

**AFRICAN UNION**

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**EXECUTIVE COUNCIL  
Eleventh Ordinary Session  
25 – 29 June, 2007  
Accra, GHANA**

**EX.CL/351 (XI)**

**DRAFT REPORT OF THE TENTH EXTRAORDINARY SESSION  
OF THE EXECUTIVE COUNCIL AND THE CONCLUSIONS OF  
THE BRAINSTORMING SESSION OF FOREIGN MINISTERS**

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**EXECUTIVE COUNCIL  
TENTH EXTRAORDINARY SESSION  
10 May 2007  
ZIMBALI - REPUBLIC OF SOUTH AFRICA**

**Ext/EX.CL/Draft/Rpt (X)**

**DRAFT REPORT**

**REPORT OF THE TENTH EXTRAORDINARY SESSION OF THE  
EXECUTIVE COUNCIL OF THE AFRICAN UNION  
10 MAY 2007, ZIMBALI, SOUTH AFRICA**

**I. INTRODUCTION**

1. Pursuant to Decision Assembly/AU/Dec.156 (VIII) adopted by the Eighth Ordinary Session of the Assembly of the Union held in Addis Ababa, Ethiopia, in January 2007, the Executive Council met in its Tenth Extraordinary Session in Zimbali, South Africa, on 10 May 2007 to consider the «Report of the Chairperson on the Strengthening of the African Union Commission».

**II. ATTENDANCE**

2. The following Member States attended the meeting: Algeria, Angola, Bénin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, The Comoros, Congo, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gabon, The Gambia, Ghana, Guinea, Guinea Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sahrawi Arab Democratic Republic, Senegal, Sierra Leone, Somalia, South Africa, The Sudan, Swaziland, Tanzania, Togo, Tunisia, Zambia, Zimbabwe.

3. Also in attendance were the representatives of the Pan-African Parliament, the East African Community and COMESA.

**III. OFFICIAL OPENING**

***Remarks by Professor Alpha Oumar Konare, Chairperson of the Commission***

4. President Alpha Oumar Konare thanked the Executive Council for organizing the Brainstorming on the State of the African Union and the Tenth Extraordinary Session of the Executive Council as well as for its support and that of the Permanent Representatives' Committee to the Commission. He also thanked the Government of South Africa for its hospitality and persistence, which made the holding of the brainstorming session possible. He then recalled his firm intention not to stand for re-election as Chairperson of the Commission, while affirming his continued commitment to Africa's future and pan-African ideals. The Chairperson of the Commission concluded by indicating that the proposals contained in his Report were derived from lessons learnt from his personal experience at the helm of the affairs of the organization over the past four years.

***Opening Remarks of H.E Nana Akufo-Addo, Minister of Foreign Affairs of the Republic of Ghana, Chairperson of the Executive Council***

5. H.E. Nana Akufo-Addo, Minister of Foreign Affairs of the Republic of Ghana, Chairperson of the Executive Council, recalled that the two days' brainstorming had enabled Council to reinforce its commitment to the political and economic integration

of the continent and to the acceleration of the process, which is in the strategic interest of all African countries.

6. The Minister also recalled that the principal purpose of the 10th Extraordinary Session of the Executive Council was to consider the "Report of the Chairperson on the Strengthening of the Commission" and indicated that he hoped that Member States had carried out the necessary consultations with the relevant national stakeholders in order to enrich the discussions.

7. The Minister concluded by stating that in looking at the effectiveness of the Commission, it would be important to look critically at the question of resources, which will enable the Commission to discharge its functions in a satisfactory manner.

#### **IV. ADOPTION OF THE AGENDA**

1. 8 The meeting adopted its sole Agenda item which was the Consideration of the Report of the Chairperson on the Strengthening of the Commission.

#### **V. PRESENTATION AND CONSIDERATION OF THE REPORT OF THE CHAIRPERSON ON THE STRENGTHENING OF THE COMMISSION**

9. In his introductory remarks, the Chairperson of the Commission indicated that the proposals contained in his Report were derived from lessons learnt from his personal experience at the helm of the affairs of the organization over the past four years. He stressed that the proposals were aimed at putting in place procedures and structures that would enable the incoming members of the Commission to effectively deliver on their mandate. He added that internal consultations had been conducted within the Commission, the inputs of which had been consolidated by a task force and reflected in the document under consideration. Thereafter, he called upon the Legal Counsel to present the Report.

10. The Legal Counsel recalled that the document was presented to the Executive Council in January 2007 and that the latter had deferred its consideration in order to afford Member States adequate time for internal consultations on the matter. He explained that the Report aimed at reviewing the current situation of the Commission and its functioning; identifying the major constraints and impediments as well as the current and future challenges. He stressed that the major thrust of the Report was to enhance the capacity of the Commission in terms of adequate professional skills, competence, vision and leadership required to accelerate the process of integration, as well as to propel the organization into the forefront of regional and international relations. 11. In this regard, the presentation focused on the following areas:

- a) Current situation, constraints and challenges;
- b) Proposals for greater effectiveness as regards:
  - (i) The Governance Framework of the Commission (Appointment of Chairperson and Deputy Chairperson; Appointment of Commissioners; Strengthening the Offices of the Chairperson, Deputy Chairperson; and

Commissioners; Structures and Functions of the Commission; and Reconfiguration of Portfolios);

- (ii) The AU Commission and Regional Economic Communities;
- (iii) The AU Commission and Member States;
- (iv) The AU Commission and Specialized Technical Committees;
- (v) The African Union Permanent Board of Auditors;
- (vi) Resource Mobilization Capacity of the AU Commission.

c) Audit of the state of the Union

12. During the discussion that ensued, the Executive Council commended the Chairperson and the Commission for the quality of their Report and the substantive nature of the proposals contained therein, which, it indicated would go a long way in enhancing the efficiency and efficacy of the organization.

13. The following observations were also made:

- i) There was need for a detailed costing of the proposed reform package to enable Member States make informed decisions, taking into account the capacity to pay and affordability, especially in the light of the high rate of outstanding contributions due by some Member States;
- ii) The proposal could be discussed in its current form and approved in principle, subject to the Commission submitting a detailed costing during the next Ordinary Session of Council;
- iii) As agreed during the 9<sup>th</sup> Extraordinary Session of Council, there was a need for an Audit to review the state of the Union in order to evaluate the current status and the areas in which significant improvements have to be made to accelerate the process of political and economic integration. In this regard, the outcome of the Audit would inform and determine the level of intervention required to bring about the reform;
- iv) Performance enhancement was not always a function of increased staff numbers but also predicated on internal re-organization, quality of leadership and human resources, transparency, accountability, and improved operational processes;
- v) The audit proposed during the 9<sup>th</sup> Extraordinary Session of the Executive Council in November 2006 would have pointed out the merits and demerits of the proposals of the Chairperson with regard to the strengthening of the Commission.

14. In the light of the above, especially the need for a global organizational audit to inform the reform package, some delegations pointed out that elections of the new members of the Commission should be postponed to allow adequate time for the completion of this important exercise as well as to take on board the outcome of the Grand Debate on the Union Government scheduled for Accra, Ghana, in July 2007. Those delegations pointed out that the results of the Audit and the Grand Debate will

no doubt have implications on the nature and scope of the reform package, including the elections of the members of the Commission.

15. Other delegations stressed the need to de-link the election process from the Audit exercise, as the latter was about institutions and systems and not people oriented. These delegations also questioned the legality of postponing the elections in the context of the relevant provisions of the Constitutive Act, the Rules of Procedure of the policy organs and the Statutes of the Commission and indicated therefore, that the elections should be carried out during the forthcoming Accra meetings as scheduled.

16. The Legal Counsel explained that the Constitutive Act of the African Union was silent on the term of office of the members of the Commission, including its extension, and therefore there would be no need to amend the Act. He indicated that the term of office was provided for in the Rules of Procedure of the Assembly of the Union and the Statutes of the Commission, while the texts were silent on the question of extension. He pointed out that the power to extend the term of office was vested in the Assembly. With regard to the deadline for submission of candidatures to the post of Chairperson of the Commission, the Legal Counsel informed Council that it had expired on 30 March 2007 and that only the Assembly had the power to extend such deadline.

17. The Commission was also of the view that the Audit recommended in November 2006 would have provided valuable inputs into the reform package, but could not be undertaken due to the fact that Member States had not approved budgetary allocation for this purpose during their January 2007 meeting.

18. Following the observations by Member States and the explanations provided by the Commission, it was agreed that the Audit was of utmost importance and should be undertaken as a matter of urgency. The Executive Council therefore, considered and made appropriate amendments to the Terms of Reference for the Audit, focusing particularly on the objectives, specific tasks, time frame and budget.

19. At the end of the session, the Executive Council agreed on the following:

- i) While the Report of the Chairperson on the Strengthening of the Commission and the Specialized Technical Committees was commendable in terms of substance of the proposals contained therein, its consideration was deferred pending the provision of a detailed budget and the completion of the Audit exercise;
- ii) The terms of reference of the institutional audit, as amended by Council, were adopted;
- iii) The Audit of the Commission, other AU Organs and Regional Economic Communities, as well as their relations with relevant organizations such as the United Nations Economic Commission for Africa and the African Development Bank, should commence immediately, and be completed within a six (6) months' time frame;

- iv) The results of the Audit should be presented to the Executive Council at its meeting scheduled for January 2008;
- v) The Chairperson of the Commission and that of the Executive Council should consult, as a matter of urgency, with a view to identifying the source of funding for the Audit and the expertise (personalities or firm) to undertake the exercise;
- vi) A recommendation should be made to the Assembly to postpone the election of the new Commission and extend the mandate of the current Commission so as to allow sufficient time for the completion of the Audit exercise as well as to take on board the decisions of the Accra Assembly on the Union Government, which will no doubt have implications on the nature and scope of the reform package. This would allow the new Commission to take shape on the basis of the new reforms.

8. 20. The Executive Council took note of the readiness of the Chairperson and the other Members of the Commission to remain in office, if need be, for an additional month or two, to ensure the smooth completion of the reform exercise.

## **VI. CLOSING**

21. In concluding, the Executive Council expressed its condolences to the Government and people of Kenya as well as to the families and countries of those who perished during the fatal accident involving Kenya Airways on 5<sup>th</sup> May 2007, in Cameroon.

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**BRAINSTORMING SESSION OF THE AFRICAN UNION  
MINISTERS OF FOREIGN AFFAIRS/  
EXTERNAL RELATIONS  
8 - 9 MAY 2007  
ZIMBALI - REPUBLIC OF SOUTH AFRICA**

**DRAFT REPORT**



**DRAFT**  
**REPORT OF THE BRAINSTORMING SESSION OF THE AFRICAN UNION**  
**MINISTERS OF FOREIGN AFFAIRS/EXTERNAL RELATIONS**  
**8-9 May 2007, Zimbali, South Africa**

**I. INTRODUCTION**

1. A Brainstorming Session of Ministers of Foreign Affairs/External Relations on the State of the Union was organized in Zimbali, South Africa, from 8 to 9 May 2007, in conformity with decision Assembly/AU/Dec.156(VIII) of the 8<sup>th</sup> Ordinary Session of the Assembly of the Union held in Addis Ababa, Ethiopia, in January 2007.

**II. OPENING**

***Opening remarks of H.E. Dr. N. Dlamini Zuma, Minister of Foreign Affairs of the Republic of South Africa***

2. H.E Dr. N. Dlamini Zuma, Minister of Foreign Affairs of the Republic of South Africa, welcomed the delegates to the retreat on the state of the Union. She underlined the importance of the opportunity to brainstorm on the issue as a prelude to the Grand Debate of the Heads of State and Government of the African Union scheduled for Accra, Ghana, in July 2007.

3. The Minister recalled that the Organization of African Unity (OAU) had determined its objectives and priorities, and realized the major challenge of its time, which was the liberation of the Continent. She stressed that it was incumbent upon the meeting to reflect on the priorities of the African Union (AU) and on the way forward towards the total integration of the Continent. She particularly highlighted some areas of concern such as marginalization of the continent, the challenge of peace, security and stability as well as Africa's population becoming the largest in the world by 2050 and comprising mainly young people.

***Opening remarks of H.E Nana Akufo-Addo, Minister of Foreign Affairs of the Republic of Ghana, Chairperson of the Executive Council***

4. H.E Nana Akufo-Addo, Minister of Foreign Affairs of the Republic of Ghana, Chairperson of the Executive Council, thanked the government and the people of South Africa, on behalf of Council, for hosting the retreat. He gave the historical background leading to the review of the state of the Union, whose ultimate objective is the creation of the United States of Africa.

5. The Minister stressed the need to undertake an assessment of the African Union with a view to identifying the constraints and charting the way forward. He also highlighted the need to consider the implications of a new continental arrangement for

Member States. He finally called upon the delegations to set identifiable goals, define shared values and establish commonality of interests for the continent in order to enable the Heads of State and Government to make informed decisions on the future of the Union.

### **III. GENERAL DISCUSSIONS**

#### **A. POINTS OF CONVERGENCE:**

6. The delegations that took the floor made the following observations:

- i) The discussion on the political and economic union of Africa was a long-standing discussion which led to the establishment of the Organization of African Unity (OAU) in 1963;
- ii) The ultimate objective of the African Union is to create the United States of Africa and establish a Union government;
- iii) It is important to carry out an in-depth evaluation of the present state of the African Union and its organs in order to identify the obstacles to the Continent's economic and political integration;
- iv) A common strategy for the Continent's political and economic integration should be defined by developing a specific roadmap and implementation programmes;
- v) It is important to achieve the unity and socio-economic, political and cultural integration of the Continent, since nation States taken individually have shown their vulnerability and limitations in the context of globalization;
- vi) It is essential to ensure that the African Union is not only a union of governments, but a union of people, in order to build the Union on a wider basis;
- vii) The affirmed political will of States is essential to the integration process;
- viii) It is important to identify strategic objectives that are common to Member States, the common values and the challenges Africa must face in order to define the strategies and stages towards the Union;
- ix) Africa should strengthen its unity in order to take fully charge of its future in the face of challenges posed by globalization and increase its influence in the international arena;

- x) It is important to lay solid foundations to ensure the basis of lasting integration, including the respect of democratic principles and human rights;
- xi) Africa should learn lessons from other integration experiences, particularly those of the European Union, the United States of America and ASEAN, while taking into consideration the peculiarities of the Continent;
- xii) The OAU achieved its first objective of freeing the Continent from the colonial yoke, but African States have not attained collective self-sufficiency which was its second objective;
- xiii) The major challenges Africa should overcome are underdevelopment and its consequence such as, *inter alia*, poverty, famine, conflicts, diseases, brain drain and inadequate infrastructure development;
- xiv) It is important to find collective solutions to the challenges that Africa must overcome;
- xv) It is important that Africa preserve its essential values, notably solidarity and humanism;
- xvi) The establishment of the Union government entails the relinquishing of part of the sovereignty of States as well as the allocation of substantial resources.

## **B. POINTS OF DIVERGENCE**

7. On the issue of the establishment of the Union government, two schools of thought emerged.

8. Majority of delegations felt that the principle of subsidiarity enshrined in the Constitutive Act of the African Union should be respected and that the AU should remain a Union of sovereign States based on regional groupings, which should be strengthened as pillars of the Union, leading to the United States of Africa. They indicated that integration should be progressively consolidated according to a roadmap containing stages, strategies as well as benchmarks and a specific calendar. These delegations wanted to know the added value of a Union government at the present stage. However, they underscored the need to evaluate the existing RECs with a view to strengthening them, thus enabling them to play a more effective role in the integration process.

9. Other delegations pointed out that the debate had been held in 1963, at the inception of the Organization of African Unity and deplored that 43 years later, the same debate was being revisited. They therefore felt that Africa should embark on the next logical stage, which consists in the establishment of a Union government under the auspices of the African Union in order to accelerate the Continent's political and

economic integration and take up the challenges of globalization. In this regard, they observed that the RECs had shown their weaknesses and that even the first stage of integration defined in the Abuja Treaty had not been achieved.

#### **IV. CONTRIBUTIONS BY OTHER ORGANS OF THE AU AND RECs**

##### **A. PAN-AFRICAN PARLIAMENT (PAP)**

10. In his presentation, the First Vice President of the PAP indicated that the subject of a Union Government was currently under discussion by the Seventh Session of the Pan-African Parliament and that inputs/recommendations would be submitted once the debate has been completed. He indicated that currently, PAP did not have a legislative mandate and only played an advisory role. He observed that the establishment of a Union Government could not be complete without PAP being clearly mandated with a legislative role. He brought to the attention of Council the following:

- i) The need to empower PAP to be an autonomous legislative body;
- ii) The need to mandate PAP to consider the Budget of the AU in line with Article 11 of the Protocol on the establishment of the Pan-African Parliament; and
- iii) The need to empower PAP to oversee the activities of the Executive Council as provided for in the Protocol.

##### **B. COMESA**

11. In her presentation, the representative of COMESA observed that integration was a difficult process that entailed a lot of painstaking measures and sacrifices on the part of Member States. She indicated that COMESA achieved a Free Trade Area in 2000 with thirteen Member States on board, whilst the rest were at an advanced stage of adhering. She also indicated that COMESA was preparing to launch a Customs Union in 2008.

12. She observed that all RECs were moving towards continental development and integration, though the approaches differed slightly, and that what had been achieved at regional level could be used as a basis for setting up strong continent - wide linkages. She drew attention to the following issues:

- The need to finalize the Protocol on Relations between the Regional Economic Communities and the AUC;
- The need to develop common programmes for harmonization and coordination between the AUC and RECs;
- The need to elaborate programmes for sharing best practices; and

- The need to develop minimum programmes of convergence to facilitate integration and also allow for the variable geometry approach.

### **C. EAST AFRICAN COMMUNITY**

13. In her presentation, the representative of the East African Community (EAC) indicated that the integration process in that region was now eleven years old, having collapsed in 1977 due to intrinsic problems among members of the Community. She stressed that the EAC was doing everything possible to avoid those elements that led to its initial collapse.

14. She informed the meeting that the EAC attained a Customs Union in 2005 and the Protocol on moving towards a Common Market was currently under negotiation. This would be followed by a move towards a Monetary Union and ultimately a Federal Union. The EAC representative stressed that the discussion on a Union Government should take into account what prevails at the level of RECs as they have set integration agendas for themselves and are at different stages of the process. She ended up by recommending the following:

- The need to develop a minimum convergence programme using the RECs as the building blocks;
- The need for more harmonization and synchronisation among and across RECs and with the AUC playing an overall oversight role;
- The need for a small group of RECs, which have reached the stage of a Common Market, to come together and form the nucleus of a larger future Common Market.

### **D. CONTRIBUTION BY THE CHAIRPERSON OF THE COMMISSION OF THE AFRICAN UNION (AUC)**

15. In his presentation, the Chairperson of the AUC observed that continental integration was a necessity for Africa in the face of a rapidly globalizing world, as well as other threats posed by the external environment. He indicated that integration was a long and difficult process that needed to be carefully nurtured in a truly consultative manner involving a wide range of stakeholders, such as the civil society and the academia. He underscored the need for an in-depth debate and consensus mobilization on the substance and direction of the African integration process, observing that coercion was a recipe for failure.

16. The AUC Chairperson echoed the sentiments earlier expressed by Member States that Africa's greatest challenges were under-development and poverty, and observed that collective efforts were required to develop all forms of infrastructure, enlarge the domestic market, expand industrial capacity and transform Africa's products through value addition, among other things.

17. The Chairperson emphasized that sustainable development could not be achieved through aid, debt or any other form of external assistance, stating that Africa should generate its own wealth through the optimal exploitation and utilization of her vast natural resources.

18. He observed that the political and economic aspects of integration were equally important and complementary and that countries that could be engines of growth should be identified and recognized as such, in the spirit of solidarity and a single united Africa. These countries should be allowed to lead the integration process and provide the required resources.

19. He noted that the debate on the Union Government was necessary in the context and dynamics of the African integration process. He urged Member States to pay particular attention to the following aspects:

- The need for an Executive arm of the Union Government, definition of its roles and responsibilities, structure, required human competencies and resources;
- Clear delineation of the roles, responsibilities and mandates of other AU Organs as well as their empowerment to stand alone, as opposed to the current situation of being seen as appendages of the AUC;
- Political decision on the rationalization and harmonization of RECs; and
- Putting in place a strategy for all AU structures to work together in an effective and harmonious manner.

20. The AUC Chairperson also stressed the need to apply the principle of subsidiarity, and by so doing, determine which fields could be better handled and at what level (national, regional, continental). He however expressed concern over the appropriateness of a proliferation of institutions at the regional level, such as parliaments and courts, and stressed the need for the development of languages at all levels.

21. Following submissions by Member States, the PAP, RECs and the Commission, the Chairperson of the Executive Council summed up the brainstorming session, highlighting key issues raised and those that required further thought and clarification.

22. Member States accepted and expressed their satisfaction and appreciation of the summary presented by the Chairperson. It was agreed that issues of a practical nature, such as the elements of a Road Map towards a Union Government, the benchmarks as well as the timeframes should be discussed during the subsequent Extraordinary Session of the Executive Council.

23. The summary of the Chairperson of the Executive Council is attached.

## **CHAIR'S SUMMING UP OF THE BRAINSTORMING SESSION ON THE FUTURE OF THE UNION GOVERNMENT**

We have had a very informative debate in which some major issues were defined. We have heard the reiteration, with the exception of one delegation, of our collective commitment to the political and economic integration of the continent, leading to the establishment of a United States of Africa.

Beyond this, there is still considerable divergence as to the “how” to achieve this objective.

I dare say that part of the problem lies in the fact that, as we have seen from other parts of the world, the question of integration does not admit of a single, unique answer. The Gabonese Vice-Premier yesterday reminded us that all the other regions or continents are coming together and that the regional groupings taking place in the world take many forms – NAFTA, ASEAN, EU; then the Federations which the Senegalese Foreign Minister finds attractive (USA, India, Brazil, China).

The Federations are all characterized by certain common features – common language, common legal system, common culture, common history.

The African reality is somewhat different, for our continent is characterized by a certain diversity of peoples with different languages, different legal systems and different cultures. If, therefore, we want a United States of Africa, we would have to devise our own model, but one that would have to meet certain minimum standards.

Clearly, the process of integration in Africa would have to take its own course, even if we can glean a lot from the experience of others, especially that of the EU, because it is clear from our own Constitutive Act that we were very much influenced by the European model.

The EU model clearly emphasizes a gradualist, step-by-step approach to the question of integration – an approach that is based on the systematic spread of common policies. The Ethiopian Minister was right in saying that the EU has been a spectacular example of success in the integration of sovereign states for common purposes.

Why integration? The answer is compelling: we believe we stand a much better chance of dealing with the critical, strategic issues confronting us - under-development, the eradication of mass poverty, the promotion of democracy and the rule of law, and the defense of our political independence and our position in the world - by the process of integration.

This is the fundamental motivation for the integration process, that, even though some states may be able to go it alone, we can all make better progress towards our objectives if we work and act together, especially in the face of globalization which offers both opportunity and threat to our ambitions.

The acceleration of the process of integration is, therefore, the order of the day, and those who seek to realize the age-old dream of the Pan-Africanists for the immediate establishment of a continental government believe that that is the most effective way to accelerate and, indeed, complete the process of integration.

There appears to be certain issues which the demand for immediate government has yet to clarify – matters like the surrender, partial or total, of sovereignty; the representative nature of the continental government; its popular base etc.

In the same vein, what are the concrete steps that need to be taken if we cannot today go to the immediate establishment of a continental government, but we want to accelerate the process of integration? There is the clear need to define a road-map with the relevant bench-marks and develop minimum standards that must be met by all of us as we move along, and which also make possible better coordination of the work of the RECs, and harmonize their development towards the integration of the continent. An important consideration in this regard will be for us to look closely at what things we can deal with at the level of the RECs and those things that can be better addressed at the continental level.

A customs union, a common market; when are we going to arrive at these, because one of the greatest deficiencies of our current situation is our inability, unlike all the other continents, to trade amongst ourselves – that is a major weakness which we have to overcome, and we can only do so if we take seriously common efforts to develop our infrastructures and their linkages, and if we develop our common commitment to the growing of the skills of our people, which is indispensable to our future progress and prosperity.

There is also the effectiveness of the continental institutions that we have set up – the AU Commission and other organs. How can we improve their performance and effectiveness?

These are, I believe, some of the specific issues that have been raised by our discussion which we need to resolve, and which makes both parts of our meeting linked. In my view, this requires us to look at our work here holistically, and that whatever we want to do here to assist our leaders in Accra can best be done if we look at and act upon both parts of our proceedings, especially if we have regard to the passionate appeal made to us by the Chairperson of the Commission to strengthen the hands of the Commission, which he describes as the Executive of the Union, as important steps towards the acceleration of the integration process which is in the strategic, geo-political interest of all of us and our continent.

If you agree with me, I would propose that we go straight to the agenda of the second part of our meeting, and come to a conclusion at the end of that agenda so that we can better assist the Accra Summit, which is the main purpose reason of this gathering.

***Zimbali, South Africa  
9 May, 2007***



**EX.CL/351 (XI)**  
**Annex I**

**AUDIT REVIEW OF THE AFRICAN UNION**

**TERMS OF REFERENCE**  
**(FINAL VERSION AFTER ZIMBALI)**  
**10<sup>th</sup> MAI 2007**

## AUDIT REVIEW OF THE AFRICAN UNION

### Terms of Reference

#### A. Introduction and Background

1. The 36<sup>th</sup> Summit of the OAU in July 2000 in Lome, Togo adopted the Constitutive Act of the AU including its organs and institutions. Also, responding to the challenges of globalization and its implication for Africa, the fourth Ordinary Session of the Assembly of the African Union, at its meeting in Abuja in 2005 considered the proposal for rapid acceleration of political integration in Africa.
2. Specifically, Decision Assembly/AU/Dec.69 (IV) of January 2005 set up a Committee of Heads of State and Government under the chairmanship of H. E. President Yoweri Museveni of Uganda to consider the proposals in collaboration with the Chairperson of the Commission and to submit a report to the Summit of the African Union that was to hold in Sirte.
3. The Committee met in June 2005 in Kampala and reiterated the need for a Union Government, and approved the proposals on the creation of ministerial portfolios under the responsibility of Commissioners in the areas of Defence, Foreign Affairs, External Trade, Transport and Communications, Health, Environment, Scientific Research, Finance, Education (primary and secondary) and Agriculture.
4. After discussing the report of the Committee at its ordinary meeting in Sirte in July 2005, the AU Assembly established another Committee of Seven chaired by President Olusegun Obasanjo of Nigeria, the then Chairperson of the African Union. The Committee was mandated to consider the ideas discussed during the summit and submit to the next session of the Assembly in Banjul in July 2006 a report, itemising the roadmap, i.e. steps that need to be taken for the realization of this objective.
5. At the instance of the Chairman of the Committee of Seven, a broad based conference under the theme “**Desirability of a Union Government in Africa**” was convened in Abuja, Nigeria in November 2005. The conference, which brought together a wide spectrum of participants concluded that the “necessity for Union Government is not in doubt”; it must be a “Union of the African people and not merely a Union of states and governments”; its formation must be “based on a multi-layered approach” and on the principle of “gradual incrementalism”.

6. After reviewing the recommendations and conclusions of that conference, the Committee specifically requested the preparation of a framework document defining the purpose of the Union Government, the core values, steps and processes to enforce it, including a Draft Indicative Road Map. Its recommendations were approved by the Assembly of the African Union in Decision Assembly/AU/Dec.99 (VI) at its Sixth Ordinary Session on 23-24 January 2006 in Khartoum, Sudan. The Assembly consequently directed that a “Study on an African Union Government” be undertaken. The African Union Commission facilitated the conduct of that study, whose final output is contained in a Base Document entitled ‘Study on An African Union Government: Towards The United States of Africa.’

7. The major conclusions of the study were presented to the Seventh Session of the Assembly in Banjul, in July 2006 by President Olusegun Obasanjo of Nigeria. In Decision Assembly/AU/Dec.123(vii) the Assembly reaffirmed “that the ultimate goal of the African Union is full political and economic integration leading to the United States of Africa”, and requested the Commission to convene an Extraordinary Session of the Executive Council as soon as possible to consider the Report and propose an appropriate framework of action.

8. Subsequently, the 9<sup>th</sup> Extraordinary Session of the Executive Council convened from November 17 to 18, 2006 in Addis Ababa, discussed the “Study on An African Union Government: *Towards the United States of Africa* with a view to proposing a framework of action as directed by the Assembly in Decision/AU/Dec.123(vii).

9. Noting that all member states accept the United States of Africa as a common and a desirable goal, the Executive Council agreed on the need for a pragmatic and progressive approach and recommended an audit review of the state of the Union in order to identify the areas in which significant improvement have to be made in order to accelerate the African integration process.

10. Pursuant to the above, the AU Commission seeks to engage the services of a team of consultants to be headed by a designated Lead Consultant that will undertake an audit review of the African Union with a view to examining the workings of the Union organs, institutions, technical and specialised agencies, Union programmes and activities, as well as their linkages with one another from inception till date. The final output of the review will be a policy document that, against the background of an in-depth analysis of the concerns outlined above, makes concrete recommendations on strategies and modalities for accelerating the African economic and political integration agenda.

11. In more specific terms, the review, taking into account existing findings of existing studies and relevant empirical experiences, will involve the various organs and institutions of the Union. The review will include general and specific African Union programmes, such as NEPAD, RECs, Intergovernmental Organisations (IGOs) such as the United Nations Economic Commission for Africa, and ADB, etc and their relationships and interactions with one another. It is expected that the consultants will work in collaboration with the AU commission and draw on existing documents containing decisions by the AU.

## **B. Objectives of the Audit**

12. The general objectives of the audit are :

- (i) Evaluate the African economic and political integration agenda and existing and on going reviews on political and economic integration by the Commission as well as other AU organs and the RECs;
- (ii) Review the operations of all the various organs and institutions of the AU as presently constituted with a view to identifying the weaknesses and strengths in their functioning and aligning them with the realities of political and economic integration;
- (iii) Review the structures and processes of the various organs of the African Union with a view to promoting efficiency and coherence in the functioning of the various organs;
- (iv) Review the nature of relationship between the various organs and institutions of the African Union, and with other relevant continental organizations, and indicate the nature and character of inter-organ relationship and relation with other institutions that will help to accelerate the integration process;
- (v) Review the global trends with respect to political and economic integration, outline the specific and general challenges confronting the African integration process;
- (vi) Make concrete recommendations on the policies, strategic orientations, institutions and structures, programmes, roadmaps, and possible scenarios required to accelerate economic and political integration; and
- (vii) Assess the efficiency of the African Union in the maintenance of peace in the Continent.

**C. Specific Objectives of the Audit**

13. The specific objectives of the Audit are the following:

- (i) Review the current state of affairs, with an in-depth analysis of the dynamics underlining the current situation and provide a factual description and assessment of the state of the Union, particularly as it relates to Africa's quest for economic and political integration taking into account the core values outlined in the Constitutive Act of the African Union;
- (ii) Highlight the major trends with respect to political and economic integration, outline the specific and general challenges to the African integration process, including major constraints and obstacles at national, regional and international levels, and make concrete proposals on the appropriate strategies to address these challenges and overcome these constraints, and on the nature of programmes, initiatives, policies and decisions that will be required to facilitate the achievement of the desired goals;
- (iii) Review the Report of the Chairperson of the Commission on the strengthening of the Commission, and the operations of the different organs and institutions of the AU as presently constituted and analyze their structures and quality of staff and their functioning and the nature of their operations and their interactions with one another, highlighting deficiency and gaps as wells as modalities and strategies for overcoming the perceived deficiency and gaps;
- (iv) Review NEPAD structures and programme as well as the ongoing work on its integration and incorporation into the AU structure, and make specific recommendation regarding its location within the African Union Commission;
- (v) Review existing Union decisions and agreements with a view to identifying the challenges and constraints facing Member States with respect to the implementation of agreed decisions and agreements.
- (vi) Review Union experiences on the application of sanctions and propose recommendations on strategies for deterring non-adherence of member states to agreed union policies and decisions;

- (vii) Review the 1998 Protocol on Relations between the African Economic Community and the RECs, as well as the Draft Protocol on Relations between the African Union and RECs and against this background, examine the functioning and activities of the RECs, taking into account the conclusions of existing studies and reports, and propose concrete strategies for harmonising the instruments and organs of the RECs with those of the Union and modalities for their eventual incorporation into the Union structure;
  - (viii) Review challenges and progress made in establishing pan African financial institutions as envisaged under article 19 of the Constitutive Act of the AU and make recommendations on strategies for effectuating their timely establishment and operationalization;
  - (ix) Provide requisite background for building alternative scenarios describing different possible futures for stepping up unity at the continental level, as well as suggest programmes, initiatives, policies and decisions that will be required to facilitate the achievement of economic and political integration;
  - (x) Review the finances and financial management of the Union and the current system of assessed contributions of member states vis-à-vis the financial challenges of economic and political integration as well as the ongoing discussions on funding options, and make concrete suggestions on workable options;
  - (xi) Indicate the nature and character of the ideal relationships between the principal organs, institutions and high officials of the Union, particularly the head of the commission;
  - (xii) Make an assessment of the degree and conditions of the involvement of the Civil Society and the African population in the process of continental economic and political integration.
14. The audit is expected to provide an in-depth analysis and assessment of current state of integration. Specifically, it must also suggest programmes, initiatives, policies and decisions that will be required to facilitate the achievement of political integration.
15. It is expected that the consultants will work in collaboration with the AU commission and draw on existing documents containing decisions by the AU.

**D. Technical Deliverables**

16. To be delivered in one original hard copy and one soft copy on a CD
- (i) Draft Report
  - (ii) Final Report
  - (iii) List of documents examined
  - (iv) List of persons interviewed
  - (v) Number of Focussed Group Discussions and participants
  - (vi) List of contacts

**E. Audit Schedule (to be determined)**

17. The process is expected to be conducted over a period of six (6) calendar months beginning from 1<sup>st</sup> July 2007.

**G. Methodology**

18. The methodology for the audit will be a combination of desk research, field study through interviews, focus group discussions and survey research. . Consultants will visit the various AU organs, representative Member States and utilise documents provided by the African Union Commission as well as other sources including (but not limited to) Regional Economic Communities (RECs), the African Development Bank (AfDB), UNECA and any other sources the consultants might find relevant for the purpose of the review.

**H. Budget Overview (To be determined)**

**EX.CL/351 (XI)**  
**Annex II**

**AUDIT REVIEW OF THE AFRICAN UNION :  
COST ESTIMATE**



## **AUDIT REVIEW OF THE AFRICAN UNION:** **COST ESTIMATE**

### ***INTRODUCTION***

1. At its 9<sup>th</sup> and 10<sup>th</sup> Extraordinary Sessions held in November 2006 in Addis Ababa and in May 2007 in Durban, respectively, the Executive Council recommended an **audit review of the state of the Union** in order to identify areas in which significant improvements have to be made for accelerating Africa's political and economic integration. The final output of the review will be a policy document that will make concrete recommendations on strategies and modalities to achieve this objective, including the strengthening of the Commission and other organs of the Union, as well as their interrelationships with the RECs and member states. The Executive Council also approved the Terms of Reference of the proposed audit at its 10<sup>th</sup> Extraordinary Session. Tables summarizing the cost estimate of the Audit are attached as annex 1.
2. The current Chairperson of the Executive Council and the Chairperson of the Commission have proposed that **seven** "very high level and distinguished Africans" be entrusted with the audit exercise. In addition, since the Terms of Reference indicate that "the consultants will work in collaboration with the AU Commission and draw on existing documents containing decisions by the AU", the Chairperson of the Commission has directed that three to four resource persons and a secretary be appointed to provide technical expertise to the consultants.
3. For the conduct of the audit review, the following methodology is proposed. The mode of inquiry and analysis should involve archival-library research based on documentary analysis of AU decisions, policy papers and processes, institutional outputs, performance evaluation and review of progress reports and comparative analysis of situations in other organizations. This will be supplemented by field trips to headquarters of the regional economic communities (RECs) and other organs and institutions of the Union for focus group discussions. Focus group discussions will also be held with high officials of non-Union organs that have no headquarters in Addis Ababa. A process of cross-triangulation of results to produce findings and outcomes will follow this.

4. To estimate the cost for the audit review, it is necessary to identify the activities to be carried out by the Team of Consultants and the Resource Persons. Assumptions must also be made on the duration of the assignments of the consultants and 4 resource persons, the average number of field trips to be undertaken by consultants and the resource persons during the entire period of their assignments, review and technical meetings to be attended by the consultants and resource persons in Addis Ababa, the average daily subsistence allowances to be paid the audit team during the field trips and meetings in Addis, as well as the honoraria to be paid to the consultants and the resource persons for their respective tasks.

### ***TYPES OF ACTIVITIES***

The following activities to be carried out by the consultants and the resource persons can be derived from the Terms of Reference as follows:

- i. **Background analysis**: Based on the Constitutive Act of the African Union and decisions that led to the Union Government Project, and on the study that was subsequently carried out, the background will aim at:
  - Providing clarification on such concepts as “Union of African people” as opposed to the “Union of states and governments “multi-layered approach and gradual incrementalism”;
  - Explaining the current functional set up of the Executive, Legislative and Judiciary “branches” of the African Union;
  - Analyzing the current process of decision-making by the Assembly, which involves the Commission, the PRC, and the Executive Council;
  - Analyzing the Report of the Chairperson of the Commission on the strengthening of the Commission, with exclusive areas of competence for the Commission based on the principle of subsidiarity, and its potential impact on the executive component of the African Union;
  - Analyzing the NEPAD, a programme of the African Union, as an integrated part of the Commission and its future role in the process of continental integration;
  - Providing an evaluation of the activities of the 8 Regional Economic Communities recognized by the African Union (CEN-SAD, COMESA, EAC, ECCAS, ECOWAS, IGAD, SADC and UMA) in terms of their contribution to the establishment of the African Economic Community (AEC), as provided for in the Abuja Treaty, towards the **creation of an African common market** defined as a customs union where labor and capital can move

freely. Also, a review of the 1998 Protocol on relations between the AEC and the RECs, as well as the Draft Protocol on relations between the African Union and the RECs just concluded for signature;

- Reviewing relations of AU with other continental organizations (i.e. ECA, ADB, ACBF), including past and present working arrangements.
- Providing a comparative analysis of the organs with existing integration arrangements in other regions of the world, including federal systems of government.

***ii. Review of the structures and functioning of existing organs, in light of the relevant provisions of the Constitutive Act***

- The organs concerned are:
  - a) The Assembly of the Union;
  - b) The Executive Council;
  - c) The Pan-African Parliament (PAP);
  - d) The Peace and Security Council (PSC);
  - e) The Economic, Social and Cultural Council (ECSOCC);
  - f) The Court of Human and People's Rights;
  - g) The African Commission on the Human and People's Rights;
  - h) The Permanent Representatives Committee; and
  - i) The Commission including:
    - The office of the Chairperson;
    - The office of the Deputy Chairperson;
    - The Portfolios of the Commissioners, Directorates and Units;

- The Representational Offices of the AU: New York; Geneva; Brussels; Cairo; Washington; and Lilongwe;
  - The Technical Offices in: Algiers (2), Nairobi, Yaoundé; Lagos; Ouagadougou (2); Conakry; Niamey; Bamako (2) ; and Banjul;
  - The Specialized Agencies: AFCAC (Dakar); UAR (Kinshasa); PATU (Nairobi); PAPU (Arusha); ARI (Harare); CSSA (Yaounde); IPED (Kinshasa); and UPJ (Algiers); and
  - The Committees: ACRC (Addis Ababa); and AUWC (Addis Ababa).
- The review will be based on inputs to be provided by office bearers of these organs, offices, agencies, and committees, as well as on available documents
  - The inputs should address such issues as expectations, achievements, constraints, and perspectives with respect to their respective roles in achieving the objectives of the African Union as contained in the Constitutive Act

**iii. Review of the process of establishing other organs of the African Union**

- The review includes the composition of the Specialized Technical Committees (STCs), as provided for in the Constitutive Act, as well as proposals being made;
- The review will assess the progress achieved so far in the implementation of “monetary cooperation programs” adopted by the RECs and the Association of African Central Banks, with the view of creating regional central banks as a transitory step towards the establishment of an African Central Bank. In addition, the progress achieved in the preparatory work for the establishment of the other two Pan-African financial institutions referred to in article 19 of the Constitutive Act; namely the African Investment Bank and the African Monetary Fund will be assessed.
- The review will finally include the rationale for the establishment of a Permanent Court of Auditors.

- iv. **Review of AU Finances:** The audit team will also review the financial management of the Commission and other organs of the Union. It will also review the current system of assessed contributions of member states and examine the funding options presently under consideration in view of the financing needs of the AU to advance the process of Africa's political and economic integration.
- v. **Assignments for members of the audit team:**
- The Lead Consultant will be responsible for the preparation of the detailed outline of the main report. He will coordinate the work of all members of the audit team and convene meetings of the team as may be necessary to assess progress in the conduct of the audit.
  - For “background analysis”, **2 consultants** will be needed to prepare the related annex to the main report during the period of six months.
  - For the review of the existing organs and recommendations for improvement, also **4 consultants** will be needed to prepare the related annex to the main report during a period of six months. Of these four consultants, one will address issues related to the Commission, including the ongoing work on the integration of the NEPAD into the AU structures, the creation of the STCs and the Permanent Court of Auditors. The second consultant will deal with all issues related to the Pan-African Parliament (PAP), the African Court of Justice and Human Rights and the African Commission on Human and People's Rights. The third consultant will assess the activities of the 8 regional economic communities as pillars of economic integration and the fourth consultant will review the remaining organs of the AU, including the relations with other continental organizations.
  - **One consultant** will prepare the annex to the main report related to the establishment of three pan-African financial institutions referred to in article 19 of the Constitutive Act of the AU. This will require a six-month assignment.
  - **One consultant** will review the financial management of the Commission and other organs of the African Union. This review will include an evaluation of the adequacy of the current system of assessed contributions of member states and the ongoing discussions on funding options and make suggestions on

workable options. It is assumed that the consultant will spend six months on this assignment.

vi. **Field visits**

It is assumed that all consultants and all the resource persons will undertake various field visits, with the possibility of some of them outside Africa.

- Field visits will be undertaken to the organs of the African Union and to Regional Communities as follows:
  - a. The capitals of the current and immediate previous Chairpersons of the Assembly, and the Executive Council
  - b. The capitals of the current and immediate previous Chairpersons of the PSC
  - c. Addis Ababa to:
    - Hold working sessions with the Chairperson of the Commission, the Deputy Chairperson, the Commissioners, and other officials as may be required;
    - Discuss with the current and immediate Chairpersons of the PRC;
    - Hold a meeting with the PRC as a whole;
    - Hold working sessions with the Chairpersons and the Bureau of ECOSOCC as appropriate;
    - Discuss with the Executive Secretary of ECA and other officials as appropriate.
  - d. Midrand, South Africa, to hold working sessions with the Chairperson of PAP and the Bureau of the Parliament as appropriate,
  - e. Tunis, to discuss with the President of ADB, Members the Board and other officials as appropriate;
  - f. Harare to discuss with the Executive Secretary of ACBF and other officials as appropriate
  - g. Banjul, to discuss with the Head of the African Commission for Human and People Rights and,

- h. Arusha, to discuss with members of the African Court of People and Human Rights;
- i. The Headquarters of the following Regional Economic Communities:
  - Arab Maghreb Union-UMA (Rabat);
  - Common Market for Eastern and Southern Africa COMESA (Lusaka);
  - Communauté Economique des Etats de L'Afrique Centrale (CEEAC), Libreville ;
  - Communauté des Etats sahariens (CEN-SAD), Tripoli
  - East African Community (EAC), Arusha
  - Economic Community of West African States (ECOWAS), Abuja
  - Inter-Governmental Authority on Development (IGAD), Djibouti
  - Southern African Development Community (SADC) Gaborone
  - During field visits, appropriate contacts should be made to assess the degree of commitment of member states to the continental integration process and to the Union Government project, and involvement of non-state actors.

It is assumed that on average **each member** of the audit team will undertake **3 field visits**.

**vii. Meetings**

- A Preliminary meeting will be held in Addis Ababa to review the Terms of Reference, agree on activities to be carried out and on the respective assignments of the Audit Team and the Resources Persons.
- A Second meeting will be held after field visits to exchange views on the finding of the audit and on the process of preparation of the draft report. The draft report will be finalized according to the provisions contained in the Terms of Reference.
- A Third meeting will be devoted to reviewing the draft report
- A Fourth meeting will be devoted to reviewing the final draft, to be submitted by to the AU Commission by the Team Leader
- Other meetings as may be convened by the Lead Consultant

**viii. Report preparation**

- Report preparation will consist of submitting a detailed outline prepared by the Lead Consultant that will summarize the main findings and recommendations of the audit before preparing the first and second drafts and finalizing the main report and the annexes;
- The recommendations will include: a common understanding of continental political and economic integration; a proposal for the future configuration of a Union Government with the identification of exclusive areas of competence and clear mandates for the Executive, the Legislative and the Judiciary; the identification of the organs entrusted with these responsibilities, respectively;
- The recommendations will clearly indicate the role of the RECs in the Union Government, and their harmonized and coordinated move towards the ultimate goal of achieving the United States of Africa, as well as their relations with various organs of the renewed African Union;
- The recommendations will also include the role of Member States in the Union Government (UG) especially in making it the “Government of African people”, through promoting public awareness of the role of the UG member states, particularly its potential contribution to their economic and social development. In that context, the role of non-state actors in that process should be spelled out.

## **WORK SCHEDULE AND COST ESTIMATE**

Three scenarios can be proposed for the conduct of the audit review. The first scenario is based on the assumption that 9 consultants and 4 resource persons that correspond to the identified workload will conduct the audit review during a period of for six months. This implies that the report cannot be completed before the Assembly of the Heads of State and Government in January 2008.

If the report is not needed for discussion during the January 2008 Assembly, the second scenario could be envisaged to give more time for the preparation of the report. In that scenario, it is assumed that 7 consultants, as directed by the Chairperson, will conduct the audit during a period of 9 months.

The third possible scenario assumes that the Assembly must examine the annex relating to the strengthening of the Commission, with proposals on a possible transfer of some executive powers to the Commission in January 2008. This implies a two-phase approach, whereby 3 consultants will be assigned to work exclusively on issues related to the Commission during a period of 4 months. Six consultants, including the Lead Consultant, will perform the remaining tasks during a period of 9 months. In the third scenario, the audit will begin as planned



but priority will be given to the review of the Commission. The assumptions on the honoraria for the consultants and resource persons will remain the same in the three scenarios.

It is assumed that all the consultants and resource persons could perform their tasks from their respective countries of residence. Only the Secretary and research assistants will be residing in Addis Ababa. It is expected that the consultants and resource persons will travel 4 times to Addis to attend convened by the AU Commission. These trips will include 1 to attend the inaugural meeting with the AU Commission in order to agree on the final terms of reference and the organization of work. Two meetings will be necessary to discuss a progress and draft reports. The last meeting will be to finalize the main report. Each of these meetings will last on average 4 days.

Regarding the afore-mentioned field visits, some of them may require traveling outside Africa. For the sake of simplicity, it is assumed that each of the audit team will undertake on average 3 field visits that will also last on average 4 days. For travel within Africa, including coming to Addis Ababa, the average cost for each ticket in business class is estimated at 3000 US dollars and the average daily subsistence allowance is 300 US dollars. The DSA for meetings in Addis is estimated at 250 US dollars.

In terms of honoraria, we assume that the Lead Consultant will receive 16,500 US dollars per month and all other consultants will be paid each 15,000 US dollars per month. Each member of the support team of experts will receive 12,000 US dollars a month. The Secretary will be paid 2,000 US dollars a month. It is on the basis of these assumptions that the attached tables have been prepared.

**Senario 1(a): Cost Estimate for the Audit of the African Union )**  
**(in US Dollars)**

Items description	Quantity	Duration of assignment		Unit cost		Total amount
		Months	Days	Month	Day	
Lead Consultant honorarium	1	6		16500	750	99000
Other Consultants honoraria	8	6		14300	650	686400
Resource persons	4	6		10000		240000
Technical services (b)	x					
Field visits-Tickets	39			3000		117000
Field visits-DSA	39		4	300		46800
Meetings in Addis-Tickets	52			3000		156000
Meetings in Addis-DSA	52		4	250		52000
Secretarial Support services	1	6		2000		12000
Contingency	x					196530
					<b>Total:</b>	<b>1605730</b>

(a) Scenario 1 assumes that a team of 9 consultants and 4 resource persons will work during a period of 6 months.

(b) The cost for technical services is included in "contingency".

**Senario 2 (a): Cost Estimate for the Audit of the African Union  
(in US Dollars)**

Items description	Quantity	Duration of assignment		Unit cost		Total amount
		Months	Days	Month	Day	
Lead Consultant honorarium	1			16500	750	148500
Other Consultants honoraria	6	9		14300	650	772200
Resource persons	4	9		10000		360000
Technical services (b)	x					
Field visits-Tickets	33			3000		99000
Field visits-DSA	33		4	300		39600
Meetings in Addis-Tickets	44			3000		132000
Meetings in Addis-DSA	44		4	250		44000
Secretarial Support services	1	6		2000		12000
Contingency	x					218820
					<b>Total:</b>	<b>1826120</b>

(a) Senario 2 assumes that the audit team of 7 consultants and 4 resource persons will work during a period of 9 months.

(b) The cost for technical services is included in contingency.

**Senario 3 (a): Cost Estimate for the Audit of the African Union  
(in US Dollars)**

Items description	Quantity	Duration of assignment		Unit cost		Total Amount
		Months	Days	Month	Day	
Lead Consultant honorarium	1	9		16500	750	148500
Other Consultants honoraria (b)	3	4		14300		171600
Other Consultants honoraria (c)	5	9		14300	650	643500
Resource persons	4	9		10000		360000
Technical services (d)	x					
Field visits-Tickets	39			3000		117000
Field visits-DSA	39		4	300		46800
Meetings in Addis-Tickets	52			3000		156000
Meetings in Addis-DSA	52		4	250		52000
Secretarial Support services	1	6		2000		12000
Contingency	x					208095
					<b>Total:</b>	<b>1915495</b>

(a) Scenario 3 assumes that two groups of consultants will conduct the audit review.

(b) The first group comprises 3 consultants who will work for 4 months on the strengthening of the AU Commission only.

© The second group comprising 5 consultants and the Lead consultant will work on other aspects of the audit for 9 months.

(d) The cost for technical services is included in "contingency".

2007

# Draft report of the tenth extraordinary session of the executive council and the conclusions of the brainstorming session of foreign ministers

African Union

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