

EVALUATION ROADMAP			
TITLE OF THE EVALUATION/FC	Evaluation of Cotonou Partnership Agreement		
LEAD DG RESPONSIBLE UNIT	– DEVCO 01 and EEAS (Division Africa.5)	DATE OF THIS ROADMAP	19/04/2016
TYPE OF EVALUATION	Evaluation Ex-post Mixed	PLANNED START DATE	10 / 2015
		PLANNED COMPLETION DATE	06/ 2016
		PLANNING CALENDAR	http://ec.europa.eu/smart-regulation/evaluation/index_en.htm
This indicative roadmap is provided for information purposes only and is subject to change.			

A. Purpose
(A.1) Purpose
<p>The evaluation will assess to what extent the Cotonou Partnership Agreement¹ (CPA) has achieved its objectives during its first 15 years, with particular attention to effectiveness, sustainability, impact, efficiency, relevance, coherence and EU added value. It should take stock of the lessons learnt and provide recommendations for the new policy framework to govern relations with the ACP countries and regions.</p> <p>http://bookshop.europa.eu/en/the-cotonou-agreement-signed-in-cotonou-on-23-june-2000-revised-in-luxembourg-on-25-june-2005-revised-in-ouagadougou-on-22-june-2010-and-multiannual-financial-framework-2014-20-pbMN3012634/</p>
(A.2) Justification
<p>The Cotonou Partnership Agreement was concluded for a twenty-year period and will expire on 29 February 2020. Article 95(4) provides for the Parties to enter into negotiations "in order to examine which provisions shall subsequently govern their relations" 18 months before the end of the total period of the agreement, i.e. by 31 August 2018 at the latest. This evaluation directly contributes to the priority "A stronger global actor"² and reflects President Juncker's mission letter to the Commissioner for International Cooperation and Development, Neven Mimica, to focus on "preparing and launching negotiations for a revised Cotonou agreement".</p>

B. Content and subject of the evaluation
(B.1) Subject area
<p>Since 1975, successive partnership agreements between the EU (formerly EC) and the African, Caribbean and Pacific (ACP) countries have shaped the relationship. The current Partnership Agreement was signed on 23 June 2000 in Cotonou, Benin – hence the name "ACP-EC Partnership Agreement" or "Cotonou Partnership Agreement" (CPA). The ACP Group of States comprises 79 countries.</p> <p>The current partnership is comprehensive; it includes a political dimension, economic and trade cooperation as well</p>

¹ Partnership Agreement between the members of the African, Caribbean and Pacific Group of States and the European Community and its member states of the other part, signed in Cotonou on 23 June 2000, revised in Luxembourg on 25 June 2005, revised in Ouagadougou on 22 June 2010

² See Political Guidelines: http://ec.europa.eu/priorities/docs/pg_en.pdf, and the Communication "Commission Work Programme 2016 – No time for business as usual", COM(2015) 610 final, Strasbourg, 27.10.2015

as development cooperation. It is a wide-ranging agreement that covers many policy areas under the broadly defined pillars. The CPA is a legally binding agreement and has established joint institutions. It provides a framework for dialogue with each of its members based on shared interests and for EU - ACP cooperation in the international fora. It is mainly financed by the European Development Fund (EDF), an extra-budgetary multiannual fund composed of direct contributions from EU Member States.

The reflection on a future partnership needs to be looked at strategically, within the broader context of overall EU external action and the EU global strategy on foreign and security policy, consistently with the 2030 Agenda for sustainable development, EU development policy, the review of the European Neighbourhood Policy, as well as other policies, including migration, climate change and trade. During the latest inter-institutional discussions leading to the current Multiannual Financial Framework (MFF, 2014-2020), it was decided that the EDF would remain outside the EU Budget with a commitment from the Commission to propose to include it in the EU Budget from 2021 onwards ("budgetisation of the EDF").

(B.2) Original objectives of the intervention

The central objective of ACP-EC cooperation is poverty reduction and ultimately its eradication, sustainable development and progressive integration of the ACP countries into the world economy with a view to contributing to peace and security and promoting a stable and democratic political environment. In this context, cooperation framework and orientations are tailored to the individual circumstances of each ACP country and promote local ownership of economic and social reforms and the integration of the private sector and civil society actors into the development process.

(B.3) How the objectives were to be achieved

As the Cotonou Partnership Agreement (CPA) does not include an intervention logic, one has been drawn together with the Inter-Service Group as a basis for further discussion and validation with the main stakeholders. The evaluation will go through the Intervention Logic and test the main assumptions made when going through the logical chain from activities to impact (see annex 1).

C. Scope of the evaluation

(C.1) Topics covered

The evaluation covers the Cotonou Partnership Agreement (CPA) to make a judgement of the results achieved and to identify lessons learned and provide recommendations for the future.

It will cover the EU interventions in the ACP countries and regions funded primarily through the EDF and partly also from the general budget of the Union during the period 2000-2015. The evaluation will concentrate on the three main pillars of the agreement:

- **The political dimension:** political dialogue, essential elements regarding human rights, democratic principles and the rule of law, peace building and conflict prevention, migration, political cooperation in international forums and with continental and regional organisations
- **Trade and economic development:** new trade agreements (EPAs), regional cooperation, cooperation in multilateral trade and economic forums and other trade related areas
- **Development cooperation:** economic, social and human development and cross cutting issues

The evaluation will as well test the respect of the different assumptions: respect of fundamental principles, mobilisation of the different actors foreseen by the agreement, the functioning of the institutional set-up and the transparency and easy applicability of the management procedures.

(C.2) Issues to be examined

The evaluation will focus on the assessment of the following criteria and questions:

Effectiveness

To what extent have the objectives of the CPA been achieved or are in the process of being achieved? The determining factors which influenced the achievement (or non-achievement) will be assessed as well.

<p><u>Impact</u> What have been the effects of the interventions (including the unintended effects)?</p> <p><u>Sustainability</u> How sustainable are the achievements and are there possible trends?</p> <p><u>Efficiency</u> Were the available tools, instruments and resources for the achieved changes used in an optimal manner and which factors were most influential (timeline, procedures, capacity, mal-governance)?</p> <p><u>Relevance</u> To what extent are the objectives and assumptions of the CPA still valid, i.e. responding to critical needs and problems? What were the changes in the general context during the period under assessment and what were their driving factors?</p> <p><u>Coherence</u> To what extent has the CPA been in line with wider EU policies and international obligations?</p> <p><u>EU added value</u> What is the additional value resulting from the EU intervention(s) compared to what could be achieved by Member States?</p> <p>The Commission has set up a taskforce with representatives of the main units involved in the implementation of the CPA. Other Commission services and the European External Action Service (EEAS) are associated, so that all chapters (development cooperation, political and trade) may be reviewed. The taskforce members will provide inputs according to their respective fields of competence to the above mentioned topics and questions of the evaluation.</p>
(C.3) Other tasks
N/A

D. Evidence base
(D.1) Evidence from monitoring
<ul style="list-style-type: none"> - EU Commission: EAMR³, ROM, annual reports, annual and mid-term reviews, etc. - ACP group/secretariat
(D.2) Evidence from previous evaluations and other reports
<p>- A review of the existing strategic evaluations (+/- 100) undertaken within the period 2000-2015 by external consultants is ongoing. This concerns geographic (country- and regional-), thematic and aid modality evaluations. http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports_by_year_en.htm</p> <p>For this evaluation, data will as well be used from the following sources (non-exhaustive):</p> <ul style="list-style-type: none"> - European Commission services - EEAS - reports by the European Court of Auditors, - reports by the EU Parliament, - reports by Member States, - reports by the ACP group/secretariat,

³ EAMR: External Assistance Management Report; ROM: Results Oriented Monitoring; OECD: Organisation for Economic Co-operation and Development

- academic studies,
- reports by the OECD,
- reports by think-tanks, NGOs, etc.

(D.3) Evidence from assessing the implementation and application of legislation (complaints, infringement procedures)

Not applicable

(D.4) Consultation

Main stakeholders: EU institutions and EU Member States, ACP countries, institutions and regional organisations, joint EU-ACP institutions, private sector, civil society organisations, academia, think-tanks, general public

- A **targeted consultation** phase took place in Spring 2015, with seven thematic **Round Tables** in different EU Member States (Brussels, The Hague, Bonn, Paris, Luxembourg, London and Riga) to analyse and evaluate different aspects of the CPA. The round table process was led by a team of external consultants and participants were from academia, think-tanks, private sector, civil society organisations, EU institutions and EU Member States. The round tables considered the following clusters identified by the EU as key to a revised partnership:

- i. What kind of partnership do we want?
- ii. The future framework for international cooperation and development policy;
- iii. Means of implementation;
- iv. Stakeholders and institutions;
- v. Regional integration and trade;
- vi. Global challenges;
- vii. Demographic developments.

The process resulted in a final report with key findings and recommendations for questions suggested for the subsequent phase of broader public consultations.

- **A public consultation:** *Towards a new partnership between the EU and the ACP countries after 2020:*

The European Commission and the High Representative of the Union for Foreign Affairs and Security Policy launched on 06/10/2015 a public consultation on the key questions pertaining to the partnership and relations after 2020, between the European Union (EU) and the African, Caribbean and Pacific (ACP) countries. In this regard, the consultation will take stock of the current Partnership Agreement, to explore the extent to which it remains valid for the future and offers a platform to advance joint interests. Deadline: /12/2015.

The outcomes will contribute to the review of the assumptions, on which the partnership is based, of its scope, instruments and ways of working. Furthermore it will contribute to prepare the framework for a future relationship.

http://ec.europa.eu/europeaid/public-consultation-eu-acp-new-partnership_en

The replies to the consultation will be analysed and presented in a final report.

- An **internal survey** addressed to EU delegations:

In parallel to the above public consultation, the evaluation will also be based on the experience of EU delegations in the field. An internal survey was launched on 22/10/2015 in order to capture the opinions of staff in the field about different aspects of the CPA. At the same time, EU delegations will consult Member States' Embassies and capture the assessment from the respective national authorities on specific topics.

The replies to the survey will be analysed and presented in a final report.

(D.5) Further evidence to be gathered

A decision on the necessity to gather further information will be based on the appearance of important information gaps after analysis of the information provided by the above mentioned information sources.

E. Other relevant information/ remarks

Currently the mid-term evaluation of 11th European Development Fund is being prepared. This evaluation is part of a wider set of evaluations covering also the external financial instruments under Heading 4 of general budget of the Union during the Multiannual Financial Framework 2014-2020, as set out in the Common Implementing Regulation⁴ (2014). In view of ensuring a consistent European external policy, all the evaluations will be interlinked and co-ordinated.

4

Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action, OJ L77, p. 95

<http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1449570481146&uri=CELEX:32014R0236>

Cotonou Partnership Agreement - Reconstructed Intervention Logic

