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**PO 280 SCENARIO PLANNING AS INSTRUMENT OF EUROPEAN POLICY-MAKING:  
THE CASE OF WEST AFRICAN MIGRATION TO EUROPE**

IES Abroad EU Center

**DESCRIPTION:**

In this course you will participate in a scenario planning exercise, in order to give you an overview of and practical insight into the methodology of scenario planning as it is used in politics and business. Core to this course are three workshops, spread out through the semester. In each workshop you will prepare and then elaborate on a scenario, completing the three Shell scenario planning steps: orientation, building, and affirmation. Scenario Planning is a group exercise; hence group work assignments will be an important part of this course.

The topic of your scenario will be based on a real ongoing scenario project, led by your professor Winfried Veit: you will deal with the root causes of West African migration to Europe, which will become a major issue for European foreign and security policy in the coming decades, and which require long-term strategic thinking. Demographic pressure, climate change, bad governance, Islamist terrorism, and unfair trade relations will increase the pressure in the coming decades. The scenarios will provide various outcomes and options for solving the problem. During course-related trips, you will have the opportunity to deepen your understanding of these issues in meetings with migration experts in Brussels (FEPS) and with experts on Africa in Paris. Depending on the field study you attend, you may meet experts on related topics in London or Rome.

This course discusses the most important aspects of scenario planning, and its impact on strategic decision-making for decision-makers and stakeholders in politics, economics, business and society.

**CREDITS:** 3

**CONTACT HOURS:** 45 (classroom and field study lectures combined)

**LANGUAGE OF INSTRUCTION:** English

**PREREQUISITES:** None

**ADDITIONAL COST:** None

**METHOD OF PRESENTATION:**

Lectures, scenario exercise, working groups, student presentations; site-visits, lectures, discussions and meetings during course-related trips

**REQUIRED WORK AND FORM OF ASSESSMENT:**

- Course participation - 10%
- Essay and field study reflection pieces - 20%
- Midterm Exam - 15%
- Final Exam - 20%
- Scenario Paper - 35% (group work, group and individual assessment)

**Course Participation**

Participation in working groups (approximately 5-7 students per group) and class discussions

### **Midterm Exam**

The midterm exam will focus on European foreign and security policy, with special focus on its African, trade and migration policies. The midterm exam consists of two parts:

- 1) three questions (to be chosen out of 10), writing at least half a page for each question, and
- 2) one essay question (to be chosen out of three), writing a minimum of two pages.

### **Essay and Field Study Reflection Pieces**

Each student will write an essay of 6 pages on an aspect of EU-West Africa relations in preparation for the scenario paper, focusing on the driving forces and critical uncertainties identified in the course. In addition, students will reflect on their course-related trips by writing short reflection pieces on specific meetings and lectures they attend during the trips.

### **Scenario Paper**

Students will elaborate scenarios in working groups, and will present and defend the scenarios in class. Each group paper will be 10 to 15 pages. In addition, each student will write a short individual paper summarizing what they have learnt from the scenario paper assignment, and what they have contributed to their working group team. Students will be graded as a part of the group grade (worth 60% of the scenario project grade), and with an individual grade based on the individual paper (worth 40% of the scenario project grade). The total scenario project grade is worth 35% of the final grade for the course. (See the above section on Required Work and Assessment).

### **Final Exam**

The final exam will focus on methodological aspects of scenario planning, taking into account knowledge gained throughout the entire course. The same format will be applied as in the midterm exam, with a mixture of short answer questions and essay questions; the latter will include the practical application of the scenario planning methodology. Students may be asked, for example, to contrast different approaches to scenario planning, or to reflect on the applicability of the method to different cases.

### **Workshops:**

There are three half-day workshops that will guide you and your group through the process of developing scenarios. All of these workshops are mandatory, and each builds on the others. The workshops will not interfere with your other courses. Workshops will take place on Wednesdays, Friday afternoons and at least one Saturday. Please make sure you do not book personal travel for those dates.

**Workshop I:** based on the required readings for the workshop, you will discuss, identify and structure the driving forces and the critical factors for your scenario. You will agree together as a group on the common denominator of the scenario. This workshop takes place in a plenary session format.

**Workshop II** will be based on the common defining factors agreed upon in Workshop I, and your required readings for the second workshop. You will brainstorm possible scenarios for the future, collected in news story and headline format. Your scenario working groups will be formed, and each group will agree on a moderator and on a rapporteur. You will then continue to work on your scenario within this group. The scenario paper will be drafted by the group between Workshop II and Workshop III.

In **Workshop III**, your working group will present your draft scenario to the class, and you will listen to and question the scenarios of the other groups. Your working group will then incorporate important and relevant feedback into your scenario. This will enable your working group to complete its scenario after Workshop III.

**LEARNING OUTCOMES:**

By the end of the course students will be able to:

- Provide an in-depth description of the nature and functions of the scenario methodology, e.g. the explorative and knowledge function of scenarios; scenarios as a communicative process and network construction; and the decision-making and strategy-building function of scenarios.
- Use scenario planning as an instrument of strategic decision-making in various fields (e.g. government, think-tanks, business), and as an effective approach for conflict resolution, intercultural understanding, and building trust in global cooperation.
- Assess the strengths and shortcomings of decision-making processes in the light of the EU's migration, trade, and African policies, and be able to criticize the methodological approach.

**ATTENDANCE POLICY:**

All IES courses require attendance and participation. Attendance is mandatory per IES policy. Any unexcused absence will incur a penalty on your final course grade (1 absence - 1%, 2nd absence -2%, 3rd absence – 3%). Any student who has more than three (3) unexcused absences will receive an “F” as the final grade in the course. Any student who misses more than 25% of a course, whether the absences are excused or are unexcused, may receive an “F” as the final grade in the course.

Absences due to sickness, religious observances, and family emergencies may be excusable at the discretion of the Center Director or his designee.

In the case of an excused absence, it is the student's responsibility to inform the Academic Dean of the absence with an Official Excused Absence Form, and any other relevant documentation (e.g. a doctor's note), and to keep a record thereof. The absence form must be turned in as soon as possible before the class, in the case of a planned absence, or immediately upon return to the Center, in the case of an unplanned absence, in order for the absence to be considered excused. It is also the student's responsibility to inform the professor of the missed class. Students can collect and submit the Official Excused Absence Form from the office of the Academic Dean.

**TESTS OR PRESENTATIONS MISSED DURING UNEXCUSED ABSENCES CANNOT BE MADE UP!**

**CONTENT:**

SESSION		CONTENT	READINGS
1		<p><b><i>Introduction to scenario planning: theoretical foundations and methodology</i></b></p> <p>Analyzing the difference between explorative and normative scenarios. Getting insight into the 3 basic functions of scenario planning: explorative &amp; knowledge function; communicative process &amp; network construction; decision-making &amp; strategy building</p>	<ul style="list-style-type: none"> <li>• Kahane (2010; pp. 11-27);</li> <li>• Schwartz (1991; pp. 3-16);</li> <li>• Bentham (2008; pp. 8-18)</li> </ul>
2		<p><b><i>Introduction to scenario planning: impact on decision-making with practical examples</i></b></p> <p>How to disseminate the message and influence decision-making; advantages and discontents of scenario planning; examples of Mont Fleur and Geneva Scenarios (and others if necessary)</p>	<ul style="list-style-type: none"> <li>• Veit (2009; pp. 4-31);</li> <li>• Kahane (2012; pp.15-25);</li> <li>• Mietzner/Reger (2005; pp. 220-336);</li> <li>• Kahane (1996; pp. 1-6)</li> </ul>
3		<p><b><i>Briefing session workshop I: European Foreign and Security Policy, Migration and Political Islam</i></b></p> <p>Brief overview of EFSP; the issue of migration in its global and European dimensions; the challenge of political Islam to European societies</p>	<ul style="list-style-type: none"> <li>• Keukeleire/Delreux (2014; pp. 35-60);</li> <li>• Parkes (2016; pp. 9-22);</li> <li>• Gnesotto/Grevi (2006; pp. 15-25 and 131-137);</li> <li>• Tibi (2014; pp. 161-187)</li> </ul>
4	<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Scenario Planning Workshop I ORIENTATION</b></p>	<p><i>Workshop I (Orientation): Acquire common understanding of the issue at stake as starting point for building scenarios</i></p> <p><i>First session: Causes for migration from West Africa to Europe</i></p> <p>Discussing demographic pressure, climate change, bad governance, failing states, and islamist terrorism</p>	<ul style="list-style-type: none"> <li>• Hugon (2016; pp. 6-7);</li> <li>• Hoebeke (2016; pp. 7-20);</li> <li>• El Kamouni/Molenaar (2017; pp. 64-67)</li> <li>• Idrissa (2016; pp. 1-2)</li> </ul>
5		<p><i>Second Session: The EU's African Policy between partnership and demarcation</i></p> <p>Analyzing the EU's (unfair?) Trade policy, the Economic Partnership Agreements and European security interests in West Africa/Sahel region</p>	<ul style="list-style-type: none"> <li>• Merket (2016; pp. 21-30);</li> <li>• Dirksen (2009; pp. 5-29);</li> <li>• Parkes (2016; pp. 67-70)</li> </ul>

6		<p><i>Third session: Systemic <b>examination of the emergent situation</b> in terms of events, patterns, and structures</i>  Where are we starting from? Examining the current reality in all its complexity. Identifying and selecting driving forces and critical uncertainties – students agree on common denominator for the scenarios: Which are the major driving forces, that most probably will shape the future? Which are possible and plausible critical uncertainties, that might change the direction of events?</p>	<ul style="list-style-type: none"> <li>• Kahane (2012; pp 37-50);</li> <li>• Schwartz (1991; pp. 105-123)</li> <li>• (Using Metaplan materials)</li> </ul>
7		Debriefing session workshop I	
8		<b>Midterm Exam</b> <b>Essay due!</b>	
		<i>Field Study Excursion: Institutions Oct. 9-15</i> <i>Lectures on Migration topics e.g. by FEPS (Brussels) and on African relations in Paris (e.g. IFRI)</i>	
9		<b>Briefing session workshop II: Africa and Europe in the world order</b> Examining the selected drivers and uncertainties in the light of global developments. The (different) worlds of Huntington, Stiglitz and Amin, and the role of Africa and Europe in the world order	<ul style="list-style-type: none"> <li>° Huntington (1996; pp. 49-75);</li> <li>° Stiglitz (2002; pp. 3-22)</li> <li>° Amin (2016; pp. 173-180)</li> <li>° Solomon (2016; pp. 180-186)</li> </ul>
10	Scenario Planning Workshop II Building 1.00 pm – 5 pm	<i>Workshop II (Building): Starting from the orientation gained in WS I we start <b>elaborating scenarios</b></i> <i>First session: What futures are possible? <b>Brainstorming stories and headlines</b></i> Based on the selected drivers and uncertainties, using intuitive logics approach developed at Shell, which draws on a team’s collective intuition about what could happen	<ul style="list-style-type: none"> <li>• Kahane (2012; pp. 51-59);</li> <li>• Bentham (2008; pp. 44-56)</li> <li>• (Using Metaplan materials)</li> </ul>
11		<i>Second session: <b>Identifying major scenario outlines</b></i> Clustering stories and headlines with reference to two primary criteria for useful scenarios: relevant and challenging. Constitution of working groups	

12		<p><b>Third session: Working groups according to scenario outlines</b></p> <p>Each group selects one moderator and one rapporteur; instructor going around and giving advice on methodological questions</p>	
13		<p><b>Presentation of working group results by rapporteurs</b></p> <p>Groups taking notes of comments and amendments by plenary</p>	(Students work on scenario outlines in preparation of workshop III as part of homework)
14		<p><b>Briefing session workshop III: Presentation of draft scenarios by working groups</b></p> <p>Possible input on issues that need further clarification</p>	<ul style="list-style-type: none"> <li>• Tschapka/Kim (2015; pp. 135-139).</li> </ul>
15	Scenario Planning Workshop III AFFIRMATION	<p><b>Workshop III (Affirmation): Whole team (class) has to affirm the scenarios elaborated in working groups</b></p> <p>First session: <b>Finalizing draft scenarios by working groups</b></p>	<ul style="list-style-type: none"> <li>• Bentham (2008; pp. 56-58)</li> </ul>
16		<p><b>Second session: Cont. finalizing draft scenarios</b></p> <p>Working in groups on comments, amendments and questions raised in the plenum concerning draft scenarios</p>	
17		<p><b>Affirmation of finalized scenarios by whole scenario team (class)</b></p> <p>Critical (final) examination of finalized scenarios according to four major criteria: relevant, challenging, plausible, and clear</p>	
		<p><b>Field Study Excursion Member States (Nov. 16-24)</b></p> <p>For instance: meetings on migration with experts in Italy (R. Marchetti, LUISS University), Hungary (B. Orban, Inst. Migration Research), and UK (E. Corbett, Chatham House) depending on field study choice</p>	

18		<p><b>Assessment of strategic implications of the scenarios</b></p> <p>Taking conclusions about actions to adapt to things stakeholders cannot influence, or about actions to influence things they can. What is possible for the European Union concerning migration from West Africa?</p> <p><b>Scenario papers due!</b></p> <p>Course debriefing: scenarios as instruments of strategic decision-making and policy consulting</p>	<ul style="list-style-type: none"> <li>• Kahane (2012; pp. 61-77);</li> <li>• Peterson et al. (2003; pp. 358-366)</li> <li>• Mietzner/Reger (2005; pp.233-236)</li> </ul>
19		<p>Final Exam</p> <p>Date and time to be determined</p>	

#### FIELD STUDIES:

- During field study trips there will be special meetings on migration and EU Africa policy in Brussels (Foundation for European Progressive Studies FEPS), Geneva (UN High Commissioner for Refugees UNHCR), Paris (Institute for Research in International Relations IRIS), London and Rome (LUISS University).

#### REQUIRED READINGS:

- Amin, Samir (2016). *The Sovereign Project: Old and New Challenges for the Peoples of Asia, Africa, and Latin America*. Berlin: The Dialogue of Civilizations Research Institute.
- Bentham, Jeremy B. (2008). *Scenarios: An Explorer's Guide*. The Hague: Shell International.
- Dirksen, Uta. (ed.). (2009). *The Cotonou Scenarios. Negotiations on the Economic Partnership Agreement*. Cotonou: Friedrich-Ebert-Stiftung.
- Gnesotto, Nicole/Grevi, Giovanni (ed.). (2006). *The New Global Puzzle. What World for the EU in 2025?* Paris: EU Institute for Security Studies.
- Hoebeke, Hans. (2016). *Africa as a continent of conflict*. In: Dick Zandee (ed.). *The EU as a security actor in Africa*. The Hague: Clingendael Institute.
- Hugon, Philippe. (2016). *The Sahel's competing terrorists*. In: *Le Monde Diplomatique* (March).
- Huntington, Samuel. (1996). *The Clash of Civilizations*. New York: Simon & Schuster.
- Idrissa, Rahmane (2016). *A perspective from the Sahel on the EU's migration policy*. The Hague: The Clingendael Institute.
- Kahane, Adam. (1996). *Learning from Mont Fleur: Scenarios as a tool for discovering common ground*. Centre for Generative Leadership.
- Kahane, Adam. (2010). *Power and Love. A Theory and Practice of Social Change*. San Francisco: Berret-Koehler.
- Kahane, Adam. (2012). *Transformative Scenario Planning*. San Francisco: Berret-Koehler.
- Keukeleire, Stephan/Delreux, Tom. (2014). *The Foreign Policy of the European Union*. Palgrave: McMillan.

- Merket, Hans. (2016). The EU's comprehensive approach. In: Dick Zandee (ed.). The EU as a security actor in Africa. The Hague: Klingendael Institute.
- Mietzner, Dana/Reger, Guido. (2005). Advantages and Disadvantages of Scenario Approaches for Strategic Foresight. In: International Journal for Technology Intelligence and Planning, Vol. 1, No. 2.
- Molenaar, Fransje/El Kamouni-Janssen, Floor (2017). Turning the tide. The politics of irregular migration in the Sahel and Libya. The Hague: The Clingendael Institute.
- Parkes, Roderick. (2016). People on the move. The new global (dis)order. Paris: EU Institute for Security Studies.
- Peterson, Garry/Cumming, Graeme/Carpenter, Stephen. (2003). Scenario Planning: A Tool for Conservation in an Uncertain World. In: Conservation Biology, Vol. 17, No. 2.
- Schwartz, Peter. (1991). The Art of the Long View. Planning for the Future in an Uncertain World. New York: Doubleday.
- Solomon, Ian H. (2016). The many Africas. Beyond Continental Caricatures. In: Foreign Affairs, July /August 2016, pp. 180-186).
- Stiglitz, Joseph. (2002). Globalization and its Discontents. London: Penguin.
- Tardy, Thierry. (2016). The EU and Africa: a changing security partnership. Paris: European Union Institute for Security Studies.
- Tibi, Bassam. (2014). Political Islam in Europe. From Djihadist to Institutional Islamism. London/New York: Routledge.
- Tschapka, Johannes/Kim, Taeyeon. (2015). 2043: Scenario technique as an educational means of learning sustainability. In: Zeitschrift für didaktik der gesellschaftswissenschaften, No. 1.
- Veit, Winfried (ed.). (2009). The Geneva Scenarios on Global Economic Governance 2020. Geneva: Friedrich-Ebert-Stiftung.

#### **RECOMMENDED READINGS:**

- Adelphi et al. (ed.). (2015). A New Climate for Peace. Taking Action on Climate and Fragility Risks. An independent report commissioned by the G7 members. Berlin: Adelphi.
- Bade, Klaus J. (2003). Migration in European History. Oxford: Blackwell.
- Friedman, George. (2009). The Next 100 Years. A Forecast for the 21<sup>st</sup> Century. New York: Anchor Books.
- Lempert, Robert J./Popper, Steven W./Banks, Stephen C. (2003). Shaping the Next One Hundred Years. New Methods for Quantitative, Long-Term Policy Analysis. Santa Monica: RAND.
- Luedtke, Adam. (ed.). (2010). Migrants and Minorities. The European Response.
- Missiroli, Antonio. (2013). Strategic Foresight – and the EU. Paris: European Union Institute for Security Studies.
- National Intelligence Council. (2008). Global Scenarios to 2025. Washington: NIC.
- Ortega, Martin. (2007). Building the Future. The EU's Contribution to Global Governance. Paris: EU Institute for Security Studies.
- Rogers, Jerry. (ed.). (1986). Global Risk Assessments. Issues, Concepts and Applications. Riverside: Global Risk Assessments Inc.
- Singer, Max/Wildawsky, Aaron. (1993). The Real World Order. Chatham: Chatham House.
- Steinberg, Guido/Weber, Annette (ed.). (2015). Jihadism in Africa. Local Causes, Regional Expansion, International Alliances. Berlin: German Institute for International and Security Affairs.
- Tardy, Thierry. (2014). Re-Mapping the Sahel: Transnational Security Challenges and International Responses. Paris: EU Institute for Security Studies.
- Wiredu, Kwasi. (ed.) (2004). A Companion to African Philosophy. Oxford: OUP.

- World Economic Forum. (2009). The Future of the Global Financial System. A Near-Term Outlook and Long-Term Scenarios. Geneva: WEF.
- Zandee, Dick (ed.). (2016). The EU as a Security Actor in Africa. The Hague: Clingendael Institute.

**INSTRUCTOR BIO:**

Dr. Winfried Veit is a political scientist and scenario facilitator who received his PhD in international relations from the Free University of Berlin. He was a visiting research fellow at the University of Cape Town/South Africa and has worked for many years for the Friedrich Ebert Foundation as editor of its foreign policy journal, head of its department for Eastern Europe and Central Asia, and as country director in Senegal, South Africa, Israel, Paris and Geneva. He participated and facilitated scenario planning exercises amongst others in South Africa, Israel, Bosnia-Herzegovina, Indonesia, and on EU-Africa relations, Global Economic Governance and the Future of the Eurozone. Since 2007 he is teaching international relations at the University of Freiburg, and since 2013 at IES EU Center in Freiburg. He has published numerous books and articles on international issues with focus on Europe.