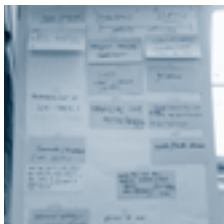
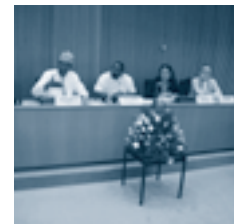
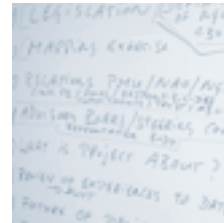


Annual Report 2009



European Centre for Development
Policy Management

ecdpm



ECDPM works to improve relations between Europe and its partners in Africa, the Caribbean and the Pacific

Linking policy and practice

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CD-ROM ECDPM 2010

Attached with this Annual Report, you will find the ECDPM CD-ROM, featuring the full text of our publications, as well as information about our programmes and strategy. This CD-ROM is produced on an annual basis.



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Acronyms

see inside cover

1. ECDPM at a glance



Introducing the annual report

This report highlights the challenges facing ECDPM as it works to strengthen international cooperation in an increasingly complex global governance environment. It demonstrates the unique opportunity presented by ECDPM's particular role as an interlocutor between Europe and some of the world's least developed regions. This role positions the Centre to leverage its expertise, strategic partnerships and intimate knowledge of key policy processes towards a more inclusive international development agenda. As Lingston L. Cumberbatch writes in his Chairperson's Message on page 5, a central goal is to contribute to more meaningful involvement of developing countries in international efforts to address the many challenges they face, most of which transcend national and regional borders.

Two developments occurring near the end of 2009 provided a striking illustration of the realities facing international cooperation efforts, as Paul Engel explains in his Director's Message (page 6). Europe ratified the Treaty of Lisbon and nominated its first President, producing glimmers of hope for a more coherent and effective European Union. Shortly after, world leaders geared up to participate in the much-anticipated UN Climate Change Summit in Copenhagen in December. Unfortunately, that event produced only tentative results in the eyes of many, while it tested the limits of global governance and saw Europe sidelined despite its attempts to play a larger role in a new global leadership.

The inconclusive outcome of the Copenhagen Summit therefore serves as a cautionary tale for the crafting of complex policy processes in which multiple vested interests have a stake. Similar 'moments of truth' occurred during the year in several of the EU-ACP policy dialogue processes that are at the heart of ECDPM's work, as Paul Engel further explains on page 6. Both the mid-term review of the landmark Joint Africa-EU Strategy (JAES) and negotiations on the future of the main EU-ACP cooperation instrument – the Cotonou Partnership Agreement – revealed that ACP stakeholders are increasingly thinking 'outside the box' to explore more effective relations with their traditional partners in Europe as well as with a range of emerging actors in other parts of the world. P.I. Gomes,

About ECDPM

ECDPM was established as an independent foundation in 1986, to facilitate international cooperation between developed and developing countries, with a particular focus on relations between the European Union and its partner countries in Africa, the Caribbean and Pacific (ACP). At the heart of ECDPM's work is the goal of reducing asymmetries in knowledge, power and resources between developed and developing countries by reinforcing the capacities of public, private and non-profit organisations to better manage their own development and international cooperation.

ECDPM Board Member and Ambassador of Guyana in Brussels, provides valuable insights on emerging ACP perspectives on page 12. He observes that while trade, economic and cultural ties with Europe remain important, they are not exclusive in thinking about how we can move forward.

New policy horizons

At ECDPM, a key focus in 2009 was fine-tuning our work to take cognisance of the emerging dynamics shaping the international cooperation agenda. We continued to integrate the activities of our three core programmes to more effectively tackle the interconnectedness of development policy with other global concerns, including financial stability, trade, environment and security. We also began exploring ways to build synergies with partners outside of the traditional development sector.

A core challenge in this was finding innovative means to help partners better understand the policy implications of the changing geopolitical landscape. With regional integration emerging as a key response to global uncertainty, we invested considerable energy in streamlining our research, process facilitation and outreach activities to focus on the governance and institutional questions that are at the heart of these developments.

Elizabeth Sidiropoulos, Director of SAIIA, notes on page 14/15 that for Southern think tanks, joint work on such 'over-the-horizon' issues is an essential added-value of partnering with ECDPM. To further ensure that ECDPM analyses are well-grounded in the realities of developing countries and that the resulting policy recommendations reach the right decision makers, we continued to strengthen our collaboration with SAIIA and other centres of excellence in the South. An overview of some of these partnerships is found on page 8-11.

Ultimately, to survive periods of flux and uncertainty a level-headed response is required. For ECDPM, remaining relevant to our partners is in large part about remaining true to our mission and focusing on our strengths. This approach was validated by the mid-term review of our 2007-2011 Strategy, which revealed the great value that stakeholders and partners continue to place in ECDPM's core role as an 'honest broker' in policy dialogue between ACP countries and the European Union. While adjusting our programmes to take account of emerging global realities, therefore, ECDPM maintained a sharp focus on its core business: timely policy analysis, non-partisan process facilitation and information dissemination to enhance ACP-EU relations.

What we do

ECDPM's work is organised around three policy themes: development policy and international relations; trade and economic development; and governance. In each of these areas, we pay specific attention to policy processes that are critical for strengthening regional integration as a crucial step towards improved international cooperation. Providing overall support to the three programmes are units geared towards knowledge management and communications, institutional relations and policy innovation.

How we work

ECDPM adopts a process and results-oriented approach aimed at strengthening policy processes at the broad institutional level. Priority is given to ACP-EU relations, while we also track wider trends in international cooperation to highlight useful experiences and to identify new thinking and approaches.

A main thrust of our work is strengthening the capacities of public, private and civil society organisations in ACP countries to better manage their development policies and international cooperation. We also invest in long-term relationships with EU member states, the European Commission and the European Parliament, providing timely analysis to enhance their international cooperation efforts.

Key principles that guide our work

Non-partisanship: ECDPM acts as an independent broker to facilitate the non-partisan development of knowledge, viable ideas, options and solutions by policymakers.

Long-term engagement: The timeline of each ECDPM programme spans several years, in sync with the policy processes we closely follow. Our long-term global framework provides us space to modify biannual work plans in response to new priorities, demands and funding opportunities.

Emphasis on the 'how' questions: ECDPM takes a practical approach, combining experiences at the national and regional levels with policy-oriented analysis to enhance their relevance and accessibility to policymakers.

Strategic partnerships, networking and institutional development: ECDPM systematically seeks out new alliances in order to pool resources and capacities, to build ownership and to achieve greater impact. We facilitate flexible, strategic partnerships and institutional development and encourage networking among institutions.

Inclusiveness and bridge-building: Our approach to stakeholder participation and bridge-building is inclusive. We incorporate different communities in our dialogue and knowledge sharing, with a view to promoting open communication, democratic principles and full transparency of roles.

Internal learning: In the knowledge-infused and information-intensive environment of international cooperation, it is crucial for ECDPM not only to be aware of its positioning, strengths and weaknesses, but also to keep improving.

1. ECDPM at a glance

Staffing

ECDPM has a core staff of 48 employees most of whom are based at the head office in Maastricht. Nine staff members operate out of ECDPM's Brussels office. The Centre's staff comprises 21 different nationalities, of which 14 are from Europe. Other nationalities are Algerian, Ethiopian, Kenyan, Mauritanian, Mauritian, Nigerian and Ugandan. Nearly two-thirds of Centre staff are women. 26 staff members, five programme associates and five research fellows who collaborate(d) closely but are not on payroll, make up ECDPM's programme staff. 22 members of staff occupy fulltime or part time support positions, including technical and communications support, human resources management and administration.

Young professionals

The Centre attaches considerable importance to providing opportunities for young professionals, especially those from the ACP. By means of internships and research and programme assistantships, ECDPM offers university graduates a highly stimulating working environment and international exposure. The Centre selects postgraduates of outstanding intellectual quality and personal strength holding a master's degree in development, social studies, international affairs/relations, communications, law or economics, and with specialisations relevant to ECDPM's work. This year five ACP research fellows worked in several ECDPM programmes, combining their doctorate studies with practical policy work.



ECDPM Management Team, left to right, top to bottom

James Mackie, *Programme Coordinator Development Policy and International Relations*, Henriëtte Hettinga, *Senior Officer Corporate Management*, Roland Lemmens, *Head Finance & Operations*, Geert Laporte, *Head of Institutional Relations & Partnerships*, Volker Hauck, *Head of Knowledge Management*, Paul Engel, *Director*, Sanoussi Bilal, *Programme Coordinator Economic and Trade Cooperation*

Not pictured:

Jean Bossuyt, *Head of Strategy*
Jan Vanheukelom, *Programme Coordinator Governance*

The Board of Governors

Our Board of Governors is composed of highly respected policymakers, practitioners and specialists from ACP countries as well as EU member states. The full Board convenes twice a year. From its midst it chooses the Board Executive Committee and Board Programme Committee. The Executive Committee meets at least three additional times each year, amongst other things, to review mid-year and annual balance sheets and the income and expenditure accounts. The Programme Committee meets for two days twice a year to review the ECDPM annual work plan and annual report.



ECDPM Board of Governors, left to right, top to bottom

Mr B.J.M. Baron van Voorst tot Voorst, *former Governor of the Province of Limburg*,
Mr. P. Engel, *Director ECDPM, secretary to the Board of Governors*
Mr L.L. Cumberbatch, *Chairman of the Board of Trade.Com Facility for ACP Countries*,
Mr J.T.A.M. Jeurissen, *Director Asset Management, Pension Fund for Metalworking and Mechanical Engineering*,
H.E. Dr P.I. Gomes, *Ambassador of Guyana to the European Union*,
Mr D. Frisch, *former Director-General of Development at the European Commission*,
H.E. Mrs N. Bema Kumi, *Ambassador of Ghana to Belgium and the European Union*,
Prof P.H. Katjavivi, *Director, National Planning Commission of the Republic of Namibia*,
Mr R. Makoond, *Executive Director, Joint Economic Council of Mauritius*

Not pictured:

Dr M.J.A. van Putten, *former member of the Inspection Panel, World Bank*
Prof L. Wohlgemuth, *Guest Professor, Centre for African Studies, University of Gothenburg*

Message from the ECDPM Board Chairperson

Lingston L. Cumberbatch



It is a challenging task for an organisation like ECDPM to continuously contribute to finding solutions to the myriad problems facing countries afflicted by poverty – problems that cannot be put off, like climate change, drought, economic and financial crisis and armed conflict among many others. The Centre’s ongoing effectiveness in performing its role can perhaps be attributed to its deep knowledge and understanding of development issues and its focus on the processes in which it excels.

One of ECDPM’s key objectives is to improve international cooperation between development partners in Europe and in the South. The European Union, the largest donor in support of developing countries, and Africa, which has most of the world’s least developed and poorest countries, are two areas in which ECDPM’s expertise, policy processes and support are being brought to bear successfully. These processes could be usefully displayed and emulated on the wider global stage where some of the world’s most intractable problems are being addressed. Sooner or later such processes will have to be employed to address the continuing failure to meaningfully involve developing countries, particularly African countries, in the discourse on and solutions to problems which affect them.

“ECDPM’s dedication and commitment is exemplified by its continued and persistent support in helping to make the Joint Africa-EU Strategy (JAES) work”

The work of the Centre is of great value to the ACP and indeed to a quite significant number of countries. The ECDPM paper on the implications of the Lisbon Treaty for ACP-EU relations, presented at a workshop for ACP Ambassadors, was useful and widely read, especially in the ACP. Before that, many ACP stakeholders had heard little about the new institutions and how they would work and interrelate with DG Development and about the extent to which foreign and security policy could impinge on development policy, in addition to other concerns. Publications such as these provide some clarity, or perhaps I should say, less opacity on an institution that outsiders unquestionably view as huge and somewhat mystifying. Of similar excellence is the collection of articles published under the title *New Challenges, New Beginnings: Next Steps in European Development Cooperation* prepared by ODI, DIE, FRIDE and ECDPM. Contributions to this volume address climate change, policy coherence for development, the world at a cross-roads and the Millennium Development Goals up to 2015 and beyond, among others.

ECDPM’s dedication and commitment is exemplified by its continued and persistent support in helping to make the Joint Africa-EU Strategy (JAES) work. Nonetheless, two years after its adoption at the Lisbon Summit the JAES is not yet moving in the right direction – nor is it moving fast enough – in terms of substantially modifying the nature and quality of EU-Africa relations. The Centre’s dedication and its outstanding record on this issue (embodied recently in Discussion Paper 94: *What Next for the Joint Africa-EU Strategy?*) are fully endorsed by the Board of Governors.

In other areas, such as governance and trade, the Centre continues to provide ACP countries and regions with impartial advice and is welcomed as a valued bridge in many discussions between ACP regions and EU member states.

The recently appointed Secretary General of the ACP Secretariat, H.E. Dr Ibn Chambas, has expressed to me a strong desire for closer cooperation with ECDPM and identified several areas in which activities could be undertaken in the near future. We look forward to this collaboration with great enthusiasm.

Lingston L. Cumberbatch

1. ECDPM at a glance

Message from ECDPM Director

Paul Engel



ACP-EU relations in turbulent times

The global development context

The year 2009 was one of expectation and even suspense: waiting for the first signs of global economic recovery; for an end to the financial crisis; and for global agreement on effective measures to curb climate change. On the whole, economic growth and financial stability seemed to be slowly returning. The emerging economies of China, India and Brazil showed remarkable strength. Developing countries were hit hard, particularly those least developed and therefore more dependent on the United States and Europe. The Summit on Climate Change in Copenhagen in December produced only tentative and, in the eyes of many, very disappointing results while testing global governance to the limit. Emerging economies advanced their positions in global forums, yet Europe, Africa and the United States proved vulnerable. In the United States, Hillary Clinton laid out a new policy on development. In Europe, EU member states and institutions held their breath until the Treaty of Lisbon was finally ratified by all, producing glimmers of hope for a more coherent and effective Union, both internally and as a global player.

Consumer food prices remained high, especially affecting poor households in developing countries. FAO estimated that in 2009 there were 100 million more undernourished people than in 2008, and the World Bank expected that by the end of 2010, 89 million more people would be living in extreme poverty on less than US \$1.25 a day.

Some consequences of the global crisis for developing countries

The effects of the global crisis go much further than ODA. Overall foreign direct investment (FDI) flows to developing countries in the first quarter of 2009 declined to less than half 2008 values. Although from the second quarter onwards a slight recovery was noted, FDI values at the end of 2009 stood at approximately US \$385 billion, only 30% of 2008 amounts. Market capitalisation as a share of GDP fell by more than 40% in 2008 for some African economies, but developing countries' stock markets did begin to rebound from roughly March 2009. Consequently, bond and equity issuances by developing countries had risen to \$95 billion by October 2009, a 46% increase over 2008. Remittances were also relatively resilient, despite the economic downturn in industrialised countries. Developing countries' exports, however, fell by 25% in the second quarter of 2009, while commodity prices also dropped sharply, resulting in lost income of at least \$750 billion – more than \$50 billion in sub-Saharan Africa alone.

Global development policy

Global development policy evolved in at least four respects. First, *the Washington Consensus finally and irrevocably faded into the background*, introducing into the international debate a new element of choice for macro-economic and trade policy for development and providing a strong rationale for more development-friendly negotiations on climate and trade. The pros and cons of developing countries shielding off particular sectors while building up their strength to compete internationally were reassessed. In this light, the relationship between trade and development may have to be re-examined to account for new insights emerging from international cooperation.

Second, *the ability of developing economies to deal with global crises* – climate, economic and financial – and the ensuing scarcity of key resources – food, energy, finance and water – became a substantive part of the global development agenda. The definition of resilience in the face of climate change as a development objective caused heated debate: on earmarking development funds, on the possible risks of diluting the development focus and on where and how to raise the additional funds needed to tackle climate adaptation in developing countries. This debate was particularly acute in 2009, as it coincided with a period when GDP reductions and budgetary constraints caused half of the DAC members to reduce ODA spending, even if, so far, this has been compensated by the other half spending more (see box). As a result, the debate is far from over on how to finance support to developing economies in the face of climate

change, financial instability and other global challenges which they had no significant part in causing. On the positive side, the situation seems to have renewed interest in bottom-up development, domestic resource mobilisation, governance and accountability.

Global ODA keeps pace; the EU wavers

Total net ODA rose slightly (+0.7%) to US \$119.6 billion in 2009. Excluding debt relief, which declined, ODA rose by 6.8%. Most of the rise was new lending (20.6%), but grants also increased (4.6%). The United States increased its ODA by 5.4%, representing 0.20% of its GNI and 24% of ODA contributed by DAC members. Some \$25 billion of total net bilateral ODA went to sub-Saharan Africa, an increase of 5.1% over 2008.

ODA from the 15 EU DAC members fell slightly (-0.2%), representing 0.44% of their combined GNI and 56% of total ODA by DAC members. In real terms, net ODA rose in seven EU DAC countries while falling in eight. Non-DAC members Hungary and Poland significantly increased their ODA spending, while the Czech Republic and the Slovak Republic decreased theirs. Official DAC estimates for 2010 predict that 10 of the DAC's 22 member countries might not achieve their agreed ODA/GNI target for 2010.

Thirdly, *regional and sub-regional economic integration* seemed to be gaining momentum, particularly in Africa. Increasingly it is seen as a vehicle for developing more flexible, multi-level development responses to opportunities provided by the multi-polar global (economic) system, as well as for enhancing developing countries' capabilities to address natural or human-made threats and crises. In Africa in particular, the consolidation of emerging economies as development partners is providing national governments and regional organisations a greater choice of options to achieve development objectives.

Last but not least, the claim of *global leadership by the large emerging economies* seems to have been understood and acted upon more fully by Obama's United States than by the internally divided European Union. The Copenhagen Summit, for example, saw Europe sidelined, despite its multiple attempts to promote a more far-reaching global agenda on climate change and to persuade other global players to do likewise. In fact, during 2009, while awaiting ratification of the Treaty of Lisbon

by all member states, Europe showed only tentative progress in making good on its stated policies on international cooperation: the European Consensus on Development, which includes the goal of policy coherence for development, the EU Code of Conduct on Complementarity and the Division of Labour in Development Policy, and the Joint Africa-EU Strategy. In each of these cases progress was the exception rather than the rule, due to a lack of unified political leadership as well as continued hesitance on the part of member states to put their full weight behind truly concerted action at the European level. It goes to show the overriding importance of fully exploiting the potential offered by the now ratified Treaty of Lisbon so as to strengthen the European Union as a global (development) player.

Development policy is being integrated more and more fully into an international relations agenda that introduces significant new players, issues and challenges. This implies great opportunities as well as serious risks. A range of policy questions then emerges: How can development efforts be effectively redirected to address the wide range of global issues that are being presented, at least in part, as development challenges? How can development actors work side-by-side with non-development actors, creating synergies across different policy areas but without losing sight of overriding development objectives? In that light, what new roles and competencies will development partners need to improve development leverage? How can the effectiveness and efficiency of development efforts be continually increased while moving into uncharted territories with new partners? Last but not least, given the current pressures on global public finance, how can we ensure that the already agreed development objectives and targets are still met? The 2010 UN Millennium Development Goals Conference will be a first test of how the world will respond to these challenges.

"The 2010 UN Millennium Development Goals Conference will be a first test of how the world will respond to these challenges."

ACP-EU relations on the move?

The European Union itself is at a crossroads with regard to its external action and development policy. The Lisbon Treaty introduces major institutional reforms in EU external action that are expected to bring greater coherence between development and non-development policies. But will these also help to strengthen the Union's development orientation and impact? Right

now there is ample promise for improving EU development effectiveness across the board, yet so far the member states have been hesitant to further strengthen the European Consensus and policy coherence for development and to move forward on the European Division of Labour. With the Lisbon Treaty in place, will Europe be able to grasp the moment and align its considerable (soft) power behind global development objectives?

Regarding the ACP-EU partnership, the second review of the Cotonou Agreement has just been concluded, with the ratification process commencing soon. Major changes to the Agreement include strengthening the role of national parliaments in the planning process, recognition of the role of regional organisations including the African Union, and strengthening the article on policy coherence for development. Other areas of modification are food security and recognition of non-ACP states and South-South cooperation. Given that agreement could not be reached on how to revise the migration article, negotiations on this will continue and may lead to a joint declaration on this matter in 2010. Another issue not dealt with in the review is the availability of funding after the end of the 10th European Development Fund in 2013.

The ACP Group also stands at a crossroads, challenged to gain strength and add value as a Group in today's changing international environment. A fundamental discussion on the added-value of the Cotonou Partnership Agreement, on its design and on the lessons learned from its practical application will likely need to take place in order to enable both partners to ensure their continuing relevance, as well as coherence with new policy frameworks such as the Joint Africa-EU Strategy and other regional strategies soon to come.

Given the many open questions, the time for such a discussion seems to be now. ECDPM, through its work and strategic

partnerships, will continue to provide direct support and specific inputs to this multi-stakeholder debate and to some of the key policy processes that underpin ACP-EU relations: economic and trade cooperation, governance, development effectiveness, and the Joint Africa-EU Strategy including its partnerships on peace and security and migration and mobility. ECDPM will also significantly increase its work on regional integration and the impact of global trends on Africa-EU relations.

Paul Engel
Director ECDPM

1. ECDPM at a glance

Partnership development and institutional relations



**ECDPM Institutional Relations Team,
left to right**

Sabine Mertens, *Senior Executive Assistant* Henriëtte Hettinga, *Senior Officer Corporate Management*, Paul Engel, *Director*, Geert Laporte, *Head of Institution Relations & Partnerships*

Partnerships with ACP and Southern institutions

The Centre followed a twin-track approach to partnership development in 2009. As a foundation specialising in EU-ACP/Africa relations we built alliances with key institutional and strategic partners in the South (centres of excellence) so as to raise the quality of our process- and content-related work.

In parallel, we invested in long-term partnerships designed to strengthen the capacities and empowerment of Southern organisations. Clearly this is the more difficult part of our work, focusing on long-term capacity development and providing opportunities for exposure to the world of EU-ACP/Africa policymaking and networking.

In 2009, ECDPM strengthened its cooperation with the African Union (AU) in line with a memorandum of understanding signed in July 2008 (see box).

In 2009, ECDPM initiated a partnership with the Institute of International Relations (IIR) of the University of the West Indies in Trinidad & Tobago. In October we signed a memorandum of understanding with a view to stimulating

COOPERATION WITH THE AFRICAN UNION

- ECDPM provided institutional development and financial management support to the Office of the Vice Chairperson of the AU Commission.
- Various initiatives (background notes, seminars and briefings) assisted the AU Commission on JAES implementation issues, in particular regarding trade and regional integration, the African Governance Architecture and mobilisation of resources for the JAES.
- ECDPM provided technical support to the emerging African Governance Architecture and to initiatives of African stakeholders aiming to develop an African-owned governance agenda.
- The Governance programme facilitated an AU local governance stakeholders meeting that contributed to developing a more coherent vision on local government in Africa.
- With the AU Commission and the Swedish EU Presidency, ECDPM organised a multi-stakeholder seminar on the institutional architecture of the African Union (see also box p. 11).
- ECDPM facilitated contacts between the AU Economic, Social and Cultural Council (ECOSOCC) and European civil society organisations.
- There was intense interaction with the AU Permanent Representation in Brussels, and ECDPM systematically tried to involve the African Union in key debates, for example, on the 2010 revision of the Cotonou Partnership Agreement and on the Economic Partnership Agreements (EPAs).
- There was sporadic dialogue with representatives of the Pan-African Parliament (PAP) in South Africa, mainly in relation to the JAES and the role of the PAP in JAES implementation.

COOPERATION WITH THE ACP GROUP

In 2009, the Centre facilitated several initiatives for the ACP Group in Brussels (the ACP Secretariat and ACP Committee of Ambassadors). It organised informal seminars on the second revision of the Cotonou Partnership Agreement, first for the Southern African ambassadors and regional economic communities (COMESA, SADC, EAC) in South Africa's mission in Brussels in February and then among ACP ambassadors and staff of the EU member states and Commission in June.

At the request of the ACP Secretariat, ECDPM supported the Secretariat and the negotiating group on political affairs in discussions on the revision of article 13 on migration. To raise issues in a transparent manner, widen public awareness and debate, and increase the knowledge of stakeholders, ECDPM published a broadly disseminated briefing note on the revision of article 13.

Also at the request of the ACP Secretariat, ECDPM analysed a sample of Joint Annual Reviews of ACP-EU cooperation covering the year 2007 and presented its analysis to the Subcommittee on Macro-Economics, Development Finance and Intra-ACP Programming of the ACP Committee of Ambassadors.

ECDPM organised and facilitated for the ACP ambassadors a seminar on the implications of the Lisbon Treaty for the ACP (October). This initiative, which included participants from the Swedish EU Presidency and the European Institute of Public Administration (EIPA), contributed to raise awareness of the Lisbon Treaty's implications. A regular dialogue was also maintained with the ACP assistant secretaries general of development finance and political affairs.

strategic reflection and analysis in both Europe and the Caribbean on the future of Caribbean-EU relations. The agreement also foresees staff exchanges and opportunities for mutual capacity development. A first seminar was organised at IIR in October with a diverse group of official and non-official stakeholders such as CARICOM, EU delegations, Caribbean ministries of foreign affairs, Caribbean ambassadors, regional networks of academics, civil society, the private sector and eminent persons from the Caribbean. The meeting assessed the current place of the Caribbean in a rapidly changing global context, discussed ways to strengthen regional integration, and looked into the evolving relationship between Europe and the Caribbean. An agenda for future research was adopted. Among the topics for further study are the implications of the EPAs and cooperation between the European Union and the Caribbean in areas of common concern such as food security, climate change and the fight against crime. A joint Caribbean-ECDPM follow-up committee will take the process further in 2010.

ECDPM also worked with the ACP Secretariat and the ACP Committee of Ambassadors in Brussels, mainly in preparation of the 2010 revision of the Cotonou Partnership Agreement and the implications of the Lisbon Treaty for the ACP Group.

With the South African Institute of International Affairs (SAIIA) partnership intensified. Several joint initiatives commenced in the areas of trade, governance and EU-Africa relations (see box on right).

In relation to the Europe-Africa Policy Research Network (EARN), of which ECDPM is a founding member, interest and active participation was generated among European policy research institutes, but African involvement remained low. As co-chair of the network's working group on trade, ECDPM organised a session on the challenges Africa faces in strengthening and coordinating its regional integration processes at the 2009 African Economic Conference and it contributed to an assessment of and reflection on the JAES Trade, Regional Integration and Infrastructure Partnership under the Czech EU Presidency.

ECDPM participated in a seminar organised by the Portuguese Institute of Strategic and International Studies in Lisbon and EARN on the JAES Peace and Security Partnership. The meeting examined progress, difficulties and future challenges in implementing the Peace and Security Partnership. The event was helpful in raising the profile of EARN. Several new institutes, both African and European, attended the event. In late 2009, discussions began on an EARN strategy to influence the Third EU-Africa Summit in 2010.

COOPERATION WITH SAIIA

ECDPM maintains regular and structured dialogue with the South African Institute of International Affairs (SAIIA) at the level of the directors, institutional relations, and heads of finance and operations. As part of this dynamic exchange, the two institutes made contributions to each other's publications and intensively shared networks, further enhancing ECDPM's ability to provide more direct African perspectives on specific topics.

The Economic and Trade Cooperation (ETC) programme established a joint research assistant position (4 months at SAIIA, 6 months at ECDPM) and organised a joint panel session to reflect on the challenges Africa faces in strengthening and coordinating its regional integration processes, together with the Nigerian Institute for International Affairs, at the 2009 African Economic Conference.

Collaboration with SAIIA expanded in the framework of EARN activities, and in conducting and further identifying common projects and collective policy-oriented research, such as on the global crisis, EPAs and regional integration.

SAIIA participated in several ECDPM events, including the seminar on the AU institutional architecture in Uppsala and meetings on 'aid for trade'. Cooperation on governance helped both institutes to enrich their knowledge base on domestic accountability and on African home-grown governance processes. ECDPM participated in a number of SAIIA events as well, including the conference 'Africa in a New World: Geopolitics, Interdependence and Leverage' celebrating SAIIA's 75th anniversary.

With SAIIA's support the Centre continues to broaden its networks of African strategic partners and institutes. In a similar vein, ECDPM has contributed to bring SAIIA closer to EU policymaking and implementation. Joint SAIIA-ECDPM initiatives, such as a meeting in Pretoria on the JAES, helped to ensure that African perspectives were better taken into account in debates on EU-Africa relations and brought EU perspectives to Africa.

This Annual Report features an interview with SAIIA's Director, Elizabeth Sidiropoulos, on p. 14.

1. ECDPM at a glance

With the Africa Governance Institute a memorandum of understanding was signed to strengthen working relations, mainly with respect to the African Governance Architecture. In December, an ECDPM team visited the African Development Bank in Tunis. Commitments were expressed by both institutions to cooperate on issues of regional integration, economic governance, domestic accountability and domestic resource mobilisation.

Among the outcomes of our partnership development activities are the following:

- ECDPM's provision of tailored information, independent and practical analysis and systematic exchange contributed to awareness-raising, sensitisation and empowerment of AU and ACP institutions in the area of EU-ACP/Africa relations.
- Systematic exchanges with governmental and non-governmental partners in the South increased ECDPM's understanding of the concerns and expectations of key ACP and African players in their relationship with the European Union.
- Increased exposure through our partners to the complexities and political sensibilities in the field helped ECDPM to bring Southern perspectives to the attention of EC institutions and EU member states.
- Partnership networking in both Africa and the Caribbean contributed to raise awareness, stimulate debate and advance research on EU-Africa and EU-Caribbean relations.
- Partnerships contributed to increase mutual learning and capacity building on organisational and managerial issues.

Institutional relations with EU member states and Switzerland

The Centre has been able to withstand many of the effects of the financial and economic crisis. Overall institutional funding from our longstanding partners – the Netherlands, Belgium, Finland, Ireland, Luxemburg, Portugal, Sweden and Switzerland – showed a slight increase over 2009.

Programme funding increased considerably thanks to the signing of a biannual agreement with the United Kingdom. The Department for International Development (DFID) extended its long-term support to ECDPM's ETC programme, and for the first time it also provided support to the Centre's other thematic programmes (DPIR and Governance).

With the Czech EU Presidency (first semester of 2009) the Centre developed a 'triangular cooperation' whereby support was funded from the Netherlands service delivery budget to ECDPM. This flexible arrangement allowed us to prepare and organise on short notice a senior officials meeting in February on the mid-term revision of the Cotonou Partnership Agreement and to provide direct independent advice through a number of notes to this first Czech EU Presidency. Issues addressed were the EPA negotiations, the JAES Trade, Regional Integration and Infrastructure Partnership and EU support to democratic governance.

Intense cooperation with the Swedish EU Presidency (second semester of 2009) targeted various agenda items (see box p.11).

In the second semester, the Centre negotiated a cooperation agreement with Spain composed of 50% institutional funding and 50% service delivery in support of the Spanish EU Presidency (first semester 2010). This agreement was a follow-up to earlier cooperation with Fundación Carolina, with which the Centre co-organised a seminar in Madrid on 'division of labour' in development cooperation (April 2009).

With Belgium, initial contacts were established in preparation of the Belgian EU Presidency agenda (second semester 2010).

The Centre provided various services to the Netherlands as core funder (see box p.11) and to ECDPM's other institutional partners: Belgium, Finland, Ireland, Luxemburg, Portugal, United Kingdom



European Development Days, 22-24 October 2009. Session on "Citizens at the heart of the Africa-EU partnership - Mobilising stakeholders" co-chaired by James Mackie, Programme Coordinator at ECDPM.

COOPERATION WITH THE SWEDISH EU PRESIDENCY

Continuing the tradition of cooperation with successive EU presidencies, ECDPM's collaboration with the Swedish EU Presidency in latter 2009 was multi-faceted. It featured regular dialogue in Stockholm and Brussels with staff of the Swedish Ministry of Foreign Affairs, the Swedish Ambassador responsible for the JAES, the Swedish Permanent Representation to the European Union, and the Swedish International Development Agency (SIDA). Key items on the presidency agenda were the JAES, policy coherence for development (PCD), governance and organisation of the European Development Days in Stockholm.

ECDPM and the Nordic Africa Institute organised a multi-stakeholder seminar under the auspices and with the support of the Swedish Minister of Foreign Affairs in Uppsala on the institutional architecture of the African Union (October). The seminar took stock of the record of the AU institutional architecture, its ongoing reforms and challenges ahead. It also looked at potential support roles for the European Union. The event provided an opportunity for informal high-level multi-stakeholder dialogue on the AU institutional architecture among ACP and European participants.

On the JAES, ECDPM provided regular advice to the Swedish Ambassador and operated as a sounding board on African concerns related to Joint Strategy implementation.

The Centre prepared the background paper for the European Development Days' high-level session with African presidents, the EU Commissioner and leading development experts. That session, entitled 'Democracy: A Cornerstone for Development?' and the supporting paper were well received by organisers, panellists and participants. Also during the European Development Days, ECDPM contributed a background note on civil society participation in the JAES and facilitated an event on civil society that attracted some 250 attendees.

A background note for the European Commission on strategies for engagement with civil society fed discussions between the Swedish Minister and her staff and the Confederation of European NGOs for Relief and Development (CONCORD) representing European civil society.

and Switzerland. These included in-house training seminars for ministry staff, assistance in strategy development, facilitation of meetings and public events, analytical studies, briefing notes, provision of information and staff secondment. The Centre is increasingly appreciated for its role as an independent broker and provider of non-partisan analysis on EU-ACP, EU-Africa and EU development issues. Institutional funding from EU member states and other partners help the Centre maintain its independence. It also allows ECDPM to invest in long-term capacity building of ACP and African institutes and in strengthening its partners.

Outcomes of our institutional relations activities:

- Longstanding relations and flexible multi-annual funding arrangements with EU member states and Switzerland contributed to maintaining the independent character of ECDPM.
- Flexible funding arrangements enabled us to make our information and analyses easily accessible to audiences in the South and to invest in long-term partnerships and capacity development.
- ECDPM studies and the Centre's independent 'go-between' and informal mediation roles contributed to shaping

member states' thinking and positioning on sensitive issues related to ACP-EU cooperation (e.g. the EPAs, PCD, the JAES).

- Systematic work with successive EU presidencies contributed to refine presidency priorities and ensure that ACP and African perspectives were taken on board.

COOPERATION WITH THE NETHERLANDS

- The Centre staged a seminar for senior officials on the implications of the Lisbon Treaty for EU development cooperation and external action.
- ECDPM published in collaboration with the Overseas Development Institute (ODI) a joint analysis of the EPAs and associated challenges. In April, the Centre contributed to a seminar on the state of play of the EPAs.
- ECDPM evaluated the functioning and effectiveness of the Policy Coherence Unit of the Dutch Ministry of Foreign Affairs.
- ECDPM supported the Dutch Directorate General for International Cooperation (DGIS) in drawing up the Joint EU Action Plan on Burundi.
- The Centre produced a concept note and four practical briefs on domestic accountability.
- At the request of the Dutch Ministry of Foreign Affairs, staff participated in and contributed to various meetings and brainstorming sessions.
- ECDPM responded to requests for information from the Minister and departments, for example, with advice on budget support, a roundtable on the European Development Fund in the Dutch Parliament and advisory meetings.

1. ECDPM at a glance



Interview with P.I. Gomes

In this together: Finding common ground in international development relations

P.I. Gomes is an ambassador in Brussels and a member of the ECDPM Board. In this interview he reflects on some practical issues at the heart of EU-Caribbean relations and on the future of the ACP Group more broadly.

You have had a distinguished career, serving variously as an academic, a UN project officer, head of a regional policy institution and diplomat. Is there a thread that runs through all of these roles?

Yes there is. It is the abolition of poverty in the world. We should engage with poverty in the same way that previous generations fought for the abolition of slavery or apartheid. I do not see this as an issue that is limited to developing countries. It is about the broader question of cultural, socio-economic and race-based impoverishment that we find even in the so-called advanced industrialised countries. I have always been interested in these issues and studied social anthropology so I could work with the indigenous people in Guyana. At the time, I was greatly influenced by Ivan Illich's thinking on marginality, and the obvious link to Paulo Freire's work on critical consciousness.

A key implication of this way of thinking is that no idea can make a difference in people's everyday lives until it is given an institutional grounding. And a large part

of this focus is on leadership. We want to help to raise the awareness of leaders whose task it is to see that poverty is abolished by supporting them to develop appropriate policies and to understand the implications of their actions. So it's a process first and foremost, and this is why I'm very comfortable with the work of ECDPM having seen it through different stages.

The University of the West Indies and ECDPM recently signed an agreement to work on some of these issues. Can they help to move this discussion forward?

Very much so. The partnership will help to increase the scope for reflection and rigorous analysis and for making comparative assessments with similar experiences elsewhere. At the moment I am reading and reflecting on what is happening with the Joint Africa-EU Strategy because it will bear on how we approach a joint Caribbean-EU Strategy. Our region can learn a lot from that in terms of understanding the timing, context and prevailing circumstances that have influenced the process. As a good friend of mine¹ wrote recently, we [in the Caribbean] are too timid in our approach to sovereignty. He described it as 'tiptoeing between the raindrops'. This is because we only achieved independence a few decades ago, and we are still very much focused on protecting our national identities. But we need to learn

that we must share sovereignty if we are to achieve a larger goal.

So the two organisations will need to grapple with the short-term agendas of some stakeholders in the debate. But it is a delicate balancing act. If you are perceived as being hostile or anxious to show up the leadership then you will not be invited to sit at the table and they will dismiss your work. And that is why ECDPM by its track record and by its reputation has earned such a prominent role and credit.

Turning to the future of the ACP, from your vantage point in Brussels, where do you see it headed over the next decade? Can the Group survive if you take Europe out of the equation?

The survival of any membership organisation is influenced in the first place by what its membership wants to make of it. The ACP recently went through a comprehensive reflection period, which resulted in restating its vision and mission. This was very important in the transition to the new administration led by Secretary General Dr Mohamed Ibn Chambas.

¹ Professor Denis Benn, University of the West Indies (personal communication), February 2010)

A concrete outcome of this reflection process was in making clear that we must distinguish between the ACP as an intergovernmental organisation bringing together 79 states and the ACP in its preferred and very important partnership with Europe. Cuba, for example, is a member of the ACP but does not fall under the Cotonou Partnership Agreement. I share the view that the ACP deserves greater visibility and relevance as a unique group of countries, most of which are least developed countries. By necessity, its mission has to include a strong commitment to poverty eradication and abolition. It also has to be deeply engaged in a political dialogue on governance, accountability and transparency in partnership with Europe. The geopolitical dynamics of the recent global financial crisis have brought this to the fore. It is not surprising that Asia and Latin America were much less affected as compared to Europe and the United States. This is because for the most part countries in Latin America have come to question the neo-liberal economic paradigm and, even out of the dark decade of the 1980s, the region has been looking at ways and means by which it can find its own path. While the response has been an upsurge of populist movements, it does indicate that a fundamental rethinking is taking place.

In other words, the link between the financial crisis and the dominant economic (and trade) liberalisation regime creates an opportunity to explore alternative development trajectories?

Yes, over the past decade we have begun to do this much more systematically. Within the Caribbean, Guyana has always been seen as the gateway for looking 'South' – into Brazil and Latin America in particular. This is the thinking behind the formation of the 12-member Union of South American Nations (UNASUR), which is modelled on the EU and was officially launched in 2008. Both Guyana and Suriname are part of the Union. My country has also taken some very bold steps to look to the Middle East. Belize is playing a similarly central role within the grouping of Central American nations (CECA). And there is even talk of creating a new union of Latin American and Caribbean societies.

So, while trade, economic and cultural ties with Europe are still important, they are not exclusive to the thinking of how we can go forward. It is important to find avenues for dialogue with different countries and leaders about their concerns that affect all of us internationally. These efforts should inform the Cotonou [ACP-EU] process as well.

In this sense, do you see a glimmer of hope for the ACP as a key player in broader South-South collaboration?

Absolutely. At the Accra ACP Summit in 2008, Guyana, Mauritius and South Africa were among countries that called for exploring the feasibility of an all-ACP free trade area and agreement. Some feel that this agenda is over-ambitious and unrealistic, but my view is that we should at least explore how we can bring this about.

But we have to look at all these issues from a long-term perspective – breaking the agenda up into more manageable phases, sequences and thinking. A critical step in this is to strengthen our respective regional integration processes – we have to get our house in order first. In the Caribbean, this process has been floundering for a while now and is faced with great uncertainty. This has partly to do with the fact that the

old leadership has gone. We now have the unfortunate malaise that creeps in with a newly elected leadership. There is a tendency to feel that they have to separate themselves from all that went before. That's why we need a strong Secretariat along the lines of the European Commission, with the mandate to develop initiatives and put forward proposals. But we need to be aware that Europe too is going through its own questioning in the aftermath of the Lisbon Treaty.

This is why the role for think tanks like ECDPM is more important now than ever before. Without projecting

a particular ideological position, we need to deconstruct existing institutions to reveal the prevailing ideas and practices, and their results. Only then can we help policymakers to make informed choices that will help determine the future of their countries and regions for generations to come.

“We must distinguish between the ACP as an intergovernmental organisation bringing together 79 states and the ACP in its preferred and very important partnership with Europe.”

P.I. Gomes is Ambassador to the Kingdom of Belgium and Permanent Representative to the ACP Group of States and the European Union, based in Brussels. He previously served as Executive Director of the Caribbean Centre for Development Administration (CARICAD) and prior to that was a long-serving academic at the University of the West Indies, Faculty of Agriculture and Social Sciences.

1. ECDPM at a glance

Interview with Elizabeth Sidiropoulos, Director of SAIIA



Looking beyond the horizon: The role of Southern think tanks

Elizabeth Sidiropoulos is Director of the South African Institute of International Affairs (SAIIA), one of ECDPM's key partners. In this interview, she reflects on the role of Southern think tanks in a changing development policy environment and calls for meaningful, issue-based international partnerships that can help advance Africa's interests.

Could you start by giving us a little background on SAIIA?

SAIIA is one of the oldest think tanks in South Africa. It was established in 1934, along the lines of Chatham House in London, to promote public dialogue on international affairs. After 1994, South Africa's foreign policy and its 'African Agenda' became a very important aspect of its re-entry into the world. So over time we have built up our research programme to focus largely on Africa and its relations with the rest of the world. We increasingly ask where is Africa in the world and how is Africa engaging with new and old actors. And within that, we explore trade, governance, development, security and other related issues.

How has SAIIA's experience of working through some pretty momentous developments historically – from the apartheid era to redefining its role in a new democratic South Africa – equipped it to tackle some of these issues?

Firstly, it's the fact that SAIIA has learnt to be resilient. The organisation has gone through some very difficult times historically because it was originally very dependent on membership income. This mostly came from the large, English-speaking and liberal-minded South African companies that believed it was important to have independent institutions contributing to the public debate on apartheid. After 1994 the general feeling was, 'Oh well, everything's fine now!' Thankfully, SAIIA's leadership was successful in adjusting to the changing agenda, which was now much more focused on re-engaging with the world and convincing South Africans that independent think tanks would continue to play an important role in this dynamic new context.

Secondly, and I suppose that's the challenge for any think tank in Africa, you have to make sure that you think a little over the horizon. That is difficult sometimes because others do not necessarily see the value of it until it hits them in the face.

A third challenge is to find new ways to engage with government without getting co-opted by it. This is one of the most difficult issues facing South African civil society organisations today. After all, we now have a legitimate government whose national liberation credentials encourage it to take the moral high ground. But that doesn't mean that you can't point out things that could have been done better.

Another issue that we're particularly aware of is the challenge of going into other parts of Africa as a South African organisation. 'You guys are going to tell us what we should do? Hamba!' [Zulu for 'goodbye'] The South African government is certainly very sensitive to that, so are NGOs. We don't want to go in and say, 'we are coming to research governance'. Rather, 'this is an idea that we want to work on with you'. And if there is a synergy between organisations, that's great.

Looking specifically at the issue of identifying 'over the horizon' issues, how does your relationship with ECDPM help you explore and articulate African perspectives in international relations?

A critical element to always bear in mind is that even governments that have fairly substantial capacity find this a challenge. There are so many demands on their time that

it is difficult to find time to identify emerging issues, or to have a nuanced appreciation of new developments and initiatives. A specific example is when the Chinese – at the 2006 Forum on China-Africa Cooperation – offered to zero-rate tariffs on a number of products coming from least developed countries. We asked an economist to do some number crunching right at the beginning and found that the overall benefit to these countries was going to be quite small. The gesture was important symbolically, but in terms of the particular structure of those LDC economies it would have been much better if a different set of products had been selected. So while one would not wish to be ungrateful for such support, we have a responsibility to disseminate this kind of analysis since it is not often easily accessible to African policymakers. The exchange of views and different perspectives between an institution such as ECDPM based in Europe and SAIIA based in Africa is a vital part of such a process.

Secondly, with its capacity to explore and interrogate the technical issues, South Africa always plays a very engaged and sometimes a leading role in international dialogue processes. It is crucial, therefore, for South African-based institutions such as SAIIA to partner with counterparts in various parts of the continent. We will, for example, co-organise a WTO roundtable discussion in Zimbabwe with a local partner in 2010. We also develop joint conference programmes or research. And so it requires coming together with institutes that are doing like work on an agenda that then becomes more regional or global and allows greater ownership.

Thirdly, it is of course important to take African perspectives to global negotiations. An example is the conference on EPAs that we co-organised with ECDPM in 2007, where we were able to talk directly with EU Council members. ECDPM's contacts allowed us to get the right people to participate. And that's where the whole is greater than the sum of the parts.

What are some specific development issues that such partnerships should focus on to help improve Africa's position internationally?

I think it would be two areas because they are interlinked: governance and economics. Governance creates the framework for a more efficient allocation of resources and capacity to produce material that improves the economy and citizens' livelihoods. So it's not just about creating market access. If you look at the continuum, it's about improving your structures that make creating business opportunities domestically easier, and therefore the export and the creation of wealth easier. This requires building a domestic private sector as well, rather than just allowing in foreign multinationals. This is what distinguishes countries like Kenya

(notwithstanding its political problems) and South Africa from the Congo, for example.

That brings us of course to the big question. We cannot talk about Africa without touching on conflict and security. Are you hopeful that recent efforts of the African Union and its partners will help the continent move forward?

Africa is a diverse continent and the conflicts that run literally from Kinshasa across the broad swathe to Somalia and Sudan cannot be solved overnight. But you can't put development priorities in other parts of the continent on hold either, so you do have to work on parallel lines.

I think that in this regard the AU is doing much better than the OAU [Organisation of African Unity]. It has taken some steps and engaged within the capacity that's available. And certainly the EU has been providing a lot of support for peace and security capabilities. But ultimately, it is about how member states engage within the AU. A major cause of concern is the resurgence of coups in the

last few years and the use of violence to subvert the electoral process in countries like Kenya and Zimbabwe. The legitimisation of such undemocratic practices is worrying. So we need champions within the AU on these issues. Unfortunately, and cynically perhaps, sometimes conflicts are not ripe for resolution. Congo maybe isn't.

Can institutes like SAIIA and ECDPM offer fresh insights on such complex questions?

I think ECDPM is doing particularly interesting work on peace and security in relation to the AU by helping to identify the low hanging fruit that can make a difference: it's not always about more money. Providing comparative cases from outside Africa also helps, since such external perspectives can assist you to repack and reanalyse

issues. Sometimes people forget that Europe has also had its conflicts. So those are some of the small interventions that are realistic for institutes of our size. And incrementally, if you develop networks you can make even more of a difference.

"We don't want to go in and say, 'we are coming to research governance'. Rather, 'this is an idea that we want to work on with you'."

Elizabeth Sidiropoulos has held the position of National Director of SAIIA since 2005, after a five-year stint as Director of Studies at the Institute. Previously, she worked as research director of the South African Institute of Race Relations and as editor of the 'South Africa Survey'. She was also editor-in-chief of the 'South African Journal of International Affairs' and the 'South African Yearbook of International Affairs'.

For more information on the SAIIA-ECDPM partnership see box on p 9.

1. ECDPM at a glance

ECDPM's work in pictures

In 2009 ECDPM actively collaborated with a broad range of governmental and non-governmental partners in close to 100 countries, primarily in the ACP. These pictures illustrate some of these interactions, highlighting outcomes of the policy processes that we were involved in during the year.

Revitalising links with the Caribbean

In October, ECDPM co-organised a seminar on the future of Caribbean-EU relations with one of its key partners in the region, the Institute of International Relations (IIR) at the University of the West Indies.

Pictured here signing a memorandum of understanding, from left to right, Prof Nigel Harris, Vice Chancellor of the University of the West Indies and IIR Board Chair; Prof Timothy M. Shaw, Director of IIR at the University of the West Indies; and Geert Laporte, ECDPM's Head of Institutional Relations.



The Weekly Compass: A rapidly growing readership

Since its launch in June 2009, ECDPM's Weekly Compass e-newsletter has quickly established itself as a concise, reliable 'one-stop shop' on EU-ACP policy developments for busy policymakers and analysts. The more than 7,500 subscribers can customise the content they receive using the latest social networking technologies, including RSS feeds and Twitter alerts. The longer Weekly Compass Extended Version offers updates and more in-depth analysis on some 30 policy topics.



Fostering Africa-EU collaboration: Support to the AU Commission

ECDPM provided substantive input to various African workshops on the Joint Africa-EU Strategy to help address some of the sticking points in the discussions.

Pictured here AU Commission Chairperson, Hon Jean Ping (second from left), talks with participants at a past seminar.

As part of the 2009 European Development Days in October, ECDPM and the Nordic Africa Institute convened a seminar in Uppsala on the institutional architecture of the African Union. The informal setting contributed to open and constructive discussions.



Tackling contentious issues in trade negotiations

In March, ECDPM participated in a meeting of AU trade ministers at which ECDPM's analysis of contentious issues in the Economic Partnership Agreement (EPA) negotiations was credited with helping to achieve a more informed and constructive African position.

Pictured here is ECDPM's Dan Lui (left) in discussion with the Ambassador of the Seychelles, Barry Faure, at the meeting.



Supporting reform of EU technical cooperation

ECDPM and its partners have made substantial contributions to the so-called 'Backbone Strategy' for EU technical cooperation. In September 2009, the EuropeAid Cooperation Office (AIDCO) invited ECDPM to provide further training and technical backstopping at the country level in Suriname.

Knowledge exchange and networking

ECDPM programmes produced a broad range of discussion papers, study reports, policy briefings and newsletters during the year, including the flagship 'Challenges' paper previewing key policy developments in the coming year.

Governance analysis framework

A new governance analysis framework tool developed by ECDPM and its partners provides funding organisations with step-by-step guidance for incorporating the governance dimension into development cooperation. EuropeAid has integrated the framework into its training package for governance advisors and invited ECDPM to facilitate a European Commission workshop on democratic governance in Kigali in May to explore the new tool.



Independent CSO evaluation well-received at Commission

ECDPM and Particip co-organised an event in February to present their independent evaluation report on the delivery of EU aid through civil society organisations, published in December 2008. The participation of EuropeAid's Director General, Koos Richelle, among other senior officials, indicated the Commission's commitment to engage more closely with civil society.

Building a network on regional integration: NETRIS

The Network of Regional Integration Studies (NETRIS) brings together ACP higher education institutions that are active in the field of regional integration. The aim is to strengthen research and training capacities, share good practice and encourage policy relevant research.

Pictured here are participants at the NETRIS launch in Tanzania in June.



1. ECDPM at a glance

ECDPM interactions in ACP countries

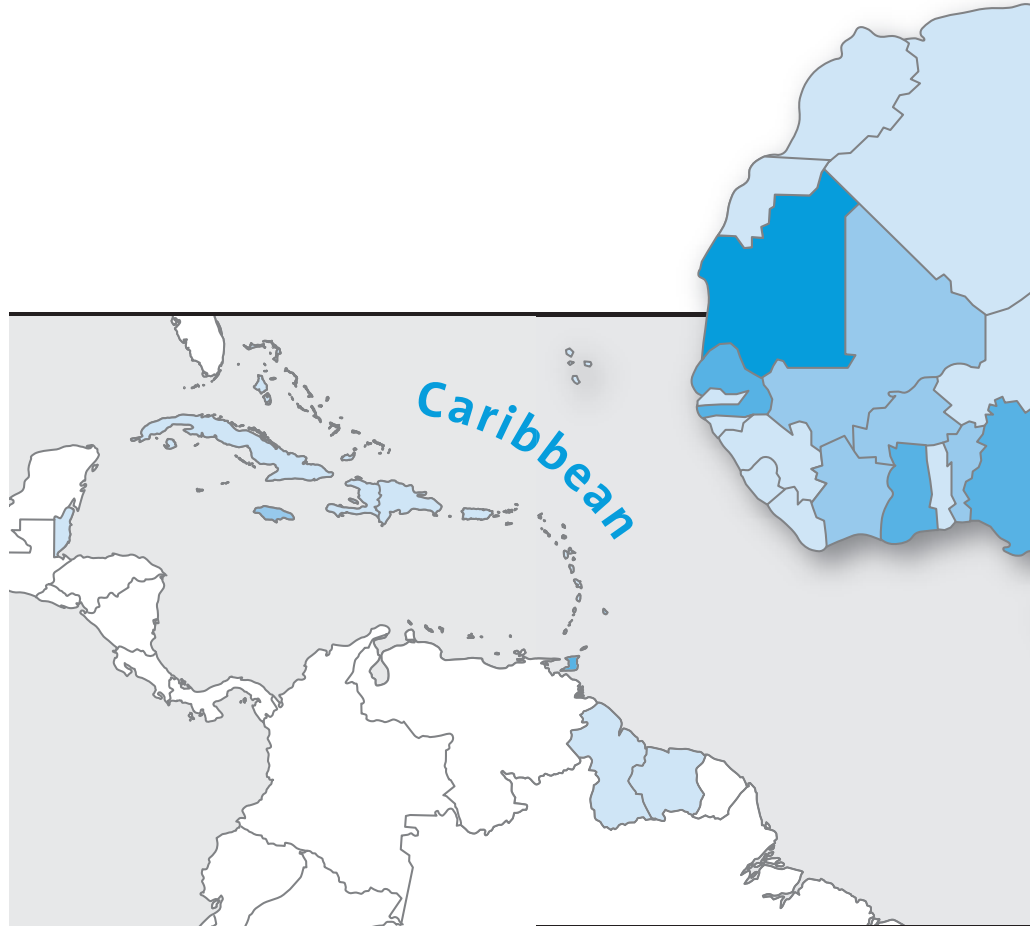
The Centre interacts with numerous partners in the 79 countries of the ACP. To monitor the geographic distribution of these interactions, we keep track of the number of in-country visits, consultants used, publications distributed and visits registered to the ECDPM website from each of these countries. Using a composite indicator, the maps reflect the intensity of ECDPM interactions with the countries during the year.

The maps provide a quantitative indication, not a measure of the quality of the interactions. They illustrate the choices that we make as we focus our efforts among many thousands of development actors.

The maps show ECDPM's more intensive engagement on the African continent, in accordance with its strategy for 2007-11. They indicate that the Centre was particularly active in 2009 in the eastern, southern and western parts of Africa. The list is topped by Ethiopia, as ECDPM continued to invest in its contacts with the new AU Commission that was installed in 2008. In Ethiopia, there was also a joint seminar organised with the Institute for Security Studies (ISS). Several visits were made to South Africa, where ECDPM intensified its partnership with SAIIA. Kenya received the most ECDPM publications of all ACP countries after Ethiopia, and Kenyan stakeholders frequently visited our website. Finally, in fourth position is Mauritania. In addition to the extension of previous engagements in support of civil society, this reflects the intensified engagement of one of ECDPM's programme associates.

The indicator is the composite, weighted total of the number of days of in-country work visits, the number of publications distributed divided by 10 and the total number of traceable website visitors divided by 100. With emphasis on interpersonal contacts, the outcome represents a measure of the intensity of interactions with development actors in a specific country. Countries are then grouped into four categories (quartiles), each totalling about one-quarter of the total points allocated.

The countries are enumerated in order of importance.



Group 1

Ethiopia
South Africa
Kenya
Mauritania

Group 2

Trinidad and
Tobago
Senegal
Tanzania

Burundi
Botswana
Nigeria
Ghana

Group 3

Zambia
Uganda
Mozambique
Burkina Faso

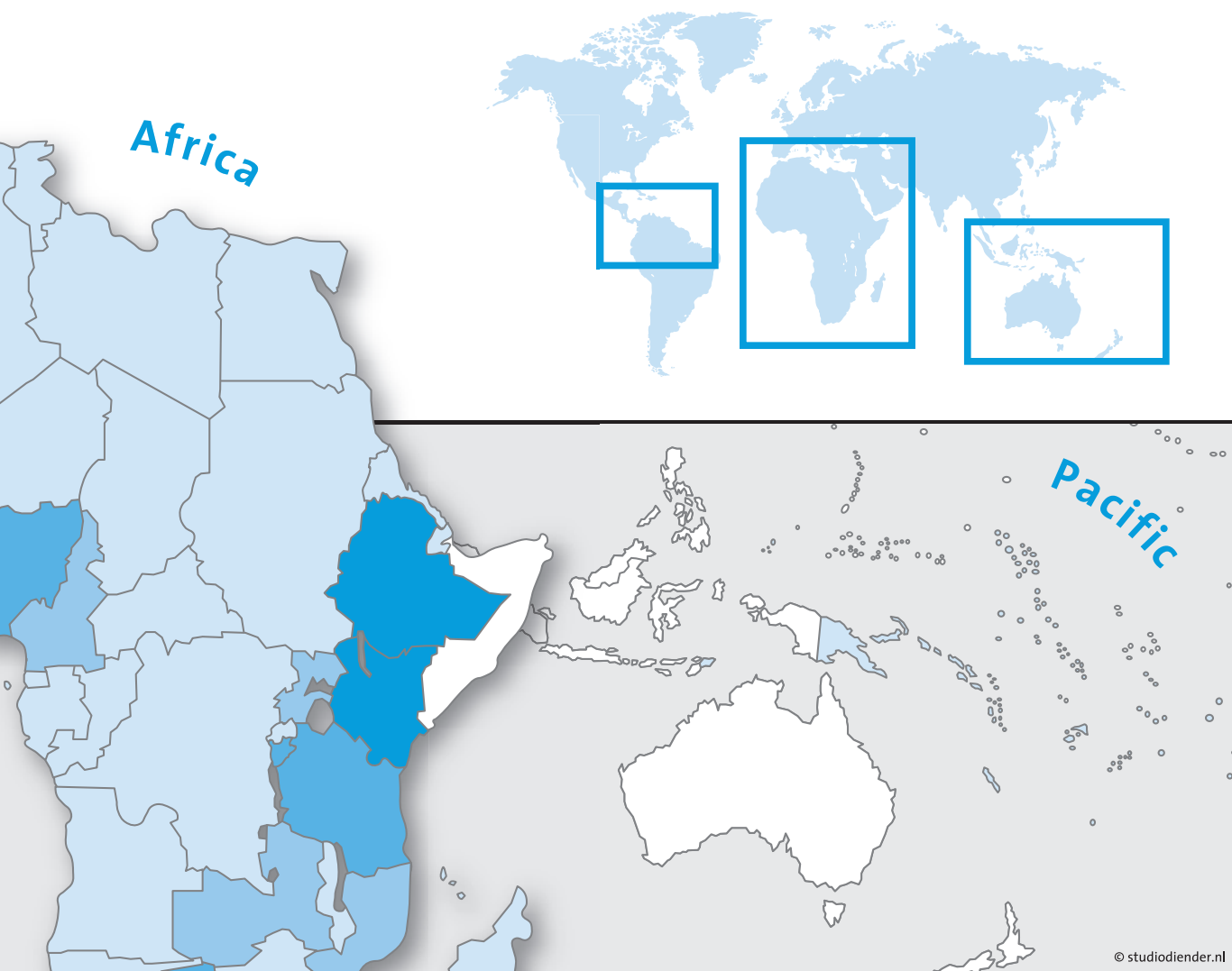
Jamaica
Mali
Côte d'Ivoire
Cameroon

Benin
Barbados
Mauritius

Group 4

Zimbabwe
Namibia
Morocco*
Fiji
Madagascar
Rwanda
Suriname
Niger
Egypt*
Dominican Republic
Gabon
Tunisia*
Sudan
Malawi
Angola

* Countries marked with an asterisk are not signatories of the Cotonou Agreement



- | | | | | |
|--|---|--|---|---|
| <p>Congo (Kinshasa)
Swaziland
Djibouti
Central African
Republic
Guyana</p> | <p>Lesotho
Papua New Guinea
Congo - Brazzaville
Seychelles
Cape Verde
Saint Lucia</p> | <p>Tonga
Guinea-Bissau
Algeria*
Guinea
Chad
Comoros
Gambia
Togo
Belize
Saint Vincent and
the Grenadines
Haiti
Sierra Leone
Vanuatu
Liberia</p> | <p>Cuba*
Equatorial Guinea
Bahamas
Dominica
Grenada
Puerto Rico*
Solomon islands
Reunion*
Sao Tomé and Príncipe
Antigua and Barbuda
Saint Kits and Nevis
Martinique
Kiribati
New Caledonia*
Eritrea</p> | <p>Samoa
Anguilla
Guadeloupe*
Cook Islands
Marshall Islands
Libya*
Tuvalu
Palau
Niue
Nauru
East Timor*
Western Sahara
Republic*</p> |
|--|---|--|---|---|

The intensity of ECDPM interactions ranges from dark to light, as indicated on the maps. The countries with a darker colour are those with more intense interaction. A light colour indicates less intensity of ECDPM interactions.

2. ECDPM programmes

Supporting policy processes An overview of ECDPM's work in 2009

This section of the Annual Report sets out the main activities and achievements across the three core ECDPM programmes as well as support units dealing with knowledge and innovation.

We begin with the work of the Development Policy and International Relations (DPIR) programme, whose core areas of focus were the Joint Africa-EU Strategy, the effectiveness of EU external assistance, the Lisbon Treaty and its consequences for European development policy, and the revision of the Cotonou Partnership Agreement.

The second part highlights the work of the Economic and Trade Cooperation (ETC) programme, which continued to expand its focus on the Economic Partnership Agreements (EPAs). Activities involved the EPA negotiations between the EU and ACP countries and regions, regional integration, and the broad area of 'aid for trade' and EPA implementation.

The work of the Governance programme is described next, especially its support to Africa's search for home-grown governance agendas. This section also highlights our collaboration with the European Commission to help identify promising approaches to improve the effectiveness of international development support for domestic governance and accountability.

Finally, the Knowledge and Innovation section gives an overview of both external and internal communication and knowledge networking, as well as the Centre's work in knowledge for development and institutional and capacity development.

Our internal monitoring approach

To achieve coherence across our programme initiatives, ECDPM implements an internal monitoring system to ensure accountability, transparency, critical self-assessment and continuous learning. Refined over the years through internal consultations, this tailor-made tool has two main building blocks. The first entails monitoring the expected 'route to impact' of each policy process, looking into the causal links and plausible patterns of outcomes and impacts of our work. The second building block involves tracking the three complementary 'capacity strategies' that ECDPM employs to support capacity development for better policymaking. These three strategies are facilitation, research, and strategic partnerships (see box).

This monitoring approach provides the rationale for the programme reports in the next few sections. In addition to major programme activities and outcomes, the sections describe the broader policy context as it has evolved over the recent past and thematic priorities that have been taken into account. To further illustrate these developments, each section outlines two main policy processes to which the programme has contributed. A list of key actors with which the programme has worked in the respective policy process is also presented.

Policy process highlights set out our activities in 2009. These sections convey how we have closely followed the policy processes and supported them at very specific moments by way of targeted measures and instruments. As mentioned earlier, support to policy processes is provided through facilitation, research and engagement in strategic partnerships.

Facilitation

Direct facilitation support includes strengthening multi-actor dialogue, consultation and strategic networking, as well as providing advisory services in support of our institutional partners.

Research

Research and targeted knowledge management activities encompass strategic, policy-oriented investigations and analyses and benchmarking; promotion of use and sharing of pertinent knowledge and information by policy actors; and independent monitoring and evaluation.

Strategic Partnerships

Strategic partnerships involve supporting the institutional development of developing country policy actors and networks; participating in and, where necessary, helping to create strategic networks, platforms and alliances of Northern and Southern policy actors; and collaborative monitoring and evaluation of the outcomes and impact of such programmes.

Each programme report highlights key outcomes in the policy processes, the main challenges encountered and ECDPM inputs to the processes and any accomplishments realised. These outcome assessments shed light on how and why policy processes are progressing in their own contexts. They also clarify the types of contributions that ECDPM can make and how these contributions can affect the quality and advancement of such processes. In addition, they point out where plausible relationships can be observed between change and the contributions of ECDPM and its partners.

In a separate final section the programmes describe the strategic partnership work that has underpinned and supported their policy process work. Each programme report ends with a list of key publications and events which it (co-)organised or contributed to over the year.



**ECDPM DPIR Team,
left to right, top to bottom**

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Not pictured:

Gwen Corre, *Programme Officer*, Margaret Rugadya, *Research Fellow*, Veronika Tywuschik, *Programme Assistant*

Development Policy and International Relations

Programme overview and objectives

The overall goal of the Development Policy and International Relations programme is to foster debate on key EU external policy issues that affect ACP-EU relations. Its ultimate aim is to help ACP countries, particularly those in Africa, to derive maximum benefit from their relations with the European Union. Whilst 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.

To realise these objectives, the programme has primarily invested in two policy processes:

- the Joint Africa-EU Strategy (JAES)
- enhancing the effectiveness of EU external assistance

The programme contributed to major EU external policy debates in 2009, both overall and at the level of the two policy processes. The JAES remained prominent, with implementation and financing hurdles becoming more obvious over time. The JAES partnerships showed varying levels of success. Two partnerships that figured prominently in the programme's work were the Peace and Security Partnership and that on Migration. Deliberations on the JAES climaxed in September around the joint AU-EU seminar on JAES financing and resourcing, which brought out numerous differences in the parties' aspirations for the strategy.

As the year progressed, DPIR tailored its work to respond to questions about the potential impact of the Lisbon Treaty on EU external assistance and to advance discussions on the second revision of the Cotonou

Partnership Agreement. It contributed to the preparation of the European Commission's second report on policy coherence for development (PCD) and, on the Commission's behalf, it carried out a preliminary assessment of the European Consensus on Development (2005). These last two subjects

will be central to the further evolution of EU development policy and its place in the broader EU external action arena.

'I just wanted to thank you and your colleagues at ECDPM for the excellent policy management brief entitled *Capacity Change and Performance: Insights and Implications for Development Cooperation.... it is very helpful and well written!*'

Senior official from the Office of Evaluation, World Food Programme

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Policy process: The Joint Africa-EU Strategy

Recent evolution of the context and key thematic priorities

As the Joint Africa-EU Strategy's first action plan (2008-10) reached its mid-way point, fundamental unaddressed questions came to the fore. The JAES process struggled to deliver the tangible results and improved EU-Africa relations envisaged when signed in Lisbon in 2007. This created frustrations on all sides which became increasingly apparent as the year advanced. The EU-Africa Ministerial Troika in October was reportedly a difficult meeting. Its conclusions clearly spelled out the need for a fundamental review and significant changes in preparation of the second JAES action plan.

A major JAES event in 2009 was the financing seminar jointly organised by the EU and AU Commissions. Participants, particularly those from Africa, identified ambiguity around financing as a major issue undermining delivery within the JAES.

On the wider stage, EU-Africa relations were impacted by global events, such as the financial crisis, climate change and the rise in influence of new actors in Africa such as China and India. Nonetheless, progress was limited in resolving issues of complementarity and alignment between the Cotonou Partnership Agreement process and the JAES or, for that matter, between these processes and bilateral programmes of engagement. Many actors and officials in Europe and Africa still seem to favour the familiarity and legal basis of the Cotonou Partnership Agreement policy framework. Inevitably changes brought about by the Lisbon Treaty in Europe will affect the debate around the JAES. Impetus should be given to the process in 2010 due to the need to prepare for the next EU-Africa Heads of State Summit in November. Yet the difficult

unresolved issues of added value, engagement of key stakeholders and the quality of political dialogue continue to loom large.

Key actors

- AU Commission (Department of Economic Affairs, African Citizens Directorate, Office of the Deputy Chairperson)
- AU Economic, Social and Cultural Council (ECOSOCC)
- European Commission (DG DEV A1 Forward Looking Studies and C2 Pan-African Unit)
- EU presidencies (Swedish and Spanish Ministries of Foreign Affairs)
- Institute for Security Studies (ISS, Addis Ababa Office)
- Nordic Africa Institute
- VENRO, Association of German development NGOs
- EU-NGO Steering Committee on the JAES
- Council Secretariat of the European Union

Process highlights

Early in the year, the DPIR programme published analytic work giving stakeholders their first independent description and analysis of progress on the JAES (Discussion Paper 87: *Beyond Structures? Reflections on the Implementation of the Joint Africa-EU Strategy*). To encourage increased visibility for African stakeholders, both this paper and the paper *For Better for Worse... Challenges for ACP-EU Relations* in 2009 were presented at a seminar in Addis Ababa organised jointly with the Institute for Security Studies (ISS). The JAES paper was then also presented at a meeting of Eastern and Southern African regional economic communities and to a group of African and European NGOs. Recipients applauded the paper for raising awareness and knowledge of the Joint Strategy and for bringing out the challenges it faces, enabling ACP actors to

contribute more fully to the JAES process. The paper was further used by the African Citizens Directorate (CIDO, an AU organ) to brief the African JAES steering committee.

By mid-2009 the issue of JAES financing had emerged as a key concern, and AU actors turned to ECDPM for further ideas and inputs to support them in their talks with the European Union. In response, ECDPM produced and presented four background papers for the African preparatory workshop to the September JAES financing seminar.

To better understand how the JAES was being implemented, DPIR addressed two specific JAES partnerships: (1) Peace and Security and (2) Migration, Mobility and Employment. On the peace and security theme, staff participated in conferences in Uganda, Italy and Ethiopia. They also organised and facilitated with ISS an event to brief EU officials on an AU Peace and Security Council report produced by ISS. This was designed to bring European policymakers an African perspective on peace and security challenges and on the African Peace and Security Architecture.

DPIR presented its own work on the causes and consequences of EU support to the African Peace and Security Architecture at an EARN meeting in Lisbon. It also disseminated an article encouraging the AU Peace and Security Council and EU Political and Security Committee to jointly focus on long-term issues, in addition to immediate crisis response. Overall a greater maturity and depth was discernable in the dialogue on peace and security, though one might question the extent to which this was directly related to the JAES process.

'Many thanks to you for the excellent presentation [on the JAES] and guidance during your visit in Helsinki earlier this week. For me it was most useful and I will certainly make use of your presentation in future.'

EU member state official

As the partnership on Migration, Mobility and Employment stalled due to limited political leadership, ECDPM chose to continue its focus on migration questions outside the JAES framework.

At the overall JAES level, developments related to the revision of the Cotonou Partnership Agreement were targeted for analysis. The programme also looked at how the Climate Change Partnership of the JAES was responding to the evolving Copenhagen agenda. This work remained internal but showed again that, far from framing EU-Africa relations, the JAES is not really being used by either the European Union or AU member states, which continue to focus on other policy frameworks for dialogue.

Working with our colleagues in the ETC team, we did analytical work on the JAES Trade, Regional Integration and Infrastructure Partnership which appeared in the magazine *Trade Negotiations Insights*.

At the European Development Days, the programme facilitated a session on the role of citizens in the JAES, as well as providing a background note and writing the meeting report. This was the first tangible JAES event directly related to civil society with African and European participants since the Lisbon Summit in December 2007.

Furthermore, the project website www.europafrica.net continued to welcome some 8,000 visitors a month from Africa and Europe. As this is considerably more visitors than registered by the official JAES website, programme staff shared their experiences with the European Commission officials managing that process. The *europafrica* e-bulletin remained popular with some 5,000 subscribers.

Progress towards policy process outcomes and key challenges faced

Politically the JAES process has had significant difficulties. Though the DPIR programme's information provision activities were well received, more facilitation-oriented work is also required. ECDPM's various publications on the JAES represent the only significant independent work analysing the strategy process. Reactions to this more 'political' facilitation have been mixed, with some stakeholders feeling that it unduly challenges official EU positions. This has been balanced, however, by positive feedback that such inputs have helped to address asymmetries in the policy dialogue.

Analytical work on peace and security positioned the Centre for productive engagement on this theme and provided insights which would have been impossible to gain with a focus on only the overall picture. The programme would like to see the JAES develop into a more open-ended, inclusive process based on multi-actor dialogue and effective contributions from stakeholders, including African and European institutions

and civil society organisations. Support to the civil society event at the European Development Days and provision of related information contributed towards this goal, but the desired outcome is still some way off. There is a continuous need to make information on implementation of the Joint Strategy more widely available and used by key policy actors, such as the African Union and the regional economic communities. In this regard, papers produced on the financing of the JAES were among the most popular downloads from the programme's websites.

The imbalance between African and European actors nonetheless remains acute. The programme contributed to diminishing this by providing information and facilitation to strengthen the capacity of AU institutions

and other African stakeholders. DPIR inputs to the African preparatory workshop for the JAES financing seminar were highly appreciated, as was its support to the Office of the AU Commission Deputy Chairperson on financial management and work with the AU Commission Department of Economic Affairs to raise understanding of the complexities of EU funding. Assistance to ISS helped bring an indigenous perspective on African institutional developments to European policymakers.

OUTCOMES

Breathing new life into the JAES process

Having been involved in the JAES process since its inception in 2006, ECDPM has provided much-needed analysis for both African and EU stakeholders over the years. During the reporting period, the DPIR team produced a range of publications that helped to clarify critical issues in the debate, particularly on the financing challenges hampering JAES implementation. ECDPM's *europafrica.net* website continued to serve as an important source on the latest developments, attracting more than 4,000 unique visitors each month. ECDPM's role in providing timely and independent analysis was particularly appreciated by both the AU Commission and EU stakeholders as they prepared to negotiate the second JAES action plan. A direct result of ECDPM's involvement was the emerging signs of renewed dialogue among African and European civil society actors after a period of misunderstanding and stalemate.

The following milestones led to the outcomes:

- **2006** ECDPM invited to provide background analysis and inputs to European and African stakeholders on the process of negotiating the JAES.
- **2007** ECDPM receives mandate from the AU and EU to facilitate public consultation on the Joint Strategy. It opens the website www.europafrica.net, creates a monthly e-bulletin on the JAES and runs an Africa-EU civil society consultation event in Bad Honnef with VENRO.
- **2008** ECDPM invited to provide independent analysis of JAES progress at events with official stakeholders in Paris, Brussels and London. It continues to run the website and newsletter.
- **Early 2009** ECDPM publishes the first-ever independent analysis of the JAES process and challenges. The Centre launches the paper at an event co-organised with ISS to an audience of African and European diplomats in Addis Ababa, encouraging discussion and bringing insights on the JAES process and challenges to African audiences.
- **April** ECDPM presents the JAES paper as an invited speaker in Nairobi, first to a group of African and European NGOs then to the Inter-Regional Coordinating Committee (IRCC) of the regional economic communities.
- **June** ECDPM completes an internal study for the European Commission on policy coherence for development (PCD) and the JAES. That report recognises the potential of the JAES to promote PCD, but cautions for overambition in viewing the JAES as a new policy framework for PCD.
- **September** The AU and EU address JAES financing at a joint seminar. The AU invites ECDPM to look into the issue and present findings to African stakeholders prior to that seminar, feeding critical information to the process. An ECDPM paper raises general questions about how JAES funding can be obtained.
- **October** At the European Development Days, ECDPM facilitates a session and provides non-partisan background information on the state of EU-Africa civil society dialogue in the context of the JAES.

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Policy process: Effectiveness of EU external assistance

Recent evolution of the context and key thematic priorities

From a purely EU development policy point of view, 2009 was dominated by the publication of the European Union's second report on policy coherence for development (PCD), which was launched at the European Development Days in Stockholm in October. After this event, the EU Commission and member states started their reflections on the next steps towards producing an EU PCD work plan.

Council Conclusions on PCD in November argued that future efforts must be more focused. They also asserted that a more proactive approach to promoting PCD should be adopted in five areas: trade and finance, climate change, food security, migration and security, and development. Regarding aid effectiveness, the Council meeting agreed to set up an operational framework for targeting 'division of labour', for use of country systems and for technical cooperation. This will form the core of the EU's joint preparations for the upcoming high-level event on aid effectiveness in Seoul (2011).

The debate on aid effectiveness continued within member states as well. For example, France, in its Regards Croisés project, sought to learn lessons and build on the experiences of French development staff working in the field and to link these with the principles of the Paris Declaration.

The year was also marked by completion of the obstacle strewn path to ratification of the Lisbon Treaty, which finally came into force 1 December 2009. Thus, European institutions and member states started in earnest to develop their thinking on the implementation of the Treaty, especially regarding external action. This continuing process will have major implications for the effectiveness of European development policy and its links with other policy areas.

'I have heard so many good things about the workshop [on the Lisbon Treaty], and would like to thank you for your role, hard work and support. Be assured that, without you, it would not have been possible.'

Senior official from ACP Secretariat

OUTCOMES

EU development policy post-Lisbon Treaty – understanding the implications for ACP countries

With the ratification of the Lisbon Treaty anticipated later in the year, DPIR invested considerable energy in the second half of 2009 in analysing the development policy implications of EU institutional reform for the ACP. By underlining this issue ECDPM helped to bring it onto the agendas of the ACP and the Council's ACP Working Group and encouraged thinking and exchanges on the place of the ACP in the new EU institutional setting. The following milestones led to the outcomes:

September 2009 ECDPM organised an informal meeting for senior officials on the implications of the Lisbon Treaty for development policy and the ACP. After the event, ECDPM continued to maintain a blog on The Broker website to update participants and the wider public on new developments.

October ECDPM held a workshop on this topic for ACP ambassadors which prompted the ACP Secretariat to undertake a closer examination of possible impacts of the Lisbon Treaty on the Cotonou Agreement. As a result, the Secretariat expressed concern about the removal of references to the ACP in the Lisbon Treaty.

Key actors

- European Commission (DG DEV Unit A1)
- Netherlands Ministry of Foreign Affairs (Policy Coherence Unit)
- PCD informal network of EU ministries
- Agence Française de Développement (AFD)
- ACP Secretariat
- Czech, Swedish and Spanish EU presidencies
- European Parliament (Committee on Development, individual parliamentarians and the parliament secretariat)
- Inter-Regional Coordinating Committee (IRCC) for the regional economic communities and its members (in particular COMESA, EAC, IOC, IGAD)
 - Confederation of European NGOs for Relief and Development (CONCORD) and additional contacts with Solidaridad and FairPolitics
 - Netherlands Environmental Assessment Agency
- Groupe de Recherche et d'Echanges Technologiques (GRET)

'That was a great workshop we had today on the Lisbon Treaty in relation to the future of the ACP group... Thank you for the Weekly Compass and thank you ECDPM for the great workshop.'

Official from the Suriname Embassy to the EU

Process highlights

ECDPM has a strong profile and solid recognition on the theme of policy coherence for development. Nonetheless, the Centre's knowledge and expertise in the broader area of aid effectiveness also remains in demand among EU member states and institutions. The European Commission called

on the DPIR programme's expertise for a preliminary assessment of the 2005 European Consensus for Development. This will lead into preparatory work for the forthcoming evaluation of the Consensus, with a feasibility study to be conducted in 2010. Programme staff presented the assessment findings to the EU Economic and Social Committee in Brussels in July with attendees from the European Commission, EU member states, the European Parliament and other international institutions. The Commission showed its appreciation of this work by quoting the ECDPM findings at length in its terms of reference for a follow-up study, also to be conducted by ECDPM in 2010.

The programme was extensively involved in the Commission's preparation of the 2009 EU PCD report, both in analysing data from the member states' PCD questionnaires and

in conducting three case studies to provide background for the report. The three cases examined the potential for promoting PCD through the JAES and the impact of non-development EU policies on African countries' ability to achieve, respectively, Millennium Development Goal 1 and 6, on hunger and on HIV/AIDS.

At the European Development Days, ECDPM was involved in the launch of the PCD report and contributed in various other fora. The Development Committee of the European Parliament invited ECDPM to give a presentation on PCD at one of its sessions. Programme expertise was also deployed in the evaluation of the Policy Coherence Unit of the Netherlands Ministry of Foreign Affairs. Furthermore, DPIR, jointly with the Netherlands-based Clingendael Institute, launched a scoping study for the Netherlands Environmental Assessment Agency on EU development cooperation and PCD. The specific focus here was on environmental issues such as climate change.

The Regards Croisés series of regional seminars in Africa and Asia, run jointly by GRET and ECDPM for Agence Française de Développement (AFD), continued to demonstrate the value of debate on the practical aspects of increasing aid effectiveness within the official development sector. But the seminars equally showed how much ground remains to be covered to truly change attitudes and make the aid system operate differently and more effectively.

The programme worked closely with a team led by the European University Institute in Florence to prepare the first European Report on Development for the European Commission. The report's theme, 'fragility in Africa', was of direct interest to DPIR, given its past work in this area. Staff provided policy input to the core academic team and were commissioned to write a background note on EU policies to address fragility in Africa. That document was published both as a separate paper and as the 'policy relevance' chapter of the overall report.

DPIR collaborated with the ECDPM Trade team on the 'aid for trade' topic, contributing expertise on aid effectiveness to a theme that cuts across the interests of both programmes. This is reported on under ETC work.

A landmark in 2009 was the publication of the *Whither EC Aid? Compendium*. This is the final output of this joint ECDPM-ActionAid project. It collects all project outputs, from the initial discussion note issued in January 2008 to reports of the dozen roundtables held and the thematic briefing notes. The compendium has been widely disseminated, including to members of the Foreign Affairs Committee of the Dutch Parliament.

Coinciding with the ratification of the Lisbon Treaty, the programme maintained a blog on *The Broker website*

OUTCOMES

Towards greater policy coherence for development

ECDPM's work over the past year has realised two of the expected outcomes defined in its 2009-10 work programme: (1) to open debate within the EU development community on development effectiveness issues and (2) to increase public EU references to the importance of development effectiveness. A main contribution was in the production of an improved methodology for assessing PCD, alongside other research outputs. A clear shift is discernible in EU policy towards recognising and promoting PCD. This was evident in the adoption of a number of PCD conclusions by the European Council, as well as in steps taken to improve institutional arrangements for PCD within individual member states, such as the Netherlands. Among civil society actors too recognition of the importance of PCD is growing, with more active contributions from the sector to the EU debate.

The following milestones led to the outcomes:

- **Early 2006** ECDPM finalises a scoping study with the Instituto Complutense de Estudios Internacionales (ICEI, Madrid) on mechanisms to promote PCD.
- **April** Conclusions of the European Council invite EU member states to put in place appropriate mechanisms to promote PCD.
- **May 2007** ECDPM completes, with Particip and ICEI, an evaluation of EU PCD mechanisms.
- **September** Key findings from the May evaluation are featured in the first biennial EU PCD report and ECDPM finalises the '3C' evaluations synthesis, presenting this to CODEV (see www.three-cs.net).
- **November** The European Council adopts conclusions on PCD and on the '3Cs' (coordination, complementarity and coherence).
- **Early 2008** ECDPM presents the May 2007 PCD mechanisms evaluation at various external events. Its publications, including those on PCD, are referred to in a report of the Netherlands Advisory Committee on International Affairs (AIV).
- **May** The Dutch Minister for Development Cooperation sends a policy response to the Dutch Parliament on the 3Cs synthesis and the AIV report which is debated in the Parliamentary Committee.
- **September** ECDPM participates in an expert workshop of the European Commission on the second biennial report on PCD. At the meeting, the Centre presents the methodology used in its 2007 evaluation.
- **November** ECDPM is selected to do an external evaluation of the temporary Policy Coherence Unit in the Dutch Directorate General for International Cooperation (Ministry of Foreign Affairs).
- **December** The European Commission contracts ECDPM to lead two studies to provide material for its 2009 PCD report. This involves (1) an analysis of member state questionnaires and support in preparing the report, as well as case studies on the JAES and PCD; (2) field studies in six least developed countries in relation to Millennium Development Goals 1 and 6.
- **May 2009** ECDPM presents findings of the Dutch PCD Unit evaluation and publishes an English summary (as Discussion Paper 91). The PCD Unit is given permanent status.
- **September** The second EU biennial report on PCD is published. ECDPM chairs a session on PCD at the European Development Days in Stockholm. CONCORD publishes its 'Spotlight on Coherence' report, with references to ECDPM's 2007 study in the country chapters.
- **November** ECDPM presents its work on PCD to the new European Parliament Committee on Development (DEVE). EU Council Conclusions on the report are adopted.
- **December** ECDPM continues dialogue with DG Dev Unit A1 (Forward Looking Studies and Policy Coherence) on strengthening the results-orientation of EU efforts.
- **January 2010** The Netherlands Scientific Council on Government Policy presents a report to the Minister of Development Cooperation with references to ECDPM's work on PCD.

(www.thebrokeronline.eu) on the future of EU development cooperation. Running the blog has proven to be a valuable way to provide up-to-date inputs on the various discussions regarding institutional changes within the EU and to anticipate changes in 2010.

Progress towards policy process outcomes and key challenges faced

Most progress was made in supporting European development community debates about development effectiveness issues (rather than on aid effectiveness). A second area of progress was the European Union and Commission's increasing acknowledgement in public statements of the importance of

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development effectiveness. On PCD, a good deal of research was done and the work will now move into more of a dialogue and facilitation phase aimed at helping stakeholders improve understanding and practice in PCD promotion. This research has helped the Centre to build networks and contacts in this field and to deepen understanding of the difficulties that officials face in promoting PCD. At the same time it must be recognised that progress on PCD is still slow, largely because of the need to find compromises between different policy sectors, with their different political constituencies. Of course this requires courage and political leadership, but the process itself can be usefully supported by the more technical and procedural inputs that ECDPM can make.

Other activities, such as the Regards Croisés seminars, are at a stage of greater emphasis on facilitation and dialogue among immediate stakeholders. Here the longer term challenge will be to share the results of the work with a wider audience.

In the areas of migration, the Lisbon Treaty, and to some extent aid effectiveness, relations and networking with the ACP Secretariat increased. This provides a good basis for future contributions to ensure that ACP concerns are being met and to improve ACP use of the EDF. The arrival of new political leadership at the ACP Secretariat in early 2010 provides an ideal opportunity to renew and consolidate the collaboration.

Support to strategic partnerships

Collaboration with strategic partners remains at the heart of DPIR's work. Perhaps the most substantive advance made in 2009, in terms of new partnerships with ACP actors, was the consolidation of the relationship with the Institute for Security Studies (ISS) in Pretoria. ISS is one of the few African institutes to closely follow the African Union, with a dedicated sub-office in Addis and

regular exchanges with the AU Commission and AU member state representations. It is of course particularly advanced in its specialist field of peace and security, but it also takes a wider interest in AU affairs and in AU-EU relations. This makes it a good complement to ECDPM's interests and networks. ISS and also SAIIA contributed to the 2010 challenges paper. This constituted the start of a more dynamic exchange of knowledge with ECDPM and its audiences and a more direct provision of African perspectives on specific issues. The partnership with both institutes is becoming increasingly well established, making for easier, more fluid and rewarding collaboration.

The partnership with the African Union continued to function well. Programme inputs strengthened the African preparatory workshop for the joint EU-AU seminar on JAES resourcing. Support was also provided on financial management to the AU Office

of the Deputy Chairperson. A third key activity was the seminar on AU institutional development organised in Uppsala in the run-up to the European Development Days. The variety of these inputs illustrates that the AU Commission is making use of a range of ECDPM capacities and skills. Regarding involvement of civil society organisations in the JAES, the programme helped to facilitate contacts among the AU Commission/ECOSOCC, European civil society organisations and the European Commission. It further helped to resolve a number of misunderstandings on the JAES that had emerged between European and African actors. The interface with the AU Permanent Representation in Brussels proved particularly useful and productive in taking the partnership forward.

Collaboration with the ACP Secretariat included, among other things, an analysis of the 2007 Joint Annual Reports (EDF) for

OUTCOMES

The Cotonou Partnership Agreement revision

ECDPM's work contributed to the debate on various aspects of the revision of the Cotonou Agreement by launching ideas and stimulating discussion and dialogue within and between the ACP and the EU. The discussions were clearly enriched, with both parties picking up on a good number of the ideas and developing them further.

ECDPM was involved from the start in preparations for the 2010 revision of the Cotonou Partnership Agreement. A multi-stakeholder seminar in 2006 led to the **2007** publication of *The Cotonou Partnership Agreement: What Role in a Changing World?* Stakeholders approached the Centre in **2008** to facilitate informal talks on the revision in the lead-up to the formal negotiations. The resulting seminar in Maastricht (Netherlands) involved a small group of key participants: ACP ambassadors, the ACP Secretariat, the AU Permanent Mission to the European Union, and selected EU member states, as well as ECDPM board members and staff. Ideas launched at that event were documented in ECDPM Discussion Paper 85, *The 2010 Revision and the Future of the Cotonou Partnership Agreement*.

Several ideas have continued to reappear throughout the revision process:

- creation of a formal place for duly mandated regional organisations in the Cotonou Agreement, in other words, the 'regionalisation' of ACP-EU relations
- strengthening the role of national parliaments in programming, review and monitoring of ACP-EU cooperation
- creation of an independent inspection panel or 'ombudsman' to monitor implementation

the ACP Committee of Ambassadors. The programme made a special effort to facilitate discussion between ACP and EU partners on the second revision of the Cotonou Partnership Agreement in the weeks before finalisation of the negotiating mandates. Later in the process, DPIP contributed inputs on migration (article 13 of the Cotonou Agreement), which is one of the more difficult topics. It also provided support in the form of a seminar on the Lisbon Treaty for the ACP Ambassadors. This seminar, with inputs not just by ECDPM but also by invited speakers from the European Institute of

Public Administration (EIPA) and the Swedish EU Presidency, was commended by the participants.

A number of potential new partnerships also started to emerge. Partnership with IRCC on 'aid for trade' looks particularly promising. Those with GRET and AFD hold potential for the future.

As the year advanced and ratification of the Lisbon Treaty looked more likely ECDPM undertook a collaborative project with three longstanding partners: the Overseas

Development Institute (London), the German Development Institute (Bonn), and FRIDE (a Madrid-based European think tank for global action). The initiative aimed to raise awareness of the impact of the Lisbon Treaty on EU development cooperation and involved, among other things, the publication of a common 'memorandum' to the newly installed European Commissioner for Development on development challenges currently facing the Union.



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Effectiveness of EU External Action

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External events

Events (co-)organised by the DPIR team

Workshop for the ACP Development Finance Committee on the Joint Annual Reports of the implementation of the EDF. ACP House, Brussels, 24 February

Joint ECDPM/ISS Seminar on Africa-EU Relations. Addis Ababa, 3 March

Workshop on the Report on the Preliminary Assessment of the Implementation of the European Consensus on Development. European Economic & Social Committee, Brussels, 3 July

ECDPM Aid for Trade Seminar organised jointly by the Trade and DPIR teams, including a side meeting with IRCC staff. Brussels, 9 July

Informal meeting for senior officials to reflect on the implications of the Lisbon Treaty for EU development cooperation. Maastricht, 16 September

Workshop for ACP ambassadors on the implications of the Lisbon Treaty. Brussels, 16 October

Building the African Union Institutional Architecture: Progress Achieved, New Perspectives and Possible Support by the EU. Uppsala, 21 October

Joint ECDPM/ISS event to launch the ISS AU Peace and Security Council Report. Brussels, 25 November

Events with contributions by the DPIR team

Stakeholders meeting on the Draft Report of the Preliminary Assessment of the European Consensus on Development, organised by the European Commission (DG DEV). Brussels, 3 July

Seminar on Africa-EU relations. Friedrich Ebert Stiftung (FES) EU Office, Brussels, 8 July

African Peace and Security Architecture and EU Support Expert Roundtable on African Security Threats to 2030. Institute for Security Studies, Kampala, 20-23 July

Lunchtime briefing for EU member states and members of the EU Committee on Development (CODEV) on the Lisbon Treaty. Brussels, 14 September

Regards Croisés Regional Seminar for West Africa. Abidjan, 21-22 September

European Development Days session on the role of citizens in the JAES. Stockholm, 22 October

Launch of the EU Policy Coherence for Development Report at the European Development Days. Stockholm, 23 October

Presentation on PCD to the European Parliament Committee on Development. Brussels, 9 November

Europe-Africa Research Policy Network (EARN) meeting on peace and security. Lisbon, 26 November





**ECDPM Trade Team,
left to right**

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Economic and Trade Cooperation

Programme overview and objectives

The Economic and Trade Cooperation (ETC) programme operates in the context of the global debate on strategies for effective and inclusive economic and trade development. Emphasis is on global trade liberalisation and the multilateral trading system, with the WTO Doha Development Round, as well as on the negotiation and implementation of the EU-ACP Economic Partnership Agreements (EPAs) and regional integration processes. The programme aims to contribute, in a non-partisan manner, to create an ACP-EU trade regime and economic relations that promote sustainable development and integration of the ACP countries into the world economy. It also works to improve economic governance conditions in ACP countries and regions and supports effective regional integration.

The programme recognises that any EPAs concluded between the European Union and ACP countries or regional groupings must contribute to regional objectives and fit broader development strategies.

Thus, special attention must be given to the scope and sequencing of trade commitments at the regional level, and each EPA must reflect the specific conditions and development approaches of the country and region concerned.

The current global crisis mandates that special efforts be made to adequately address the short- and medium-term adjustment needs of ACP countries and regions. We must rethink the role of the European Union in supporting

development in the ACP and address broader systemic issues of economic governance and sub-regional institutions. Otherwise development efforts will likely be in vain.

The ETC programme has articulated its activities around two interconnected policy processes:

- negotiation of EPAs and regional integration processes
- implementation and monitoring of EPAs and development support for trade (commonly referred to as 'aid for trade')

'I just want to compliment your esteemed organization for the job it is doing in generating and disseminating updated, though provoking, detailed and comprehensive research and literature on trade issues, especially in relation to the developing world and the EPAs. These [research papers and reports] are an asset to people like me ... who are working day in and day out on trade issues.'

*ACP Ministry of Trade
and Industry official*

2. ECDPM programmes

Policy process: EPA negotiations and regional integration

Recent evolution of the context and key thematic priorities

EPA negotiations continued in 2009, but despite the new impetus injected by EU Trade Commissioner Catherine Ashton early in the year, little significant progress was achieved. The main development was the signing of interim EPAs. The Caribbean became the first region to conclude and sign a final EPA, but even that region has been slow to start implementation. Outside the Caribbean, no ACP country has really begun EPA implementation. Several African countries that had initialled an interim EPA have explicitly postponed the signing of a finished agreement. While technical progress in some areas was achieved in West Africa and elsewhere, major breakthroughs were absent. A general 'EPA fatigue' seems to have set in, both in Africa and in Europe, with the EPAs being pushed down and at times even off the policy agenda.

Key actors

- African EPA negotiators, especially in Central Africa, ECOWAS, ESA and SADC
- AU Commission
- Czech EU Presidency
- 'Friends of the EPAs' group of EU countries (Belgium, Finland, France, Germany, Ireland, the Netherlands, Sweden, United Kingdom)
- ACP-EU Joint Parliamentary Assembly
- Caribbean Policy Research Institute
- Centre for European Integration Studies
- Friedrich-Ebert Stiftung
- German Marshall Fund
- International Centre for Trade and Sustainable Development (ICTSD)
- Overseas Development Institute
- SAIIA
- Association of World Council of Churches related Development Organisations in Europe (Aprodev)
- ENDA (an international organisation based in Dakar, Senegal)
- '11.11.11' Coalition of the Flemish North-South Movement

Process highlights

The ETC programme made key contributions to the interim EPAs and to efforts to unlock disagreements related to market access by focusing on the notion of flexibility and by addressing contentious issues. Responding to demand from EPA negotiators and other stakeholders in the ACP and Europe, ECDPM produced, with the financial support of the Dutch Ministry of Foreign Affairs (DGIS), a study of contentious issues in the interim EPAs. That report was presented to and informed several AU, ACP and EU meetings. ECDPM also facilitated informal dialogue on this topic among African and European stakeholders, helping to increase the parties' understanding of ACP concerns in the negotiations.

In parallel, and as a complementary exercise, ECDPM completed with ODI an extended analysis, also financed by the Dutch Ministry of Foreign Affairs (DGIS), of the interim EPAs between the EU and African states. This study too was actively consulted by African and EU officials and was often cited by experts on both continents.

The programme provided inputs to other debates as well. Regarding the global financial and economic crisis, we actively participated in study, discussion and debate in various international forums, including the 2009 African Economic Conference and a meeting of the European Association of Development Research and Training Institutes (EADI). Publications included a study of the EPAs in relation to the global crisis (entitled *Global Financial and Economic Crisis: Analysis of and Implications for ACP-EU EPAs*) and a special issue of the monthly flagship publication *Trade Negotiations Insights* (vol. 8, no. 4, May 2009). Regarding regional integration dynamics in Africa, the programme supported AU meetings of trade negotiators as well as other African conferences. It further critically reviewed the JAES Trade, Regional Integration and

Infrastructure Partnership. A related study examined the role of the European Union in supporting regional integration. ETC provided other inputs to the debates on trade facilitation (together with UNECA) and on the

'Today I received a print version of your book *The Interim Economic Partnership Agreements between the EU and African States*.... The chapter on contentious issues in particular gives a very good overview of the issues without agreement so far.'

EU member state official

revision of the Cotonou Partnership Agreement, especially its economic and trade cooperation chapters, at meetings of the tripartite SADC-COMESA-EAC group and at an informal ACP-EU dialogue meeting in Maastricht.

The programme continued its EPA-related analyses and news in the form of book contributions, widely disseminated papers and regular publications, such as articles in *Trade Negotiations Insights* (TNI) (produced together with ICTSD). In 2009, TNI features investigated the EPAs, 'aid for trade', the global financial crisis, climate change and environment, and implications of the Lisbon Treaty. Additional information was made available through the ACP-EU trade newsletter and website (www.acp-eu-trade.org). Stakeholders' access to pertinent information was further improved with the new ECDPM news bulletin, the *Weekly Compass*, and a specialised Web search tool developed with the Technical Centre for Rural and Agricultural Cooperation ACP-EU (CTA)/Agritrade and Hub Rural.

Progress towards policy process outcomes and key challenges faced

A key 2009 focus was feeding informal and official dialogues with timely and essential analytical inputs and information. Combining facilitation of dialogue, dissemination of information and practical and policy-oriented research enabled the programme to maximise its reach and impact on the EPA negotiation process.

The programme raised awareness and increased understanding of contentious dimensions of the EPAs. It then moved forward to identify possible solutions for the negotiators, while informing other officials and stakeholders not directly involved in the process, such as EU member states. ECDPM's analyses of the agreements concluded so far have stimulated debate and reflection among Africans and Europeans. In that respect, we can say that ETC activities have played a key

'We are already using the study [on the global financial crisis and EPAs] as background for our internal position towards EPA negotiations in the framework of the financial crisis.'

EU member state official

and unique role in deepening understanding among the parties to the EPAs. Arguably, the programme's work has also contributed to the increased flexibility now being adopted on some EPA issues. Recent ETC contributions have further revealed the interconnections between the EPA processes and other developments, such as the global financial crisis, regional integration and 'aid for trade'.



Policy process: 'Aid for trade' and EPA implementation

Recent evolution of the context and key thematic priorities

The past year saw intensified efforts by the European Union to concretely respond to the EPA-related needs expressed by several developing regions, particularly West Africa. At the same time, the global crisis stimulated discussion on what development cooperation response Europe could provide to developing countries. This is directly relevant to the ACP and to the broader debate on the development dimension of the EPAs, while also having a bearing on plans for 'aid for trade' support to accompany EPA implementation.

Key actors

- African EPA negotiators
- AU Commission
- Common Market for Eastern and Southern Africa (COMESA)
- Economic Community of West African States (ECOWAS)
- Southern African Development Community (SADC)
- Inter-Regional Coordinating Committee (of COMESA, EAC, IGAD and IOC)
- Caribbean officials
- ACP Secretariat
- ACP-EU Joint Parliamentary Assembly
- European Commission (DG DEV and AIDCO)
- EU member states (especially Austria,

Belgium, Finland, France, Germany, Ireland, the Netherlands, Spain, Sweden, United Kingdom)

- African Development Bank
- Technical Centre for Rural and Agricultural Cooperation ACP-EU (CTA)
- Pro-Invest TRINNEX
- TradeCom
- United Nations Economic Commission for Africa (UNECA)
- Commonwealth Foundation
- European Association of Development Research and Training Institutes (EADI)
- International Lawyers and Economists Against Poverty (ILEAP)
- Forum for Agricultural Research in Africa (FARA)
- Namibia Trade Policy Forum (NTF)
- Overseas Development Institute (ODI)
- SAIIA
- Association of World Council of Churches related Development Organisations in Europe (Aprodev)
- Southern African Confederation of Agricultural Unions (SACAU)

OUTCOMES

An honest broker in the EPA negotiations

The conclusion of interim EPAs in late 2007 led to increasing tension between the European Union and some ACP countries and regions. With their respective positions often diverging on technical matters as well as on issues of principle, the EU found itself accused of adopting a too aggressive stance, trying to divide ACP regions and presenting the EPAs as a *fait accompli*. Some ACP countries and regions, even while initialling or signing the agreements, continued to call for assurances that certain contentious issues would be revisited. Negotiators and other stakeholders in both ACP and EU states and parliaments expressed concern at the situation and sought ways to better understand the agreements concluded, the issues at stake and possible ways forward.

Responding to this need, ECDPM worked with ODI to produce an overview of the content of the EPAs and related challenges and prospects (Policy Management Report 17, *The Interim Economic Partnership Agreements between the EU and African States: Contents, Challenges and Prospects*). It then produced *Contentious Issues in the Interim EPAs: Potential Flexibility in the Negotiations* (Discussion Paper 89). This latter report, financed by the Dutch Ministry of Foreign Affairs (DGIS), provides an accessible, non-partisan overview of some of the main technical outcomes and issues under debate regarding the EPAs. The work was made possible by the excellent relations and trust that ECDPM has established with a wide range of stakeholders on both sides of the negotiations. Many of these partners were consulted for the analysis. In parallel, the programme conducted a pointed analysis of implications of the global financial crisis for the EPA process. The aim here was to guide policymakers to respond better to the emerging challenges. All of these studies were widely disseminated and discussed at key meetings in Europe and Africa, including events facilitated by ECDPM to promote informal dialogue. The work resulted in greater understanding of the positions of the various actors, identification of options for moving forward and a degree of restored balance in the ongoing EPA discussions. ECDPM's contributions, without prescribing specific solutions, were instrumental in unlocking some of the tension among the parties to foster development-oriented outcomes.

Process highlights

The activities of the ETC programme focused on better articulation of 'aid for trade'. Close collaboration with DPIR enabled specific attention to be given to the effectiveness dimension of aid for trade and to potential mechanisms of delivery. This work fed into and facilitated informal ACP-EU dialogue on regional delivery mechanisms for aid for trade. Effective implementation is a key issue in aid for trade, to help ACP countries seize opportunities and meet the challenges presented by trade agreements. However, most practitioners are still at the stage of determining the best ways to deliver finance in this area.

ECDPM's work and experience in this field, combined with its non-partisan and well-informed approach, has positioned the Centre as a key facilitator and source of independent analysis for the provision of technical support in this area to the ACP (COMESA, ECOWAS, IRCC, SADC) and to EU parties.

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ECDPM provided research support to IRCC, which is a harmonisation mechanism of COMESA, EAC, IGAD and IOC (Indian Ocean Commission), in its preparation of the joint Lusaka Declaration on regional integration, development work and EDF support. That document was signed with the European Commission at the ESA-Indian Ocean/ European Commission high-level meeting on 15 September.

At the request of EU member states and the European Commission, and with DFID funding, ECDPM provided technical support, in the form of a background paper, to the European Union to help it define collective and coherent action towards its commitment to deliver aid for trade in West Africa and to support the ECOWAS EPA development programme (PAPEd). The trust and respect shown by the European Union in asking ECDPM to conduct this exercise was the result of the ETC team's continuous provision of informal support and feedback, particularly to the 'Friends of the EPAs' group of EU member states. ECDPM inputs have continued to inform and stimulate discussion in many parts of the European Union on aid for trade strategies and responses to ACP needs. Yet equally critical to the success of this non-partisan exercise has been the credibility and respect gained by the Centre in past consultations with ECOWAS officials – those in charge of the EPA development programme as well as those involved in elaboration of the aid for trade strategy in West Africa.

Beyond assisting the European Union, the work yielded numerous lessons: on defining EPA development support, on donor interactions with regional organisations, and on donor support to regional integration programmes such as PAPEd. These initiatives, further, offer PAPEd strong potential for additional work, both in West Africa and on these themes more generally.

In a dedicated effort to inform the discussion and support a strategic and pragmatic approach to aid for trade, ECDPM contributed to a number of meetings involving the ACP Secretariat, the African

Union, UNECA and SADC. In the Caribbean, ECDPM cooperated with the Caribbean Policy Research Institute (CaPRI) and ODI to study the development component of the CARIFORUM-EU EPA. The research was commissioned and published by the European Parliament and presented in February at the third regional meeting of the ACP-EU Joint Parliamentary Assembly in Georgetown, Guyana. Also in the Caribbean, ECDPM was asked to help the German International Cooperation Agency (GTZ) and the UK Department for International

Development (DFID) conduct a scoping mission on the region's aid for trade needs in relation to the EPAs and on possible contributions these countries could make.

ECDPM and CTA further developed their cooperation on trade-related dimensions of agriculture and aid for trade in agriculture. Beyond joint analyses, this collaboration led to the organisation, together with the Namibia Trade Policy Forum, the Southern African Confederation of Agricultural Unions (SACAU) and GTZ, of the workshop 'Aid for Trade Strategies and Agriculture: Towards a SADC Agenda'. The event took place in Namibia, 9-11 November.

Other ETC efforts looked at the role of the private sector, impacts of the global financial and economic crisis, capacity and knowledge development and migration-related questions. Contributions took the form of informal meetings, analyses and information dissemination (see list of events and publications).

Progress towards policy process outcomes and key challenges faced

The programme derives its work portfolio on aid for trade from both a targeted strategy and an eye for opportunities. In 2009, strategic, planned activities included the informal dialogues and studies. Examples of the more opportunistic work were the work with PAPEd

and support to IRCC. It is gratifying to note that the Centre's consistent labours on aid for trade over the years, and its non-partisan, transparent and well-informed style, have led both the ACP, in particular, several African regions, and the European Union to call on ECDPM for support in this area. Synergies between our work on aid for trade and that on EPAs, as well as broader economic and development considerations, are becoming increasingly apparent, making the distinction between the EPA and aid for trade processes somewhat arbitrary at times.

'This document [on aid for trade] ... allows us to assess our level of preparation and the remaining effort we need to undertake in our region.'

Director of trade of a regional organisation

The ongoing activities of the ETC and DPIR programmes on aid for trade have served to better inform the various stakeholders, especially in terms of the options available, dilemmas faced and challenges ahead. Actors on both continents now have an enhanced appreciation of potential aid for trade modalities, activities and challenges. This is particularly true in Africa's western, eastern and southern regions. That greater understanding is now being translated into specific requests to ECDPM to support ACP organisations (e.g. IRCC, ECOWAS and SADC) and to assist EU member states and the Commission. The fact that ECDPM is actively involved behind the scenes with some of these key stakeholders at their explicit request is a confirmation of our effective contribution and added value to their policy processes.

Support to strategic partnerships

The ETC programme continued to actively strengthen its cooperation with some of ECDPM's key institutional counterparts: the ACP Secretariat, the AU Commission, regional economic organisations (especially ECOWAS, COMESA, IRCC, SADC and CEMAC) and regional EPA negotiators.

With SAIIA, the programme established a joint research assistant position (4 months

'The Commission is also indebted to the UNCTAD, South Centre, Third World Network, ECDPM, TradeCom Facility and the Commonwealth Secretariat for the technical and financial support that they provided towards the development of the EPA Template.'

Senior official of the African Union Commission for Trade and Industry

at SAIIA, 6 months at ECDPM) and organised a joint panel session, together with the Nigerian Institute of International Affairs, at the 2009 African Economic Conference. Collaboration with SAIIA expanded in the framework of EARN, and in conducting and further identifying common projects, such as on the global crisis, EPAs and regional integration.

ECDPM is a lead member of the South-North Network (SN₂), a group of Southern and Northern academic and policy-oriented organisations involved in research and training on trade and development issues. In the context of the Trade and Development Network (TDNet), a project financed by EDULINK and covering most of the SN₂ members, ECDPM provides six-month internships to graduates of a Southern network member. A coordinated research agenda and strengthened cooperation were also developed in the SN₂ context and presented at the SN₂ and TDNet meeting in Mauritius in December 2009.

ECDPM is a founding member of the Europe-Africa Research Network (EARN) and co-chair of the network's working group on trade. Besides a session at the 2009 African

Economic Conference on the challenges Africa faces in strengthening and coordinating its regional integration processes, the programme contributed to an assessment of and reflection on the JAES Trade, Regional Integration and Infrastructure Partnership under the Czech EU Presidency.

ECDPM continues to develop cooperation and a formal partnership with the Forum for Agricultural Research in Africa (FARA), based in Accra, Ghana. The thrust is on market access and the trade dimension of agriculture in Africa. Key words here are 'aid for trade' in agriculture and 'regional aspects', including in the context of Pillar II of the Comprehensive Africa Agriculture Development Programme (CAADP). This new partnership builds on ECDPM's longstanding cooperation with CTA. In this respect, ECDPM actively participates in the CTA Trade Advisory Group and Partnership Network. As a result, both organisations have decided to develop a joint strategy to deal with agricultural trade issues. It is in this framework that joint projects with FARA have been developed.

ECDPM strengthened its cooperation with Caribbean institutions, particularly through its partnership with the Institute of

International Relations (IIR) of the University of the West Indies, as well as by establishing a three-month internship programme with the Shridath Ramphal Centre for International Trade Law, Policy and Services of the University of the West Indies in Barbados.

ECDPM is a member of the Network of Regional Integration Studies (NETRIS) and participated in its kick-off meeting.

The programme continued its close cooperation with the International Centre for Trade and Sustainable Development (ICTSD), particularly in production of our joint monthly publication *Trade Negotiations Insights*. Regular ad hoc cooperation continued too with the International Lawyers and Economists Against Poverty (iLEAP) and the Overseas Development Institute (ODI), among others.

OUTCOMES

A success story of effective networking

ECDPM was at the founding in 2007 of the South-North Network (SN₂), along with the University of Pavia and SAIIA. SN₂ now comprises 12 universities and policy-oriented institutions in Europe and Africa (www.acp-eu-trade.org/sn2). Its aim is to help create in ACP countries a cadre of professionals able to provide sound policy advice on trade and development matters by strengthening linkages and interaction between ACP and European training, research and policy communities in the area of development and trade.

With financial support of EDULINK (the ACP-EU Cooperation Programme in Higher Education), and encouraged by ECDPM and the University of Pavia, the academic members of SN₂ initiated activities under the name Trade and Development Training, Research and Policy Network (TDNet), with which ECDPM and SAIIA are also associated. While most outcomes of this new network are expected over a three-year period, some fruits of the collaboration are already visible: The partners are engaging in collective policy-oriented research; six-month student internships have been established at ECDPM and SAIIA; and cooperation has been enhanced among African institutions and with European organisations. This is the start of a success story of effective networking, increasing the practically oriented policy focus of research and enhancing the capacity of experts and students to engage in relevant analysis on trade, development and regional integration. The result will almost certainly be an increased flow of knowledge and greater stock of human capital on these pertinent policy issues.

Publications and briefing notes

Bilal, S. 2009. EPAs, to be or not to be (In *Updating Economic Partnership Agreements to Today's Global Challenges*, German Marshall Fund, pp. 33-44)

Bilal, S. 2009. *Supporting or hindering regional integration in Africa? The role of the European Union* (Paper for the EARN session 'Regional Integration in Africa: Top Down or Bottom Up?' at the 2009 African Economic Conference, Addis Ababa)

Bilal, S. 2009. *Development aid for Economic Partnership Agreements* (In *Beyond Market Access for Economic Development: EU-Africa Relations in Transition*, Routledge)

Bilal, S., P. Draper and D.W. te Velde. 2009. *Global financial and economic crisis: analysis of and implications for ACP-EU Economic Partnership Agreements (EPAs)* (Discussion Paper 92)

Bilal, S. and N. Keijzer. 2009. *(How) can research help to promote trade and development? (In Knowledge on the Move: Emerging Agendas for Development-oriented Research, International Development Publications, pp. 69-88)*

Bilal, S. and F. Rampa. 2009. *What does the European experience tell us on aid for trade? (In Aid for Trade: Global and Regional Perspectives, Springer, pp. 63-85)*

Bilal, S. and C. Stevens (eds). 2009. *The interim Economic Partnership Agreements between the EU and African states: contents, challenges and prospects* (Policy Management Report 17)

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2. ECDPM programmes



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ECDPM, ODI and CaPRI. 2009. *The Cariforum-EU Economic Partnership Agreement (EPA): the development component* (Final report to the European Parliament, EP/EXPO/B/DEVE/2008/60)

Lui, D. and S. Bilal. 2009. *Contentious issues in the interim EPAs: potential flexibility in the negotiations* (Discussion Paper 89)

'I'm writing to thank you for sending these useful updates [Weekly Compass and Trade Negotiations Insights] on trade and development issues.... Getting access to extra analytical resources is always beneficial to prepare for EPA negotiations even in these days [when] talks are somehow stalled.'

ACP Ministry of Trade and Industry official

External events

Events (co-)organised by the ETC team

Seminar on the Cotonou Agreement and Economic Partnership Agreements. Ministry of Foreign Affairs, Helsinki, 3-4 June

Informal workshop on the EPA negotiations 'Addressing the Contentious Issues and Delivering Development Support'. Brussels, 8-9 July

CTA-ECDPM-GTZ-NTF-SACAU workshop 'Aid for Trade Strategies and Agriculture: Towards a SADC Agenda'. Windhoek, 9-11 November

2009 African Economic Conference on Fostering Development in an Era of Financial and Economic Crises. Addis Ababa, 11-13 November

Events with contributions by the ETC team

COMESA-EAC-SADC tripartite group seminar on the revision of the Cotonou Agreement. Brussels, 29 January

Africa-EU Business Development Event by okra eXpress, ACP Secretariat. Brussels, 25 February

UNECA-ATPC workshop on trade facilitation and aid for trade, 'Sustaining Trade Facilitation Gains Through Effective Aid for Trade Strategies' and launching of the Pan-African Alliance on e-commerce. Addis Ababa, 12-13 March

AU Conference of Ministers of Trade. Addis Ababa, 16-20 March

ECOWAS-Centre for European Integration Studies Academy in Comparative Regional Integration. Brussels, 25 March

'Friends of the EPAs' meeting of like-minded EU member states. Paris, 17 April

Commonwealth Foundation and Centre of Concern meeting on the financial crisis and trade 'Towards an Integrated Response: A Consultation with Commonwealth Finance Ministers'. Washington, DC, 24 April

ACP senior trade officials meeting, 'Technical Follow-up Group on EPA Negotiations and Implementation'. ACP Secretariat, Brussels, 4 May

SADC Secretariat and TradeCom seminar on the legal aspects of trade policy and regional and multilateral trade negotiations for SADC region EPA negotiators. Centurion (South Africa), 18-22 May

EADI EDC2020 meeting. Brussels, 27 May

Africa roundtable on the impact of the financial crisis on Botswana organised by the Egmont Institute. Brussels, 3 June

ProInvest-TRINNEX workshop on the ACP-EU Economic Partnership Agreements 'Opportunities and Challenges'. Lusaka, 16-17 June

Kick-off meeting NETRIS. Dar es Salaam, 22-24 June

Seminar on monitoring ACP regional integration. ACP Secretariat, Brussels, 7-8 July

African Union EPA coordination meeting. Gaborone, 22-23 July

CTA trade advisory group and partnership network meeting. Brussels, 8-11 September

Agriculture, Trade and Development Network (ATDN) meeting. Federal Ministry for Economic Cooperation and Development, Bonn, 17-18 September

Meeting of the regional preparatory task force on the West Africa-EU Economic Partnership Agreement. Brussels, 28-29 September

ACP-EU Joint Parliamentary Assembly, Committee on Economic Development, Finance and Trade. Brussels, 30 September - 1 October

TDNet, South-North Network (SN2) coordination meeting. Mauritius, 7-8 December



**ECDPM Governance Team,
left to right, top to bottom**

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Not pictured:

Faten Aggad, *Programme Officer*, Biniam Bedasso, *Research Fellow*, Annelies van Bauwel, *Seconded by Belgian Technical Cooperation (Artemia programme)*, Jean Bossuyt, *Head of Strategy*, Alisa Herrero Cangas, *Programme Officer*, Niels Keijzer, *Programme Officer*, Noëlle Laudy, *Senior Executive Assistant*

Governance

Programme overview and objectives

Overall the Governance programme seeks to contribute to better informed dialogue and more effective cooperation in support of governance, particularly involving the ACP (primarily Africa) and the European Union and European Commission. The programme, first, works to assist Africa's own search for home-grown strategies to promote governance. At the same time, it helps to build European capacity for improved Commission engagement with key ACP governance actors. Finally, it promotes effective linkages and synergies between policy debates and initiatives on governance in the ACP and in the European Union.

To realise these aims, the programme invests in facilitation, knowledge development and strategic partnerships primarily related to two policy processes:

- Africa's search for fully owned governance agendas at various levels, with a particular focus on supporting the emerging African Governance Architecture as promoted by the African Union
- initiatives within the European Commission and within a number of EU

member states to better analyse and address the governance dimensions of engagement with and support to ACP stakeholders

These policy processes reflect key developments in ACP-EU cooperation and contextual changes in Africa and Europe.

Policy process: Supporting Africa's search for home-grown governance agendas

Recent evolution of the context and key thematic priorities

A promising development in 2009 was the growing political leadership of the AU Commission in the further development of an effective African governance architecture. This is in line with the AU Strategic Plan 2009-12, which gives the AU Commission a clear mandate to 'promote and facilitate the establishment of an appropriate architecture for the promotion of good governance'. The AU Commission will rely on existing pan-African institutions and organs to do so.

Key actors

Strategic partners

- AU Commission (Department of Political Affairs)
- Africa Governance Institute
- Laboratoire Citoyennetés (LC)
- SAIIA

Other African stakeholders and institutions

- African Development Bank
- United Cities and Local Governments of Africa (UCLGA)
- Municipal Development Programme for West and Central Africa
- Local government associations of Niger, Benin and Mali
- Local government training institutes in West Africa

European stakeholders

- European Commission
- EU member states (Germany, United Kingdom, Sweden, Spain, Belgium)

Process highlights

The programme's support to African governance initiatives ranged in level from questions of decentralisation up to the African Peer Review Mechanism and support to the emerging African Governance Architecture. The AU Commission took decisive steps in 2009, organising a first consultative meeting with the pan-African

2. ECDPM programmes

The emerging African Governance Architecture

Since the inception of the African Union, a wide range of processes and initiatives have been undertaken to build a pan-African governance architecture. These include the establishment of new governance institutions with continental mandates, such as the Pan-African Parliament (PAP), the Economic Social and Cultural Committee (ECOSOCC) and the African Court on Human and People's Rights.

The AU Commission was designated as the lead institution to take this process forward. While the structure of the governance architecture is still to be consolidated through a process of dialogue and consultations, its basic components are already fairly clear. From a legal point of view, the Architecture will be underpinned by international norms and standards, as well as a set of governance instruments that are approved by AU member states. Institutionally, the Architecture will bring together the pan-African governance organs and secretariats, the regional economic communities and AU member states. One of the key conduits for strengthening this process and for discussing issues of common interest, will be the *African Governance Platform*.

Policy process: Assessing and addressing the governance dimensions of development challenges

Recent evolution of the context and key thematic priorities

The past years have witnessed an increasing acuteness of development challenges, such as climate change, food insecurity and global financial crisis. Recognition of the need to analyse and address the governance dimensions of these challenges has grown as well. Donors, too, are under pressure to live up to their commitments to improve aid effectiveness, to contribute to global development objectives (such as the Millennium Development Goals), and to tackle

institutions in Yaoundé in March. A second meeting followed in December in Nairobi. Yaoundé brought together a variety of institutional actors, including the Pan-African Parliament, the African Peer Review Mechanism, ECOSOCC, the AU Commission, regional economic communities, the African Development Bank and AU member states.

The group deliberated on a shared governance agenda, reaching several key conclusions:

- The African Governance Architecture is already partially in place, embodied in a range of governance instruments, processes and institutions.
- These elements can be further strengthened.
- An African 'platform on governance' needs to be established as a central mechanism of the African Governance Architecture and a tool to enable processes of coordination and complementarity among existing African governance actors, particularly AU organs and regional economic communities.

At the request of the AU Commission, the Governance programme provided various forms of support to the African Governance Architecture process. Assistance ranged from facilitation to the production of targeted background notes. These notes dealt with the concept of a governance architecture for Africa, the potential added value of the proposed African Platform on Governance, and the role of the EU Governance Initiative with its large incentive window of € 2.7 billion for ACP countries. Proactively, ECDPM further explored possibilities of strategic collaboration with the African Development Bank on strengthening the African Governance Architecture as well as on sector governance and new aid modalities (e.g. budget support).

Efforts were also made to 'connect' these Africa-driven debates to the JAES Partnership on Democratic Governance and Human Rights². In this context, the programme provided information to European civil society

organisations and civil society platforms on key challenges related to the asymmetries and complexities that continue to permeate the modus operandi of the JAES Governance Partnership.

Apart from these efforts at the pan-African level, the Governance programme worked with longstanding partners, Laboratoire Citoyennetés (LC) and the Commissariat for Institutional Development (CDI) in Mali, to conduct dialogue on governance issues at the regional and national levels and to contribute to the debate on ACP-EU cooperation. LC's capacity was strengthened to deliver key findings and lessons from its action research on domestic accountability to policymakers in Africa and Europe.

Through facilitation support to CDI and a multi-stakeholder workshop, a participatory avenue was followed to define an operational programme for implementing Mali's ambitious state reform and institutional development programme during the next three years. Finally, building on previous research, the programme produced and distributed a number of publications on performance management tools for local governments.

Progress towards policy process outcomes and key challenges faced

ECDPM inputs over 2008 and 2009 contributed to the AU Commission's efforts to strengthen and institutionalise the African Governance Architecture. Through a mix of strategic partnerships, action-oriented research and process facilitation the Governance programme helped African institutional actors with agenda-setting and trust-building. This helped lay a foundation for the further African Governance Architecture process and for preliminary work on the African Governance Platform (see box). At the same time, African institutional stakeholders gained better insight into among other things the opportunities for and obstacles to creating linkages with the JAES Partnership on Democratic Governance and Human Rights.

² This partnership held promise for creating a governance platform as an innovative conduit for dialogue between Europe and Africa. However, little progress has been achieved so far. Though the African Union developed an 'African position' on such a platform, the two sides have not yet been able to reach agreement on its composition and modus operandi.

problems like climate change. It is therefore more important now than ever before to understand what drives or blocks change and may stand in the way of feasible and effective response strategies in partner countries.

Emphasis on domestic actors and accountability mechanisms and processes is much in evidence in the preparations for the Fourth High-Level Forum on Aid Effectiveness (Seoul, 2011). Also, the OECD's Development Assistance Committee has launched a work stream in support of domestic accountability.

Two related processes in EU aid are promising in terms of support to domestic accountability and strengthening governance. First, EuropeAid launched its strategy to fundamentally transform the way it organises its technical assistance. The transformation puts a strong emphasis on domestic actors and ownership. Second, EuropeAid has started to analyse and address governance dimensions in its sector operations. This coincides with a trend – also noticeable among donors and development agencies such as the World Bank, DFID and the Netherlands' Directorate General for International Cooperation (DGIS) – to invest more in political economy and governance diagnostics. Such diagnostics are crucial to provide a solid basis for informing and adjusting donor development strategies and aid modalities.

Key actors

- EuropeAid
- European Commission (units dealing with sector operations, governance, security, human rights and gender, and aid delivery methods)
- EC delegations
- World Bank
- Overseas Development Institute
- The Policy Practice
- Dutch Ministry of Foreign Affairs (DGIS)
- Netherlands Development Organisation (SNV)
- Association of Netherlands Municipalities
- Netherlands Institute for Multiparty Democracy
- OECD Development Assistance Committee Network on Governance (GOVNET)
- Informal Donor Working Group on Decentralisation and Local Governance (hosted by InWent, Bonn)
- European Platform of Local and Regional Authorities for Development (PLATFORMA)
- Laboratoire Citoyennetés (LC)
- AU Commission
- African Development Bank (Governance, Economic and Financial Management Department)
- SAIIA
- Commissariat for Institutional Development (CDI, Mali)
- Africa Governance Institute

Process highlights

Three major publications to which the Governance programme provided substantial

OUTCOMES

Support to AU dialogue on governance

ECDPM contributed to the African Union local governance stakeholders meeting in Yaoundé in March. This was a unique event in that, for the first time, representatives of local authorities in Africa interacted directly at the pan-African level with AU member state representatives and other institutional actors. The Governance programme assisted the process and provided content facilitation which helped to ensure that this more inclusive group of actors – in a hitherto untried setting – was adequately positioned to deal with the challenging and open-ended agenda of key development policy processes. As a result, African local governance actors, including regional associations, were invited to spearhead the follow-up process, which will target greater inclusiveness and representativeness at the pan-African level.

Strengthened accountability mechanisms at the pan-African level

ECDPM and the Africa Governance Institute collaborated in preparing and facilitating the first open workshop with African actors and stakeholders on the African Peer Review Mechanism. This joint effort resulted in a valuable and frank 'meeting of minds', as one participant characterised the event and discussions. The workshop took stock of the implementation challenges of the first generation of African peer reviews. This raised awareness of the need to improve the design of the next generation of peer reviews and helped to strengthen linkages between the APRM and the African Governance Architecture. In the process, the Africa Governance Institute demonstrated its capacity and credibility as convener and enabler of inclusive pan-African dialogue on governance.

inputs hit the market simultaneously in 2009. Each revolved in one way or another around the centrality of domestic governance processes and actors. First, the European Commission published its global evaluation, undertaken by ECDPM, on Commission support to and through civil society organisations (CSOs). The programme presented the findings and recommendations of the study at a restitution session for Commission officials and CSO representatives. They welcomed the conclusions, which will feed into a multi-stakeholder dialogue planned for 2010.

The findings will also feed into ongoing efforts to sharpen and reorient support strategies that recognise CSOs as development and governance actors. An example is EuropeAid's efforts to engage more strategically and effectively with non-state actors when applying new aid modalities.

The second publication was the OECD Development Assistance Committee (DAC) sourcebook on donor approaches to governance assessments. ECDPM³ provided substantial inputs to this publication, in which DAC sets out five guiding principles for assessing governance. These serve to remind donors of their commitment to shift emphasis to knowledge and capacity development of domestic actors in support of domestic accountability processes.

Third, the European Commission published a new reference document on analysing and

addressing governance in sector operations. This is a co-production of ECDPM and a multi-stakeholder reference group that includes participants from the European Commission, EU member states and the African Development Bank. The document presents guidelines for bringing the 'governance iceberg' in sector operations into sight. Its governance analysis framework offers step-by-step guidance for revealing the governance dimensions and actors that matter most for development.

EuropeAid has integrated the tool and the reference document into its training package for governance advisors. Near the end of the year, the Governance programme was asked by a number of EuropeAid's operational sector units to assist them in applying the tool to the realities of particular sectors: water, environment, natural resources, transport and trade facilitation. Colleagues in the ETC programme collaborated on this work.

EuropeAid's Governance Unit asked ECDPM to assist it in networking with other donors and multilateral institutions, including the World Bank, UNDP, DFID (UK) and the Dutch government.

Given the programme's track record on decentralisation, civil society organisations and governance analysis, EuropeAid asked for further assistance on the governance aspects of the budget support aid modality. Similarly, the Belgian government requested facilitation in the areas of political dialogue and budget

'This was the frankest discussion on the African Peer Review Mechanism (APRM) that I have attended since I got involved in the process. I hope we can sustain this debate for the sake of progress on our continent.'

Former member of the APRM Panel

3 ECDPM worked with Nils Boesen, a consultant, on the OECD DAC assignment and on sector governance activities with the European Commission.

2. ECDPM programmes

support. The programme launched a discussion platform to contribute to a more informed and inclusive debate in this respect. It also contributed by sharing experiences, tools and initial lessons, becoming a co-editor of the EU Capacity4Development Learning Platform (<http://capacity4dev.ec.europa.eu/topic/2028>).

Other work on domestic accountability was undertaken in nine pilot countries on behalf of the Dutch Ministry of

Foreign Affairs. Here, the programme provided advisory services, authored four background notes and facilitated linkages through a discussion group among Dutch experts in the field and at headquarters. Three field missions – to Tanzania, Mozambique and Benin – served to deepen understanding of accountability challenges and to identify potential ways to support multiple stakeholders for strengthened domestic accountability systems. In particular, the activities aimed at limiting the negative impact of aid on partner countries' own governance and accountability systems. These efforts have identified state and non-state actors that can be drivers of change in domestic accountability processes. Work in this field has helped to promote collaborative practices and learning with core accountability actors in partner countries.

Other fieldwork included activities in and on Burundi. In the area of security sector governance and state fragility, the Governance programme facilitated multi-stakeholder cooperation among donors, external police

experts, implementing agencies and Burundi state and non-state actors. This resulted in a five year Belgo-Dutch support programme for professionalisation of the Burundi police force.

'I enjoy reading the information contained in the Weekly Compass and mostly on the issue of good governance. It is important to us to know what we can do to improve governance in our countries as it is a "prerequisite" for a sustainable development.'

Ministry of Trade and Industry advisor, Burundi

ECDPM ensured that the design of this programme integrated basic features of the new European Commission guidance on technical cooperation. It also brought in the DAC principles on working in fragile environments. Thus, in the broader context of the Dutch support to security sector reforms in Burundi, a relevant role was reserved for involvement of domestic accountability actors.

ECDPM continued to serve on the international expert group advising the Dutch government on Burundi. In addition, the Dutch Ministry of Foreign Affairs asked us to assess how and to what extent the Council Conclusions on Europe's Engagement in Fragile Situations (November 2007) had been implemented in Burundi. ECDPM undertook a mission to this end in July, and findings and lessons were later shared with the Dutch Ministry. This work should contribute to an EU implementation plan to be finalised in 2010.

The Governance programme, furthermore, strategically reoriented its expertise

on civil society organisations and decentralisation in support of the sector governance policy process. Building on experiences in two pilot workshops, organised in Nicaragua and Mali in 2008, programme staff set up and facilitated the European Commission's first comprehensive training seminar to

improve its support to decentralisation in third countries. Nearly 40 participants from some 25 delegations participated in this interactive and much appreciated learning event.

In a similar vein, the programme organised follow-up work to its earlier studies on municipal performance management tools in West Africa and conducted a feasibility study for the German development agency InWent. Work with CSOs centred on sharing the key findings and recommendations of the European Commission's global CSO evaluation with key civil society interlocutors.

Progress towards policy process outcomes and key challenges faced

The Governance programme sharpened its focus in line with the Centre's 2009 internal mid-term review. In response to suggestions from EuropeAid to more fully integrate the Centre's past work on the 'governance analysis

framework' with sector governance activities, the team opted for a more strategic concentration on the emerging policy process of sector governance. The programme continued

to rely on the expertise, knowledge base and networks developed through its work with the European Commission on governance in sector operations, on donor approaches to governance assessments (with GOVNET), on the European Commission's civil society evaluation, and on decentralisation, domestic accountability and budget support.

Hands-on fieldwork related to multi-stakeholder cooperation in support of security sector governance in Burundi, and country-specific activities on domestic accountability in other partner countries contributed to sharpen the 'cutting edge' – and credibility – of the programme's work with EuropeAid. Overall, research, training, sensitisation and facilitation were oriented towards contributing to a gradual shift within the European Commission to a more inclusive, collaborative and analytical approach to governance support in sector operations and beyond (see box p. 39).

Work on domestic accountability, moreover, positioned the Governance programme to help steer some of the emerging debates on aid modalities, such as budget support.



Support to strategic partnerships

The Governance programme maintained primary strategic partnerships with four African governance actors operating at the pan-African, regional, national and local levels:

- AU Commission
- SAIIA
- Laboratoire Citoyennetés (LC)
- Commissariat for Institutional Development (CDI, Mali)

Work in support of the African Governance Architecture (see box p. 36) allowed the programme to strengthen its strategic partnership with the AU Commission's Department of Political Affairs and to enter into a strategic partnership with the Dakar-based Africa Governance Institute. These organisations are similar to ECDPM in that each prioritises inclusive and multi-level participation.

To increase potential synergies and leverage, the programme started cooperation with the African Development Bank's Governance, Economic and Financial Management Department. The Bank's work on regional integration, economic governance, domestic resource mobilisation, sector governance and budget support in fragile environments seems especially promising from the perspective of strategic cooperation.

The programme's strategic partnership with LC and SAIIA enriched the Centre's knowledge base on domestic accountability and fed into other ECDPM facilitation and training services in both Africa and Europe.

With EuropeAid the programme explored and piloted the development of aid responses that are informed by governance and political economy analyses. The programme worked on these issues with various units of the European Commission. Moreover, it played a vital role in the overhaul of the Commission's technical cooperation, contributing to its so-called 'Backbone Strategy' on reforming technical cooperation. The idea here is to support a shift towards stronger country ownership. In addition to these dynamics at EU headquarters, there was strong demand from the EU delegations in the field to assist them in integrating a governance focus into their work.

The Governance programme further tapped into an emerging network ranging from bilateral development agencies to multilateral institutions such as the World Bank, but also independent think tanks and research institutions such as ODI (UK) and the recently established the Policy Practice⁴ (which provides support on political economy diagnostics and training). African strategic partners were further involved in training and knowledge development activities.

OUTCOMES

From normative to analytical approaches to governance

The Governance programme's knowledge work has helped to shift the donor focus on governance from a largely normative to a more analytical perspective.

Governance Initiative

The Governance team has encouraged its strategic partners in Europe and the ACP to take a more critical and analytical stance on the European Commission's *Governance Initiative*, which in volume is the Commission's largest governance support programme. The programme is probably also the Commission's least known. It was launched in 2006 with the explicit purpose of creating 'incentives for reform' (Council Conclusions, 16 October 2006). A € 2.7 billion incentive scheme was set up for ACP partner countries, backed by a largely descriptive and indicator-driven governance assessment methodology (the 'governance profiles') and by a process of dialogue with ACP partners on governance plans and reforms.

The EU member states and Commission committed themselves to review the implementation of this incentive mechanism, the governance profiles and the dialogue with partners. That process, however, has not been open-ended and inclusive of relevant ACP stakeholders. Moreover, basic assumptions remain untested; for example, how can external actors incentivise reforms and which governance dimensions matter most for development. Hence, the Governance programme proposed a more probing, in-depth and inclusive review. Through networking and country case assessments, the programme shared critical reflections and findings on the gap between the laudable principles of the Governance Initiative and the real-life implementation challenges.

EU member states brought these reflections and perspectives to the EDF Committee that discussed the review, contributing to a more constructive and critical evaluation process. The outcome of this Commission-driven review process was a document that highlights flaws such as the lack of preparatory consultation on the governance incentive mechanism and tranches, the lack of analysis in the governance profiles and the unresolved matter of JAES funding. According to one member state, the Governance programme's efforts helped to emphasise the need for donors to engage more and better with domestic actors – including strengthening their capacities to assess and analyse governance processes and to make better use of available research and assessments (such as those of the African Peer Review Mechanism). Ultimately, these combined efforts resulted in sharpened Council Conclusions on Support to Democratic Governance (May 2009).

GOVNET

The collaboration between the Governance programme and its partners Nils Boesen, Lise Rakner and Rikke Ingrid Jensen on behalf of the DAC Governance Network (GOVNET) earned appreciation in a number of respects. At the wrap-up meeting of GOVNET, both the DAC Secretariat and core contributing member states congratulated the consultancy team for its facilitating work and for its strong focus on developing partners' contributions to the international conference (February 2009) and on the country cases. This work helped to emphasise the need for a more analytical perspective on governance assessments. It further provided impetus for a sourcebook and set of strong and consensual guiding principles to make donor-driven governance assessments more relevant to domestic change processes and stakeholders – prioritising domestic accountability mechanisms and actors. Donor behaviour can now be assessed against these new guiding principles.

Throughout the year, the programme provided content and facilitation support on domestic accountability. The Dutch Ministry of Foreign Affairs (DGIS) asked ECDPM to facilitate in nine of its partner countries multi-agency cooperation on domestic accountability with the Netherlands Development Organisation (SNV), the Association of Netherlands Municipalities, the National Institute for Multiparty Democracy and others. On this topic, the Governance team also maintained contact with GOVNET.

In the field of decentralisation, the programme established a working relationship with the Secretariat of the Informal Donor Working Group on Decentralisation and Local Governance hosted by InWent in Bonn. The secretary general of the working

group participated in a training course on decentralisation facilitated by the Governance team for the European Commission. The group expressed interest in further collaboration. Following on earlier contacts, we provided targeted support to the newly founded European Platform of Local and Regional Authorities for Development (PLATFORMA). This platform aims to raise the effectiveness of international municipal cooperation between local government actors from Europe and those in developing countries.

This mix of strategic partners enabled the Governance programme to explore the potential at different levels for dialogue on the African Governance Architecture and for synergies among governance actors in Africa.

2. ECDPM programmes



Publications and briefing notes

Bijl, J., P. Hochet and A. Herrero. 2009. *Un regard ouest-Africain sur l'appui à la redevabilité politique*. Gouvernance et Citoyennetés (No. 2 Juin)

Bossuyt, J., A. Herrero and J. Vanheukelom. 2009. *EC engagement strategies with civil society* (Briefing note written at the request of Sweden for its EU presidency)

Bossuyt, J., J. Vanheukelom, F. Aggad, A. Herrero and N. Keijzer. 2009. *Supporting domestic accountability: exploring conceptual dimensions and operational challenges* (Discussion Paper 93)

ECDPM. 2009. *Democracy in development: how can both processes mutually reinforce each other?* (Background paper for plenary session 'Democracy and Development', European Development Days, Stockholm, 22-24 October)

EuropeAid. 2008 (released in 2009). *Analysing and addressing governance in sector operations* (Tools and Methods Series, Reference Document 4, European Commission)

Hauck, V.A. (forthcoming in 2010). *The role of churches in creating social capital and improving governance in Papua New Guinea: lessons for working in fragile situations* (Public Administration and Development, Vol. 30, pp. 49-65)

Hoven, I. 2009. *Perspectives on budget support: why and how we are delivering* (Discussion Paper 88A)

Katito, G. and F. Aggad. 2009. *Strategies for effective policy advocacy: demanding good governance in Africa* (Research Report 3, SAIIA)

OECD/DAC. 2009. *Donor approaches to governance assessments: a sourcebook* (www.oecd.org/dataoecd/27/31/42338036.pdf)

Schiltz, J. and M. Bichler. 2009. *Perspectives on budget support: who's afraid of budget support?* (Discussion Paper 88)(Also available in french)

External events

Events with contributions by the Governance team

PLATFORMA meeting. Brussels, 10 March

AU Commission multi-stakeholder consultation on the African Governance Architecture. Yaoundé, 10-11 March

PLATFORMA conference 'How Can Local and Regional Authorities Act Effectively in Development Cooperation?' Brussels, 11 March

CONCORD meeting 'Funding for Development and Relief'. Brussels, 11 March

Third Regional Workshop on Democratic Governance, EuropeAid. Kigali, 12-16 May

European implementation team meeting on the governance architecture of the JAES. Brussels, 3 July

European Commission-ECDPM seminar on decentralisation and local governance. Brussels, 6-10 July

European Commission regional seminar on sector support and decentralisation. Kathmandu, 19-26 September

Conference on assessing the effectiveness of local and regional authorities' roles in development cooperation, organised by the Council of European Regions and Municipalities and PLATFORMA. Lyon, 5 October

Learning session on domestic accountability 'Strengthening Domestic Accountability Mechanisms in Practice', by ICCO and the Dutch Ministry of Foreign Affairs. Utrecht, 12 October

European Development Days session on domestic accountability at the request of the Swedish Presidency and the Dutch Ministry of Foreign Affairs. Stockholm, 22 October

DFID workshop on analysing governance and political economy in sectors, at the request of EuropeAid (E4). London, 4-6 November

Consultation on security sector reform in Burundi on behalf of the International Reference Group for the Dutch Ministry of Foreign Affairs. The Hague, 16-18 November

Belgian Technical Cooperation agency seminar on institutional strengthening. Brussels, 20 November

EU meeting of 'like-minded donors' on politics and budget support. Brussels, 11 December

AU Commission stakeholder meeting on the African Governance Architecture. Nairobi, 9-13 December

Knowledge and innovation



ECDPM Knowledge Management Team, left to right, top to bottom

Klaus Hoefsloot, *ICT Manager*, Judith den Hollander, *Intranet Officer*, Ivan Kulis, *Knowledge Management Officer*, Claudia Backes, *Publication Officer*, Volker Hauck, *Head of Knowledge Management*, Melissa Julian, *Knowledge Management Officer*, Jacque Dias, *Information Officer*, Suzanne Cartigny, *Publication Officer*,

Not pictured:

Pia Brand, *Communication Officer*, Verena Ganter, *Information Assistant*, Irenah Klink, *Information Assistant*, Yasmine Medjadji, *Publication Officer*

Knowledge management

Overview

The Knowledge Management and Communication unit focused in 2009 on implementation of the Centre's 2008 knowledge and communication strategy, entitled *Linking Knowledge and Communication*. The unit performed its role as a Centre-wide facility in line with its mandate and maintained intense working relationships with ECDPM's different departments and programmes as well as with external partners. The substantial investments made in 2007 and 2008 to build an efficient knowledge management infrastructure began to pay off, and additional external expertise was mobilised to introduce added innovations, particularly in the area of communications.

The European Commission requested the unit's expertise to help it build a knowledge management platform within EuropeAid (www.capacity4dev.eu) and to link this with advisory work on technical cooperation for capacity development. This latter policy process figured prominently during the Czech and Swedish EU presidencies (see box p. 11).

Four main areas of work are reported on here: outreach and external communication, external knowledge networking, in-house sharing and communication, and support to programmes and corporate tasks.

OUTCOMES

Technical cooperation for capacity development

Throughout 2009, the unit helped to prepare and execute several consultations and workshops and drafted a text that became part of the EU Council Conclusions on an Operational Framework on Aid Effectiveness, endorsed in November. That text constituted the first-ever policy agreement on the topic of technical cooperation at the EU level. The key elements of the EU approach are four: ownership and leadership by partner countries, a demand-led attitude by which technical cooperation is not provided by default, results orientation and a focus on capacity development. The approved operational framework commits the European Union to stimulate country leadership in the formulation and management of technical support and to promote South-South cooperation.

ECDPM was a key supporter in development of the European Commission's 'Backbone Strategy' for reforming technical cooperation and project implementation units, in work that started in 2007. A key aspect of that strategy, which is now under implementation, is to raise the capacity of EuropeAid staff to introduce and use new knowledge-sharing tools. Another aspect is expanding acceptance and support of the strategy among EU member states.

Building on previous work, the Commission invited the Centre to help develop an all-EuropeAid learning and knowledge-sharing platform (www.capacity4dev.eu) and to participate as thematic experts in the broader trajectory to reform EU technical cooperation for capacity development. The thematic work comprised training and coaching staff and supporting related policy reform within the European Commission's DG DEV and EuropeAid. This work aims ultimately at formulation of a joint European approach on technical cooperation for enhanced capacity development.

The training and coaching of EU staff and partners on the reform was done during a mission to Suriname, where ECDPM tested application of the new EuropeAid technical cooperation guidelines at the country level. Findings were published at www.capacity4dev.eu, in the form of short articles related to the technical cooperation reform agenda of the forthcoming Spanish EU Presidency. These also shed light on Spain's relatively young technical cooperation sector. Finally, the unit advised on enhancing knowledge networking and learning through the 'capacity4dev' platform.

2. ECDPM programmes

Outreach and external communication

Following the recommendation of the Centre's external evaluation in 2007, outreach to policymakers and other external communication received our principal attention during this reporting period. A main innovation was creation of the *Weekly Compass*, an electronic bulletin which positions ECDPM more prominently on the ongoing policy processes in which it works. The e-alert is written in a concise journalistic style and sent to subscribers every Friday afternoon. An extended version is available at the click of the mouse to provide more in-depth analysis on policy events, publications and other news. The bulletin is innovative in its personalised nature, which creates reciprocity with subscribers in terms of information exchange. It has earned many positive reactions, as highlighted in the box.

The Centre now uses various social media to ensure timely weekly reporting: 'Delicious' to track bookmarks in areas of interest (now with a database of some 14,000 entries), Twitter for immediate alerts, and topical RSS feeds to create synergies with complementary knowledge communities and networks.

Creation of the *Weekly Compass* coincided with a systematic updating and enlargement of the ECDPM mailing database with strategically important contacts. The database now captures more than 13,000 individual contacts working at the policy level. The majority of these are based in the ACP and Europe. Categorisation of contacts into areas of specialisation such as 'aid for trade', African governance and EU institutional change allows us to target our policy information to stakeholders working on particular topics.

To further improve outreach and communication, the KM team undertook a substantial media mapping exercise in 2009. The resulting list of some 280 media contacts in Europe and the ACP now allows the Centre to send tailored mailings, press releases and bulletins about our work.

Several additional instruments helped the Centre to improve its visibility and intelligibility towards new audiences. Our revamped institutional brochure provides a clear explanation of ECDPM's core business. The Centre's overall profile gained an overhaul with a restyled corporate logo, a system of

corporate branding and improved graphical design. A CD-ROM with publications and information about the Centre was added to the ECDPM Annual Report, which itself was restyled in 2008. The *Annual Report Highlights* was again produced, summarising Centre work in a succinct and accessible manner. These publications were distributed to some 12,000 contacts.

External knowledge networking

To stay connected with relevant knowledge management and networking initiatives, the unit organised a variety of exchanges with partner organisations and collaborators. The 'Pelican Initiative' continued to provide a platform to deepen learning on, for example, evaluation methodologies and systems thinking (see box p. 44).

We became a founding and editorial partner in the new *Knowledge Management for Development Journal*. This peer-reviewed, community-based journal, published by Routledge, is for and by development practitioners, researchers and policymakers in the wider knowledge management for development community (www.km4dev.org).

The Centre remained active as a member of the Board of the European Forum on International Cooperation (Euforic). This cooperative has created valuable assets over the years, in particular in the area of knowledge networking on European development and social media training. Nonetheless, its structural financial instability led the Board to decide that the organisation in its current form had to be closed as of late 2009.

Further partnerships were with Chatham House, the Information and Management Working Group of the European Association of Development Research and Training

Feedback on the Weekly Compass

'I'm working as Trade Policy Analyst to the Ministry of Trade in Burundi... Getting access to extra analytical resources is always beneficial to prepare for EPA negotiations even if these days EAC-EC talks are somehow stalled.'

Trade Policy Analyst, Ministry of Commerce, Industry and Tourism, Burundi

'[T]his week's Compass #10 has been particularly helpful to me in drawing together the threads of many of the issues which we have been discussing and negotiating... We also appreciate the new blog on Development Policy and International Relations Issues.'

ACP Ambassador, Mission to the European Communities



'Thanks so much for sharing with me the current EU thinking on development policy. Let us hope that the EC and EU Member States will work towards making EU-Africa Partnership a true model of development cooperation between the North and South.'

Trade policy expert, African Union

Further, our Capacity.org partnership continued with the Netherlands Development Organisation (SNV) and UNDP, publishing on thematic issues such as 'capacity development for water and sanitation', 'understanding context', and 'local capacity developers'. In 2009 this initiative welcomed ICCO, the Dutch inter-church organisation for development cooperation, as a new institutional partner.

Institutes (EADI), PSO (an association of Dutch development organisations), the University of Maastricht, Europe's World (a publication), and the IKM Emergent programme. With an IKM working group dealing with organisational aspects of knowledge management, the unit organised a working session for peers at which ECDPM staff presented and discussed its strategy *Linking Knowledge and Communication*.

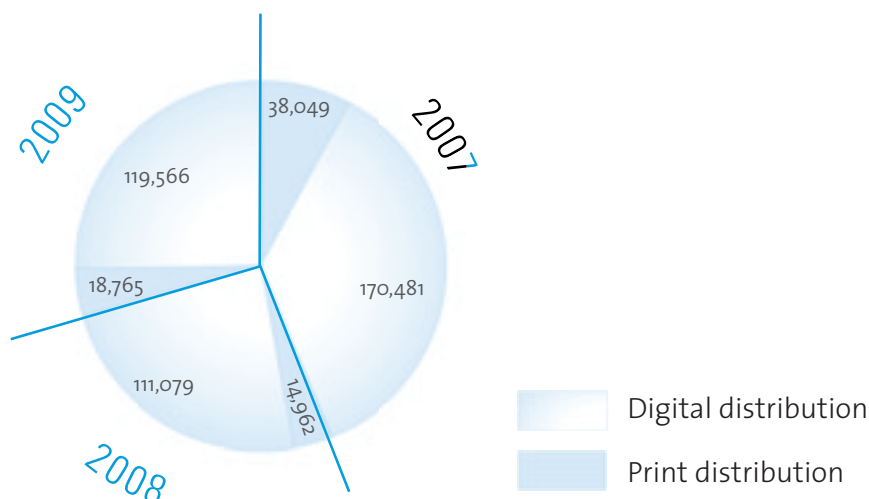
Finally, the unit supported the 'Maastricht Debates', a partnership among several Maastricht-based knowledge institutes to debate issues of international and European cooperation, development and globalisation. This led to an event at which the former Dutch Minister for Development Cooperation, Bert Koenders, discussed the World Development Report 2009 of the World Bank with the Maastricht academic community.

In-house sharing and communication

Structured in-house knowledge exchange and communication enhanced Centre-wide understanding of pertinent policy issues and developments, such as the JAES. The unit collaborated with the Finance and Operations department to establish the in-house project Information Management and Knowledge Exchange (iMAKE). Two experts reviewed the infrastructure underpinning ECDPM's information technology and how the Centre shares information for knowledge generation purposes. They recommended (1) substantial reform in the way we share, re-use, store, retrieve, communicate and exchange information internally and (2) increased synergy among the various instruments to disseminate information and to communicate with external stakeholders. A task force was created to prepare an overhaul project starting in 2011.

Perhaps most importantly, the unit began to look closer at the challenge of enabling subject-matter and policy specialists to communicate with wider audiences using new tools, such as social media software. In this regard, we encounter an obstacle that is common to many knowledge and policy organisations: the need to help specialists bridge the divide between creating knowledge on complex topics and communicating results clearly, through accessible writing and plainly articulated exchanges about their work. This aspect will get further attention in 2010.

Print and digital publication dissemination



Note: The reduction in ECDPM publication distribution is due to three factors: (i) the reduction from four to three programmes as of 2007/08, (ii) intense production of trade materials during the final phase of EPA negotiations in 2008, and (iii) increased publication via other organisations' journals and discussion papers.

Support to programmes and corporate tasks

The unit assisted in producing and disseminating some 35 Centre publications in 2009. Another 29 were produced jointly with organisations that helped us to widen our dissemination into complementary policy audiences. Some 18,500 hard-copy publications were distributed.

Corporate Services

Produced the *Annual Report*, *Annual Report Highlights*, the institutional CD-ROM and brochure, the Centre work plan and various leaflets and brochures

- Maintained the all-Centre website and advised on the programme sections of the site
- Produced the ACP-EU weekly newsletter and its successor the *Weekly Compass* in both short and extended versions
- Produced the ACP-EU cooperation policy agenda which highlights relevant policy events throughout the year
- Assisted in identifying contacts and strategically disseminating publications to a wide audience electronically and in print
- Updated and maintained our corporate contacts database containing over 17,000 organisations, including 14,000 individual contacts and subscribers
- Re-programmed our subscription service software, linked this to the newsletter manager, and improved access for subscribers on the corporate website

Subscribers to electronic newsletters



2. ECDPM programmes

- Supported the Institutional Relations team in maintaining contacts and provided specific information regarding publications and information products

Development Policy and International Relations

- Assisted in production of 17 documents on PCD, aid relations, aid effectiveness, armed conflict, EU external action, the Cotonou Partnership Agreement, and capacity and institutional development
- Assisted in production of www.europafrika.net and produced 10 europafrika e-bulletins

Economic and Trade Cooperation

- Assisted in production of 5 documents on 'aid for trade' and the EPAs
- Supported production of the ACP-EU Trade website and newsletter
- Supported production of *Trade Negotiations Insights* with ICTSD

Governance

- Assisted in production of 3 documents on democratic accountability and budget support

Digital support and corporate profiling

- Completed updating of new photo database
- Supported the Centre in sourcing layout and graphic support, upgrading the design of publications, providing translation services and managing the Centre's stock of publications
- Collaborated to rationalise and improve management of the publication process
- Formulated and approved a revised policy on publication categories, e-mail disclaimer statements, and a privacy policy for subscribers to comply with evolving legal requirements
- Rationalised library and subscription services to respond to new needs and cut costs
- Began work to rebuild our corporate website
- Introduced social media tools such as video pod-casting, wiki-blogs, a Centre-wide blog and Talking Points
- Provided training on social media (to continue in 2010)

The ECDPM publications mentioned in this Annual Report are contained on the enclosed CD-ROM.

Support to external networking and in-house learning

External knowledge networking

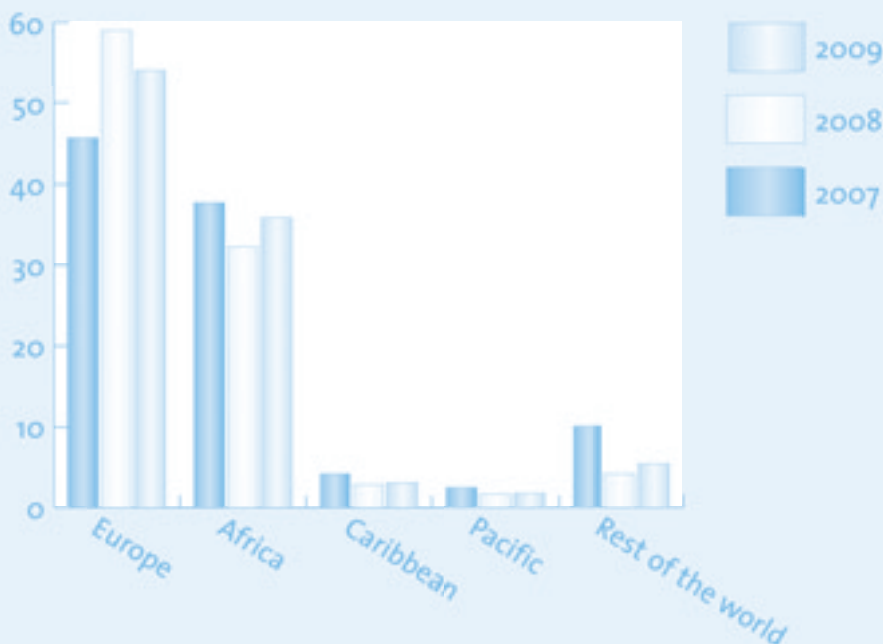
The Pelican Initiative, an electronic discussion platform for evidence-based learning and communications for social change, gathered an online community of 589 members (489 in 2008) from 82 countries. Topics discussed in 2009 include 'methodological approaches for impact evaluation', 'evidence-based decision making and participation in local governance in West Africa', 'linkages between systems thinking and capacity development', 'participation in policymaking for development cooperation', 'when and how consultancies can be useful for evaluations', and 'transparency of development agencies and NGOs' (regarding accessibility and availability of evidence and evaluations).

Enhanced internal learning

The unit organised 16 lunchtime seminars at which Centre staff and external collaborators shared experiences and findings. Among the 2009 topics were the following:

- experiences in promoting governance in West Africa
- opportunities and limits of linking security and development in the European Union
- the workings of the European Court of Auditors
- knowledge management and new communication tools
- the book *Dead Aid* by Dembis Moyo
- potential partnerships in the Caribbean
- the African Peer Review Mechanism (APRM)
- critical alignment and budget support
- the scope for cooperation in the China-Africa-EU triangle
- challenges for ACP-EU relations in 2010
- the institutional side of capacity development
- the role of the private sector in development
- the European Consensus on Development
- Centre work on policy coherence for development (PCD)
- considerations for the future regarding EU-Asia cooperation
- regional economic communities and regional integration in Africa

Print dissemination by region (%)





**ECDPM Capacity and Innovation Team,
left to right, top to bottom**

Eunike Spierings, *Programme Officer*, Paul Engel, *Director*, Henriette Hettinga, *Senior Officer Corporate Management*, Anje Jooya-Kruiter, *Programme Officer*, Bernike Pasveer, *Senior Consultant Knowledge for Development*, Dolly Afun-Ogidan, *ECDPM Research Assistant*

Not pictured:

Jean Bossuyt, *Head of Strategy*, Marc Levy, *Senior Advisor Institutional & Capacity Development*
Jonas Heirman, *Research Assistant*

Capacity and innovation

Knowledge for development

Effective development cooperation depends largely on the sector's ability to act on the basis of knowledge about the kinds of engagements, relations and interventions that work and why. Ways then have to be found to move from the specific and contextual to the broader and more general level – without losing sight of the specifics. In 2009 the KM unit worked to raise awareness of the need to unearth, analyse and systematise specific (policy) knowledge and experiences, and to develop methodologies to operationalise these, under the title 'Policy Matters Initiative' (PMI).

Staff explored opportunities to partner strategically with research and policy organisations in Africa. Specifically in the fields of agriculture and regional integration, work was initiated on policy knowledge development and sharing. Visits were made to the Dakar-based Council for the Development of Social Science Research in Africa (CODESRIA) and Hub Rural (West and

Central Africa). Contacts with the Forum for Agricultural Research in Africa (FARA) led to an official partnership encompassing a number of collaborative activities, beginning with regional dialogue meetings to be held in 2010. PMI work further contributed to the Centre's current engagement with European donors to facilitate effective support on regional integration in relation to the agenda of the New Partnership for Africa's Development (NEPAD) and the Comprehensive Africa Agricultural Development Programme (CAADP).

Preliminary activities began for an internal assessment that will feed into the 2010 external evaluation of the Centre. A small number of case studies was done of ECDPM engagements, the methodology of which will enable fruitful comparison of different experiences as well as centre-wide learning.

For the Humanist Institute for Development Cooperation (HIVOS), the unit collaborated on a mid-term review of their knowledge programme. Conclusions and recommendations on learning within and between organisations will be looked at further beyond this specific case.

In other knowledge-related activities, staff represented the Centre in the task force of the (Dutch) Development Policy Review Network (DPRN), which organised a sector-wide consultation on the future of development cooperation. The results of this collaboration fed into the ongoing Dutch and wider European debate on this topic and contributed to a report by the Dutch Scientific Council for Government Policy (2010). The unit further participated in short-term research and dissemination projects supported by DPRN on science-policy collaboration. Finally, staff worked on a scoping study of European programmes for rural poverty reduction.

2. ECDPM programmes

Institutional and capacity development

The year saw work on institutional and capacity development get into higher gear with the arrival of a senior advisor to work centre-wide on this topic. This recruitment was a logical follow-up to recommendations of the 2007 Centre external evaluation. The aim was to mainstream the work of the previous Capacity Development programme into the various thematic areas to feed the lessons learned into the general practice of development policy management. A further objective was to maintain and intensify linkages with the wider capacity development community and its organisations, to share Centre lessons and keep in touch with new developments and insights to inform practice.

The work started by extracting from the recent study on capacity, change and performance key elements with which to sharpen the methodology of the '5C' model⁵ (a key result of the capacity study) for making capacity development assessments. The model informed the evaluation of the Dutch Ministry of Foreign Affairs Policy and Operations Evaluation Department (IOB), which had set out to gain a better understanding of how and under what circumstances capacity development support can be effective.

Work with ECDPM's three thematic programmes addressed the various institutional challenges and capacity empowerment obstacles they face in their involvement in policy processes. With the Governance team, the senior advisor elaborated a paper on decentralised cooperation to be submitted during the

General Assembly of United Cities & Local Governments (UCLG). The text addresses a series of political aspects with the aim of stimulating dialogue on local governance and decentralisation. Also with the Governance programme, the advisor worked with CDI (Mali) to organise and facilitate a conference to validate the second phase of its institutional development programme (held in Bamako in June).

Support to the ETC team in its strategic partnerships focused on an assessment of the South-North Network (SN2). With DPIR, the advisor assisted the Dutch Ministry of Foreign Affairs as part of the continental CAADP-NEPAD initiative and helped to produce guidelines on donor coordination for regional integration (Abuja, November).

Meanwhile, the Centre responded to various external requests:

- presentation of our work on institutional and capacity development at a conference organised by the World Bank Institute and InWent (Germany) in Washington, DC, in June
- a speech on aid effectiveness challenges for capacity development to the Consultative Meeting of Commonwealth Organisations (London, July)
- a training session on institutional and capacity development for the Luxembourg Cooperation Agency (Luxembourg, September)
- a three-day training session on institutional and capacity development for Dutch Embassy staff in Burkina Faso (Ouagadougou, September)
- a presentation on coherence and capacity development for NGOs in the eastern EU countries (Warsaw, October)
- contributions to the synthesis of a seminar

on assessing the effectiveness of local and regional authorities' roles in development cooperation, organised by the Council of European Regions and Municipalities and PLATFORMA (Lyon, October)

- a benchmark study for Agence Française de Développement (AFD) on international networks for capacity development (October-December)
- strengthened relations with the Learning Network on Capacity Development (LenCD)

⁵ The 5C model describes a novel framework that organisations can use to assess their own capabilities, see P. Engel et al. 2007: A Balanced Approach to Monitoring and Evaluating Capacity and Performance: A Proposal for a Framework. ECDPM Discussion Paper 58E.

3. ECDPM Finances



**ECDPM Corporate Services Team,
left to right, top to bottom**

Lee Thomas, *ICT Officer*, Roland Lemmens, *Head of Finance & Operations*, Henriette Hettinga, *Senior Officer Corporate Management*, Klaus Hoefsloot, *ICT Manager*, Linda Monfrance, *Office Assistant*, Marine Martinie, *Office Assistant*, Karen Gielen, *HR Assistant*, Ghita Salvino, *Logistics Officer*, Peter van 't Wout, *Finance Officer*

Not pictured:

Léonne Willems, *HR Officer*, Ber Wintgens, *Facilities Officer*, Floor Hameleers, *Administration Officer*,

Strategic focus and results orientation remained key in 2009, as the Centre built further on the decisions taken following the recommendations of the 2006 external evaluation. Whereas before 2007 the Centre was heavily dependent on short-term project funding, ECDPM is now more securely financially anchored, with core and institutional funding making up 70% of total income. This trend was maintained in 2009, thanks to continued financial support from the Dutch Ministry of Foreign Affairs and seven other EU member states. The Centre additionally further diversified its funding base over the year. The UK Department for International Development (DFID) increased its contribution with a two-year programme funding agreement, and Spain is expected to sign a first institutional funding agreement in 2010. Other institutional funding contracts were renewed or continued (see page 10). This should bring the number of European countries supporting the Centre to ten.

These positive developments created a solid financial basis for ECDPM as a strategy-driven organisation. Furthermore, measures taken

in terms of market orientation resulted in significantly increased programme funding. Besides the abovementioned DFID funding, service delivery to the Dutch Ministry of Foreign Affairs increased by 75% over 2008. Total staff capacity of the Centre increased from 41.3 to 46.55 FTEs, mostly due to replacing staff members who left the Centre in 2008 and strengthening the Centre's junior cadre.

In the meantime, the Centre continued to strategically align its programmes and activities and closely monitored costs. Considerable progress was made in strengthening budgeting procedures and budget controls. Overall, operational costs were reduced. Such savings did not affect staff travel, publications and documentation costs. Rather, ECDPM programmes have been more successful in achieving cost-sharing arrangements with key partners on co-organised events, while travel costs of consultants were kept lower than in 2008. ICT costs increased, mostly due to the removal to a temporary office during the renovation of our building at OL Vrouweplein 21. Substantial

progress was made in developing and testing our competency-based human resource management system. It is now expected to be ready for full implementation by mid-March 2010. This will help us to further align ECDPM human resources with the Centre's strategic objectives.

Comparing the Centre's cost structure from 1999 to 2009, we see that operational costs remained relatively stable over the period. That means – for a growing organisation – a relative decline in operational costs. Operational costs were just 17% of total expenses in 2009 compared to 31% in 1999. While in the past ECDPM was quite dependent on external consultants, now, in 2009, the number of ECDPM staff FTEs has almost doubled and most of the necessary competences can be found in-house. As a result, personnel costs were 65% of our total costs in 2009, compared to 49% in 1999. Indications of funding opportunities in the near future are relatively positive. The DFID agreement became operational 1 July, and a number of institutional relations, such as Finland, Sweden and Switzerland after

3. ECDPM finances

careful consideration decided to continue their funding of the Centre. Overall, programme and project funding show signs of recuperation to levels close to those before 2008. Nevertheless, the Centre will continue to refine its market orientation and anticipate upon, and adapt to, possible cuts in development budgets of EU member states due to the financial and economic crisis. Therefore the budgeted ratio between restricted and unrestricted funding has been set at 65/35 for 2010. A further increase of project and programme funding is expected of some €400,000, which is in

the same range as 2009. The Centre's funding policy on partnerships continues to be based on a diligent and strategic investment of seed money in promising initiatives so as to ensure the strong ownership of our Southern and European partners.

In all, 2009 proved a challenging year in which strategic alignment of human and financial resources and programmes ensured excellent performance, and strategic choices on both content and finance were key to balancing the budget. For 2010, we expect

opportunities as well as threats – to name just a few: shifting priorities under the new leadership of the EU and the ACP; new political priorities and budget reductions on the part of donors; and a stronger, more political EU in a context of shifting global alliances regarding development. ECDPM intends to be ready for them.

Auditor's report

Introduction

We have audited whether the accompanying abbreviated financial statements of European Centre for Development Policy Management, Maastricht, for the year 2009 have been derived consistently from the audited financial statements of European Centre for Development Policy Management, for the year 2009. In our auditors' report dated March 12, 2010 we expressed an unqualified opinion on these financial statements. Management is responsible for the preparation of the abbreviated financial statements in accordance with the accounting policies as applied in the 2009 financial statements of European Centre for Development Policy Management. Our responsibility is to express an opinion on these abbreviated financial statements.

Scope

We conducted our audit in accordance with Dutch law. This law requires that we plan and perform the audit to obtain reasonable assurance that the abbreviated financial statements have been derived consistently from the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Opinion

In our opinion, these abbreviated financial statements have been derived consistently, in all material respects, from the financial statements.

Emphasis of matter

For a better understanding of the company's financial position and results and the scope of our audit, we emphasize that the abbreviated financial statements should be read in conjunction with the unabridged financial statements, from which the abbreviated financial statements were derived and our unqualified auditors' report thereon dated March 15, 2010. Our opinion is not qualified in respect of this matter.

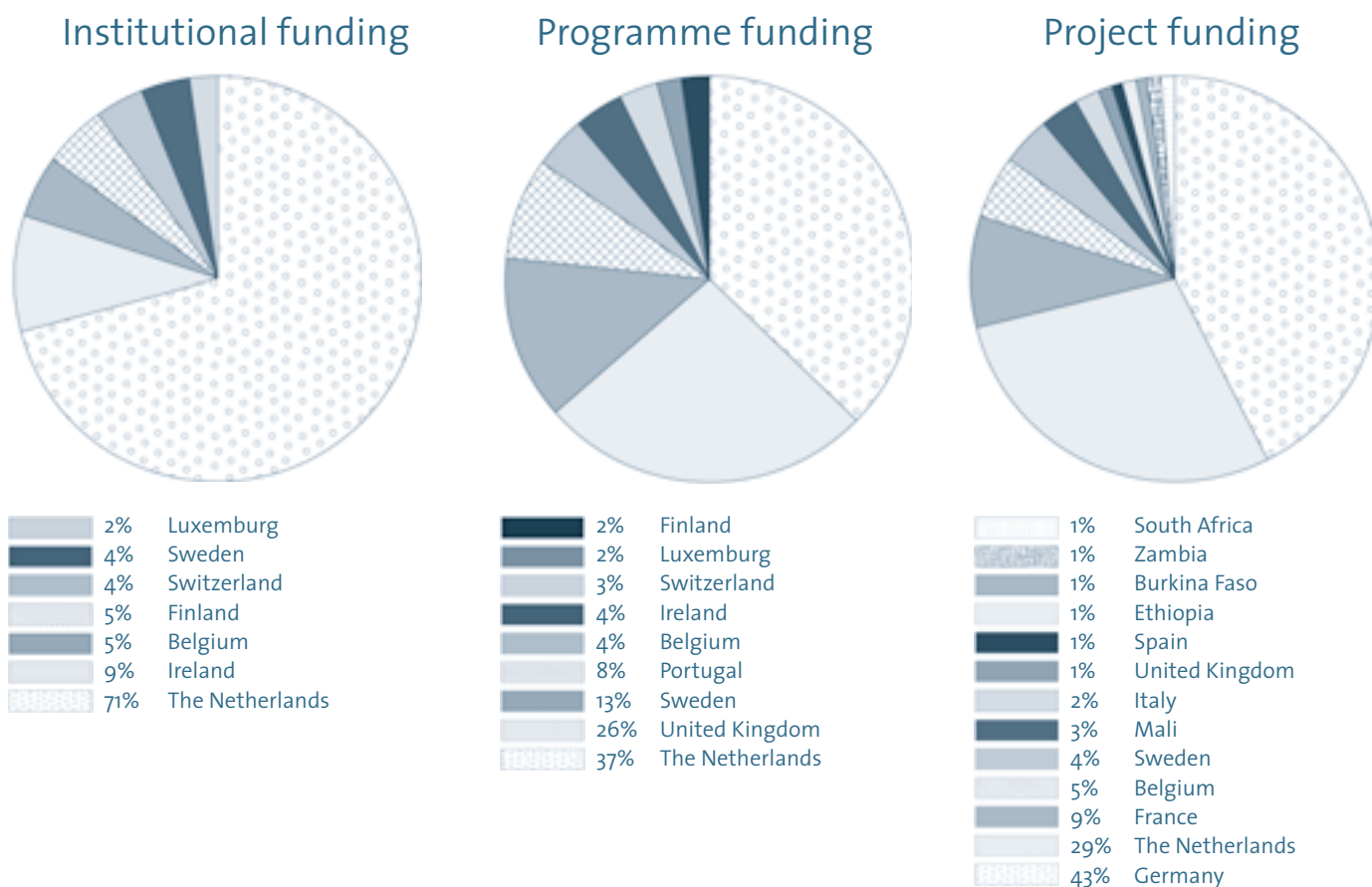
Maastricht, May 12, 2010
PricewaterhouseCoopers Accountants N.V.

Originally signed by R.W.J.M. Dohmen RA

Centre funding

Core funding: Interest on the endowment from the Netherlands government

In its early years, nearly all of the Centre's activities were financed from interest on the endowment provided by the Netherlands government. Over the past decade, however, declining interest rates and increased external funding have reduced the proportion of income from the endowment to slightly more than 17% of total funding.



Over the past 12 years, we have negotiated multi-annual institutional funding agreements with several European governments. This type of funding can normally be applied to different activities and provides a strong guarantee that the Centre will be able to both maintain its focus and respond to emerging demands in a flexible way. In 2009, this funding was provided by the governments of the Netherlands, Sweden, Belgium, Finland, Ireland, Switzerland and Luxembourg, and represented 53% of total income. The Netherlands provides the largest share of institutional funding, totalling € 10 million for the 2007-11 period.

Other funders support one or more of our programmes. Although less flexible than core funding arrangements, programme funding provides continuity within a more restricted area of operations. Programme funders include DFID (UK), Instituto Português de Apoio ao Desenvolvimento (IPAD, Portugal) and the Ministries of Foreign Affairs of the Netherlands, Belgium, Switzerland, Ireland, Sweden, Finland and Luxembourg. In 2009, this type of funding represented 16% of total income.

The final source of funding (14% of the total in 2009) is project funding of limited scope and duration. Project funding may be spread over several years or just a few months, or may be earmarked to enable our staff to attend key international events.

Increasingly such funding comes through tender processes, particularly for large projects. We are particularly careful to engage in projects in a specific and limited way, in line with our mandate, strategy and available capacity. Those providing project funding in 2009 included BMZ/GTZ (Germany), Partecip (Germany), InWent (Germany), GRET (France), AFD (France), Transtec and BTC (both of Belgium), and MDF Training and Consultancy, the Netherlands Environmental Assessment Agency (PBL) and HIVOS (all three of the Netherlands), as well as the Ministries of Foreign Affairs of the Netherlands and Sweden.

The Centre increasingly receives funding from Southern partners, including the African Union and the Institute for Security Studies (both pan-African), the Commissariat for Institutional Development (CDI, Mali), Laboratoire Citoyenneté (Burkina Faso), COMESA (Zambia), IMANI (South Africa) and SAIIA (South Africa). The Centre also received a limited funding from Luxembourg, Mozambique, Poland and Senegal.

3. ECDPM finances

Balance sheet after allocation of result 2009, as per December 31, 2009

in thousands of Euros

	31-12-2009	31-12-2008	31-12-2007
ASSETS			
I Financial fixed assets			
1.1 Debentures	22,008	21,869	19,878
1.2 Participation in EDCS share fund	11	11	10
1.2 Participation in One World Europe BV	0	0	0
Total financial fixed assets	22,019	21,880	19,888
II Tangible fixed assets	1,422	1,310	0
Total tangible fixed assets	1,422	1,310	0
III Current assets			
3.1 Payments in advance	65	49	80
3.2 Receivables	589	625	596
3.3 Debtors	995	1,000	1,133
3.4 Tax contributions	0	26	7
3.5 Cash	2,836	2,084	3,773
Total current assets	4,485	3,784	5,588
TOTAL ASSETS	27,926	26,974	25,476
LIABILITIES			
IV Long-term liabilities			
4.1 Commitment to the Netherlands' Government	18,378	18,378	18,378
4.2 PNL-contribution for housing and installation	2,269	2,269	2,269
Total long-term liabilities	20,647	20,647	20,647
V Current liabilities			
5.1 Creditors	261	179	292
5.2 Tax, pension and social security contributions	165	108	97
5.3 Current debts	2,286	1,500	1,256
Total current liabilities	2,712	1,787	1,645
VI Provisions	0	0	0
TOTAL LIABILITIES	23,359	22,434	22,292
EQUITY			
General reserve	3,992	3,941	3,164
Revaluation reserve	575	599	20
	4,567	4,540	3,184

Income and expenditure account from January 1 until December 31, 2009

in thousands of Euros

	Realisation 2009	Revised Budget 2009	Original Budget 2009	Realisation 2008	Realisation 2007
INCOME					
I Funding					
1.1 Core funding	915	938	900	968	897
1.2 Institutional funding	2,927	2,927	2,875	2,614	2,394
1.3 Programme and project funding	1,658	1,810	2,050	1,298	1,955
Total funding	5,500	5,675	5,825	4,880	5,246
II Result from debentures and participations					
2.1 Result on sales debentures	-52	p.m.	p.m.	7	-23
2.2 Result on market value debentures	48	p.m.	p.m.	701	-485
2.3 Result from profit/loss in participations	0	p.m.	0	-2	-2
Total result from debentures and participations	-4	p.m.	p.m.	706	-510
TOTAL INCOME	5,496	5,675	5,825	5,586	4,738
EXPENDITURE					
III Operational expenses	949	1,116	1,205	1,117	1,271
IV Other costs					
4.1 Salaries and other personnel costs	3,573	3,573	3,710	3,017	3,097
4.2 Accommodation expenses	275	259	241	195	162
4.3 General and administrative expenses	284	270	283	277	263
4.4 Investments	2	2	0	1	0
4.5 Information Technology	231	200	180	143	149
4.6 Depreciation	52	56	56	16	0
4.7 Miscellaneous	80	100	50	43	-1
Total other costs	4,497	4,460	4,520	3,692	3,670
TOTAL EXPENDITURE	5,445	5,576	5,725	4,809	4,941
TOTAL RESULT	51	100	100	777	-205
<i>Results from debentures and participations:</i>					
- difference realised interest income and budgetted interest	-23	p.m.	p.m.	13	1
- result on sales and market debenture	-4	p.m.	p.m.	708	-508
- result from participations	0	p.m.	0	-2	-2
Total	-27	p.m.	p.m.	719	-509
Total result excl. results from debentures	78	100	100	58	304



The ECDPM CD-ROM contains:

- Our work in the areas of development policy and international relations, trade and economic development, and governance
- * Collection of our policy research, papers and newsletters published by ECDPM and its partners
- Samples of our e-alerts and websites
- Corporate publications
- Information on our institution, how we work and with whom we work



The material is organised according to the policy topics, publication types and programmatic areas.

If you have any comments on this CD-ROM, please do share them with us! Send your comments and suggestions to: info@ecdpm.org



European Centre for Development
Policy Management

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ECDPM
CD-ROM 2010

Linking policy and practice - Le lien entre politique et pratique



CD-ROM ECDPM 2010

ACP	Africa, the Caribbean and Pacific
ADE	Aide à la Décision Economique (Belgium)
AFD	Agence Française de Développement
AIDCO	EuropeAid Co-Operation Office
AIV	Netherlands Advisory Committee on International Affairs
APRM	African Peer Review Mechanism
Aprodev	Association of World Council of Churches related Development Organisations in Europe
ATPC	African Trade Policy Centre (United Nations)
AU	African Union
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
BTC	Belgian Development Agency
CAADP	Comprehensive Africa Agriculture Development Programme
CaPRI	Caribbean Policy Research Institute
CARICOM	Caribbean Community and Common Market
CARIFORUM	Caribbean Forum of African, Caribbean and Pacific States
CDI	Commissariat for Institutional Development (Mali)
CEMAC	Economic Community of Central African States
CODEV	European Council Working Party on Development
COMESA	Common Market for Eastern and Southern Africa
CONCORD	Confederation of European NGOs for Relief and Development
CSO	civil society organisation
CTA	Technical Centre for Rural and Agricultural Cooperation ACP-EU
DAC	Development Assistance Committee (OECD)
DFID	Department for International Development (UK)
DG DEV	Directorate General for Development (EC)
DGIS	Directorate General for International Cooperation (Netherlands)
DIE	German Development Institute
DIR	Development Policy and International Relations (ECDPM programme)
DPRN	Development Policy Review Network
EAC	East African Community
EADI	European Association of Development Research and Training Institutes
EARN	Europe-Africa Research Network
EC	European Commission
ECDPM	European Centre for Development Policy Management
ECOSOCC	Economic, Social and Cultural Council (AU)
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EDULINK	ACP-EU Cooperation Programme in Higher Education
EIPA	European Institute of Public Administration
EPA	Economic Partnership Agreement
ESA	Eastern and Southern Africa
ETC	Economic and Trade Cooperation (ECDPM programme)
EU	European Union
FAO	Food and Agricultural Organization (United Nations)
FARA	Forum for Agricultural Research in Africa
FDI	foreign direct investment
FRIDE	European think tank for global action (based in Spain)
GDP	gross domestic product
GNI	gross national income
GOVNET	Network on Governance (OECD DAC)
GRET	Groupe de Recherche et d'Echanges Technologiques
GTZ	German International Cooperation Agency
HIVOS	Humanist Institute for Development Cooperation
ICCO	Interchurch Organisation for Development Cooperation
ICEI	Instituto Complutense de Estudios Internacionales (Spain)
ICTSD	International Centre for Trade and Sustainable Development
IGAD	Intergovernmental Authority on Development (East Africa)
IIR	Institute of International Relations (University of the West Indies)
InWent	Capacity Building International (Germany)
IOC	Indian Ocean Commission
IRCC	Inter-Regional Coordinating Committee (of African regional economic communities)
ISS	Institute for Security Studies
JAES	Joint Africa-EU Strategy
KM	Knowledge Management (ECDPM)
LC	Laboratoire Citoyennetés
LDC	least developed country
NEPAD	New Partnership for Africa's Development
NETRIS	Network of Regional Integration Studies
NGO	non-governmental organisation
NTF	Namibia Trade Forum
ODA	official development assistance
ODI	Overseas Development Institute (UK)
OECD	Organisation for Economic Co-operation and Development
PAP	Pan-African Parliament
PAPED	EPA development programme (ECOWAS)
PCD	policy coherence for development
PLATFORMA	European Platform of Local and Regional Authorities for Development
PMI	Policy Matters Initiative (ECDPM)
SADC	Southern African Development Community
SAIIA	South African Institute of International Affairs
SN2	South-North Network
TDNet	Trade and Development Training, Research and Policy Network
TNI	Trade Negotiations Insights
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
VENRO	Umbrella organisation for German development NGOs
WTO	World Trade Organization