

Validated TOR for the Network

StEPPFoS Deliverable Report: D7.1



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Responsible Institutions Authors	Forum for Agricultural Research in Africa (FARA) Kwaku Antwi		
Responsible authors and contributors	Name	All WP7 Partners	email kantwi@faraafrica.org
			Phone +233539899658
Abstract	<p>This Validated Terms of Reference (TOR) provides a comprehensive framework governing the operations, roles, and responsibilities of members within the Pan Africa Network for Analysis of Economic Policies (PANAP). It outlines the principles and procedures that guide the network's collaborative efforts in promoting sound economic policy analysis, evidence-based advocacy, and inclusive development across Africa. The TOR defines membership categories, governance structures, coordination mechanisms, and decision-making processes aimed at enhancing institutional coherence and accountability. Its validation signifies the collective commitment of PANAP members to uphold shared values of professionalism, transparency, and partnership. Ultimately, this TOR serves as a foundational document to strengthen cooperation among members, ensure effective policy engagement, and advance PANAP's mission of fostering sustainable, equitable, and growth-oriented economic policies in Africa.</p>		
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Glossary

AU-EU	African Union - European Union
CCSE	Climate Change and Sustainable Energy
EC	European Commission
FNSSA	Food and Nutrition Security and Sustainable Agriculture
GDPR	General Data Protection Regulation
H2020	Horizon 2020 Research and Innovation Program
HLPD	High Level Policy Dialogue
IRC	International Research Consortium
JRC	Joint Research Consortium
NGO	Non-governmental organization
PANAP	Pan African Network for Economic Analysis of Policies
R&I	Research and Innovation
SEW	Stakeholder Engagement Week
StEPPFoS	Strengthening Evidence-Based Policy Practice for Sustainable Food Systems under the EU-AU Partnership
STI	Science, Technology and Innovation
WP	Work Package

Executive Summary

This document presents the validated Terms of Reference (TOR) for the Pan-African Network for the Analysis of Economic Policies (PANAP) under the StEPPFoS project (WP7). The TOR defines the mission, objectives, membership criteria, governance structure, operational mechanisms, and validation process of the network. It serves as a foundational instrument guiding cooperation among African and European institutions engaged in economic policy analysis for sustainable agri-food systems.

The TOR was developed through a consultative process led by FARA and JRC, involving contributions from PANAP members, AU and EU institutions, and regional organizations. It formalizes governance and accountability mechanisms, clarifies members' roles and responsibilities, and aligns the network's objectives with the AU-EU policy frameworks (Agenda 2063, Malabo Declaration, FNSSA Roadmap).

The validated TOR establishes a coherent structure for collaboration, knowledge sharing, and evidence-based policy engagement, thereby strengthening the PANAP's capacity to inform inclusive and sustainable food system policies across Africa.

This document corresponds to Deliverable D7.1 under Work Package 7 of the StEPPFoS project, which aims to strengthen and expand the PANAP network as a functional platform connecting African and European research and policy actors.

1. Introduction

The Pan-African Network for the Economic Analysis of Policies (PANAP) serves as a collaborative platform which brings together economists, policy analysts, researchers, and institutions across Africa to strengthen evidence-based policy formulation and implementation on the continent. As African nations pursue inclusive and sustainable development under frameworks such as the African Union's Agenda 2063 and the United Nations Sustainable Development Goals (SDGs), the need for coordinated, data-driven, and contextually relevant policy analysis is important. PANAP seeks to bridge research and policymaking by fostering regional dialogue, promoting rigorous analytical methods, and enhancing the capacity of African institutions to design and evaluate economic policies that respond to the continent's unique challenges and opportunities.

To ensure the effective functioning of the PANAP Network and to align the efforts of its diverse membership with its overarching mission, it is essential to develop a clear and comprehensive Terms of Reference (TOR) which provides a structured framework defining the network's purpose, governance, membership composition, roles, and operational procedures. It will serve as a guiding document that outlines the expectations, responsibilities, and deliverables of members, as well as mechanisms for coordination, communication, and decision-making within the network.

The TOR was developed by the PANAP Secretariat (FARA and JRC) and validated through consultations with members, AU and EU representatives, and regional institutions. The final version was approved by the Steering Committee after incorporating stakeholder feedback. The steps taken to validate the TOR is outlined as follows:

Development of Initial Draft of the TOR

Initial draft of the TOR was co-developed by FARA and the JRC-Savile. The development followed initial discussions between the two organizations about the need to have a document to guide the activities of the Network and its members. These discussions began prior to the inception of StEPPFoS.

Consultations with Network Members

The draft TOR was shared with the 53 members of the Network at the time. Members were given 14 days to review the TOR and submit their feedback to FARA and the JRC. Out of the 53 members, feedback was received from 39 members. Comments received were mainly around the obligations of members and what members stand to benefit from being part of the Network.

Review and Approval by the Steering Committee

The Revised TOR was sent to the PANAP Steering Committee for their review and approval. Members of the Steering Committee sent their feedback to the secretariat after 2 weeks upon receipt of the revised TOR. Their feedback mainly centered around the composition of the Steering Committee, meetings of the steering committee, and the contribution of the Network to agri-food system policy engagements

in Africa. Revised version of the TOR was sent to the steering committee for their approval after all the comments were addressed by FARA and JRC-Savile.

Validation by PANAP Members

The final TOR was presented to PANAP members for validation and endorsement during the 5th PANAP General Assembly, which was held virtually on 4th October 2024. The GA was attended by 47 out of the 53 members of PANAP at the time. During a vote on the endorsement and adoption of the TOR, 42 out of the 47 members voted to endorse and adopt the TOR as a living document to guide the operationalization of the Network.

The validated TOR will serve as the operational reference document for all PANAP governance and coordination activities.

2. Mission and Objectives of PANAP

The Pan-African Network for the Analysis of Economic Policies (PANAP) operates as a network of African academic and research and institutions that collaborate, under the aegis of the African Union Commission (AUC) and European Union (EU) and with the Joint Research Centre (JRC) of the European Commission, in prioritizing and conducting research on economic analysis of policies concerning Africa's agri-food system and its sustainability. PANAP is one of the concrete activities in the Action Agenda of the Political Declaration of the 3rd AU-EU Agriculture Ministerial Conference held in Rome on 21st of June 2019 (EC Decision C (2019) 4277).

PANAP's objectives directly support the AU–EU High Level Policy Dialogue (HLPD) on Science, Technology and Innovation and contribute to the implementation of the FNSSA Partnership Roadmap.

The aim of PANAP is to strengthen the capacity of African researchers and academics to evaluate policy effects and measures with special focus on rural areas and related farming-food sectors. An important objective of PANAP is to strengthen the liaison between researchers/scientists and policy makers in Africa, including relevant regional and continental African institutions e.g., the AUC and regional economic communities (RECs) and their relevant technical agencies such as the Forum for Agricultural Research in Africa (FARA) and Sub-regional agricultural research organizations. PANAP seeks to sustainably enhance food and nutrition security in alignment with the Malabo Declaration Commitment 3 on ending hunger in Africa by 2025 and SDG 1 (eradication of poverty) and 2 (ending hunger) by 2030.

More specifically, PANAP aims to:

- Provide African policy makers and scientific communities with independent, evidence-based scientific support as well as data/information, with an emphasis on the economic analysis of agri-food sectors and related policies.
- Support policy makers in designing new development policies and programmes and assessing their economic impacts using comprehensive quantitative methods.
- Serve as a platform for sharing knowledge, data, models/tools, coding and modelling skills, and simulation results among network members and creating a common knowledge base.
- Strengthen institutional capacity of the network countries in applying innovative tools/models for economic analysis of policies.
- Provide African research/academic partners with novel insights that improve policy, program, and service delivery.
- Support staff exchange among institutes of the network.

- Support the expansion of the PANAP activities in all African countries.
- Enhance the dissemination and visibility of the network's activities through common publications (papers, reports), common session and side events at key agriculture, economic and international conferences.

Concisely, the objectives of PANAP can be grouped under the following themes:

Policy Support, through Evidence-based policy analysis, simulation modelling, policy impact assessment.

Capacity Building, through Training, staff exchanges, model sharing.

Collaboration and Visibility, through Joint publications, shared datasets, common events.

The work carried out by PANAP shall be policy-driven and it shall serve the interests of relevant policy makers either at country or at multi-lateral level in Africa or both.

PANAP was launched on 6th November 2019 in Addis Ababa, Ethiopia at a meeting that brought together key stakeholders, researchers, data analysts and policy makers, from national, regional, and international institutions. At this meeting, the stakeholders discussed the priorities, membership, and governance of PANAP.

3. Priority Topics

PANAP covers research in the fields of agriculture and food security in Africa to empower relevant African institutions in the domain of **Economic Analysis of Agricultural and Food Security related Policies** in line with the African Union Commission and European Commission policy agenda.

Specifically, the emphasis of PANAP is on the **impact analysis** of agri-food policies, including inputs subsidy (fertilizers and seeds), production subsidy, market price support, cash transfers, public-good investments (irrigation, roads, capital), public expenditure (rural education, rural health), fiscal policies, international trade policies among others, using micro and economy-wide economic models. Rigorous and independent quantitative analysis of potential effects (benefits and drawbacks) of agri-food policies, before and after their implementation, contributes to identify the most relevant policies, and ultimately to improve sustainable development at the micro, sectorial, macro, and global levels. The objective of PANAP is also to help identify the most relevant policies to foster the transition towards sustainable food systems. This is particularly relevant in the context of Africa where economic, social, demographic (including economically driven migrations), environmental and climate change pressures have been increasing steadily and are likely to intensify.

PANAP builds on the experiences of Policy Impact Analysis by the JRC in coordination with DG INTPA and EU Delegations in Cote d'Ivoire, Ethiopia, Kenya, Niger, Senegal, Sierra Leone, and Tanzania. In these countries, JRC is intensively engaged in sharing knowledge with researchers, statistics producers, and analysts in public institutions around policy impact analysis as applied to agriculture and food sectors. South-south exchanges and cross-fertilization with existing initiatives is one of the strategies deployed by PANAP to achieve its objectives. PANAP will also be engaged in supporting the collaboration between European and African research institutions.

In the framework of impact analysis of policies, priority topics for the network, such as agri-food policies, food security, investment, transition toward sustainable food systems and trade policies, and gender issues including youth issues are addressed using quantitative methods and modelling. The priorities are context dependent and in line with PANAP'S underpinning on rigor and objective evidence, the priorities shall be established through an agreed priority setting process. Nevertheless, the stakeholders at the launch of PANAP listed the following among the priority topics.

PANAP's priority research topics reflect Africa's evolving policy agenda for sustainable food systems and inclusive growth. They build upon the AU Agenda 2063 and the EU–AU Innovation Agenda, emphasizing five cross-cutting domains that link economic modelling with social and environmental transformation.

Food Systems Transformation and Green Transition

PANAP supports analysis of policies that accelerate Africa’s transition to sustainable and resilient food systems. This includes modelling the effects of agricultural subsidies, sustainable input use, circular-economy approaches, and carbon-smart production systems that reduce emissions while maintaining productivity.

Trade and Investment for Sustainable Growth

The network evaluates trade and investment policies affecting agri-food value chains, regional integration, and intra-African trade flows under the AfCFTA. Emphasis is placed on inclusive trade reforms and investment incentives that promote value addition and competitiveness.

Climate Adaptation and Environmental Resilience

PANAP members assess the economic impacts of climate adaptation policies—such as irrigation investment, risk-management schemes, and ecosystem-based practices—on rural livelihoods and food security.

Youth Employment and Skills Development

Economic modelling within PANAP addresses job creation potential in agriculture and agri-business, focusing on youth participation, entrepreneurship, and the digital transformation of agri-food systems.

Gender Equality and Social Inclusion

All policy analyses incorporate gender-disaggregated data and equity metrics to ensure women and marginalized groups benefit from economic reforms. PANAP promotes inclusive modelling frameworks consistent with the AU Gender Strategy and SDG 5.

- Agricultural and food policies
- Food and nutrition security
- Food systems sustainability
- Adopting innovative technologies and farming practices
- Climate change and adaptation
- Structural features of agriculture

- Trade and growth
- Servicing farmers: finances and extension
- Agricultural transformation
- Agricultural financing
- Migration
- Jobs creation (with particular attention to gender balance)
- Sustainable Development Goals (SDGs)

These priorities align with the AU–EU High-Level Policy Dialogue on Science, Technology and Innovation, the Food Systems Transformation Framework (AUC 2023), and the FNSSA Roadmap 2027–2037, ensuring that PANAP’s research outputs directly inform continental policy processes.

4. Membership

PANAP membership comprises three main categories, namely (a) ordinary members; (b) external investors and backstopping members; and (c) honorary members.

Ordinary members. These are African research and academic organizations that demand and use PANAP's analytical work, namely economic policy analysis with focus on policy impact analysis, on agriculture and food security. These include policy-making bodies at continental e.g., AUC and NEPAD, regional, e.g., RECs and national level e.g., relevant ministerial departments and agencies. This category also includes the relevant technical agencies of these bodies e.g., FARA and the sub-regional organisations (SROs), and the apex body for agricultural economists.

External investors and backstopping members. These include grant making institutions and agencies that contribute financially to the work of PANAP (e.g., DG-INTPA and DG-AGRI). They also include institutions that provide technical capacity development support to the ordinary members notably JRC.

Honorary members. These are individual nominated by the steering committee based on their potential contribution to the network.

The research and academic institutions that JRC has been cooperating with since 2013 are automatically ordinary members, i.e., "Starter Ordinary Members of PANAP".

4.1 Eligibility and application procedure

- A. Eligible organizations/institutions may apply for membership of PANAP by filling and submitting a membership application form at the PANAP secretariat.

Eligibility Criteria

- *A legal Entity*
 - *Agree to pay the minimum contribution fee if and as decided by the inaugural Steering Committee*
 - *Willing to share resources (financial, infrastructure, human, network etc)*
 - *Application approved by PANAP Steering Committee*
- B. The Steering Committee shall consider the application and accept or decline it. The applicants will be notified electronically.

- C. All organizations whose applications are accepted might be required to pay a membership fee (including in kind) in accordance with a fee structure approved by the Steering Committee.
- D. Nominations of honorary members shall be submitted to the steering committee for consideration and shortlisting.

Table 1: Overview of Membership Eligibility, Rights, and Obligations

Category	Eligibility	Rights	Obligations
Ordinary	African academic/research institutions	Voting, eligible for Steering Committee	Pay fees, attend meetings
Supporting	Donors, EU/AU agencies	Advisory, non-voting	Provide technical/financial support
Honorary	Distinguished individuals	Advisory, non-voting	Participate voluntarily

Membership selection shall promote balanced representation across African regions (North, West, Central, East, and Southern Africa), gender parity (targeting at least 40 % of either sex), and inclusion of early-career researchers and young professionals. The Steering Committee shall monitor these criteria annually when reviewing membership applications.

4.2. Membership of PANAP is Open to:

- ❖ Academic Institutions, including Universities
- ❖ Research Institutions
- ❖ Governments, International and Regional Organisations
- ❖ Non-Profit Research Organisations and CSOs
- ❖ Public Funding Agencies
- ❖ Private sector organisations
- ❖ Youth and Women organisations
- ❖ Individuals

4.3. Responsibilities of Members:

- PANAP's mission and objectives
- Attend required PANAP Meeting
- Pay up membership fees (*as determined by SC*)
- Maintain confidentiality and handle Network sensitive information discretely.
- Seek amicable solution to conflicts
- Provide feedback and suggestions
- Communicate effectively with other members
- Attend conferences, workshops and training sessions
- Willing to represent the Network
- Willing to serve on committees and working groups
- Willing to mentor new members
- Willing to collaborate with and host other members to undertake common activities of interest
- Willing to participate in resource mobilization activities of the Network.

4.4. Benefits Derived by Members

- ❖ Networking opportunities with experts and policy makers
- ❖ Enhanced access to information on current and expected AU-EU Calls and policies.
- ❖ Access to exclusive research and publications.
- ❖ Professional development of staff through training opportunities
- ❖ Knowledge exchange with other researchers, jointly exploring resource opportunities
- ❖ Opportunity to influence policy decisions across the continent.
- ❖ Priority access to grants and funding opportunities.
- ❖ Career advancement opportunities for staff.
- ❖ Enhanced institutional reputation.
- ❖ Recognition as a trusted source of information

4.5 Conflict Resolution among Members

All disputes arising out of or in connection with this Charter which cannot be solved amicably shall be finally settled by Alternative Dispute Resolution (ADR).

4.6 Exiting the Network

Procedures:

1. Organisations may withdraw from the Network by submitting a letter of withdrawal signed by the head of the organisation.
2. A majority of the GA (2/3) can decide to withdraw the membership of an organisation in situations of non-compliance of membership obligations.

5. Governance

PANAP shall be governed by a **Steering Committee as the highest decision-making body of the Network and** shall be supported by a Secretariat. The Steering Committee shall serve for a term of two years. The inaugural steering committee shall be co-led by representatives of the AU and EU Commissions, that is, a representative of the AUC's Department of Rural Economy and Agriculture (DREA) and a representative of the JRC who shall serve for the first two years of the Committee. The composition of the Committee's leadership in subsequent terms shall be decided by the inaugural steering committee.

5.1 Composition of the Steering Committee

The composition of the Steering Committee shall be as follows: The Final composition of the Steering Committee shall be determined at the inaugural steering committee meeting of the Network.

- One (1) representative of FARA, Co-chairperson
- One (1) representative of JRC, Co-chairperson
- Three (3) representatives of ordinary member institutions, equitably spread across geography. Gender considerations are encouraged.
- Two (2) representatives of the organizations performing Secretariat roles (FARA and JRC-Saville)
- 1 Representative of EC as Ex-Officio Member
- 1 Representative of AUC as Ex-Officio Member

5.2 Functions of the Steering Committee

The Steering Committee shall serve as the highest decision-making body of the Network and shall oversee the affairs of the network. In this regard, it performs the following functions:

- a. Provide overall guidance regarding the strategic orientation of the network (including priorities) and its programme
- b. Review and approve the network's strategies, business plans, work plans and budgets; and monitor and guide their implementation.
- c. Approve the terms of reference of the network and the regulations governing the functioning of Secretariat.
- d. Appoint committees and panels as and when necessary
- e. Consider and accept or reject applications for membership
- f. Appoint new members of the Steering Committee (the steering committee will be self-regenerating)

- g. Foster collaboration among network members
- h. Address obstacles to the Network's successful delivery, adoption, and use
- i. Provide guidance to maintain the focus of the Network on the agreed scope, outcomes, and benefits
- j. Monitor and manage the factors outside the Network's control that are critical to its success
- k. Discuss fund raising and resource management
- l. Review and approve work-plan and budget of the network.

The Steering Committee may establish **thematic working groups** or **ad-hoc committees** to address specific technical or administrative tasks, such as membership review, resource mobilization, or capacity-building initiatives. Each group shall operate under terms of reference approved by the Steering Committee and report on its outcomes at the next regular meeting.

5.3 Meetings of the Steering Committee

The Steering Committee shall meet quarterly. Meetings may be held physically or virtually and shall review progress, approve plans and budgets, and consider new membership applications.

Procedural rules:

- Decisions shall be made by consensus or, where not possible, by a two-thirds (2/3) majority of voting members present.
- A quorum shall consist of at least half of the voting members.
- Minutes of each meeting shall be recorded by the Secretariat and circulated to all members within two weeks of the meeting date.
- Extraordinary meetings may be convened by the Co-Chairs when urgent matters arise, following notification to all members.

The steering committee shall sit quarterly. The meeting(s) shall be devoted to reviewing the progress made in the preceding year and to planning for the following year. The meeting shall further be used to discuss and approve membership applications by prospective members.

The Steering Committee shall establish and adopt rules and regulations for the conduct of its meetings. The meeting(s) may be physical or virtual.

5.4 Tenure of Steering Committee Members

Members of the Steering Committee that are not ex-officio shall hold office for two years. However, to ensure continuity and preserve institutional memory, 50% of non-ex-officio members of the inaugural Steering Committee shall serve for three years.

Members may serve a maximum of two consecutive terms.

6. Management of the PANAP Network

To streamline its management functions, PANAP shall have a Secretariat, which will however be lean.

The Secretariat functions will be jointly performed by JRC and FARA. These functions include:

- Coordinating the preparation, implementation, and monitoring of the network's work programme.
- Coordinating actions aimed at harnessing synergy and strengthening the coherence of the work performed by the ordinary members, e.g., sharing of knowledge, ideas, and data, facilitate mobility of competencies, hosting the network's website and coordinating multi-country syntheses.
- Organizing Steering Committee meetings
- Coordinating the implementation of Steering Committee decisions
- Reporting to and providing additional administrative support to the Steering Committee including management of membership applications, the register, and fees; develop draft rules and procedures for the functioning of the network
- Organizing network-wide technical meetings and advocacy meetings to disseminate the network's results and influence policies
- Supporting the mobilization of resources for the network's activities
- Commissioning network-wide studies
- Expanding the network to include all in countries in Africa
- Communicating the achievements of PANAP and enhancing the network's visibility
- Preparing quarterly progress updates and an annual synthesis report submitted to the Steering Committee.
- Managing PANAP's digital platforms, repository, and communication materials in coordination with the StEPPFoS WP8 team.

7. General Meeting of the PANAP Members

The General Meeting functions as a knowledge-sharing and capacity-building event, not a decision-making organ. It will be an annual meeting where PANAP members shall meet to discuss achievements and research developments, and to share skills on models and tools developed by the PANAP members. Each year the Steering Committee will identify one or more research topic(s) that shall form the theme of the general meeting, in line with the policy analysis needs and in consultation with network representatives. Proceedings and key outcomes will feed into StEPPFoS reporting and WP7 deliverables.

The Steering Committee will decide date and the location of the General Meeting and will communicate to Network members four (4) months before the meeting dates.

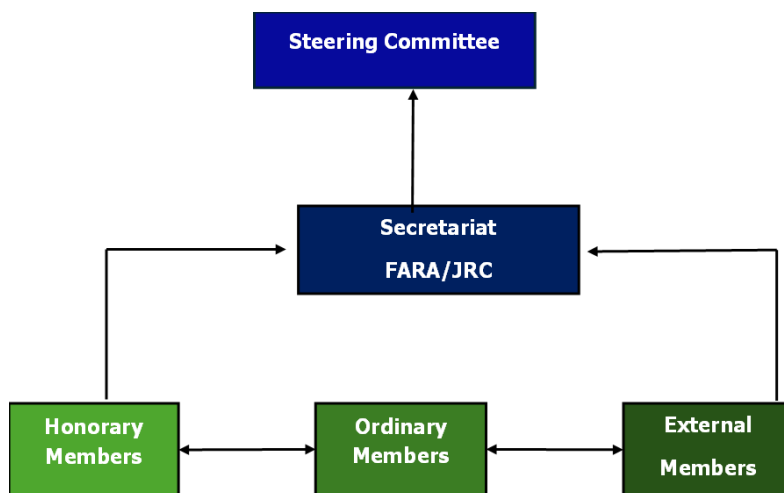


Figure 1: Governance and Membership Structure

8. Collaboration among Members

PANAP shall foster collaboration among its members. The forms of collaboration shall include:

- Exchange of researchers and senior management staff.
- Exchange of data and knowledge products.
- Regular organization of events, e.g., roundtables, workshops, scientific seminars, sub-group meetings.
- Joint research projects (their preparation, implementation, and monitoring).
- Joint publications.
- **shared knowledge repository** (data, models, policy briefs)

JRC and FARA staff will facilitate research and capacity development of ordinary members in the following: data collection and processing, development and maintenance of state-of-the-art economic simulation models, and statistical data analysis to perform ex-ante and ex-post policy assessment in support of the policy making process. Outputs shall acknowledge contributing institutions and respect data-sharing agreements

Ordinary members will pro-actively share their findings, contribute to PANAP sub-group and annual general meetings and deliverables, discuss new topics for analysis, and contribute to relevant impact assessments in cooperation with JRC.

Ordinary members will actively engage in supporting the exchange and knowledge sharing among members, disseminate the networks results, and conduct advocacy for their use; recommend the network to potential members and enhance the network's visibility in relevant African fora.

Members are encouraged to contribute to at least one joint activity per year

9. Deliverables

The network will generate the following deliverables:

- Improved capacity by the relevant African institutions to carry out ex-ante and ex-post impact analysis of agri-food policies
- New tools for ex-ante impact analysis of agri-food policies
- Policy recommendations based on simulation modelling and associated tools developed and used by PANAP members
- Publications on the research conducted by network members
- Proceedings of annual general meeting of members
- Technical reports and proceedings of sub-group meetings. These reports will be collated into a biennial PANAP publication series
- Policy papers and research briefs. This guidance note could be distributed at the Ministerial Conference. It should be written for decision-makers to highlight key results and practical solutions. The aim is to facilitate the appropriation of research results.

Table 2: PANAP Deliverables

Deliverable Type	Description	Frequency	Responsible
Policy briefs & papers	Based on PANAP research	Annual	Ordinary members & Secretariat
Technical reports	Proceedings of sub-group & general meetings	Biennial	Secretariat
Tools & models	Developed through JRC/FARA collaboration	As needed	Secretariat + sub-groups
Capacity building events	Training, workshops	Annual	Steering Committee

PANAP achievements will be reported to the AU-EU Agriculture Ministerial Conference. The next conference will take place in 2023.

10. Term

This TOR will remain valid for a three-year period, after which it shall be reviewed and updated by the Steering Committee.

11. Amendment, Modification or Variation

This Terms of Reference may be amended, varied, or modified after the changes are endorsed by the Steering Committee.

12. Conclusion

The validation of this Terms of Reference (TOR) marks a major milestone in institutionalizing the Pan-African Network for the Analysis of Economic Policies (PANAP). Developed through an inclusive and participatory process, it establishes transparent governance, clear membership responsibilities, and operational mechanisms that strengthen the network's contribution to evidence-based policymaking in Africa. The TOR will guide future collaboration, ensure coherence with AU–EU policy frameworks, and position PANAP as a credible platform supporting Africa's sustainable and inclusive economic transformation



Forum for Agricultural Research in Africa

No. 9 Flower Avenue, New Achimota Mile 7, PMB CT 173, Accra, Ghana

Telephone: +233 302 772823 | +233 302 779421

Fax: +233 302 773676

Email: publications@faraafrica.org

Website: www.faraafrica.org

K-Hub: <https://datainforms.faraafrica.org>

Library: <https://aaspace.org>



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