managed to gradually decrease its operational costs from € 1.45 million in 2006 to a minimum of € 0.9 million in 2010, despite an increase in staff (see the draft financial report 2010). This is an achievement that few other such organisations can match.

As can be seen from tables 8 and 9, the financial contribution from the Government of the Netherlands increased by more than 160%. Funding from the Netherlands is still proportionally high, but ECDPM indeed managed to diversify its institutional donors to a total of 10 countries. It is noteworthy that Switzerland—not being an EU member state—is one of these. This is merely an expression of the fact that ECDPM provides them with highly development-relevant information, through both their publications and direct interactions. It is also noteworthy that a number of European states are not on this list (e.g., Austria, Denmark, Germany, France (which recently provided some programme funding) and Norway), which might offer scope for the future. Experiences with other institutions show that windows of opportunity might unexpectedly arise.

Table 8: Contribution by the Government of the Netherlands

(in 1000 €)	2006	2007	2008	2009	2010
Total Funding	€ 4076	€ 5246	€ 4880	€ 5500	€ 5969
The Netherlands	€ 1830	€ 2600	€ 3116	€ 3047	€ 2980
Proportion Dutch contribution	45%	50%	64%	55%	50%

Table 9: ECDPM's Institutional Funders in 2010

Main Funders in 2010	
The Netherlands	50%
UK	8%
Belgium	7%
Ireland	5%
Spain	5%
Sweden	4%
Switzerland	4%
Finland	3%
Portugal	2%
Luxemburg	1%
Total Core & Programme	**87%**
Project Funders	13%
TOTAL	**100%**

12.2 Facing the funding future

The increase in total funding, institutional funding and in programme funding and the diversification of funding sources are all factors that enhance ECDPM's financial resilience and its capability to focus on its mandate and to perform. However, in light of the trends in development cooperation and related funding, ECDPM has to remain vigilant on the financial front. There is a general tendency to integrate development issues into a wider agenda of international cooperation, hand-in-hand with a diminishing political constituency for development cooperation in a number of countries, cuts in development budgets, more stringent criteria for funding (both administrative and thematic) and a

stronger focus on private-sector involvement. Another obvious trend is increased focus on ownership and, related to that, the move towards 'direct funding', i.e., funding of Southern beneficiaries, through such avenues as embassies, regional development banks and (multi-)donor trust funds.

An example is the DFID's recent decision not to renew its financial contribution to ECDPM's ETC Programme, despite its appreciation of the achievements of this programme. In addition, developments with research and other subsidy schemes in the Netherlands make continued institutional funding more cumbersome.

In its financial projections for 2011, ECDPM had already anticipated an increase in tendering and project funding. But, as already mentioned, a move towards a high proportion of project funding would jeopardise ECDPM's distinct and effective way of working. Project funding also entails more transaction costs in terms of project formulation, reporting and fragmentation of team work. Nevertheless, as we have indicated, ECDPM could more actively seek funding for a number of the activities it currently funds from its core funding, in particular, but not limited to, its communication and knowledge activities. Strategies and actions related to resource mobilisation should become an explicit part of the work plans of the programmes, as well as of the Knowledge Management Unit.

A great challenge for ECDPM is to maintain and, where possible, to reinforce its conducive funding structure and level. A number of strategies and actions might be considered. The evaluation team considers ECDPM's relationship management, responsiveness and service delivery to its donors to be of high quality, but there is still scope for improvement vis-à-vis fundraising for those governmental donors that contribute modest amounts, as well as new donors, such as EU member states and multi-donor trust funds (including bilateral trust funds managed by multi-lateral development banks). Where specific donor support is directly linked to one department, it might be advisable to explore wider involvement of other departments (e.g., in addition to departments of foreign affairs and development cooperation, ministries for economic affairs and for research might well be interested). Another option is to seek an agreement on a funding framework with several donors (various examples exist where international nongovernmental institutions have these multi-donor arrangements).

We also think that ECDPM well qualifies for financial support from a number of European, American and Asian foundations. Referring to the role of countries like China, India and Brazil (in Africa, in particular), there might also be scope to explore funding possibilities from these countries, as well as from multi-lateral institutions like OECD, the World Bank, etc. An important strategy would be to mobilise Southern partner organisations for fundraising, which would also serve ownership concerns. Establishment of an ECDPM office in Addis would fit in this approach.

12.3 Conclusions and recommendations

CONCLUSIONS/FINDINGS	RECOMMENDATIONS
• ECDPM has been successful in increasing its overall income by almost € 2 million (a 50% increase between 2007 and 2010). • The Centre has also been very successful in restructuring its income, both in proportional	• ECDPM should maintain its current high level of relationship management with its current donors, for both policy and fundraising reasons. • In addition to continuing its current funding

and in absolute numbers. Where its target was two-thirds (66%) of income in the form of core, multi-annual and programme funding, it achieved 87% in 2010. Institutional funding, in particular, showed a substantial increase (from 18% to 54%). • ECDPM has also been successful in its endeavours to diversify its institutional income sources. • The current structure and level of income has been a critical factor in allowing ECDPM to optimally implement its policy process approach and to successfully execute its activities vis-à-vis European presidencies, the AU and other key players.	from institutional donors, ECDPM should explore new funding arrangements, such as involvement of non-development ministries (e.g., economic cooperation). It could also explore multi-donor agreements for funding frameworks. It might consider mobilising its Southern institutional partners (such as the AU) to support its case, or to become part of a funding framework agreement.
• Despite these successes and promising trends, ECDPM still has to maintain a vigorous stand on fundraising and further diversification, as current trends are not supportive to development funding for Northern-based organisations.	• We recommend that ECDPM further explore possible income sources that suit its mandate and distinctive way of working, most notably with regard to international foundations in Europe, Asia and America, as well as donor trust funds. As the acquisition of new types of donors can be a lengthy process and a laborious task, the Centre should strategically prioritise and limit new targets. • We recommend that ECDPM mobilise its Southern partners for joint fundraising activities. In this light, an ECDPM office in Addis Ababa might be productive, not only in terms of more intimate involvement in policy processes and ownership in the South, but also for fundraising reasons. • We recommend that ECDPM gear up its strategies for resource mobilisation and incorporate these into its work plans (in the context of its distinct programmes and Knowledge Management Unit as well).

13 All-Centre synthesis

13.1 What went well and why?

ECDPM developed a strong, coherent, comprehensive strategy for the period 2007–2011, which reflected the findings and recommendations of the 2001–2005 evaluation. The specific strategies for knowledge management, communication and partnerships, as well as the annual work plans, were consistent with and allowed further refinement and elaboration of the strategy. Reducing the number of programmes and using policy processes as an organising principle has supported the organisation in its pursuit of an enhanced focus. The process-oriented programming logic, underpinned by efforts to map plausible patterns of outcomes and impact, has proved well attuned to the unpredictable and evolving nature of the institutional systems and processes ECDPM focuses on (even if the planning tools have not always been easy to work with). Taken together, these adaptations have made an important contribution to ECDPM's ability to maintain its unique role and niche, delivering demonstrable outcomes, in addition to supporting institutional improvements. The organisation has a clear understanding of why it does what it does, the outcomes it can expect to deliver and how to achieve them.

Achieving a larger percentage of flexible multi-annual and programme funding has been critical to ECDPM in implementing this innovative, effective and well-focused strategic approach and orientation. As is evident in the programme evaluations, it has allowed the organisation the necessary flexibility to adapt interventions and programmes to the evolving context, to take advantage of well-timed opportunities to enhance and accompany complex processes, and to retain its niche as an independent and strategy-driven broker. These are all factors highly appreciated by stakeholders—including the institutional donors themselves—and critical to the achievement of outcomes.

As highlighted in section 9, on programme synthesis, the programmes, their process and their focus were relevant and addressed pertinent issues (particularly in relation to ECDPM's core mandate), the evolving context and the specific added value ECDPM was able to bring. They were complementary and responded to clear demand. Synergies were apparent and exploited *within* programmes and concrete steps were taken to identify and improve synergies *between* programmes (for example, by linking work on aid for trade with aid effectiveness and the appointment of a joint governance/trade position), although challenges remain in this regard, predominantly due to practical constraints (as opposed to levels of commitment).

The external evaluation was able to confirm ECDPM's own *internal review analysis* of outcomes and impact. It was clear that the organisation's achievements were well in line with anticipated patterns. In some cases (for example, ECDPM's engagement on the JAES), it appeared that ECDPM's role had been greater than anticipated—or even than the organisation had given itself credit for.

Looking across the programmes, it appears that there are **five** key common denominators in terms of the emerging patterns of outcomes of ECDPM's contribution to the processes it was engaged in:

- *ECDPM acted as **an 'incubator'***. In its engagement with both the JAES and the AGA, ECDPM played a critical facilitation or 'incubation' role in the evolution of these processes. Supporting

the key players in mapping out strategies, better understanding each other's perspectives and balancing the positions of different stakeholders.

- Across all processes, ECDPM contributed to ***levelling the playing field*** between ACP and the EU and to reducing asymmetries between the stakeholders through supporting the capacity of ACP actors to purposefully engage in challenging and contentious issues and to better understand the dynamics of EU decision-making and policy processes.
- By enhancing the available knowledge and the understanding of a process by key stakeholders, ECDPM ***enhanced the quality and content of policy debates*** in the processes in which it was engaged. It supported more open dialogue and communication.
- ECDPM supported a ***widening of engagement*** in processes by opening up discussions and access to information to a broader set of stakeholders.
- In relation to EU policy, ECDPM acted as a ***'driver of change***', through identifying strategic entry points to accompany support to key actors in their efforts to shape policy and processes, and by allowing member states to have a better informed position and to draw on and leverage ECDPM's network. In all three programmes, ECDPM brought to bear is core competencies, capacity strategies and strategic role at the interface of policy, practice and research. Strategic research, networking, knowledge management and direct facilitation support have been key drivers of impact and have been deployed in a strategic and well-targeted fashion, taking into account the evolution of processes.

ECDPM's independent and impartial stance and ability to produce balanced analysis and neutral space for dialogue is highly valued and has been critical across all processes, although it has inevitably come under pressure at times. The focus on policy process has enabled ECDPM to develop close and constructive relationships with multiple stakeholders, adopt a pro-active and flexible attitude, sustain engagement and ensure good follow-up. At the same time, 'drilling down' in certain processes to examine issues around implementation or impact (e.g., on PCD, EPAs or in relation to the JAES) has strengthened the overall analysis of policies and processes and supported the policy-practice link (although this, at times, has proved challenging and more could be done).

ECDPM has further strengthened its capacity in relation to knowledge management and communication and has an outstanding reputation in dissemination and sharing of policy-relevant knowledge in terms of responsiveness, timeliness, quality and extent of outreach. This has certainly served to amplify ECDPM's impact and supported outcomes. In addition, funded studies, although not without their drawbacks, have allowed ECDPM to have an influence and gain traction in relation to certain policy issues (e.g., PCD, governance, etc.).

Over the period of the evaluation, ECDPM has made progress in identifying partners and implementing the Partnership Strategy. However, partnership building takes time and this is reflected in the, at times, slow and challenging progress and the generally more limited (although still evident) impact partnerships have had on outcomes in some processes (as discussed further below). However, a number of partnerships are beginning to bear fruit in terms of mutual access to networks, leverage and access and in supporting the legitimacy of ECDPM's engagement. Here, the partnership with AGI would be a case in point. Furthermore, ECDPM has made significant progress in opening up opportunities for internships, fellowships and staff exchanges for individuals in ACP countries.

Discussions with stakeholders reveal that ECDPM is valued for the exceptionally high quality of its staff, its excellent analyses and ability as a skilled process facilitator, its specialised and in-depth knowledge of policy processes, its flexible, open and responsive attitude and the outstanding quality of the service it provides. ECDPM is often regarded as the most relevant and useful organisation working within the processes in which it engages.

13.2 Key challenges and considerations for the future

ECDPM is thus undoubtedly a **Centre of Excellence,** with a unique and highly appreciated role and mandate. It has consolidated this position over the period of the last strategy. This evaluation clearly confirms that the overall strategic approach ECDPM has adopted over the past five years is sound, that it contributes to the organisation finding and maintaining its niche and that it forms a solid basis for going forward.

There are inevitably a number of **key** areas for improvement that affect the Centre as whole, where ECDPM can refine its approach, extend its reach and consolidate its position into the future. The emphasis here is 'fine tuning' rather than major adjustments to an organisation that the evaluation rightly sees as doing an excellent job. These adjustments revolve around six key all-Centre cross-cutting themes.

Refining the partnership approach

There is a strong and well-founded commitment within the Centre to developing partnerships with Southern and other European organisations. However, as discussed, partnership development has proved time consuming and, at times, challenging, leading to inevitable questions around opportunity vs. cost in terms of deployment of staff time and resources. The outcomes and visibility of partnership activities seem more limited when compared to ECDPM's other interventions, due, in some cases, to the stage of their evolution. Nevertheless, what is apparent from the evaluation is that partnerships, notably with Southern organisations, are essential to the future of the Centre in terms of supporting ECDPM's legitimacy and reach in the South, as well as providing opportunities for mutual learning and access to policy arenas, local perspectives on the impact of policies, joint research and fundraising.

A fundamental question is how to refine the approach and derive the maximum benefit from partnerships with the resources available. There is a clear role for ECDPM to play in strengthening the capacity of institutions such as the AUC, and outcomes in this area have been most in evidence. In relation to Southern non-state actors, a clear choice seems to emerge. Should ECDPM focus on strengthening the organisational capacity of emerging Southern organisations (e.g., policy research organisations or national or locally based governance organisations) that have potential *as well as* working with peer organisations that are well structured, with solid expertise and which can contribute to ECDPM's core objectives and enhance the impact of its work? The need to strengthen Southern capacity for policy analysis and dialogue (along with grass-roots governance initiatives) was a clear message that emerged from discussions in Africa. However, the evaluation team's view is that pursuing this objective alongside engaging in core processes could dilute ECDPM's focus and impact. Building the organisational capacity of Southern organisations and following local processes is time consuming and resource intensive, and as ECDPM rightly acknowledges, there are other networks and organisations that are better placed to do this, and to which ECDPM can provide

strategic support (for example, in their efforts to support bottom-up initiatives in the field of governance and decentralisation).

The most pragmatic approach going forward is therefore to focus most attention on partnering with peer institutions in the South that are well structured, with solid expertise and potential, and which have a clear connection or at least complementary expertise in relation to ECDPM's core processes and competencies. In this respect, ECDPM could pay more attention to understanding and discussing the incentives for and potential benefits of partnership among all parties.

With regard to European partnerships, while they have proved useful in providing alternative channels, enhanced access to decision makers and amplified policy messages, the evaluation has also identified that they have drawbacks. Given that ECDPM often puts in at least as much, if not more, than it gets out, it should not invest any additional time and energy in these partnerships than is currently the case.

Extending beyond the meso level

ECDPM's analysis and engagement is well articulated at the 'meso' or technocratic policy level (in terms of the range of stakeholders and issues). Given the organisation's role and mandate, this is the right arena for the organisation to focus its attention. However, there is some evidence to suggest that ECDPM's focus has perhaps become a bit *too* narrow, and opportunities to fully explore issues around the impact and implementation of policy have been missed. The Centre could enhance its relevance and further strengthen policy-practice-research linkages by extending its reach more regularly *downwards* in relation to analysing the impact of policies and implementation issues. There are good reasons to do this.

The evaluation revealed that there is an appetite, particularly among donor organisations (e.g., DFID), for a practice-related evidence base for policies: for what is working and what is not and where impact has been achieved. From a Southern perspective, there is obviously a desire for policies to reflect grassroots realities. It therefore would seem important for ECDPM to place greater emphasis within its programmes on highlighting implementation deficits and successes, strengthening the evidence base of propositions and examining the impact of policies through further 'drilling down' in relation to certain issues. This requires invigorating the research capability and knowledge base at this level by forming strategic alliances with complementary organisations (with both development and non-development expertise); drawing on flexible research capacity (e.g., associates); engaging with new, open-source modalities for knowledge generation, stakeholder dialogues and communities of practice; and, if necessary, engaging in new research-oriented funding streams (since service delivery contracts rarely provide the scope for this type of work).

At the same time, there is an argument suggesting that ECDPM should also extend its focus *upwards* and engage and communicate more with high-level political decision makers, in order to support political momentum in relation to certain issues and a conducive environment for those working at the more technocratic, meso-level. This does not need to equate to taking on an advocacy role; it is more a matter of ensuring greater efforts to ensure the visibility of ECDPM's analysis and recommendations (through meetings, well-targeted briefs, etc.) among political stakeholders. Here, the priority should be on engaging with those political stakeholders in processes where the obstacles have been political rather than technical in nature, such as the JAES and EPAs.

Finally, ECDPM could do more to showcase its visionary thinking and big think*ers*. ECDPM is often ahead of the curve in its thinking on many issues relating to EU development policy and EU-ACP relations. However, some stakeholders feel that the organisation could do more to generate discussion (via communications such as blogs or discussion forums and social media, for example) around its more 'macro' ideas.

Identifying exit strategies from stalled processes

As highlighted above, the programmes adapted well to the evolving context and remained relevant. However, a key challenge facing the both DPIR and ETC programmes has been how to respond and adapt where a key process (such as the JAES and EPAs) appeared to have stalled due to lack of political support, changing context, insurmountable differences between the parties, or an overly technocratic focus.

In the case of the JAES, the DPIR Programme chose to take a step back, highlighting key implementation deficits and focusing attention on supporting the capacity of the AUC. Likewise, the ETC Programme highlighted key blockages and issues in the EPA process. These inputs were highly appreciated by key stakeholders. ECDPM has recognised the need to move beyond policy processes once they have stalled, and both programmes are exploring new avenues of engagement. This shift has, however, proved difficult, highlighting the challenges associated with the policy process focus. There is a case for a periodic review of policy processes to ensure that these are still relevant to changing contexts, and to consider reorienting ECDPM's engagement—perhaps through the process of bi-annual work plans.

Orienting towards emerging global issues and enhancing Southern perspectives

ECDPM has embraced the shift in thinking beyond development cooperation towards considering the role of aid in relation to global challenges (such as security, migration, climate, etc.) and the coherence of external policies. The ETC Programme has sought to examine the position of emerging global players in the African trade scene (BRICs) and DPIR has focused on issues such as security and migration within the JAES.

The organisation now needs to build on this foundation and, in (re)defining its policy process focus, further orient its work around emerging global concerns and trends and their implications for EU-ACP cooperation. The consideration of global issues needs to be more fully integrated across programmes. At the same time, ECDPM will need to continue to build linkages with and draw on the capacity of specialist organisations working on thematic issues.

In developing future policy processes, the programmes need to ensure that they remain adequately focused on issues that reflect the development aspirations and concerns of Southern actors, including the evolving partnerships with new players on the economic scene and rising ambitions for Africa-wide integration. They also need to ensure that they maintain their focus in relation to the shift from aid effectiveness towards development effectiveness. They will need to anticipate and respond to what appears to be the declining relevance of the ACP-EU framework.

Enhancing ECDPM's presence in Addis Ababa

ECDPM has developed and maintained a vast array of relationships with key stakeholders in Africa from its offices in Maastricht and Brussels. However, given the emphasis the organisation is placing

on partnership development and its depth of engagement with the AU, there is a strong rationale and a clear demand for increasing the organisation's presence on the African continent, with the most obvious choice of location being Addis Ababa. There are various 'modalities' of presence that ECDPM could consider: opening an office, working through a partner (either by renting office space or implanting ECDPM staff within a partner organisation) or working more intensively with locally based ECDPM 'associates'. It would be worth ECDPM looking at the experiences of other European organisations in this respect when weighing up the pros and cons of different approaches (in particular in relation to opportunities for raising funds through decentralised sources). ECDPM should seriously explore the opportunities and implications of setting up a small office in Addis Ababa.

Knowledge management

In a relatively short time, ECDPM has substantially enhanced its knowledge management and communication, an aspect of ECDPM that is highly appreciated by stakeholders. With regard to the future, it is important that ECDPM consolidate and—where possible—further strengthen the Knowledge Management and Communication Unit, and sustain its current level of activity. There is also scope for further improvement in order to (a) further harness the achievements of the programmes, (b) seek cutting-edge quality, (c) showcase ECDPM's thinking, (d) generate discussion on 'macro' ideas and (e) find and discuss evidence on implementation issues and the impact of policies. In addition to central planning on knowledge management and communication, the programmes should gear up their explicit planning for knowledge and communication objectives and activities. ECDPM should also explore and assess the potential of new approaches for dynamic knowledge generation, learning, networking and conferencing, with due regard for online modalities.

Human resource and organisational development

One of the key pillars of ECDPM's success, and a key asset of the Centre, is the exceptionally high quality of its staff. Good selection processes and the many processes for learning and developing competence, both on and off the job, have been important contributory factors. The recently introduced competence-based HRM system is an opportunity for further strategic alignment of these processes if well implemented on all levels of the Centre. Additionally, programmes could enhance learning and competence development by gearing up peer assists and by senior staff devoting more time for mentoring and strategic advice. Senior staff should consider freeing up their time through delegating part of their management tasks to younger staff. Being charged with programme-management tasks would also provide for an additional career opportunity for some middle-level staff.

The enduring importance of flexible funding—facing the funding future

Flexible multi-annual and programme funding has been fundamental for ECDPM to implement its innovative, effective and well-focused strategic approach and orientation, and to enhance its resilience and capability to focus on its mandate and to perform. There are also strong reasons highlighted in the report for ECDPM not to increase the proportion of short-term consultancy and service-delivery contract funding, relating to the risks of diluting focus, undermining stakeholder perceptions of independence and jeopardising ECDPM's distinct and effective way of working.

However, the current funding climate suggests that maintaining its funding structure will remain challenging into the future. ECDPM will need to keep up a vigorous and pro-active approach to funding by maintaining its high level of relationship management with donors, exploring new funding arrangements and sources (e.g., multi-donor framework agreements and joint fundraising efforts with Southern partners) and seeking funding opportunities with foundations in Europe and elsewhere.

13.3 All-Centre recommendations

Key considerations for the future	Recommendation
Refining the partnership approach	• ECDPM should focus on partnerships with peer organisations in the South that are well structured, with solid expertise and potential, and which have a clear connection or at least complementary expertise in relation to ECDPM's core processes and competencies. • ECDPM should provide strategic support to networks and organisations engaged in capacity development with Southern organisations. • ECDPM could pay more attention to understanding and discussing the incentives for and potential benefits of partnership among all parties. • ECDPM should not invest any additional time or energy in European partnerships than is currently the case.
Extending beyond the 'meso' level	• ECDPM should give greater emphasis within its programmes to highlighting implementation deficits and successes, strengthening the evidence base of propositions and examining the impact of policies. • ECDPM therefore should invigorate its research capability and knowledge base at the level of implementation: through strategic alliances with complementary organisations; drawing on flexible research capacity (e.g., associates); engaging with new, open-source modalities for knowledge generation, stakeholder dialogues and communities of practice; and, if necessary, setting up new research-oriented funding streams. • ECDPM should engage and communicate more with high-level political decision makers (e.g., through meetings, targeted briefs) to ensure greater visibility among this group of ECDPM's analysis and recommendations.
Identifying exit strategies from stalled processes	• ECDPM should (continue to) periodically review policy processes to ensure that these are still relevant to changing contexts and to consider how best to re-orient its engagement—possibly through the process of bi-annual work plans.

Orienting towards emerging global issues and enhancing Southern perspectives	• ECDPM should further orient its work towards examining emerging global concerns and trends and their implications for EU-ACP cooperation. • The consideration of global issues should be more fully integrated across programmes. • In re-visiting their vision and re-configuring their focus on policy processes, the programmes need to ensure that they remain adequately focused on issues that reflect the development aspirations and concerns of Southern actors, including the evolving partnerships with new players on the economic scene and rising ambitions for Africa-wide integration.
Enhancing ECDPM's presence in Addis Ababa	• ECDPM should enhance its presence in Addis Ababa and consider the opportunities and implications of setting up a small office there.
Dealing with issues around human resources and organisational development	• The Centre should seek ways to free up the time of senior staff (such as by delegating part of their management tasks to younger staff) in order to enable senior staff to devote more time to peer assists, mentoring, strategic advice and other key activities and to further boost on-the-job learning by junior staff.
Facing the funding future	• ECDPM should invest in consolidating its current donor base (seeking multi-donor framework agreements where possible) and in gearing up its funding efforts (such as through joint fundraising activities with Southern partners and by seeking new sources, particularly among European and other foundations).

Annexes

Annex I. Terms of Reference

1	**General evaluation objective**
	Since 1986, the European Centre for Development Policy Management (ECDPM) has established itself as an independent European centre of expertise on ACP-EU relations and development cooperation. Its independence is anchored in the composition and leadership of its Board of Governors. The Board expects the evaluation to critically review the context and performance of the Centre during the period 2007-2010, to assess how the Centre is evolving as an institution and to formulate recommendations for improvement. In particular, it expects the evaluation to provide independent insight in the *patterns of outcomes and impact that emerge* in relation to the Centre's efforts; to enhance its accountability vis-à-vis its institutional partners, in particular the Government of the Netherlands, the Centre's main institutional funder, as well as to contribute to the development of a strategic long-term view on the Centre's options for future institutional development.
2	**Background of the Centre**
2.1	ACP-EU relations and cooperation
	On June 23, 2000, the European Union and its member states and the countries of Africa, the Caribbean and the Pacific signed the *ACP-EU Partnership Agreement*. It sets poverty reduction, and ultimately eradication, as the central objective of ACP-EU cooperation, calling for an integrated approach to economic, social, cultural, environmental and institutional development centred on the human person. Respect for human rights, democratic principles and the rule of law, constitute essential elements. Cooperation is to provide a coherent enabling framework of support to the ACP countries' own development strategies, ensuring local ownership. On the EU side, the Maastricht Treaty of 1992 established development cooperation as a *shared competence* among the member states and the Commission. Since, the implementation of the principles of coherence, coordination and complementarity, the so-called 3 Cs included in the Treaty, has led to the birth of an *EU Consensus on Development* and an *EU Code of Conduct on Division of Labour.* More recently, in 2009, the Lisbon Treaty further enshrined coherence between EU development policy and other external and internal, policies. Within a rapidly changing global policy context where besides poverty global concerns such as climate change; energy; migration; trade and food security require urgent global action, this means that the integration of development policy with other EU policies is now a principle concern affecting ACP-EU relations.

2.2	ECDPM mission & strategic objectives
	The mission of the Centre is to help build effective partnerships for development between public and private actors in the European Union and the countries of Africa, the Caribbean and the Pacific. The Centre's strategic objectives are: 1. To strengthen the institutional capacity of public and private actors in ACP countries to manage development policy and international cooperation and, 2. To improve cooperation between development partners in Europe and the South. The Centre uses a two-pronged approach to achieve these objectives: on the one hand, it aims at strengthening ACP institutional capacities in key areas of ACP-EU cooperation and on the other it seeks to improve development policies and instruments used by the EU and its member states.
2.3	A brief characterisation of the Centre
	Strategic choices and focus[4] The independent External Evaluation of ECDPM in May 2006 concluded that the Centre's role as an independent foundation at the ACP-EU interface is highly appreciated. Its mandate, approaches and working methods are considered relevant and effective in the context of a rapidly evolving ACP-EU partnership, characterised by a growing politicisation of partnership relations, a complex, multi-actor policy setting and an ongoing quest for greater aid effectiveness and mutual accountability. On the basis of the evidence collected, the evaluation team highlights the importance of the Centre's non-partisan brokerage approach, its process orientation and focus on Africa. Besides, it commends the Centre's brokering role between research, policy and practice and its use of a well-defined mix of capacity building strategies to promote better informed policy processes and less asymmetrical ACP-EU partnership relations. The evaluation team strongly recommends continuity in these respects. Yet it *also challenges* the Centre to make a qualitative leap forward *and take a next step* in its institutional development, further strengthening the specific added value of ECDPM (as a non-partisan foundation producing public goods and services) and improving the overall effectiveness and impact of its work. In its strategy 2007-2011 ECDPM embraced both continuity and change as recommended by the External Evaluation. It decided to further perfect its role as an independent broker; to improve strategic focus; to guarantee operational independence as a foundation and to strengthen and intensify its partnerships with ACP actors, by introducing the following changes: 1) The number of ECDPM programmes was reduced to three, each linked closely to a major innovative theme of ACP-EU cooperation: *Economic Development and Trade; Development Policy and International Relations*, and *Governance*. Africa was chosen to stand out as a cross-cutting priority. 2) The programmes adopted a new, more 'process-oriented' programming logic in their rolling work plans: each programme was asked to select two existing ACP-EU policy processes; for

[4] ECDPM *Strategy 2007-2011*

each of these, programme teams were to carry out a detailed analysis and to identify promising 'entry points' for engagement (considering the Centre's specific role and added-value) and, the policy actors that play key roles in the process. On the basis of this analysis, a coherent set of activities was directed towards producing specific outputs and contributing to expected outcomes.

3) Understanding, mapping and monitoring possible 'routes of impact' was introduced as a systematic component of the work of the Centre. Close monitoring and regular programme reviews aims to contribute to further improve organisational learning and impact. This should allow the Centre to direct its resources to activities where a small foundation can best display its specific added value and contribute to impact. Each programme will also closely monitor progress in the policy processes in which they participate.
4) The Centre decided to re-assess its partnership strategy; to develop a clear understanding of the various types of 'partnerships' that need to be at the core of its programmes and to assess how these can be strengthened. The three programmes will lead in defining the best way to achieve functional partnerships for enhancing the institutional capacity of ACP actors in a sustainable manner.
5) The ECDPM decided to fundamentally restructure its income. As highlighted by the External Evaluation, the Centre runs the risk to start 'unravelling' itself - and its role as a foundation providing public services - if it becomes too dependent on short-term project-related funding. It will therefore endeavour to secure at least two thirds of its income as core and multi-annual institutional and programme funding.

Meanwhile, the Centre understood that the reforms mentioned above require adjustments in overall working culture, management processes and (in-house) competencies and that implementing them - while continuing to play an independent brokerage role; engaging in policy processes; responding to demands and building solid partnerships with ACP actors requires additional resources. These resources are also relevant to ensure that the Centre can develop Centre-wide policies on knowledge management, organisational learning and networking, as well as the formulation of an appropriate communication and information strategy.

The ECDPM approach and process orientation

The ECDPM regards *development policy management*[5] and international cooperation as processes owned fully, and managed by their respective stakeholders. As an independent foundation it sees its role primarily as a facilitator of such processes. The Centre is aware that quality outcomes depend upon the willingness and capacity of the stakeholders to interact purposefully and effectively. Accordingly, it facilitates interactions between stakeholders to design, negotiate, implement and/or evaluate development policies and international cooperation programmes and seeks to contribute to their capacity to participate and interact effectively. The ECDPM is also a knowledge broker, supporting the mobilisation, sharing and use of relevant knowledge and information on key issues among practitioners, policy-makers and specialists.

[5] *Development policy management* refers to the design, negotiation, programming, implementation and evaluation of development policies and international cooperation.

The Centre has developed its approach over the years. Thus, the first generation of ECDPM projects (1987-1992) focused on regional cooperation (e.g. related to food security), public sector reform and donor assistance modalities. In 1992 the Centre adopted a more programmatic approach, aimed at ensuring long-term involvement in on-going processes on selected topics. From 1996 onwards, ECDPM increasingly engaged in ACP-EU cooperation, including the negotiation of a post-Lomé agreement. Since 2001, the Centre concentrates on promoting the effective implementation of the main pillars of the Cotonou Partnership Agreement, i.e. trade and economic cooperation, political cooperation, non-state actors' participation, and related cooperation challenges such as, capacity and institutional development; design and quality of EU external action, evaluation and organisational learning, communication.

The ECDPM has learned to respect the following *principles of engagement* at all times, to ensure the achievement of development and capacity objectives:

- A long-term engagement with key stakeholders of policy process
- Operational autonomy as an 'honest broker'
- Ensuring an inclusive and non-partisan approach to stakeholder participation
- Encouraging open-ended dialogue and networking
- Linking policy makers, practitioners and specialists into policy process
- Promoting diversity and creativity rather than exclusivity and existing patterns
- Facilitating flexible development-oriented partnerships.
- Ensuring open communication, democratic principles and a full transparency of roles

Also the Centre has learned that to engage with ongoing policy processes effectively requires a combination of efforts; therefore, each of its programmes combines three particular modes of engagement, or *capacity strategies,* to ensure expected outcomes and impact. The first, *'Direct facilitation support'* aims at supporting the stakeholders directly in their efforts to improve the quality of policy dialogue, networking and its respective outcomes. The second, *'Strategic research, knowledge management, networking and information services'* aims at improving the knowledge base of the stakeholders by improving the availability and use of relevant knowledge and information, in particular to those who traditionally lack access to such information. The third, *'Strategic partnerships to support institutional development'* by key policy actors aims at strengthening the institutional capacity of policy actors that are of key importance to moving the policy process forward.

Of course, *no blueprint exists* and *policy processes evolve over time*. Through careful contextual analysis together with key stakeholders the ECDPM strategy and approach are to be adapted and combined into a coherent, situation-specific set of activities through an open-ended participatory approach that takes into account the specific characteristics of the particular area of international cooperation it seeks to support. In partnership with key ACP-EU actors, therefore all ECDPM programmes continuously adapt their particular 'mix' of capacity strategies so that it fits their situation and objectives best. In this flexible manner, ECDPM feels it can contribute most to improving ACP-EU cooperation and relations.

	The Centre's main stakeholders Policy actors in international cooperation are many, thus again making strategic choices necessary. To direct its support to stakeholders in ACP-EU policy processes, the ECDPM distinguishes *four different groups of policy actors*: 1. *Stakeholder representatives* are ACP & EU individuals, organisations and institutions that represent key stakeholders in a particular development policy process. Their active involvement in (electronic) dialogue and networking with the Centre and their use of its printed and/or electronic publications ensure the outcomes and eventual impact of the Centre's programmes. 2. *Strategic partners* are individuals, organisation and institutions mostly from the ACP and EU that specialise in areas complementary to the work of the Centre and with whom the Centre seeks strategic partnerships in order to enhance the quality and impact of its programmes. *3.* *Key policy actors* are organisation and institutions mostly from the ACP and EU that drive a particular policy process. To contribute to their sustained institutional strengthening is seen as the key to rendering development policy management and international cooperation more effective. 4. *Institutional partners* are key EU, ACP institutions and (regional) organisations that support the Centre's mandate, strategy and programmes through multi-annual institutional and programme agreements and hence play an important role in facilitating the autonomy and sustainability of the Centre as an institution. **The Centre's business cycle** ECDPM plans its work according to a five-year strategy that sets out its mission, strategic choices and Centre-wide approach; within this framework bi-annual rolling work plans specify the general and specific objectives, activities and intended outcomes at the programme level. During the period to be evaluated the ECDPM Strategy 2007-2011 is applicable. Work plans are available for consultation as are semester and annual reports that outline the work done and results achieved. All-Centre and programme budgets are elaborated annually combining top-down and bottom-up budgeting. Yearly income and expenditure accounts show a balanced budget in line with the financial strategy laid down by the Board. The implementation of work plans and the realisation of the approved budgets – expenditures as well as different types of income - are followed closely by the management on the basis of monthly management meetings, quarterly and semester reports. Mid-year budget revisions and balance sheets are reviewed and approved by the Board Executive Committee. The full Board convenes twice a year, once to review and approve strategy, work plan and top down budget and once to review and approve the annual report and financial results.
3	**Specific evaluation objectives**
	ECDPM is a small, independent operator at the complex interface between the European Union and its member states on the one hand and, the ACP and its member countries on the other. As a facilitator of policy process and a knowledge broker, the outcomes and/or impact of its work cannot normally be attributed to the Centre alone. On the contrary, to be effective the Centre's

	activities are and should be embedded in multi-stakeholder policy processes in which the stakeholders call the tune and ECDPM plays a supportive role. Besides, as a small foundation the Centre cannot on its own, mobilise the expertise and financial resources required for the entire range of support that may be necessary. Systematically, therefore, the Centre draws upon other organisations and external resources, building functional partnerships to complement its contributions. The Centre's impact is therefore intrinsically related to the way it works together with others. Given the above, this evaluation aims at addressing three specific objectives: 1. To assess the implementation of the strategy 2007-2011 by ECDPM. 2. To assess the effectiveness of the Centre's strategic choices, approach and networks, identifying *plausible patterns of outcomes and impact in policy processes* the Centre was directly involved in. 3. To formulate recommendations for further institutional development of the Centre; providing feasible options and future scenarios for consolidation and improvement. The evaluation team is expected to systematically consult with different groups of stakeholders of the Centre, in order to obtain and document their views. Besides, it is also expected to make full use of internal monitoring and evaluation systems and reports available from the Centre.
4	**Scope of the evaluation**
4.1	Key evaluation questions
	1. Given the ECDPM mandate and strategic objectives: 1.1. How effective was the implementation of the strategic choices made by the Centre in its 2007-2011 Strategy Paper? 1.2. Within this strategic framework, has the Centre adequately adapted to evolving ACP-EU relations and shifts in international cooperation during the period 2007-2010? 1.3. How successful was the Centre in maintaining its non-partisan/independent broker status? And how pertinent is this in view of fulfilling its mandate? 2. Given the *plausible patterns of outcomes and impact* on ACP-EU relations and international cooperation identified by the External Evaluation in policy processes the Centre was directly involved in: 2.1. How effective was the Centre's orientation on specific policy processes in contributing to outcomes and impact? 2.2. How were the three ECDPM 'capacity strategies' combined and used; how did these contribute (or not) to achieving relevant outputs and outcomes? 2.3. What was the specific added value of the Centre in relation to the contributions of other relevant policy actors and/or service providers in the same policy process? 2.4. How effective was the contribution of evolving partnership strategies both at the programme and Centre-wide level? 2.5. How effective was the Centre in sustaining the quality of its performance? 3. Regarding the Centre's consolidation and institutional development: 3.1. Did the strategic choices made by the Centre affect its ability to achieve added value, outcomes and impact? If so, in what ways? 3.2. Did the changes in the level and mix of the Centre's funding during the period 2006-2011

	affect its autonomy, strategic orientation, effectiveness or impact? And if so, in what ways? 3.3. Did the management and programme structure adopted by the Centre in 2007 affect its performance and/or capacity for innovation? If so, in what ways?
4.2	Key results expected
	The evaluation is expected to take into account the internal assessment done recently and the existing management records up to outcome level and, to concentrate on evaluating the pertinence and effectiveness of the Centre's work in particular from the point of view of its diverse stakeholder groups. ECDPM will provide the evaluation team with a balanced long-list of representatives of different groups of ACP-EU stakeholders, to be used to select its contacts. The evaluation will highlight strong and weak points as well as relevant dilemma's the Centre faces. The results expected are: 1. A brief appraisal of the context of ACP-EU relations and more generally, international cooperation over the period 2006-2010, highlighting the elements and trends most relevant to the Centre's role and function. 2. An assessment of the way the Centre implemented its strategy and how this affected its ability to respond to challenges emerging from the above policy context, and to adjust its position, approach, and networks accordingly. 3. An assessment of the effectiveness of the Centre's process-orientation, approach, networks and added value, in contributing to emerging patterns of outcomes and impact related to the six key policy processes it chose to engage in; 4. Specific recommendations on how to improve the Centre's pertinence, responsiveness and effectiveness within the framework of evolving ACP-EU relations and shifts in (funding of) international cooperation.
5	**Approach and methodology**
	The Strategy 2007-2010, (bi-)annual work plans, yearly budgets and income and expenditure accounts, annual and semester reports are available at the Centre. Management information systems, such as the activity, travel, documentation and administrative databases, monthly M&E overview, are available from the internal work space at the Centre. In addition, the Centre will provide the Evaluation team with a recent, multi-annual Internal Assessment (2006-2010) that presents and analyses inputs, approach, activities and outputs and, where possible, an appreciation of outcomes for each of its programmes. As a result, ample recent information on the Centre's plans and performance is at the disposal of the evaluation team. The approach and methodology should therefore concentrate on breaking new ground with respect to stakeholder consultation and independent monitoring of possible patterns of outcomes and impact. It will have to identify both the intended and the unintended elements of pertinence, effectiveness, added value and impact of the Centre. The consultants are moreover requested to design an evaluation approach and methodology that within the time and budget constraints

	applicable, mobilises to the extent possible the diverse views and insights of the different groups of stakeholders of the Centre. Given the rather unique position of ECDPM as an independent broker and the particular nature of its work at multiple interfaces among ACP and EU actors, the complexities involved in assessing the Centre's performance are considerable. This has also been the experience of earlier evaluation teams. Therefore, a four step approach is suggested: I. Desk study and initial consultations; resulting in a definitive design of the evaluation, its approach and methodology; II. Stakeholder consultation and data collection; documented in a preliminary evaluation report; III. Discussion of preliminary report; active involvement of Board and staff in discussing preliminary findings; IV. Completion and presentation to the Board of final evaluation report by the evaluation team. The four steps are further elaborated upon below.
7	**Management**
7.1	Weeks 1-3: desk study and initial consultations
	First, a desk study is proposed, including an initial consultation with a limited number of key informants from within and/or outside the Centre. This would enable the evaluation team (1) to design a coherent evaluation framework and methodology in line with the nature and complexities of the work of the Centre and (2) to assemble a comprehensive overview of the types of stakeholders the Centre addresses, possible outcomes and impact. During this period, the evaluation team would be able to benefit to the maximum from practical and up-to-date knowledge available among Board members, staff and selected stakeholders of ECDPM, both in Maastricht and Brussels. Additional questions that may inspire the further specification of the approach and methodology by the evaluation team, include: ▪ What criteria will be used to select key informants and visits to different types of stakeholders? ▪ Is an adequate balance reached between ACP and EU stakeholders, in (sub) regional centres and elsewhere? ▪ In addition to the study of documentary information and the interviews, will other methods of data/information collection be required? ▪ What data/information processing techniques/procedures are going to be used? ▪ What verification methods will be used? ▪ Does the design ensure that conclusions and findings follow logically from the data analysis and interpretations based on transparent assumptions and rationale? ▪ Does the design ensure that recommendations will be fair, unbiased by personal views and sufficiently detailed to be operationally applicable?

	The result of the first step would be a comprehensive evaluation framework, specifying the policy theory/intervention logic of the Centre; elaborating in detail the evaluation questions and the indicators to be used to inquire into pertinence, effectiveness and impact and, the type of recommendations foreseen. During this phase the different databases of ECDPM may be used to analyse operations, to list stakeholders of different types, while the Centre's publications and reports can provide an overview of the development of the Centre in terms of strategy and substance. The evaluation team's design of the analytical framework, methodology and proposed selection of stakeholders to be contacted will be presented and discussed with the ECDPM Board Executive Committee, management and staff. Practical insight and inside knowledge on the role of the different stakeholder groups may be shared – see also Annex 1, geographic distribution of ECDPM beneficiaries/stakeholders. The definition of the final version of the analytical framework, the methodology and the selection of stakeholders remains entirely the responsibility of the evaluation team itself.
7.2	Weeks 4-8: stakeholder consultation and data collection
	Secondly, the evaluation team would engage in various ways with different types of stakeholders in accordance with the approach and methodology chosen; would pursue its analysis of documentary sources of information and produce a preliminary report that answers the evaluation questions. This preliminary report would include a critical assessment of the evolution of ACP-EU relations and international cooperation over the period 2006-2010, highlighting the elements and trends most relevant with a view at the fulfilment of the mandate of the Centre; a critical assessment of the way the Centre responded to these changes in the policy context in which it operates and where pertinent, adapted its approach and activities to fulfil its mandate and, a critical assessment of the effectiveness and impact of the Centre's approach to addressing the key policy areas in which it chose to intervene (results 1-3, as indicated in 4.2 above). Finally, it would include preliminary recommendations based on the conclusions from the evaluation (results 4, 5) as indicated in 4.2).
7.3	Week 9: discussion of preliminary report
	Thirdly, the preliminary report would be presented and discussed with key members of the Board, management and staff of ECDPM. Without infringing upon the independence of the evaluation team, this will help the team to verify and/or complement the more factual elements in its findings. Also, a limited number of chief executives of comparable development policy centres active in the European area will be invited to comment upon and discuss the draft report, providing for a comparative inter-institutional look at the results presented. Both lines of activity would allow the Board, management and staff an early look at the emerging conclusions and recommendations, and help to promote to the extent possible, ownership of the evaluation

	results on their part.
7.4	Weeks 10-12: completion and presentation of Final Evaluation Report
	Fourthly, the evaluation team would finalise the evaluation report after which it will be presented to the Board of Governors during its meeting in April 2006.
8	**Criteria for assessing the quality of the Final Evaluation Report**
	▪ Have the terms of reference been applied adequately? Does the report reflect that? ▪ Does the report provide adequate insight in the evaluation design and methodology and its practical application? ▪ Are the research methods used, findings and the supporting evidence presented in a verifiable manner? ▪ Are the conclusions logically linked to (a) the evaluation questions and (b) the evidence collected? ▪ Do the recommendations follow from the analysis and conclusions presented? ▪ Does the report contain a comprehensive and clear summary? ▪ Have key stakeholders been consulted? ▪ Have relevant documents been reviewed and are the contents adequately reflected in the report? ▪ Is the report well written and ready for wider dissemination?
9	**Consultant(s) profile**
	The evaluation will be done by a team of 3-4 members. The team leader holds a post-graduate degree in social science, political science, economics and/or development studies with at least 10 years of practical experience, and longstanding involvement in development policy design and implementation as well as the management and evaluation of international cooperation. Besides, the team as a whole needs to include members with substantive knowledge and experience in the following fields: - ACP-EU relations and cooperation - International relations and development policy - International trade negotiations and economic partnership agreements - Multi-actor participation, development programming and evaluation - Development finance and new aid modalities Also, the team needs to include members with considerable knowledge and hands-on experience with: - Facilitating high level policy processes and debates - Analysis and evaluation of policy-related multi-stakeholder processes - Capacity issues within the framework of development cooperation - Communication and information for development - Knowledge, networking and learning for development

	- Management, organisational learning and institutional change Preferably, the team needs to include at least two ACP country members. The capacity to cover the Centre's activities in both Anglophone and Francophone countries is vital to the success of the evaluation.

Annex II. On objectives of the evaluation

The Board of Governors of ECDPM is the Principal of this evaluation. The Board expects the evaluation to critically review the context and performance of the ECDPM during the period 2007 – 2010, to assess how ECDPM is evolving as an institution and to formulate recommendations for improvement. In particular it expects the evaluation:

- to provide independent insight in the patterns of outcomes and impact that emerge in relation to the Centre's efforts
- to enhance ECDPM's accountability vis-à-vis it's institutional partners, in particular the Government of the Netherlands, the Centre's main institutional funder, and
- to contribute to a long term view on the Centre's options for future institutional development.

The Evaluation's Terms of Reference (see Annex I, for the Terms of Reference) rephrase above expectations in the following three specific objectives:

- To assess the implementation of the strategy 2007-2011 by ECDPM.
- To assess the effectiveness of the Centre's strategic choices, approach and networks, identifying plausible patterns of outcomes and impact in policy processes the Centre was directly involved in.
- To formulate recommendations for further institutional development of the Centre; providing feasible options and future scenarios for consolidation and improvement.

In its feedback on the Evaluation Team's draft inception report (29 November 2010), ECDPM management suggested an additional objective, in fact preceding objective 2 on effectiveness:

- To assess the pertinence of the strategic choices made by the Centre, given its mandate and position as an independent foundation at the interface between the ACP and the EU.

As the evaluation ended in March 2011, ECDPM's activities and results of 2011 can only partly be assessed. ECDPM staff, in its reaction to our inception report, asked to also consider 2006. In summary, the team will focus on the period 2007 – 2010, but where possible and relevant will also take into account 2006 and 2011.

Annex III. Elaboration of evaluation questions

Question	Specific questions
Overall Strategy	
What were the strategic choices that were made (as captured in the Strategy 2007-2011)?	
Have the following strategic decisions been implemented? If so, how? And how effective was their implementation?	
• Reduce the number of programmes to three; each linked to a major innovative theme of EU-ACP cooperation ; Africa as a cross-cutting priority; programmes are inter-connected	Did the 3 programmes address the aspirations of both EU and ACP countries in the stated objectives of development cooperation? Given that Africa is a crosscutting priority What is the identification process of Africa's aspirations? Is there evidence that the 3 programmes are interconnected?
• Adopt of a new 'process orientated' programmeming logic (move from activity based approach to process based approach); concentrating on a maximum of two policy processes	How was the change from activity to process based approach to programme design and implementation managed? What challenges were experienced in managing change? What are the lessons learned in the management of change?
• Apply of three complementary capacity strategies	How are the multiactor players in the policy dialogue identified Are there pertinent actors that are excluded (e.g: Private sector, governments etc….) How are institutional development capacity needs of ACP policy actors identified?

Question	Specific questions
	Is there a structured monitoring and evaluation system that allows effective feedback from different actors? How is the feedback integrated into further policy processes?
• Map and monitoring possible routes of outcomes and impact	(Questions assessing this decision will be elaborated below, under the sub-heading of **Outcomes and impacts**
• Develop and intensify partnership strategy • The three programmes identify the best way of forming functional partnerships for enhancing the institutional capacity of ACP actors in a sustainable manner.	Has ECDPM developed a refined, all-Centre approach to partnerships for policy development and implementation? Is there a process and objective criteria for the 3 programmes in identifying strategic partners, particularly in Africa ? How does ECDPM leverage on strategic partners for achievement of outcomes and impacts? How does ECDPM support sustainable capacity development in identified African and – if relevant - other strategic partners?
• ECDPM will develop a whole centre approach to partnerships for policy development and implementation.	Is there a centre wide understanding of the new approach to partnership policy Is the new partnership policy effectively implemented Is there evidence of monitoring and evaluating partnership strategy and how does this inform the evolution of the strategy?
• Adjust working culture, management processes and (in-house) competencies (to include the six core competencies).	(Questions assessing this decision will be elaborated below, under the sub-heading of **Consolidation and institutional development of ECDPM**)
• Restructure income to ensure that at least two thirds of income is in the form of core and	What is the current income mix? Is two thirds of income from core and multi-annual institutional and programme

Question	Specific questions
multi-annual institutional and programme funding.	funding? Is this sustainable?
How did the strategy evolve 2007 – 2011?	How has the international cooperation context evolved over the period of the strategy? What are the factors influencing the changing context (both external and internal)? How has the strategy adapted to these changes? In adapting to the changing context, has ECDPM maintained its non partisan position? How relevant are ECDPM's current strategic orientations and where could it further adapt its strategy?
• Outcomes and impacts	
• What were the plausible patterns of outcome and impacts as anticipated by ECDPM	Is ECDPM understanding of plausible patterns and Impacts shared by the strategic partners ?
• How did ECDPM see their added value in relation to the patterns of outcome and impact?	Given its systemic approach, did ECDPM chose the right interventions from the perspective of its own distinctive competencies?
• What is the quality and relevance of these anticipated patterns?	How well did ECDPM's analyze and describe the processes at stake? Was this very process a relevant one and is it still relevant in the light of the current context?
• What are the reported outcomes and impacts?	How are outcomes and impacts measured? How do the outcomes and impacts enable the actors of the EU-ACP cooperation address their mission? Is there a system of assessing ECDPM contribution to the achievement of the actors

Question	Specific questions
	objectives?
• Where there unintended outcomes (reported or not)?	How did an understanding of these unintended outcomes affect their learning process? Did these affect their understanding of their underlying assumptions?
• What are different stakeholder perceptions of outcomes and impacts?	Is there a common and agreed framework for assessing outcomes and impacts (with partners and stakeholders)
• How effective was the Centre's orientation on specific policy processes in contributing to outcomes and impact?	Is there alignment of institutional structures and resources to the new policy processes? Did the centre choose the right policy processes in terms of maximising outcomes and impact against their overall objectives?
• How were the three ECDPM 'capacity strategies' combined and used; how did these contribute (or not) to achieving relevant outputs and outcomes?	Are the 3 capacity strategies applied in each programme and how? Are there plausible patters of outcome and impacts resulting from this approach? What is the relative contribution of each of the strategies in terms of outcomes and impact? Is there a structured approach to creating synergy between the programmes ?
• What was the specific added value of the Centre in relation to the contributions of other relevant policy actors and/or service providers in the same policy process?	Is there a system of assessing the distinctive added value of the center in the policy processes and was it applied? How can the added value be characterised?
• How effective was the contribution of evolving partnership strategies both at the programme and Centre-wide level?	Is there evidence of monitoring and evaluating partners contribution at both programme and centre levels? How did the choice and nature of partnerships contribute to outcomes and impacts? In this light, what were the pro's & con's of partnerships in terms of the centre's ability

Question	Specific questions
	to pursue outcome and impact, and what are the new challenges and opportunities?
• How effective was the Centre in sustaining the quality of its performance?	Is there a system of quality assurance at the center, and how is this managed?
• How efficient has ECDPM been in achieving outcomes and impacts?	What is the system for assessing and optimising the cost effectiveness of ECDPM's interventions(e.g. choice of smart leverage mechanisms and partners)?
How did ECDPM (plan to) ensure the follow up of its interventions / continuation of processes instigated by ECDPM	Does ECDPM have an exit strategy that incorporates sustainability of programmes (e.g leveraging strategic partners)?
Given that implementation and impact of policies is widely recognised as a weakness in development policy management chain, does ECDPM focus enough attention on implementation and impact of policy processes, not only through analyzing routes of impact, but also through ex post monitoring, evaluation and feedback?	What approaches has ECDPM taken to address the 'implementation gap'? How can ECDPM better support the implementation of development policies through shared learning from programme evaluation (strengthening outreach to strategic partners).
How successful has ECDPM been in creating synergies between their three programmes?	Is there a continuous assessment of collaboration within and between the 3 programmes? What approaches have been used to support synergies and what are the constraints and associated challenges?
Consolidation and institutional development of ECDPM	
Did the management and programme structure adopted by the Centre in 2007 support the ability to	To what extent did these structures facilitate or hinder, inter alia, the: • alignment or synergies between various layers and units of the organisation: such as

Question	Specific questions
make strategic choices, performance and /or resilience (re-active and pro-active adaptiveness and capacity for innovation)? If so, in what ways?	Board, Director, MT, programme and service units. • Progress and quality of, and organisation wide support for, strategic choices • Response to unexpected or urgent new demands • Anticipation towards trends and new contexts
How flexible has ECDPM been in responding to the evolving context (in international cooperation, funding etc.)	What were the most important new issues ECDPM had to deal with? Has ECDPM responded to these emerging issues and, if so, how adequate? How do staff, partners and external stakeholders perceive this? What have been the facilitating and constraining factors (other than management and programme structures)?
Does the current organisational set up (i.e. Maastricht, Brussels offices, and no Southern office) affect ECDPM's effectiveness, efficiency and sustainability, and If so, in what ways?	What are the documented effects, and what do, staff, partners and external stakeholders perceive as the most important effects? In case of effects, how has the set up affected : Funding and funding perspectives Credibility Non-partisan position/ACP focus 'intelligence' gathering potential Efficiency New directions?
How is ECDPM's knowledge strategy evolving and being implemented?	How well and how balanced are knowledge flows being managed in terms of a balanced influx, storing, sharing, dissemination, upgrading and application of knowledge? What are the constraints in this flow and what are possible measures to optimise it?

Question	Specific questions
	How is ECDPM coping with the presumed tension between managing confidential knowledge and making its knowledge publicly available? How is internal and external learning related to above knowledge management stages, in particularly with regard to cross senior – junior levels and cross programmes ? How is ECDPM staff managing efficacy of strategic, implicit knowledge in the wider organisation? How is ECDPM making use of newly emerging knowledge management modalities and technologies, such as for example application of open source type of processes, seeking synergies between information & knowledge, learning and networking, online stakeholder conferencing? How is ECDPM managing to involve ad hoc participants to dialogues in longer standing networks? What are potential knowledge networks or sources that ECDPM did not mobilise so far? E.g. post graduates in ACP countries, Diasporas, former civil servants of relevant institutions. What would be strategies to further enhance the nurturing, harnessing and networking of southern knowledge workers and institutions in the light of ECDPM's mission? How can funding strategies reinforce this?
How is ECDPM managing its (strategic) partnerships? Have ECDPM's strategic partnerships affected the organisation?	How do partners appreciate ECDPM's relationship management? What are the major benefits and what are the major costs perceived by the partners? What improvements would they seek? How have partnerships affected: effectiveness, efficiency and sustainability, funding, credibility, non-partisan

Question	Specific questions
	position/ACP focus, 'intelligence' gathering potential, efficiency, visibility, capacity, quality, other? How is ECDPM responding to these effects?
How useful was the adjustment of working culture, management processes (e.g. PAF) and in house competencies (to include the six core competencies)?	What were the adjustments? To what extent and how have these adjustments contributed to guiding strategic choices, enhancing the centre's internal alignment and synergies, ability to achieve resilience (re-active and pro-active adaptiveness and capacity for innovation), added value, outcomes and impact? What is the overriding management style and how conducive is this in the light of above? Are perceptions of staff consistent or diverging on this, and if pertinent, what is behind this divergence? Is there an adequate balance between the demands of internal management and performance processes v.s external process/ programme delivery? (i.e is there a tension between internal and external demands?) Is there sufficient staff capacity to meet demands (both internal and external)? If not, does this affect the quality of internal and external services and/ or have other impacts? How well has ECDPM responded to the challenge of aligning the various external and internal reporting, monitoring and accountability systems/ requirements?
Did the changes in the level and mix of the Centre's funding during the period 2007-2011 affect its autonomy, strategic orientation, resilience (re-active	What changed? What were the beneficial and negative effects?

Question	Specific questions
and pro-active adaptiveness and capacity for innovation), effectiveness or impact? And if so, in what ways?	What are the new challenges posed by the diversification of key funding sources? Is the current funding situation and approach conducive to securing future funding given the current funding environment? Are there other challenges?
How successful was the Centre in maintaining its non-partisan/ independent broker status? How relevant is this in view of fulfilling its mandate?	Is the non-partisan position / independent broker status acknowledged by various important stakeholders? And what importance do they attribute to this status? What are the organisational costs and challenges to maintain or improve this status? Which roles of ECDPM would be hampered or become less efficient if ECDPM would abandoned this status? And what would be the gains?
To what extent did ECDPM consolidate or enhance its status as a centre of excellence?	What is the perception of staff, partners and other, external stakeholders about ECDPM's excellence? What are the mechanisms and processes to ensure high quality outputs? What was the impact of partnerships, staff competencies and cross-cutting units on quality? (e.g. KM and Communication Strategy). How well has ECDPM formulated and marketed its distinctive identity, including its roles, methodology and excellence?
How has ECDPM responded to increased demands and expectations placed on it? (e.g. from donors, strategic partners etc.)	What is the nature of these new demands and expectations and how are they assessed? What are the responses? Did ECDPM adjust in staff size? Did it seek new partnerships etc.? Were these responses adequate? What are the perceptions of staff, partners, and other stakeholders about ECDPM's responses?

Question	Specific questions
	Are there occasions where ECDPM turned down assignments?

Annex IV. Overview of people interviewed

Name	Organisation	Location
Mohamed Ibn Chambas	Secretaire, General Secretariat of ACP	Ethiopia
Emile Ognimba	Director for Political Affairs, AUC	Ethiopia
Baboucarr Koma	Senior Policy Officer, Private Sector Development, AUC	Ethiopia
Duke Kent-Brown	Programme Head, Peace and Security Council Report, ISS	Ethiopia
Mehari Taddele Maru,	Programme Head, Africa Conflict Prevention Programme, ISS	Ethiopia
Solomon Ayele Dersso	Senior Researcher, ISS	Ethiopia
Erastus Mwencha	Deputy Chair, AU Commission	Ethiopia
Eric van Overstraeten	ECDPM/DFID TA Bureau of the Deputy Chairperson, AUC	Ethiopia
Kojo Busia	Chief, African Peer Review Mechanism, Governance and Public Administration Division, United Nations Economic Commission for Africa (UNECA)	Ethiopia
Kouassi Rene Nguettia	Director for Economic Affairs, AUC	Ethiopia
Chrisantus Agangafac	Officer on African Governance Architecture, Directorate Political Affairs, AUC	Ethiopia
Emile Ognimba	Director, Political Affairs, AUC	Ethiopia
Mamadou Dia	Head of the Division, Democracy Governance Elections and Human Rights	Ethiopia
Mehari Taddele Maru	Programme Head, Africa Conflict Prevention Programme, ISS	Ethiopia
Nadir Maleh	Trade Division, AUC	Ethiopia
Salah Hammad	Human Rights Expert, Directorate for Political Affairs, AUC	Ethiopia
Tony Land	Independent consultant; also ECDPM Progamme Associate	Botswana
Koen Vervaeke	Ambassador, EU Delegation to the AU	Ethiopia
Christophe Kamp	Head of Political and Policy Section, EU Delegation to the AU	Ethiopia
Peter Balantyne	Knowledge Management International Livestock Institute (ILRI)	Ethiopia

Steven N. Karugi	Policy Officer, Trade Division, United Nations Economic Commission for Africa (UNECA)	Ethiopia
Antony Okara	Deputy Chief of Staff, Bureau of the Deputy Chair, AUC	Ethiopia
Mike McCarthy	DFID	Ethiopia
Sandy Moss	UK Foreign and Commonwealth Office	Ethiopia
Peter Mwaniki	Senior Assistant Director, Department of External Trade, Ministry of Trade	Kenya
Alice Risch	Lux Development	Luxembourg
Amb. Renier Nijskens	Head, Africa Department, and Belgium Representative for Europe-Africa Summit	Belgium
Betty Dewachter	General Secretary, Belgian Flemish Municipalities Cooperation with developing countries	Belgium
Catherine Woolard	European Peace-Building Liaison Office	Belgium
Dominique Dellicour	EC–E4 Unit : Governance Security, Human Rights and Gender	Belgium
Guido Van Hecken	European Parliament, Development Committee Secretariat	Belgium
Heike Schneider	Desk Officer, DG Development, European Commission, Uganda	Belgium
Jeremy Nagoda	EU Commission AID Co	Belgium
Julia Zhyzko Martinet	DG Development, Belgium	Belgium
Klaus Rudischauser	Director, DG Development, European Commission	Belgium
Marcia Y Gilbert Roberts	Ambassador, Jamaican Embassy and Mission to the European Union	Belgium
Jean-Louis Chomel	Head of the EuropeAid Evaluation Unit	Belgium
Morgan Githinji	Multilateral Trade Matters, ACP Secretariat	Belgium
Nicolas Gerard	DevCo	Belgium
Philippe Darmuzey	Head, EC-Pan-African Institutions Governance and Migration Issues	Belgium
Anil Sooklal	South African Ambassador to Belgium and Luxemburg and Mission to the European Community	Belgium
Anke Van Lancker	Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation, Belgium	Belgium

Mirjam van Reisen	Director EEPA	Belgium
Antoine Sawadogo	General Secretary, Laboratoire Citoyennetés	Burkina Faso
Heather Baser	Independent consultant	Canada
Nils Boesen	Until recently: Independent consultant. As per January 2011: Director of Capacity Development Group at UNDP	Denmark
Ghilaine Thebaud Diagne	Project Manager, Documentation Center, Africa Governance Institute	Senegal
Marie Angelique Savane	Former President of the African Peer Review Mechanism	Senegal
Maty Ndiaye Cisse	Project Assistant, Africa Governance Institute	Senegal
Maurice Engueleguele	Programme Coordinator, Africa Governance Institute	Senegal
Thierry Sanzhie Bokally	IT Specialist, Africa Governance Institute	Senegal
Lisa Williams	OECD DAC, Govnet	France
Birgit Hofmann	Federal Ministry of Economic Cooperation and Development (BMZ)	Germany
S. Ousmane Sidibe	Commissariat au Developpement Institutionnel (CDI)	Mali
Sabine Blokhuis	Deputy Director, Directorate of Social Affairs (DSO), Netherlands Ministry of Foreign Affairs	Netherlands
Maarten Brouwer	Ambassador of Development Cooperation, Netherlands Ministry of Foreign Affairs	Netherlands
Piet de Lange	Policy and Operations Evaluation Department (IOB)	Netherlands
Thomas Kluck	Senior Policy Advisor, Directorate Social Development/Education and Research (DSO-OO), Netherlands Ministry of Foreign Affairs,	Netherlands
Commerijn Plomp	Directorate Sustainable Development (DDE), Netherlands Ministry of Foreign Affairs	Netherlands
Heinz Grein	Learning for Development; Capacity.org	Netherlands
Michael Gerber	Deputy Head of Analysis & Policy Division, Federal Department of Foreign Affairs, Swiss Agency for Development and Cooperation (SDC)	Switzerland
Kim Sundstrom	Department of Multilateral Development Cooperation, Swedish Ministry of Foreign Affairs	Sweden
Elizabeth Sindilopoulos	Director, South Africa Institute of International	South Africa

	Affairs (SAIIA)	
Moses Tekere	Chief Technical Advisor, COMESA	
Aggrey Ambali	Director, Policy Alignment and Program Development, New Partnership for Africa Development (NEPAD)	South Africa
Obadia MAILAFIA	Chef de Cabinet of the SG Secretariat of ACP	
Mikaela Gavas	ODI	UK
Mike McCarthy	DFID	UK
Romina Vegro	British Organisation of NGOs for Development (BOND)	UK
Sarah Hulton	FCO Conflict Policy Department	UK
Sarah Richardson	Ex DFID Trade Department	UK
Simon Maxwell	ODI	UK
Simon Williams	EU Department, DFID	UK
Tim Stern	EU Department, DFID	UK
Tim Williams	Africa Department, DFID	UK
Karin Ulmer	APRODEV	Belgium
ECDPM		
	Board Members	
Lingston L. Cumberbatch	ECDPM Chairman of Board	
Dieter Frisch	Former DG Development European Commission	
Nana Bema Kumi	Ambassador of Ghana to EU	
Patrick I. Gomes	Ambassador of Guyana to the EU	
Berend-Jan van Voorst tot Voorst	Former Governor of Province of Limburg	
	Staff	
Paul Engel	Director	
Andrew Sherriff	Senior Executive, DPIR	
Eunike Spierings	Policy Officer, M&E	
Faten Aggad	Governance Team	
Fernanda Faria	Programme Associate	
Geert Laporte	Head, International Relations and Partnerships	
Gemma Pinol-Puig	Governance Team	

Henriëtte Hettinga	Executive, Corporate & Human Resource Management
Ivan Kulis	Knowledge Management Officer
James Mackie	Programme Coordinator, DPIR
Jan Vanheukelom	Programme Coordinator, Governance
Jean Bossuyt	Head of Strategy
Jeske van Seters	Policy Officer, DPIR
Kathleen Van Hove	Senior Policy Officer, Economic Trade and Cooperation
Marc Lévy	Senior Advisor, Institutional and Capacity Development
Melissa Julian	Knowledge Management Officer
Roland Lemmens	Head of Finance & Operations
Jacquie Dias	Information Officer, Dissemination and Information
Eleonora Köb	Policy Officer, DPIR
Faten Aggad	Policy Officer, DPIR
Nathalie Dahnsdotter	Intern, DPIR
Simone Gortz	Research Assistant
Tilly Bogataj-De Coninck	Executive Assistant, DPIR
Niels Keizer	Policy Officer, DPIR
Sabine Mertens	Corporate Officer, Institutional Relations and Partnerships
San Bilal	Programme Coordinator, ETC
Stephanie Collin	Executive Assistant Governance Team
Volker Hauck	Head of Knowledge Management and Communications Manager
Quentin de Roquefeuil	Research Assistant, ETC
Isabelle Ramdoo	Policy Officer, ETC
Alexandra Beyers	Executive Assistant, ETC
Melissa Dalleau	Junior Policy Officer, ETC
Hilary Patoba	Research Assistant, ETC

Annex V. Key documents studied

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Annex VI. Short biographies of the evaluation team members

Mr Bart Romijn, evaluation team leader

Mr Romijn is an institutional management specialist and Director of Warner Strategy & Fundraising. His more than 30 years experience includes advice on and evaluations of strategies, organisational systems, learning networks and fundraising in the domains of sustainable development, development cooperation and environment.

Mr Moussa Ba

Graduated in Law and Management, Mr Moussa Ba has more than 25 years of professional experience, namely as manager of EU projects in support to non-state actors and as evaluator of projects supported by various bi- and multi-lateral donors.

Ms Sarah Bayne

Ms Sarah Bayne is an independent consultant specialising in peace building and EU external relations with over 15 years professional experience providing services to governmental, multilateral and nongovernmental organisations. Ms Bayne also previously worked for DFID and the NGO Saferworld.

Mr Raphael G. Mwai

Mr. Raphael G. Mwai is a Private Sector Development Specialist. Mr. Mwai is engaged in regional and global trade development in the context of WTO and EU/ACP Cotonou Partnership initiatives. He has focused on regional integration, particularly in service sectors, in the belief that this is the essential first step in building capacity for global competition.

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

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- 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.

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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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