

GREATER THAN THE SUM OF ITS PARTS?

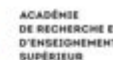
Towards a network approach for Belgian development cooperation

ACROPOLIS Governance For Development (G4D)
Kick-off workshop

17 OCTOBER 2017
EGMONT PALACE
BRUSSELS

G4D

GOVERNANCE
FOR
DEVELOPMENT



LA COOPÉRATION
BELGE AU DÉVELOPPEMENT .be

ACROPOLIS

- Funded by both ARES-CCD and VLIR-UOS.
- Aims to support the decision-making of the Belgian Directorate General for Development Cooperation (DGD) by evidence-based research.
- Brings together policymakers and researchers
- Terms of Reference
- Steering Committee: DGD, DGB, BTC, NGO, IA, Cabinet

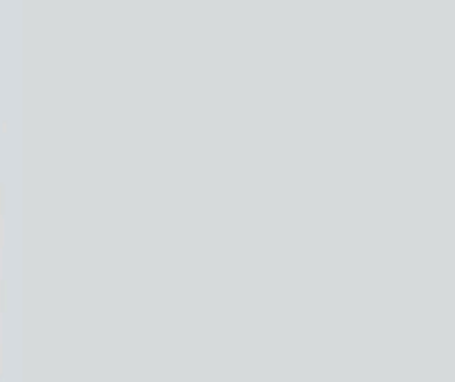
HISTORY

- Groupe de Recherche en Appui aux Politiques de Paix (2004-2014)
- Aid Effectiveness in Fragile Contexts (2014-2017)
- Governance for Development (2017-2018)

CONSORTIUM



TEAM



THEME





WHOLE OF SOCIETY APPROACH

Only a global partnership of state, private and civil society actors will be able to achieve the SDGs.

THE THREE MUSKETEERS



Image © 2009 Francesco Francavilla - www.francescofrancavilla.com

***All for One
and
One for All***

RESEARCH PROJECT

- ToR : Policy Support DGD
 - Integrated Country Policy (ICP)
 - 3D-LO
 - Comprehensive Approach
- Outputs
 - 3 evidence papers
 - 2 case studies
 - 1 concept note

WORKSHOP

- Kick-Off
- Where are we now?
 - Literature review
 - Survey
- Where are we going from here?
 - Common language
 - Road map

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PART I

WHERE ARE WE NOW?

GREATER THAN THE SUM OF ITS PARTS?

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INTEGRATED **C**OUNTRY **P**OLICY

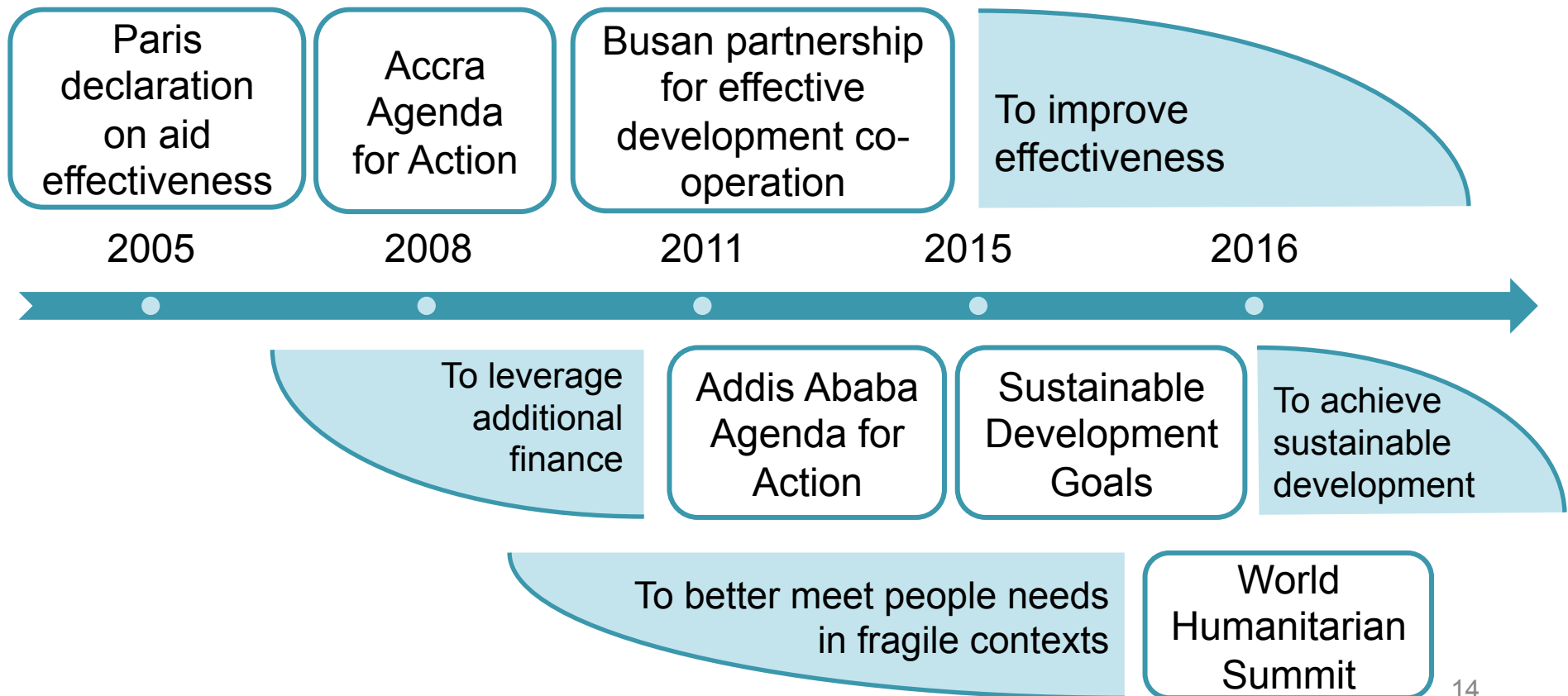
Three teal circles are arranged horizontally. Each circle contains a question in bold black text. The first circle on the left contains the text 'Why does it matter?'. The middle circle contains the text 'What is in a name?'. The third circle on the right contains the text 'What is called for?'.

**Why
does it
matter?**

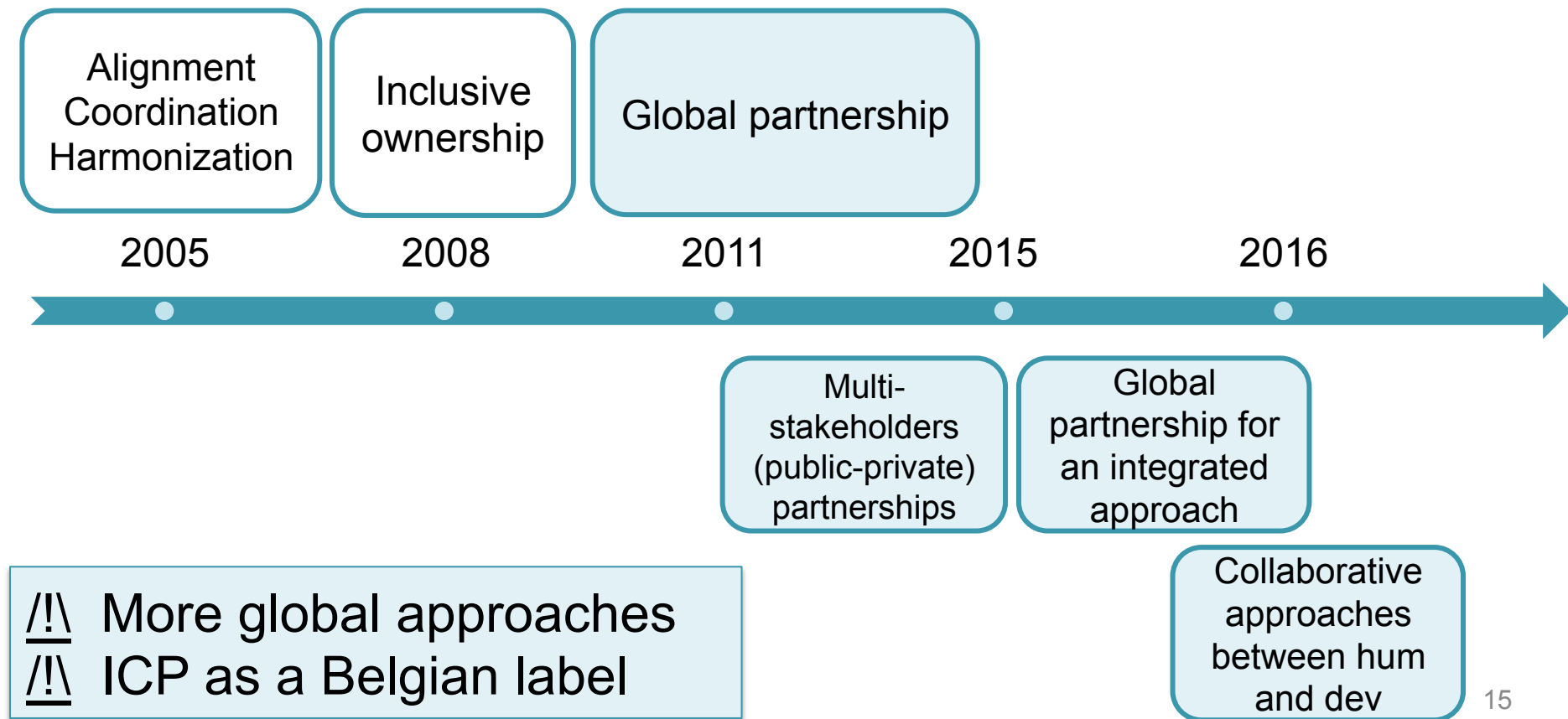
**What is
in a
name?**

**What is
called
for?**

A series of engagements...



...towards more integration

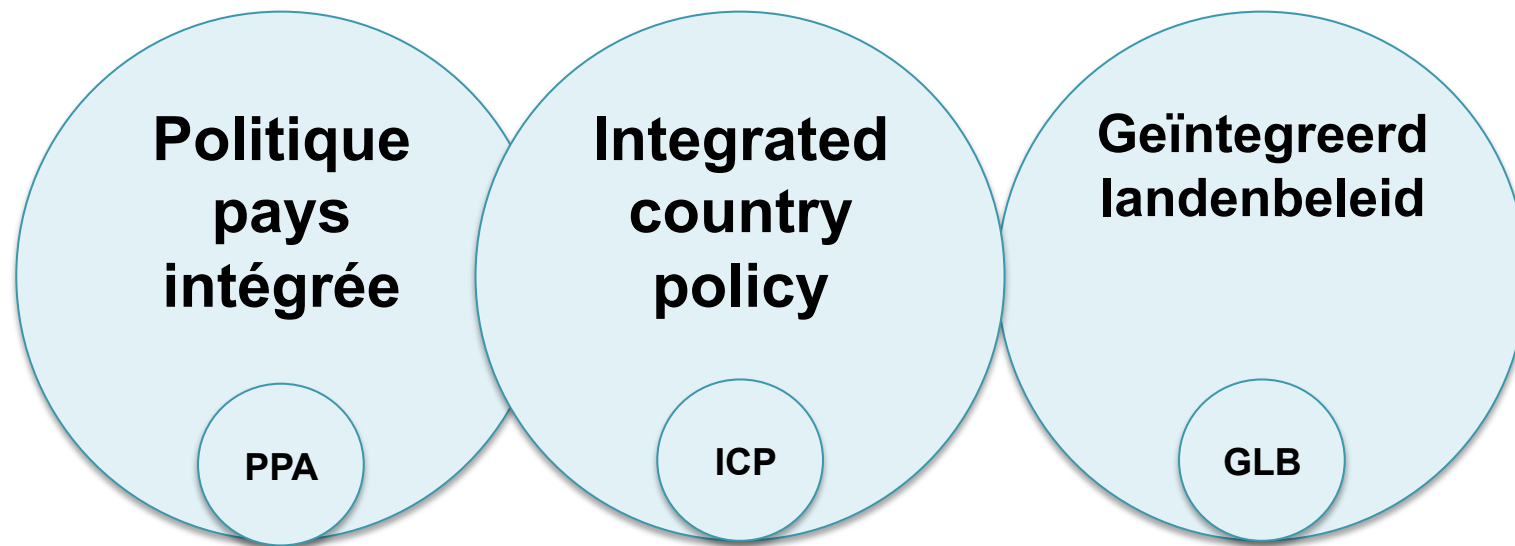


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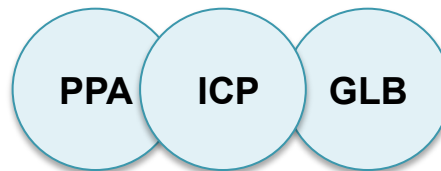


Various labels...

Politique intégrée
Geïntegreerd beleid
Integrated policy

**Politique de
développement intégrée**
Geïntegreerd
ontwikkelingsbeleid

**Programmation
pays intégrée**
Geïntegreerd
landenprogrammatie
Integrated country
programming



Approche intégrée
Geïntegreerd aanpak
Integrated approach

Programme intégré
Geïntegreerd programma
Integrated program

**Approche
programmatische intégrée**
Programmatorische
geïntegreerd aanpak

...various connotations

Politique intégrée		
Actors	governmental cooperation	2
	non-governmental cooperation	3
	related to NGA-reform	1
	multilateral cooperation	1
	private sector	0
Issues	specific sectors	1
	humanitarian aid	2
Contexts	specific contexts	1

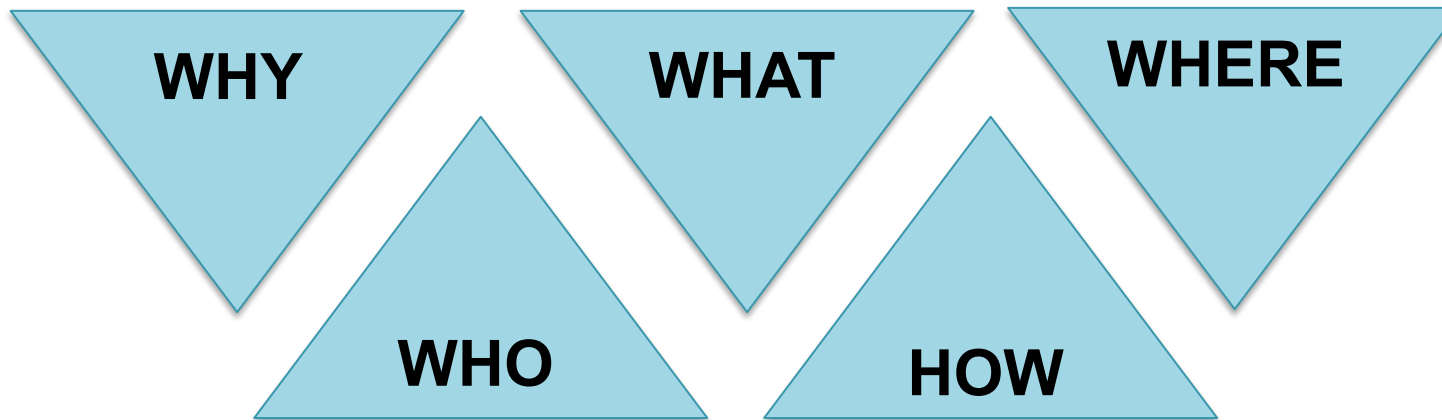
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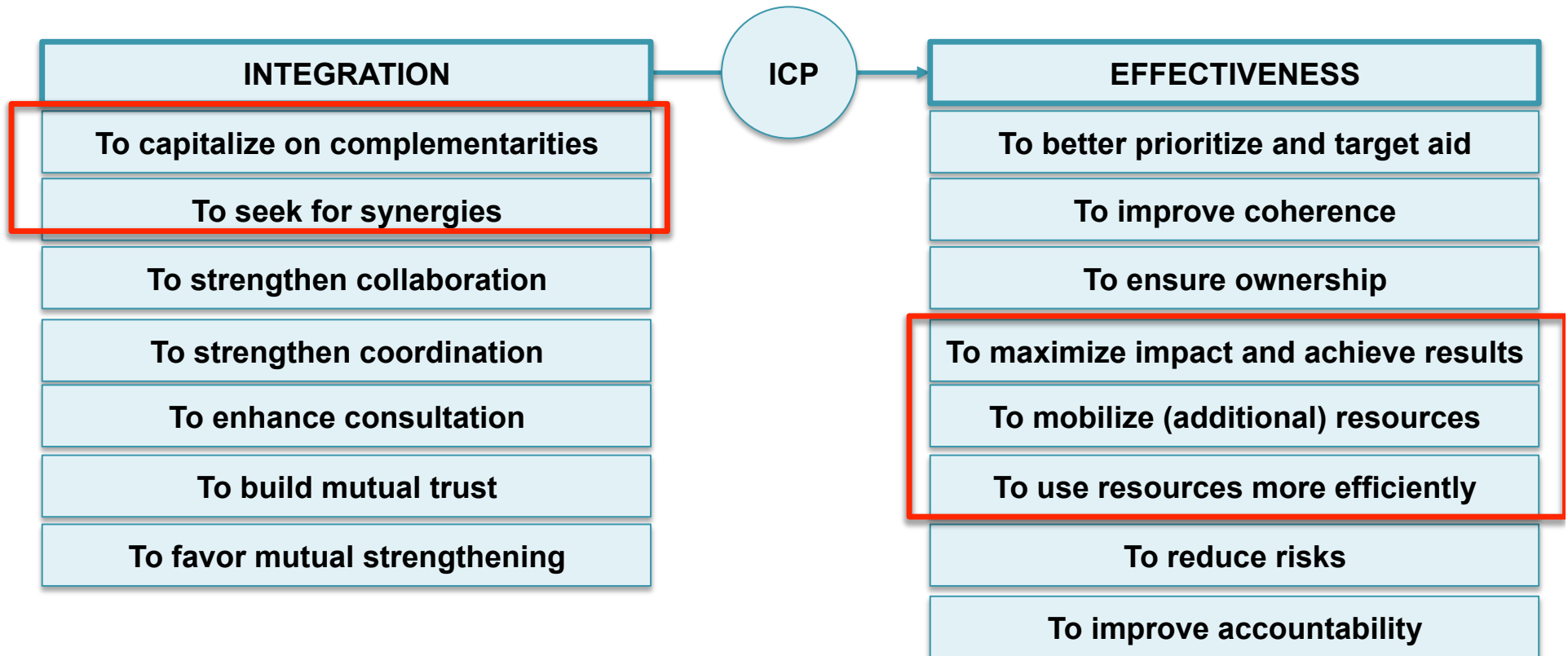
**What is
called
for?**

Five dimensions



WHY

Why to integrate? The basic assumption of ICP



What issues are concerned by an ICP ?

- **Sub-sector** integration
- **In-sector** integration (sector-wide approach)
- **Cross-sector** integration (multi-sector approach)
- **Transversal** thematic integration
- ...



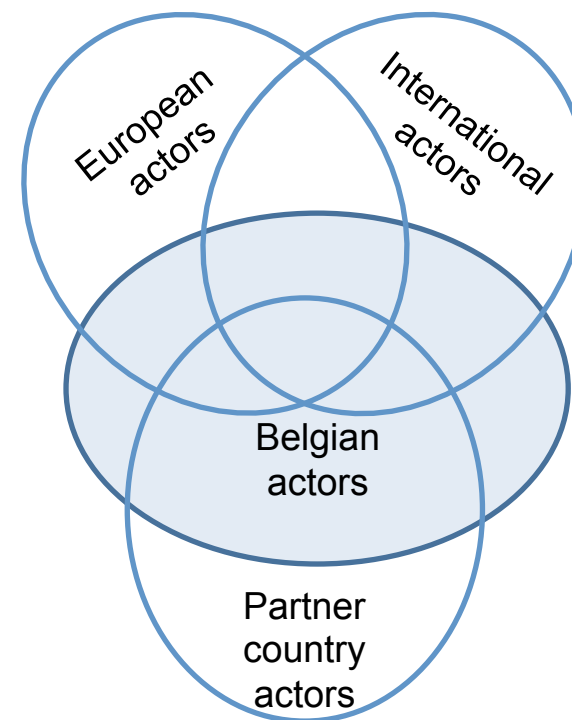
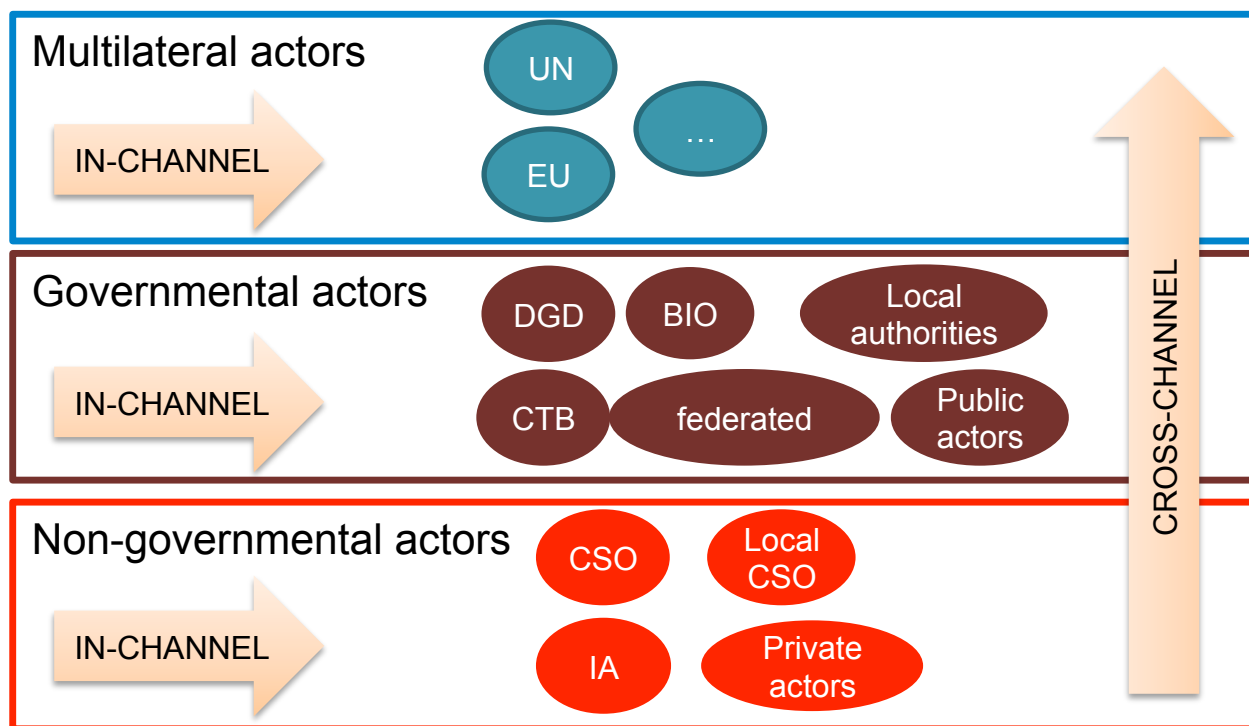
WHERE

What territories are covered by an ICP?

- **Local-based** integration
- **Country-based** integration
- **Regional-based** integration
- ...

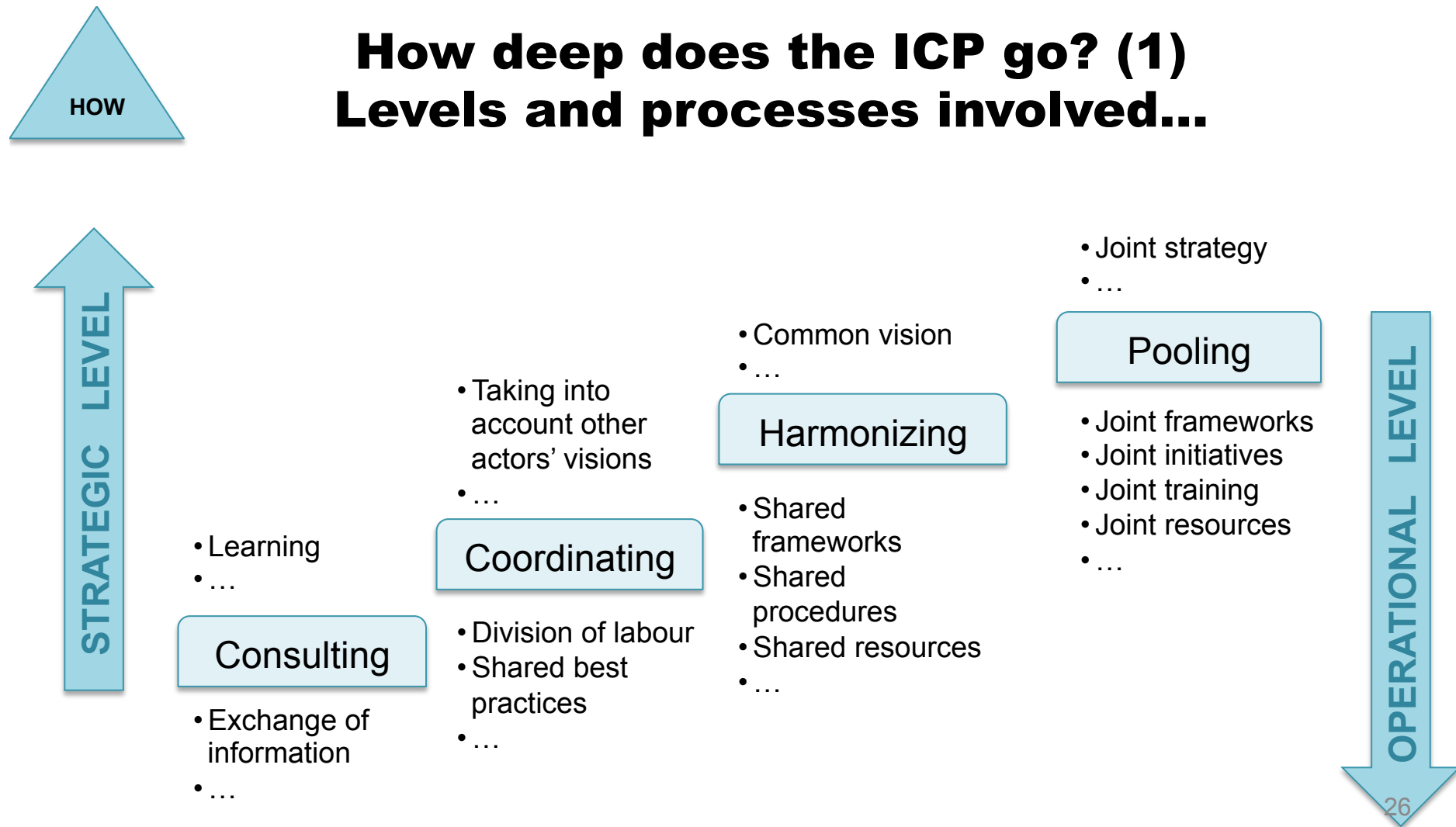


Which (development) actors are included in the ICP?



How deep does the ICP go? (1)

Levels and processes involved...





HOW

How deep does the ICP go? (2)

Means and instruments mobilized

RESOURCES

- Human
- Financial
- Technical
- Knowledge
- ...

INSTRUMENTS

- Meetings
- Working groups
- Task forces
-

- Call for proposals
- Delegated cooperation
-

Dilemmas and questions to solve



WHY

does integration always deliver effectiveness?
should other criteria be considered in building ICP?



WHO

who does align with who?
how to avoid “instrumentalization”?
are some actors (to be) more integrated than other?



HOW

how deep to go at what level?
are there appropriate resources and frameworks?

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**Comprehensive
approach
(3D – LO)**

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CA (3D – LO): why does it matter ?

- Integrating Post Cold War **Security and Development**
- **Widening** a systemic approach
- Key issue in **fragile contexts**
- **Horizontal** coherence of interventions overseas
- Pragmatic necessity to **coordinate actors**

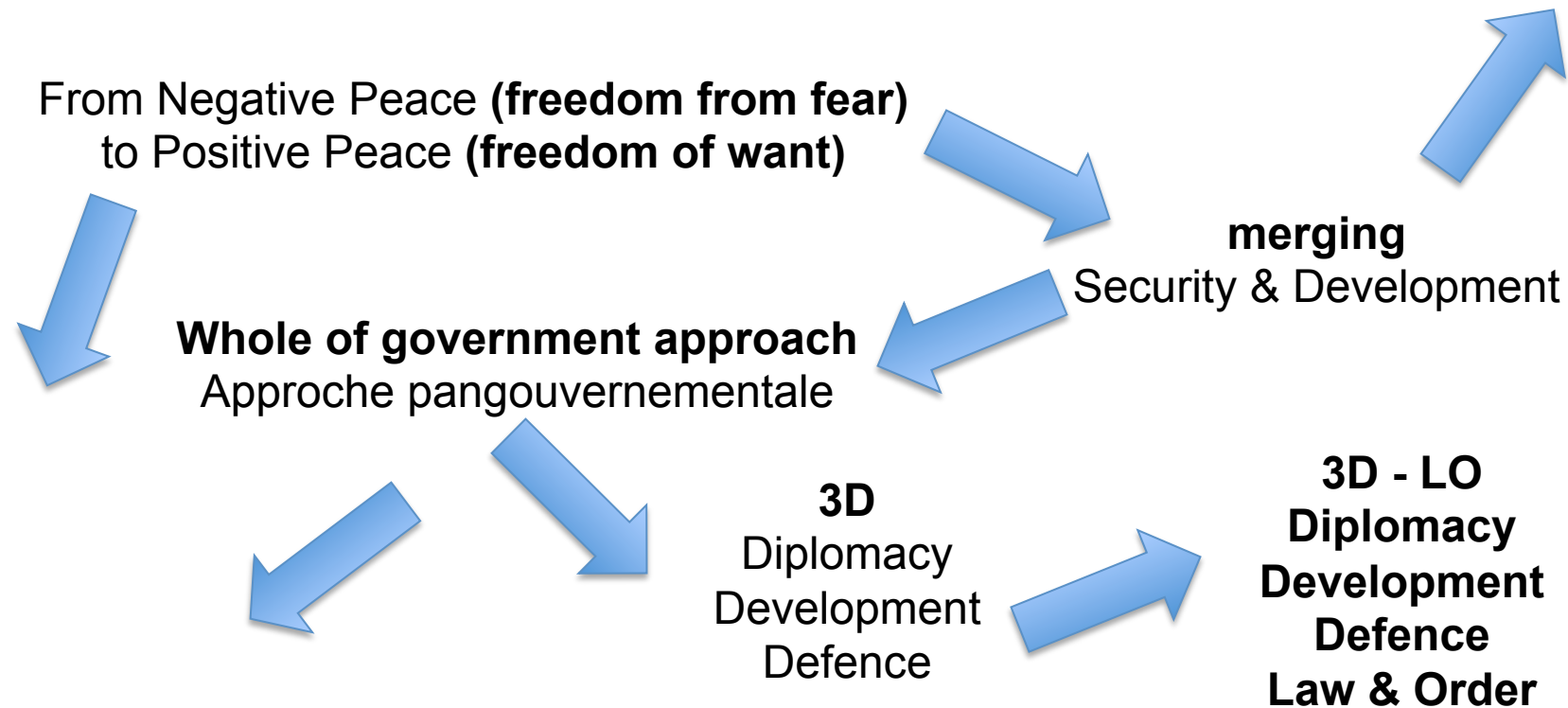
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Various labels...



...various connotations

- **Who** is in there ? An (un)avoidable **focus on security** ?
- HQ vs. field



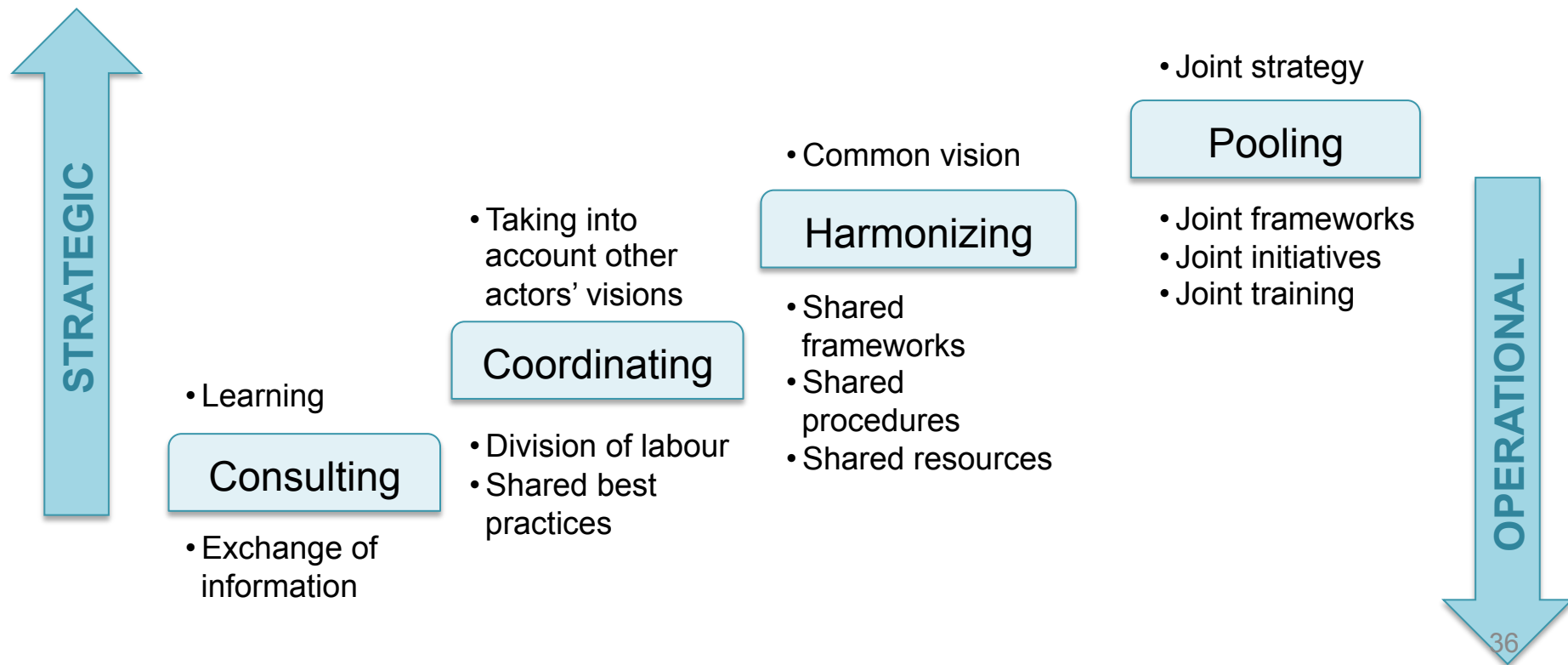
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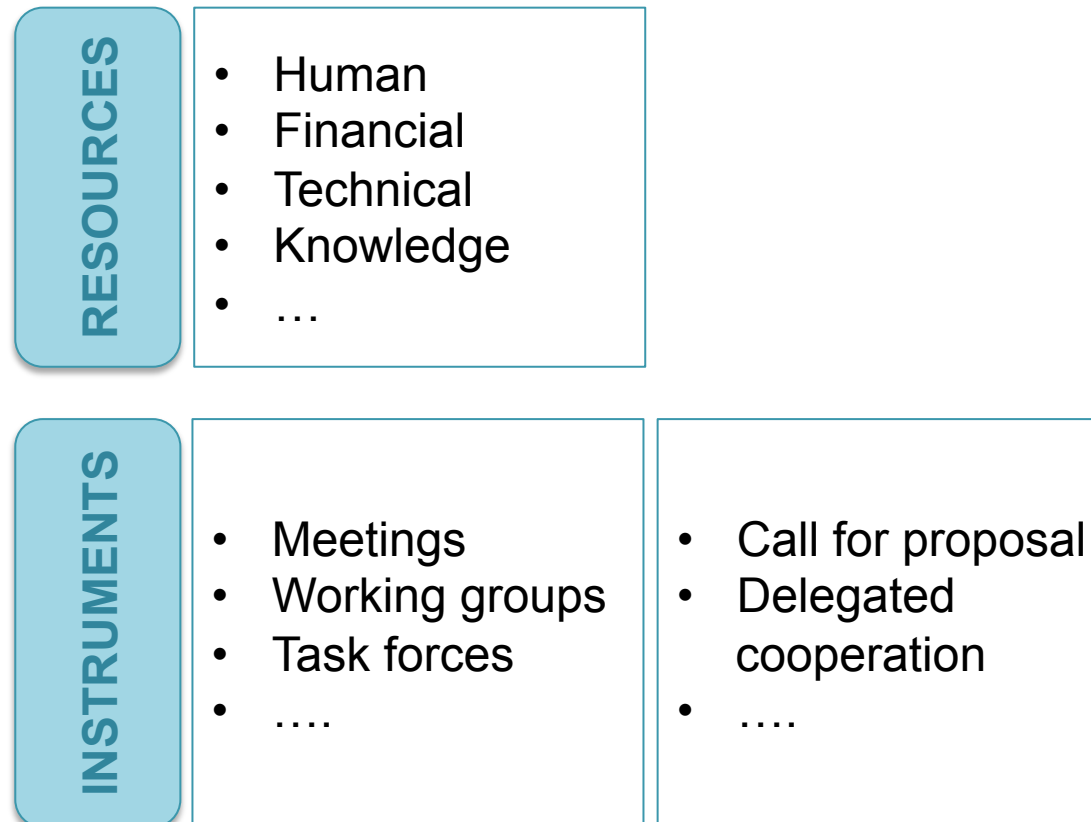
CA (3D – LO) same as ICP : How deep does it go? (1)

Levels and processes involved...



CA (3D – LO) same as ICP How deep does it go? (2)

Means and instruments mobilized



Dilemmas and questions to solve (1)

Development focus

- **How far** does it reach ? With **whom** ? Which **actors** ?
- Under which **funding** ?
- Under which common **strategy / objectives** ?
- Under which **leadership** ?

Dilemmas and questions to solve (2)

- **(why) is it necessary / relevant ?**

Dilemmas and questions to solve (3)

**from
« greater than the sum of its parts »
to
« living apart together »
?**

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Survey results

SURVEY

Method	Purposeful Sampling for Qualitative Analysis	Survey
Objective	Identification and selection of information-rich cases related to the phenomenon of interest (with the most effective use of limited resources)	ICP CA (3D-LO)
Strategy	Combination of maximum variation and snowball sampling	35 stakeholders → contact person → resource persons
Validity	Saturation (internal), no generalization (external)	Shared patterns that emerged out of heterogeneity

SURVEY

Facts vs. Perceptions

- Mapping of all facts = impossible
 - (non-exhaustive and dynamic list of reforms)
- Mapping of perceptions = interesting
 - Disparity between 'on paper' and 'in reality'

SURVEY

It's not *reality*, it's *your reality*

Participants / Awareness

ICP	3D-LO
<ul style="list-style-type: none"> 70 participants <ul style="list-style-type: none"> 35 = ICP ; 35 = ICP + 3D-LO (CA) Awareness: Yes = 55; No = 15 <p> DGD MFA Embassies/Field offices Ministry of Defence Federal Police Immigration office EEAS NGO BTC Vlir-UOS Vlenderen Development Bio Finexpo Trade Union </p>	<ul style="list-style-type: none"> 48 participants <ul style="list-style-type: none"> 13 = 3D-LO ; 35 = 3D-LO + ICP (CA) Awareness: Yes = 30; No = 14; NA = 4 <p> DGD MFA Embassies/Field offices Ministry of Defence Federal Police Immigration office EEAS NGO BTC </p>

Steps taken

- **Different levels:** commitment, strategic, structural, programmatic

ICP	CA (3D-LO)
<ul style="list-style-type: none"> • ACC/CSC (most frequent answer) • FBSA • Enabel reform: ongoing • Strategic notes (envir., gender, fragility, comprehensive approach) • Promotion of private sector • Forum of Belgian actors / Field meetings / information sharing • Joint programming in EU context (Niger) • New instructions to Embassies for pre-analyse (S, BF, P, G, TZ) • ACROPOLIS G4D research 	<ul style="list-style-type: none"> • Comprehensive approach working group and Strategic note • Policy coherence • Coordination and consultation (task forces; geographic focus: Great Lakes, Sahel) • New D5 direction in DGD • 3D-LO analysis in new cooperation programmes • Unified careers

Experiences BE actors

ICP	CA (3D-LO)
<ul style="list-style-type: none"> • ACC/CSC • BFFS (Tanzania, Mali) • Basisallocatie Synergie • Forum of BE actors • Coordination at programme/field level <ul style="list-style-type: none"> • BTC/APEFE/VVOB (Rw) • BTC/NGAs 	<ul style="list-style-type: none"> • Interdepartemental collaboration (HQ / field) <ul style="list-style-type: none"> • Briefings/debriefings/information sharing • Joint missions • Training programmes • Coordination structures <ul style="list-style-type: none"> • Focus: geographic (Sahel, GL); strategic; programmatic • Programmes (incl. Bottom-up initiatives) <ul style="list-style-type: none"> • BTC/SSR • BTC/Defence <ul style="list-style-type: none"> • eg. PARSIB

Guiding principles

ICP

- **Need for a clear and transparent vision and objectives**
- Start from a common objective and gather complementary actors
- Ownership of stakeholders (not top-down)
- Respect/autonomy: mandates, objectives, values
- Transparent coordination and information sharing

CA (3D-LO)

- **Need for a clear and transparent vision and objectives**
- Collaboration between actors
 - Interests/priorities
 - Responsibilities
- Programme management
 - Flexibility
 - Coordination
- Information management
 - Transparency
 - Real time

Actors involved

ICP

- **'List' approach**
 - Ministries/Administration (Dipl, Def, Dev, Just, Pol, Imm, Trade), NGO, BTC, BIO, Fed, IA, TU, private sector, EU, International actors, etc.
- **All 'relevant' actors (?)**

CA (3D-LO)

- **'List' approach**
- **All 'relevant' actors (?)**

Shared key questions/issues

- Case-by-case/context-driven
- Comparative advantage
- Management
- Timing/programme sequence → 'organisation' issues

Organization

ICP

- Leadership (local/DGD?/context-based)
- Compulsory/optional
- Formal/informal
- Multi-actor platforms/partnerships
- Facilitation (administration)
- Transparent communication/dialogue
- 'Light' / + strategic than administrative / need basis

CA (3D-LO)

- Leadership (Ministry?/context-based)
- Coordination structure
- Permanent v. ad-hoc structures
- Multi-level coordination
- Politics-administration coordination

Strengths

Dimensions: political; institutional; operational

ICP

- **Efficiency and effectiveness**
 - + funds/- costs
- Coherence
- Commitment
- Visibility
- Legitimacy/participation
- Dialogue/division of labour

CA (3D-LO)

- **Efficiency and effectiveness**
- Coherence
- Commitment
- Leverage
- Credibility
- Interpersonal relations/dialogue

Weaknesses

ICP

- **No strategic vision**
- Different agendas/values/roles and org. cultures
- Lack of communication
- Administrative (no value added)
- Lack of commitment
- BE centered
- Mistrust/competition/visibility
 - Unequal partners
- Less flexible/slow
- Transaction costs
- Different time horizons/prog. cycles

CA (3D-LO)

- **No real long-term strategy**
- Institutional (siloes') cultures
- Discursive/declaratory
- Lack of coordination (HQ/field)
- Discontinuity/permanent change
- Mistrust ('zero sum game')
- Transaction costs
- Resources and capacities
- No flexibility
- Interpersonal (not institutional)

Opportunities

ICP

- **International momentum** (SDG, EU, new challenges - migration)
- **BE commitment/awareness**
- ENABEL reform
- Mutual acceptance of actors' diversity (diaspora, 4th pillar)
- Existing frames (JSF)
- More dialogue and information sharing

CA (3D-LO)

- **International momentum** (SDG, EU, new regional challenges - Sahel)
- **BE commitment** (coherence)
- BE international presence (Embassies)
- Joint training/analysis
- Budget constraints

Risks

ICP

- **Instrumentalisation/politisation/mistrust**
- No common objective
- Less autonomy/innovation/initiative
- Competition
- 'Crowding out' actors and sectors
- Transaction costs
- Loss of flexibility
- BE centered
- Loss of momentum/support (int. and national level)
- Partner country capacity/strategy

CA (3D-LO)

- **No common vision**
- **Instrumentalisation/politisation**
- 'Office politics'
- BE centered
- Loss of political support
- Resources and coordination capacity

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**COFFEE
BREAK**

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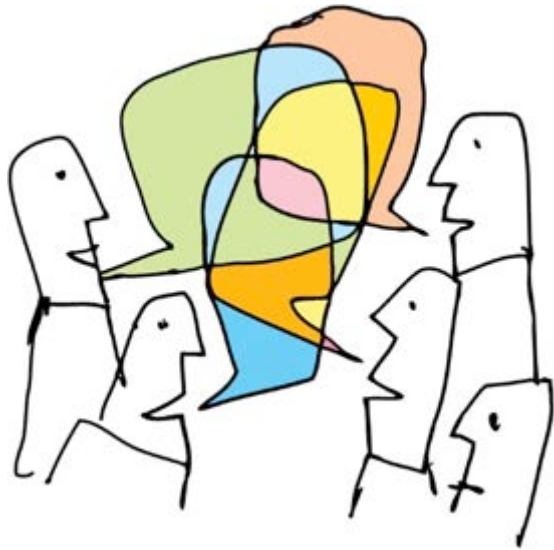
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PART II

WHERE DO WE GO FROM HERE?



Common Language?

Road Map



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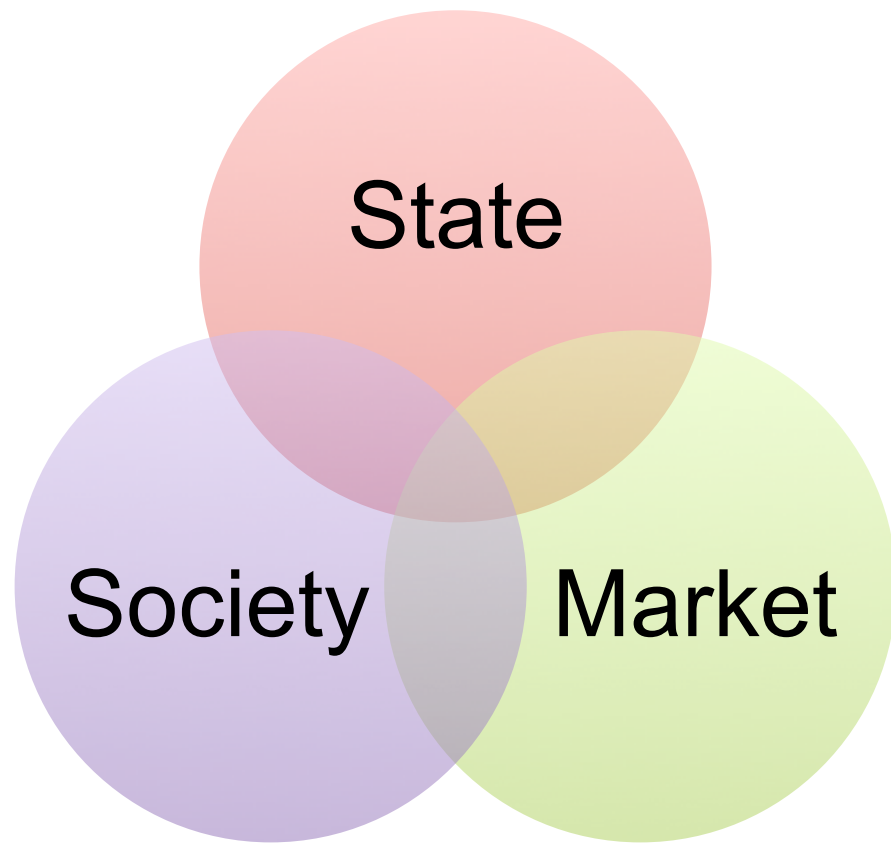
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GOVERNANCE NETWORKS





GOVERNANCE NETWORKS

1. HISTORICAL EVIDENCE

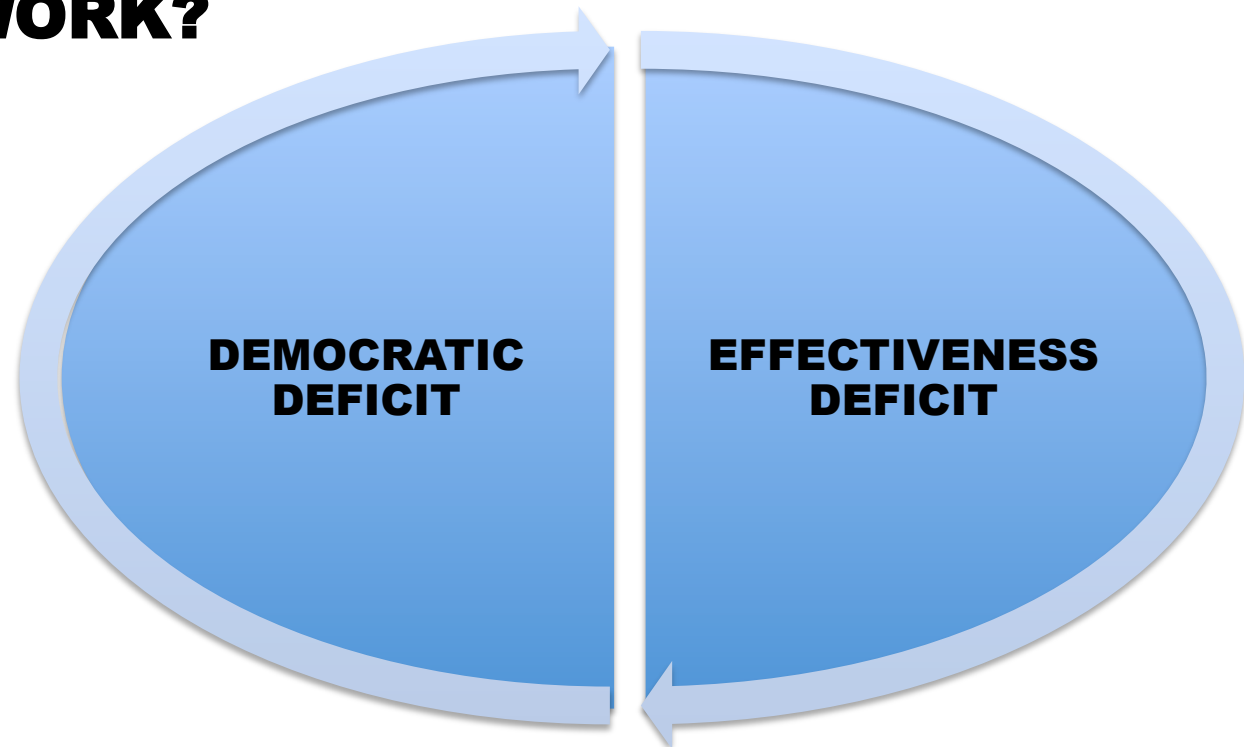
- Origins: 1990's
- Hierarchies, markets, networks
- Democratic & Effectiveness Deficit
- Development Policy
- Fragile Situations (Liberal Peace)
- 2 caveats

2. THEORETICAL EVIDENCE

- Self-Interest
- Wicked Problems
- The 'right thing' to do
- Politics

3. EMPIRICAL EVIDENCE

DO THEY WORK?



1. EFFECTIVENESS DEFICIT

- Intangible outputs
- Dispersed outputs
- Non-attributable outputs
- Dynamic goals
- Multiple goals
- Vague and diffuse goals

1. EFFECTIVENESS

+	LEARNING (ADDED VALUE)	-
Negotiated knowledge	Substantial complexity	Negotiated nonsense
Complementary use of resources	Strategic complexity	Higher transaction costs and duration
Higher trust and support	Institutional complexity	Lower trust and support

2. DEMOCRACY

+	-
<ul style="list-style-type: none">• Link between top-down representative and bottom-up participatory democracy• Improve problem-solving through bottom-up participation• Produce just policies through inclusion of affected actors• Serve as a medium for political empowerment, widen the scope of political contestation• Transform antagonistic relations into agonistic ones	<ul style="list-style-type: none">• Co-optation and instrumentalisation• Lack of publicity and transparency• Reduction of the potential for democratic control and accountability• Atomization and fragmentation of public policy• Unequal patterns of political inclusion, influence and empower• Reduction of the scope of political contestation through the development of strong hegemonic discourses

CONCLUSION

GOVERNANCE

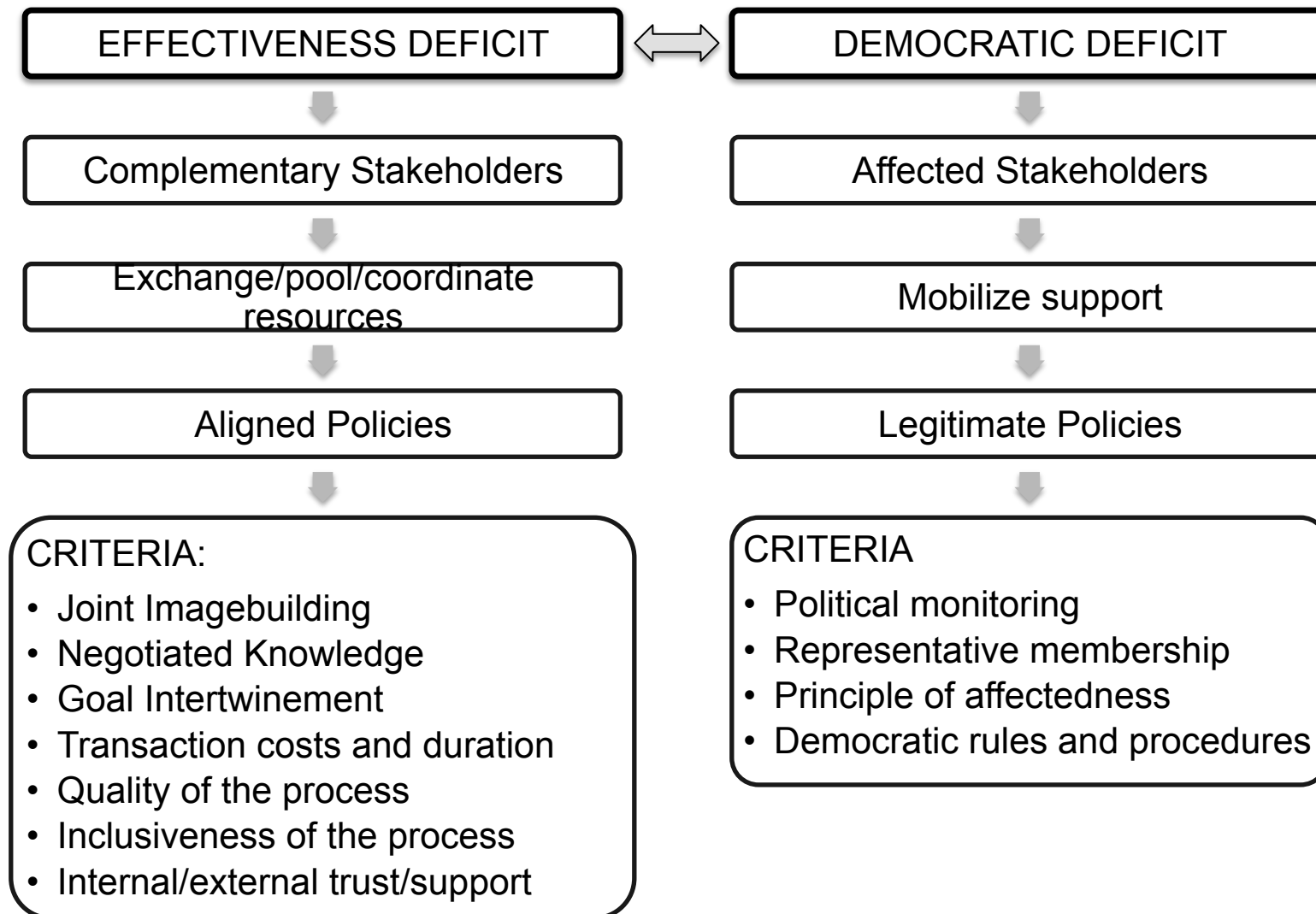
NETWORKS

Common Language ?

➤ Principles

➤ Criteria





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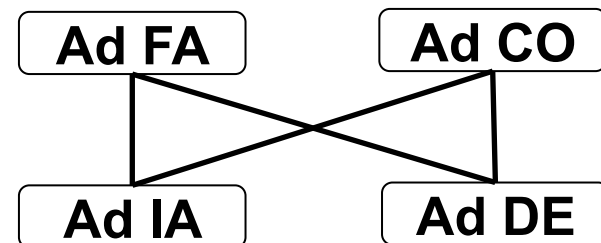
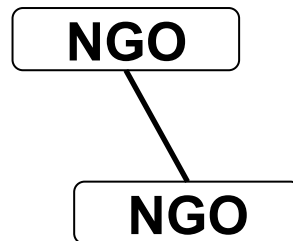
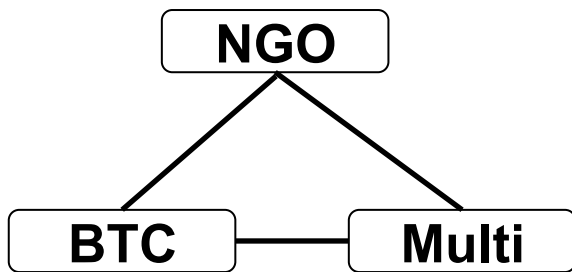
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BELGIAN
GOVERNANCE
NETWORKS ?

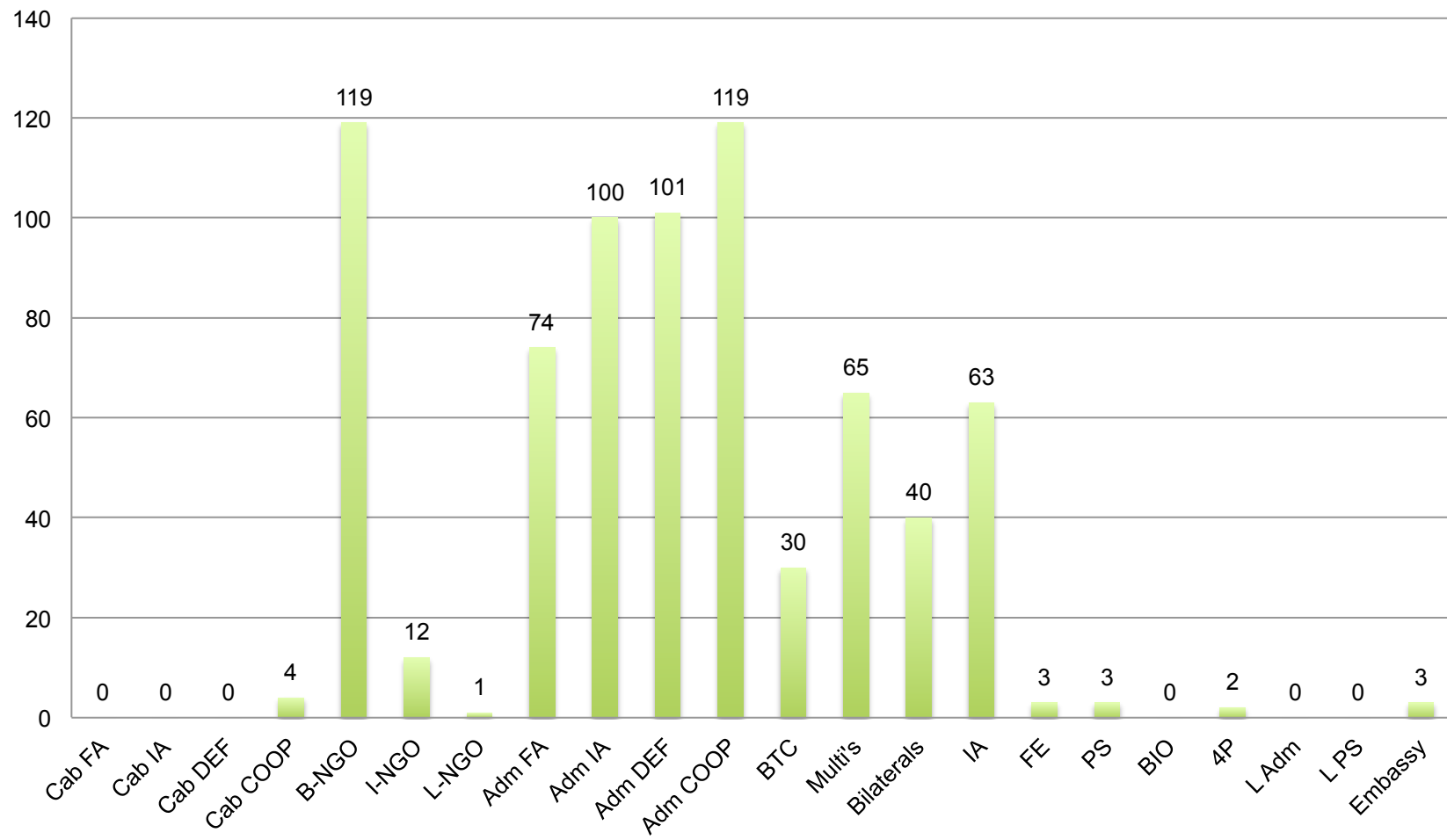
SURVEY

- “Can you share relevant experiences that can contribute to an integrated country approach or comprehensive approach?”*

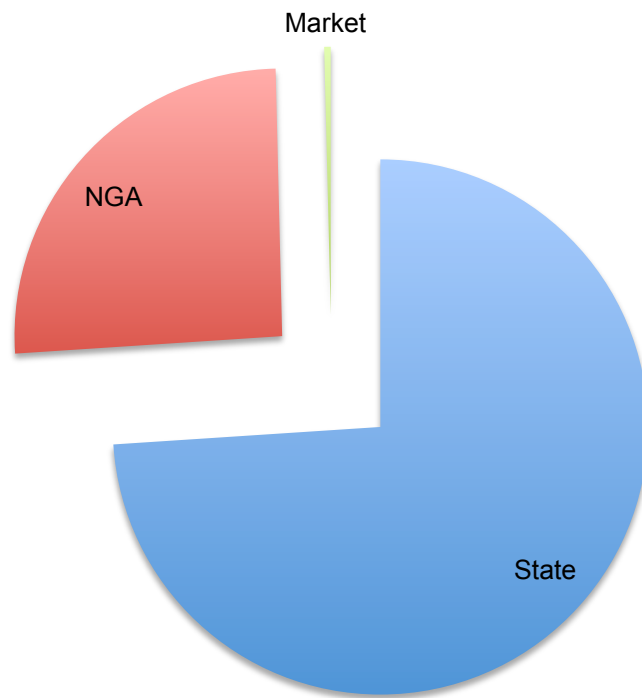


CODE	NAME	LABEL	# EDGES	%	TYPE	LEVEL
1	Cabinet Foreign Affairs	Cab FA	0	0,0	State	Belgium
2	Cabinet Internal Affairs	Cab IA	0	0,0	State	Belgium
3	Cabinet Defence	Cab DEF	0	0,0	State	Belgium
4	Cabinet Cooperation	Cab COOP	4	0,5	State	Belgium
5	Belgian NGO	B-NGO	119	16,1	NGA	Belgium
6	International NGO	I-NGO	12	1,6	NGA	International
7	Local NGO (partner country)	L-NGO	1	0,1	NGA	Partner Country
8	Administration Foreign Affairs	Adm FA	74	10,0	State	Belgium
9	Administration Internal Affairs	Adm IA	100	13,5	State	Belgium
10	Administration Defence	Adm DEF	101	13,7	State	Belgium
11	Administration Cooperation	Adm COOP	119	16,1	State	Belgium
12	Belgian Development Agency	BTC	30	4,1	State	Belgium
13	Multilateral institutions	Multi's	65	8,8	State	International
14	Bilateral donors	Bilaterals	40	5,4	State	International
16	Institutional Actors	IA	63	8,5	NGA	Belgium
18	Federated Entities	FE	3	0,4	State	Belgium
20	Private Sector	PS	3	0,4	Market	Belgium
21	Belgian Investment Company	BIO	0	0,0	Market	Belgium
22	4th Pillar Initiatives	4P	2	0,3	NGA	Belgium
24	Local Administration (partner country)	L Adm	0	0,0	State	Partner Country
25	Local Private Sector (partner country)	L PS	0	0,0	Market	Partner Country
26	Belgian Embassy (partner country)	Embassy	3	0,4	State	Belgium
TOTAL			739	100		

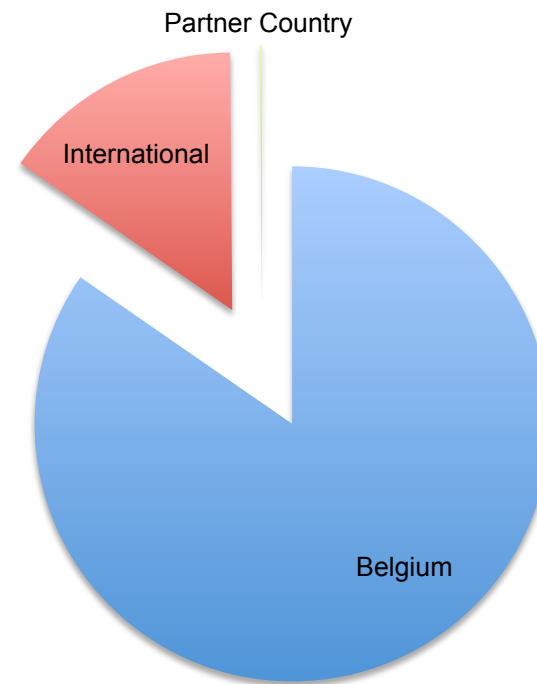
ACTORS (Codes)

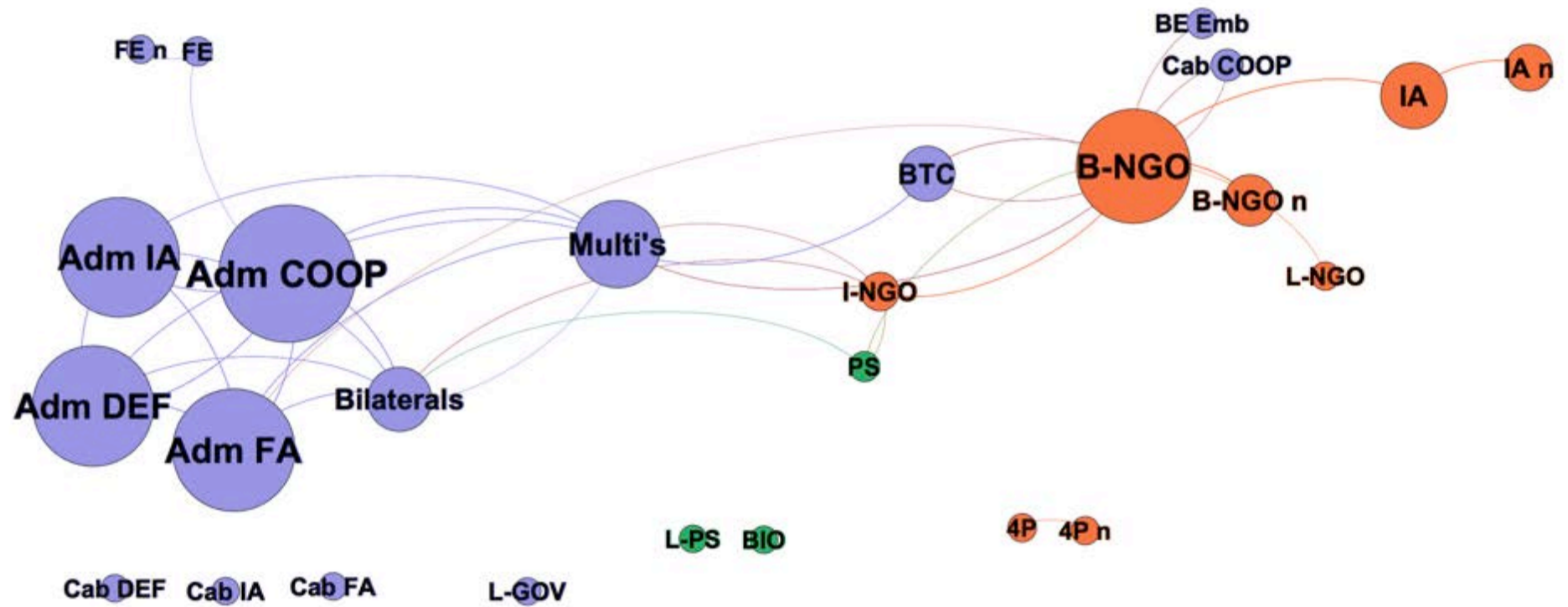


ACTORS (Type)

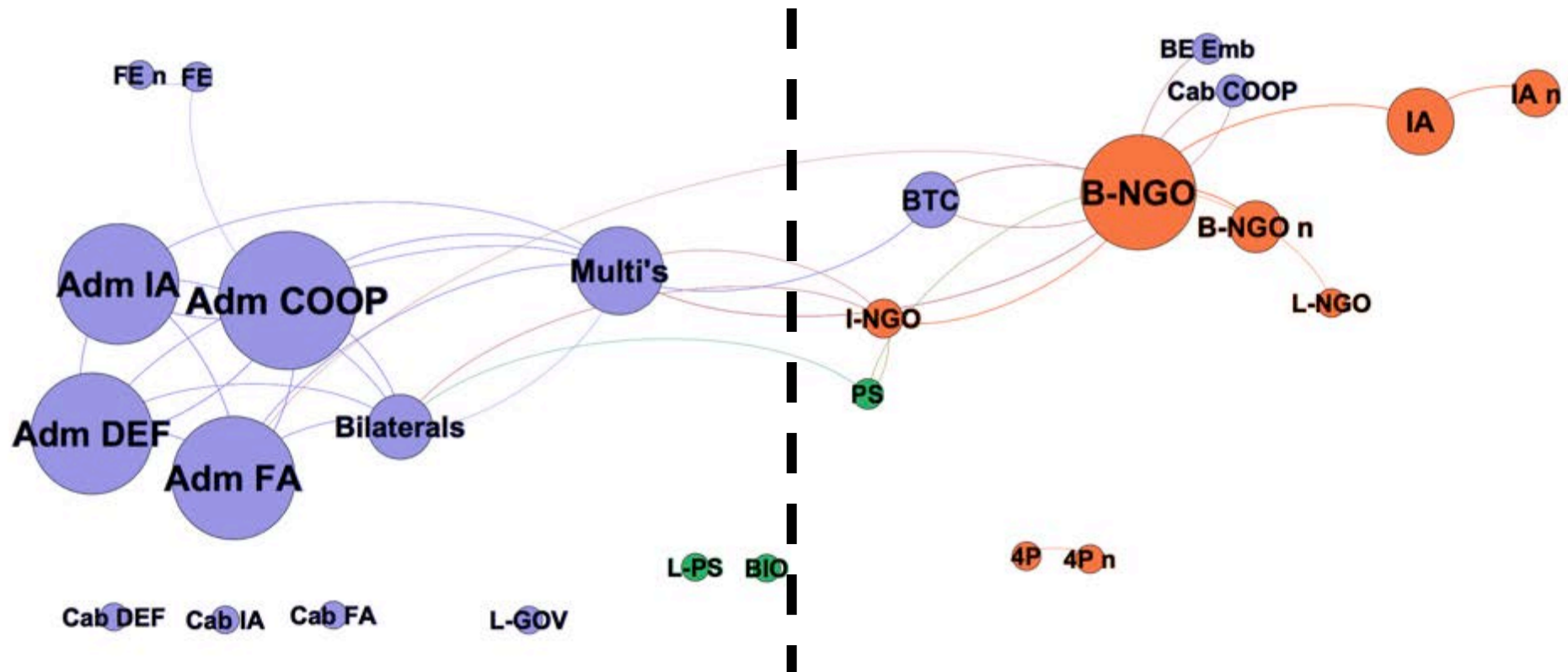


ACTORS (Level)

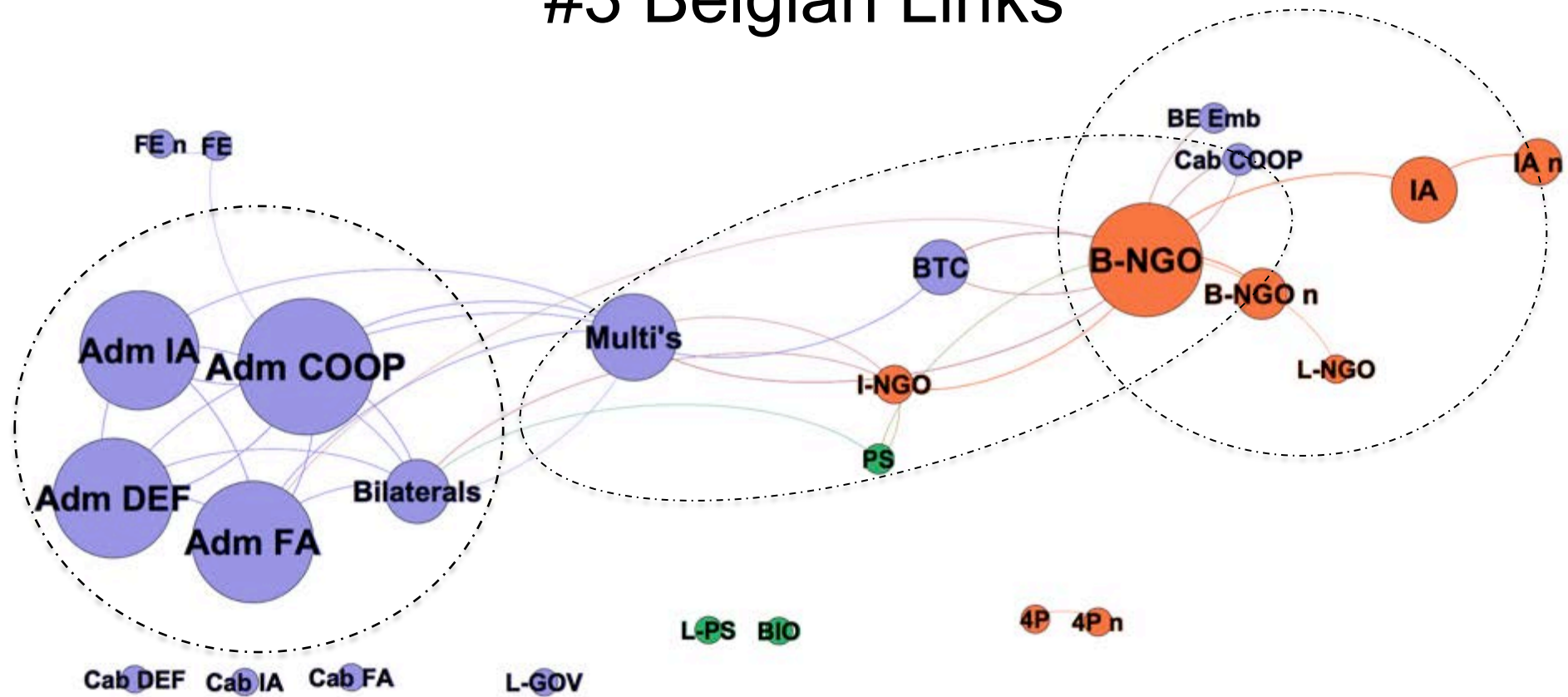




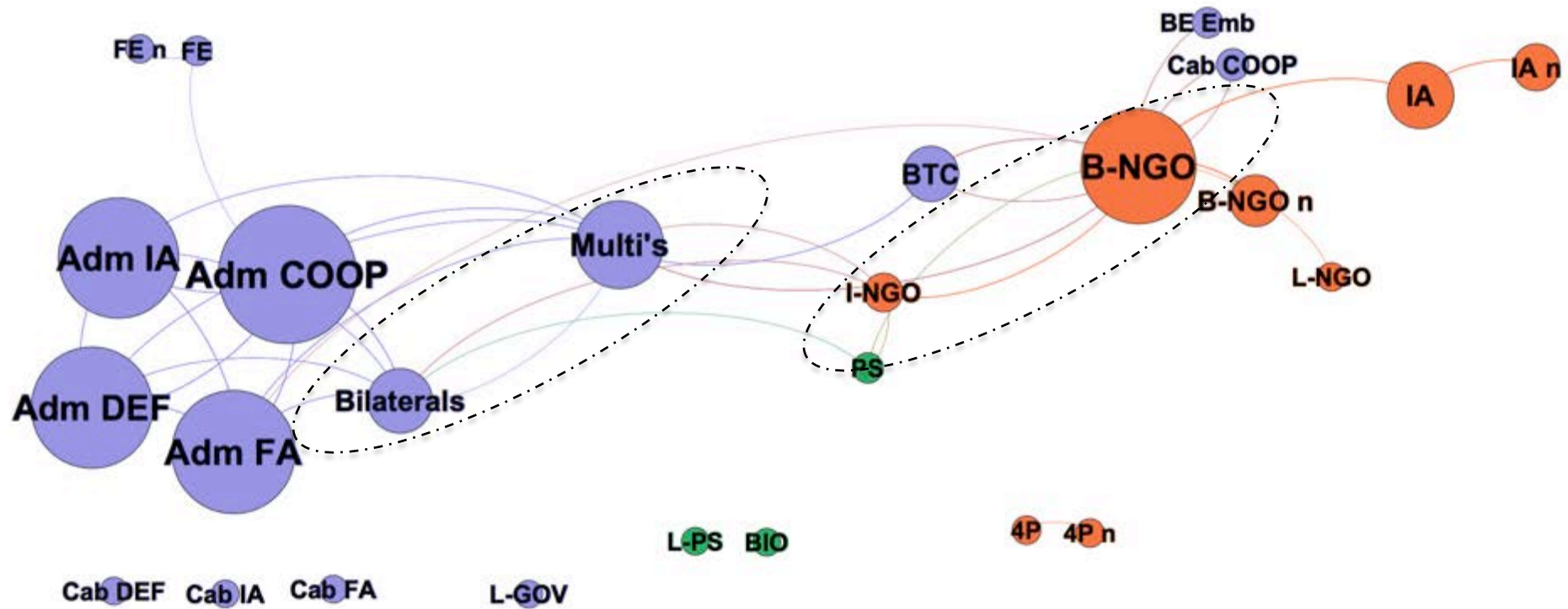
CA (3D-LO) vs. ICP



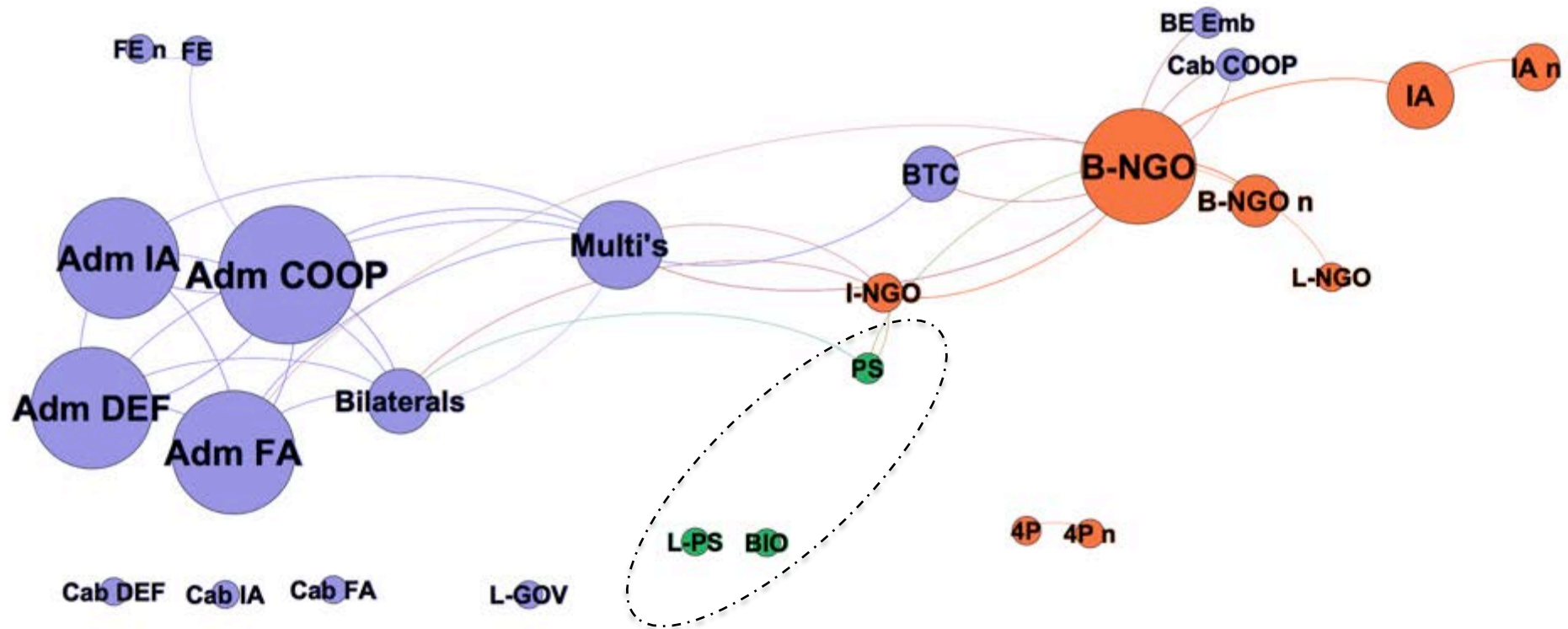
#3 Belgian Links



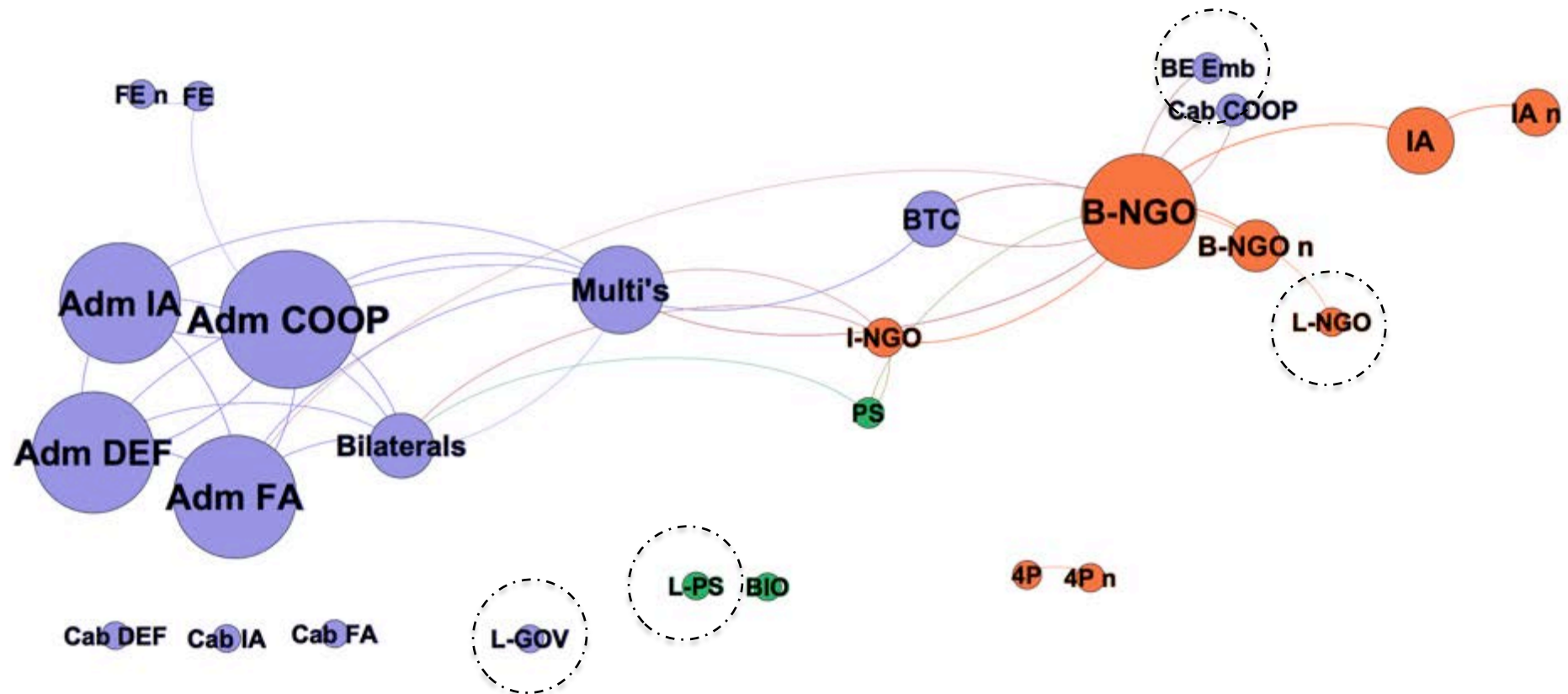
#2 International Links



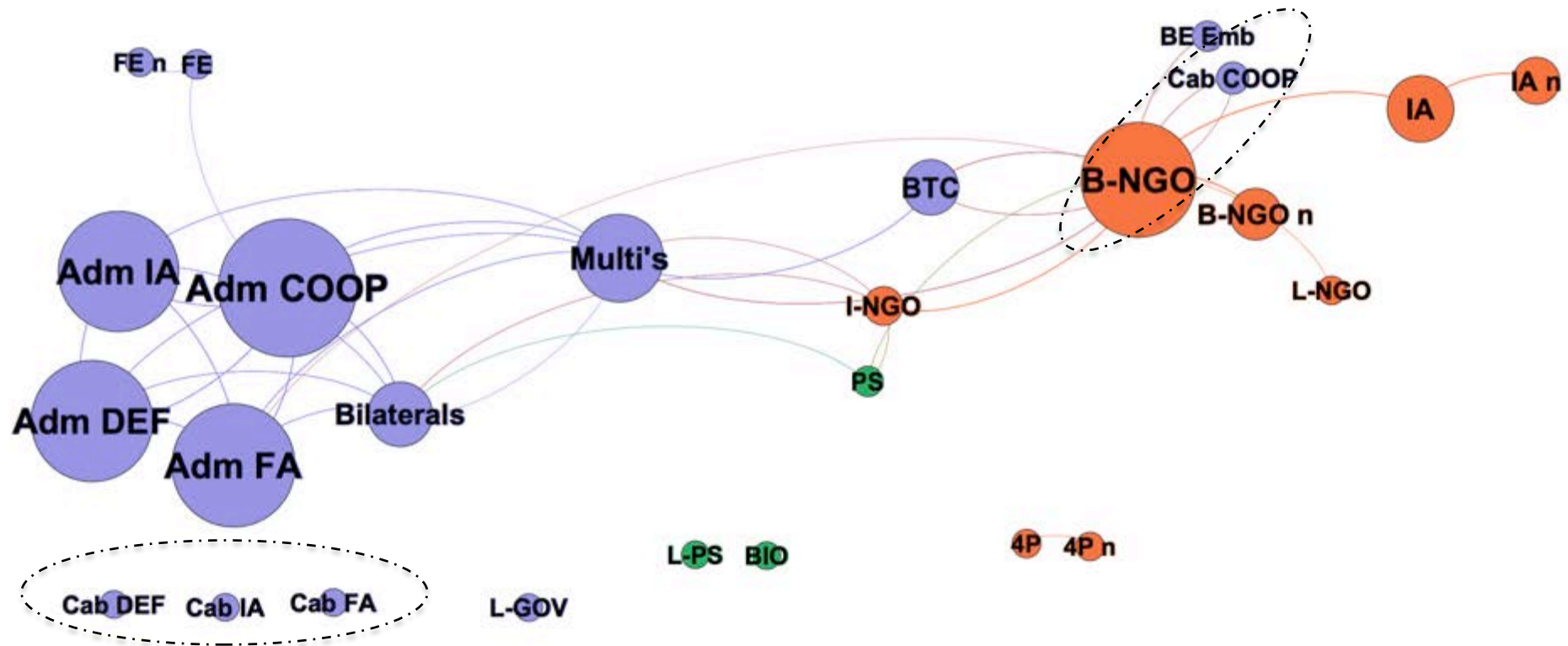
#1 Absent Market



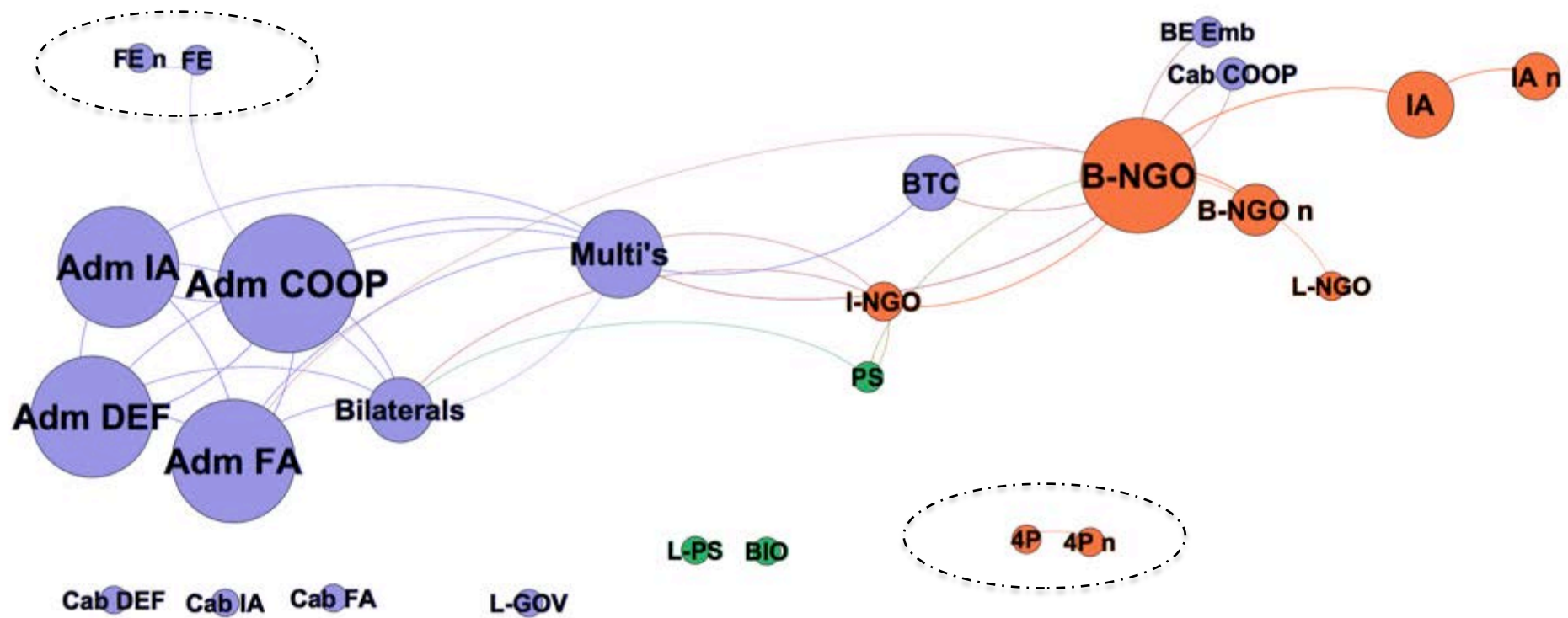
#Absent Local Links



#Absent Political Links



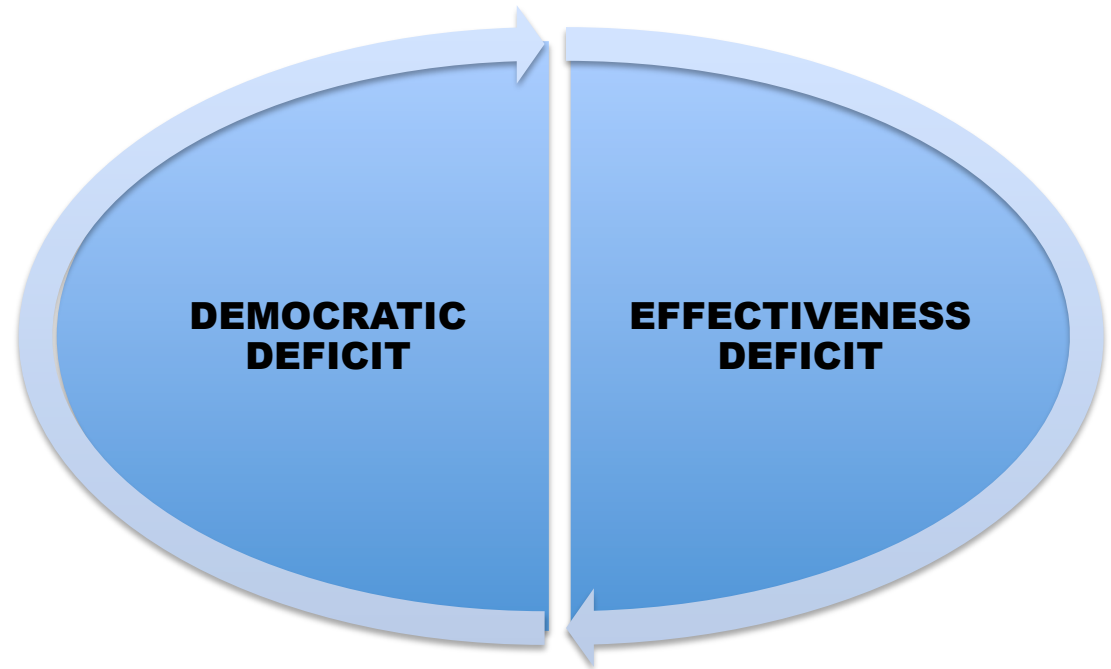
#2 Sattelite Links



CONCLUSIONS

- Belgian experiences with governance networks?

- C.A
- JCA/JSF
- BFFS



	EFFECTIVENESS	LEGITIMACY
WHO	Complementary Actors	Affected Actors
C.A.	Complementarity limited to GA, common goals still to be defined, clear willingness	Intention to involve broader stakeholders (NGA, universities), absent link with affected constituencies
JCA / JSF	Complementarity limited to NGA, broad list of goals, mixed willingness (top-down)	Consultation of affected constituencies (limited to local NG partners), but no priority
BFFS	Complementarity between GA, NGA, and international agencies, clearly defined common goal, higher willingness (bottom-up)	Both local GA and NGA are involved as affected constituencies

	EFFECTIVENESS	LEGITIMACY
WHAT	Echange, pool, coordinate resources	Mobilize support
C.A.	Too early, but focus on informationsharing, negative coordination, alignment (national/international, less focus on innovation)	To early to asses, but no intention to mobilize support from affected constituencies (belgo-belge)
JCA / JSF	Informationsharing, negative coordination, more mapping than innovation, learning fund	Consultation of affected constituencies (limited to local partners, belgo-belge)
BFFS	Pooling resources, positive coordination, sometimes higher transaction costs / duration	Mobilize support through local GA and NGA

	EFFECTIVENESS	LEGITIMACY
IMPACT	Aligned policies	Legitimate polices
C.A.	Too early to assess	To early to asses (but strenghtening legitimacy through representative/ participatory democracy no priority)
JCA / JSF	Minimal alignment	Minimal effect (focus exercise was Belgo-Belge)
BFFS	Aligned policies and service provision through joint programming	Potential effect by bringing GA and NGA together

SUMMARY



GREATER THAN THE SUM OF ITS PARTS?

**Towards a network
approach for Belgian
development
cooperation**

ACROPOLIS Governance For Development (G4D)
Kick-off workshop

17 OCTOBER 2017
EGMONT PALACE
BRUSSELS

Road

Map



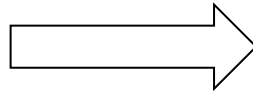
Road Map



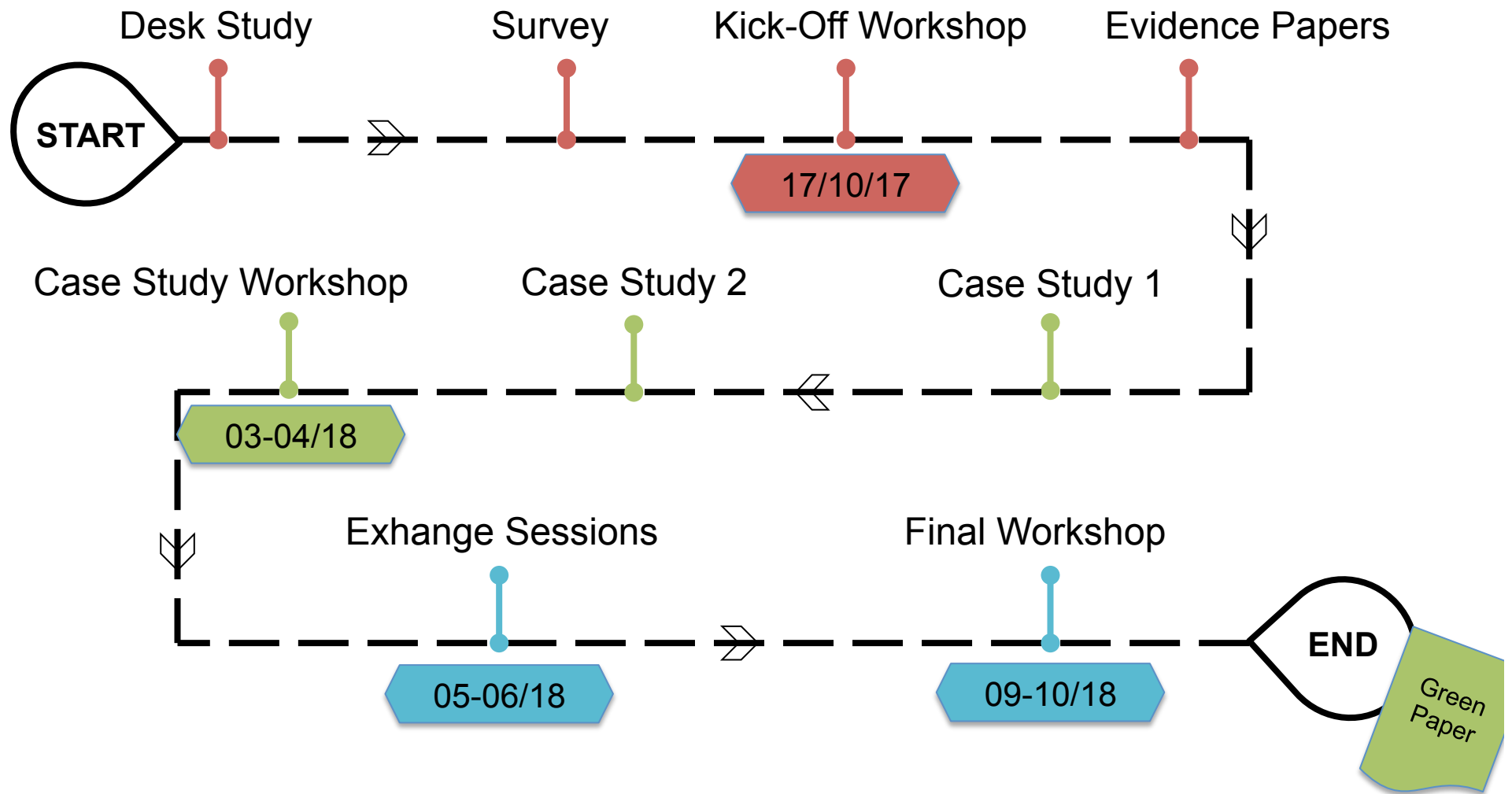
31 October 2018

GREEN PAPER

- Principles
- Indicators
- Steps



WHITE PAPER



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