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**REPORT OF THE COMMISSION ON THE IMPLEMENTATION OF  
DECISION ASSEMBLY/AU/DEC. 460 (XX) ON THE ESTABLISHMENT  
OF A SUPREME COUNCIL OF LOCAL COMMUNITIES WITHIN  
THE FRAMEWORK OF THE AFRICAN UNION**

**REPORT OF THE COMMISSION ON THE IMPLEMENTATION OF  
DECISION ASSEMBLY/AU/DEC. 460 (XX) ON THE ESTABLISHMENT  
OF A SUPREME COUNCIL OF LOCAL COMMUNITIES WITHIN  
THE FRAMEWORK OF THE AFRICAN UNION**

1. Following the adoption by the Assembly of Decision **Assembly/AU/Dec.460 (XX)** on the Representation of Local Communities in the Organs of the African Union, the Commission organized jointly with the Republic of Senegal three consultations. The first consultation was held on 25-26 February in Dakar, Senegal. This event was purely a brainstorming session. It gathered various stakeholders and this led to the establishment of a Task Force on the subject matter by the Republic of Senegal. It should be noted that three African Union Commission officers were members of the Task Force.

2. The Task Force met twice before the Third Extraordinary Meeting of the African Union Ministerial Conference on Decentralization and Local Development (AMCOD), firstly on 4-8 June 2013 and secondly, on 1-4 August 2013 in Dakar, Senegal. The aim of these meetings was to work on the High Council of Local Authorities conceptual framework. The conceptual framework was submitted for consideration by the Task Force to the Third Extraordinary Meeting of the AMCOD which took place in Dakar, Senegal on 9-14 September 2013.

3. After due consideration of the conceptual framework, the Conference among others commended the work done and approved it. It also recommended that the document should be submitted to the Policy Organs in January 2014 and the proposed High Council of Local Authorities be established as well as the identification of a sustainable financing mechanism for its effective and efficient operation. To comply with the recommendations, the Commission convened the third meeting of the Task Force on 28-30 October 2013 in Dakar, Senegal to discuss the financial mechanism. The attached conceptual framework provides information on:

- i) The context and rationale of the establishment of the proposed High Council of Local Authorities;
- ii) The Benchmarks that exist in Africa and internally;
- iii) The Mandate and Role of the Proposed High Council of Local Authorities;
- iv) The Relations among the proposed High Council of Local Authorities and other African Local Authorities actors;
- v) Key ideas on the composition and structure of the proposed High Council of Local Authorities;
- vi) The Seat and headquarters of the proposed High Council of Local Authorities; and

vii) Some financial recommendations for its effective and efficient operation.

**4.** The Commission, in line with the AMCOD recommendations, and in the context of the attached decisions submitted, would like the AU decision making organs to support the establishment in principle of the proposed High Council of Local Authorities. The Commission is committed to report in July 2014 on the outcomes of the on-going process for the identification of a viable and sustainable financing mechanism. The Commission strongly believes that the establishment of such a consultative organ will not only strengthen the evolving African Governance Architecture which lacked local content and foundation, but it will significantly contribute to the achievement of the vision of an African Union of peoples.

**EX.CL/849(XXV)**  
**Annex 1**

**ON THE PROPOSED HIGH COUNCIL OF LOCAL AUTHORITIES WITHIN THE  
GOVERNANCE ARCHITECTURE OF THE AFRICAN UNION (AU)**

**A CONCEPTUAL FRAMEWORK**

## NOVEMBER 2013

**INTRODUCTION: PURPOSE OF CONCEPT PAPER**

1. This Concept Paper provides an overview of some of the thinking on the background, the benchmarks, and discussions that have unfolded on the feasibility and need for a High Council of Local Authorities (HCLA) within the governance architecture of the African Union (AU).
2. The key question to be considered is *whether a need exists to accommodate and better structure the voice of African local authorities in the governance architecture of the AU, and if so, what form should this take.*
3. In tracing the background of the idea of a High Council of Local Authorities in Africa the following milestones should be noted:
  - a) At the 2005 founding congress of the United Cities and Local Governments of Africa (UCLGA) in Tshwane (South Africa), President Obasanjo of Nigeria raised for the first time the idea of such a council;
  - b) In 2006, at the 4<sup>th</sup> AfriCities Summit in Nairobi (Kenya), the UCLGA leadership was mandated to pursue the proposal of the High Council with the AU;
  - c) In 2007, a meeting took place between the President and Secretary General of UCLGA and the AU Commission in Addis Ababa, Ethiopia on the proposal among others;
  - d) In 2012, at the opening of the preparations for the 6<sup>th</sup> AfriCities Summit in Dakar, Senegal, H.E. Macky Sall, President of Senegal, committed to table the proposal of a High Council on Local Authorities at the July 2012 Assembly of AU Heads of State and Government Meeting;
  - e) The final declaration of the 6th AfriCities 2012 Summit noted the “*need to adopt ... and set up a High Council of Local Authorities within the African Union*”; and
  - f) In January 2013, following a proposal by tabled by the Republic of Senegal, the AU Assembly of Heads of State and Government took note of the proposal of President Macky Sall and requested that Senegal and the AU Commission undertake further consultations so that a comprehensive report can be submitted to the January 2014 AU summit.
4. In this same January 2013 Summit, the AU Executive Council requested the AU Commission to “*report on the opportunity, feasibility, relevance and implications, including financial ones, of the proposal*”.

## A. WHAT IS THE CONTEXT AND RATIONALE FOR A HIGH COUNCIL OF LOCAL AUTHORITIES?

5. The African Union is the highest authoritative continental governance platform representing 54 out of the 55 sovereign States of Africa. As the continental organization representing Africa in the global arena, one of its primary roles is to guide and lead the continent towards the realization of its aspiration for good governance, development, peace, security and stability.

6. It should be noted that crucial AU policy instruments like the African Charter on Democracy, Elections and Governance and the African Charter on the Values and Principles of Public Service and Administration are important landmarks which will require the active participation and support of local authorities in Africa.

7. The AU vision of a unified, integrated, prosperous, and peaceful continent, driven by its people and playing a strategic role in the global arena cannot be fully achieved without mainstreaming local authorities' participation in the AU decision-making process. Furthermore, bearing in mind that the ultimate goal of the AU is to realize not only the United States of Africa, but also a Union of Peoples, a High Council of Local Authorities will ensure the accomplishment of such a vision.

8. This concept of a 'Union of Peoples' was aptly captured in the 2007 Accra Declaration on the Grand Debate on the Union Government, wherein the Assembly of Heads of State and Government acknowledged:

***"The importance of involving the African peoples in order to ensure that the African Union is a Union of peoples and not just a "Union of states and governments", as well as the African Diaspora in the processes of economic and political integration of our continent"***

9. Against the above, recognizing that local authorities and local governments are necessary and indispensable complementary partners for the realization of the objectives, principles and instruments of the African Union is an important step towards the realization of the ultimate objective of a Union of Peoples'.

10. It should be underscored that presently, no structure explicitly representing the voice of people at the local level through their locally elected leaders and local authorities exists *within* the AU. Although structures do exist at the continental level championing issues of local development, decentralization and local government such as the African Union Ministerial Conference on Decentralization and Local Development (AMCOD) and the UCLGA, however these structures are neither accommodated within the AU governance architecture as the direct representative of the people at the local level. Even existing organs like the Pan African Parliament and the Economic Social and Cultural Council of the AU (ECOSSOC) do not at all represent the people at the local level in Africa.

11. A Change in the governance landscape has been observed in Africa. The on-going democratic transition of Africa since independence in the 1950s and 1960s has taken various forms. A key element of this transition process has been the elevation and deepening of local democracy and decentralization in many Member States. Since the 1990s, decentralization and local government have increasingly assumed

the centre stage in the governance architecture of individual countries and regions of the continent.

**12.** This changing political governance landscape on the continent presently manifests itself in over 30 AU Member States enshrining the role of local governments and local authorities within their respective Constitutions. Given this deepening of democracy, a number of imperatives speaking to the need for a better articulation and accommodation of the voice and representation of the people at the local level through local authorities have emerged within the formal governance regime of the AU.

**13.** The following milestones need to be highlighted. Firstly, Africa is a home for over 15000 local authorities that assume different legal forms. These thousands of entities representing the lowest and closest to the people level of governance can no longer be ignored. These local authorities represent a vital source of knowledge and resources that is vital to the policy agenda of the AU.

**14.** Secondly, globally and within Africa, there is an increasing recognition that the realisation of development goals and objectives will not be attainable without the active contribution and role of local authorities. This level of governance is better suited to understand and intervene in matters of local development and effect the alignment of development objectives with higher levels.

**15.** Thirdly, urbanization is a particular imperative in Africa that demands a decisive continental response. In 2010 for instance, it was estimated that about 40% of all Africans were residing in cities. Urbanization brings both immense opportunities and challenges that need a development and governance response at the level of the AU. Cities and urban areas in some Africa countries are both engines of growth, but also centres of unsettling poverty and inequality.

**16.** Stabilizing the continent and creating and maintaining conditions for peace and security are crucial for the vision of a prosperous and united Africa. Local authorities have a special role to play in conflict and post-conflict environments. They are at the frontline of the struggle against displacement and migration challenges with high conflict potential. The AU needs to recognise the specific and critical role of local authorities in enhancing peace and security across the continent to prevent conflict crises,, remedy, mitigate their consequences and reconstruct a better environment after conflict.

**17.** The prudent and sustainable management of Africa's finite natural, environmental and mineral resources is also impossible without a clear role for local authorities. Linked to this are the associated challenges of climate change. Continental, regional and even national governments policy decisions require the hands-on intervention of local leaders and local authorities.

**18.** Finally, the imperative of broadening and deepening participatory democracy at the highest level of the African Union can only have the benefit enhancing the quality of governance at a continental level. Heads of State and Government have the opportunity to be better informed by the direct voice and representation of local authorities at the highest level. This also means that local communities will be directly represented and the dialogue between national and local perspectives will be

sharpened to the benefit of the development, peace, security and stability in Africa in general.

**B. WHAT BENCHMARKS EXIST IN AFRICA AND INTERNATIONALLY FOR A HIGH COUNCIL OF LOCAL AUTHORITIES?**

**19.** In Africa, some countries and regions are already pioneering the idea of a High Council of Local Authorities. Mali for example established a High Council of Local Governments in 1992 in its Constitution as the national body to represent all sub-national levels of government. This High or Supreme Council does not have deliberative power, but it has significant advisory power on matters linked to local government. The Constitution obliges the central government to consult and get advice from this High Council.

**20.** In May 2011, the West African Economic Monetary Union (WAEMU) endorsed the establishment of a Council of Local Governments by the Summit of the Heads of State and Government. The purpose of this Council is to have a greater say on matters of local government and decentralisation within WAEMU and to consider all issues that are likely to have an impact on local government arising from WAEMU decisions. Consultation are undergoing within the East African Community for the establishment of a similar structure.

**21.** In Europe there are two bodies that represent the voice of people at the local level at the continental level. (see Annexure) The oldest body representing local authorities at a continental level in Europe is the Conference of Local Authorities (i.e. later renamed to the Congress of Local and Regional Authorities) that was established in 1975 within the Council of Europe. The second body representing local authorities in Europe is the EU's Committee of Regions which was established in 1994.

**22.** It is clear from the African and European experiences that there are precedents for the idea of a High Council of Local Authorities and lessons can be learnt from these experiences. There is potential for a value-adding role of local authorities in Africa.

**C. WHAT MANDATE AND ROLE SHOULD THE HIGH COUNCIL OF LOCAL AUTHORITIES PURSUE?**

**23.** Informed by some African countries, African regional and European experiences, a policy point of departure should be to find creative ways of strengthening and deepening the participatory democracy dimensions of the governance architecture of the AU.

**24.** The current governance architecture of the AU is founded on and driven by the sovereignty of the 54 Member States. The idea of the High Council of Local Authorities is aimed at complementing the status and role of Heads of State and Government by adding value from the perspective of people at the local level.

**25.** The primary mandate of the AU High Council of Local Authorities should be to represent and be the unmediated voice of African people at the local level through their local authorities and local governments within the governance architecture of the African Union. This mandate is premised on representing local interests,



concerns and priorities at the continental level in a manner that complements and adds value to policy making processes at the higher levels of governance as well as to the implementation and monitoring of adopted policies.

**26.** Arising from this core mandate of representing people at the local level, a number of other specific roles for the High Council become necessary and relevant. All together, the following should be the roles of the proposed High Council:

- a) Representative Role;
- b) Advocacy Role;
- c) Consultative Role;
- d) Advisory Role.

**27.** A primary role of the High Council should be to consistently represent the views and interests of people at the local level through the local authorities and local governments in matters of development and governance at a continental level.

**28.** Linked to the representative role, the High Council should be the champion and advocate of local authorities as representatives of people at the local level on matters of local development, local governance and decentralization within the AU governance architecture. In this advocacy role, the African Charter on Decentralization, Local Governance and Local Development will be championed. Key principles such as subsidiarity, local participatory and representative democracy, representation and local financial autonomy should receive particular attention.

**29.** The High Council should be the continental body within the AU to be directly consulted on any matter relating to decentralization, local governance and local development and impacting on local governments and local communities.. In particular, the High Council should analyse the impact of texts and policy documents of the AU and Regional Economic Communities on the powers and responsibilities of local authorities and what this means for improving the lives of local communities and people.

**30.** In its advisory role, the High Council should offer relevant, insightful and positive opinions and recommendations to any AU structure on any matter relevant to local government, decentralization, local governance, local communities and local development. For example, the High Council should advise and promote regional integration, peace and security and a more meaningful cooperation between local authorities and local communities to strengthen solidarity and friendship between peoples of the continent.

**31.** Since Pan-African bodies like AMCOD and UCLGA exist and operate at a continental level within the “local government sector”, it envisaged that their roles will assume most of the programmes support-related functions in relation to local government, local authorities, decentralization and local development. The High Council could therefore have a lesser programmatic support role.

**32.** Arising from the four main highlighted roles, the High Council could however undertake a range of specific, appropriate and targeted activities that do not duplicate or conflict with other existing bodies. These could include, but are not limited to, the monitoring of local elections, adoption of relevant Charters (e.g. on Local Development), capacity building on local development, undertaking of relevant

studies, management and monitoring of the use of Funds, promotion of regional integration, knowledge and best practices exchanging and assisting with dispute resolution among local authorities and local communities.

#### **D. RELATIONSHIP AMONG THE HIGH COUNCIL AND OTHER LOCAL GOVERNMENT AND LOCAL AUTHORITY BODIES IN AFRICA**

**33.** A number of bodies exist within AU individual Member States, within AU regions and at the continental level that focus on matters relating to local governments, local authorities, decentralization and local development. As indicated earlier, key examples include national local government associations and the continental structures such as AMCOD and UCLGA with different mandates. What makes each of these bodies in the “local government sector” distinctive from one another is that they are defined by a particular membership base, perform identifiable distinctive roles and functions, operate at a specific scale of governance and have a unique legal (or otherwise) status.

**34.** The High Council has the potential to be distinctive from all these existing bodies. The High Council will directly represent and comprised elected leaders of local authorities from all the AU Member States *and* will be located within the formal governance architecture of the African Union. No other body at the continental level has this kind of composition and status within the AU current governance regime.

**35.** Pragmatically going forward, additional modalities of cooperation and further role clarification will be necessary between the High Council and other bodies such as the UCLGA and AMCOD which is going to be part of one of the AU Specialized Technical Committees. In any case, it should be underscored that if for instance AMCOD represents the appointed branch of AU Member States dealing with local governments, the High Council will be directly representing the people and their elected representatives at the local level.

#### **E. KEY IDEAS ON THE COMPOSITION AND STRUCTURE OF THE HIGH COUNCIL OF LOCAL AUTHORITIES**

**36.** In order for the High Council to be an inclusive representative body of local authorities in Africa, it must have direct representation of locally elected leaders from each of the AU Member States. Taking issues of functionality and costs into consideration, it would be prudent to keep the country delegations / representatives to the High Council relatively small. Three (3) local authority representatives from each country appear reasonable; this will mean that the High Council will have 162 members representing all African people and governments at the local level.

**37.** There are various elements which can inform the choice of representatives of African people and governments at the local level to the High Council. One element to be considered should be the different levels of local authorities in countries and to ensure that each main level is represented. Another element to be taken into account is to ensure that there is an adequate and balanced representation of urban and rural local authorities. Finally, it will be necessary to consider the gender element. This will ensure and guarantee appropriate gender representation in each country delegation. For example, it could be prescribed that at least one person (30%) in the country delegation should be a female locally elected leader. Taking inspiration from the European experience, it is debateable whether representation based on political

diversity and political groupings will be helpful and appropriate in Africa at this point in time.

**38.** More consideration should be given to exactly how each country group of representatives to the High Council will be constituted. One option could be entrust the national local government associations with the task. The concern with this option is that local government associations in AU Member States do have a similar legal status and many are voluntary. Another option may be to consider entrusting the country election process for the composition of the delegation to the joint management of the relevant Minister responsible for local authorities and the national local government association.

**39.** For the High Council to play a meaningful role in the AU, it should have the status of a political (policy consultative) organ. Given its nature and scope of representation of locally elected leaders from over 15000 local authorities, the High Council should have a general assembly of locally elected leaders. This consultative and advisory assembly should meet in plenary at least once per annum. Depending on the resources of this body, convening more often in plenary would be the ideal in a later phase.

**40.** Technical and political work of the High Council should be undertaken in smaller groupings / structures such as commissions. A number of Commissions should be established to undertake this work between plenary sessions to consider key thematic areas and issues in more detail. The 162 members could be divided into a number of Commissions: e.g. Commission on Local Development, Fiscal Decentralisation and Resource Mobilisation; Commission on Local Democracy and Local Governance; Commission on Gender, Youth and Vulnerable Groups Issues; Commission on Solidarity, Cooperation and Partnerships; and Commission on Legal and Administrative Affairs.

**41.** A Bureau should be constituted to manage the affairs of the High Council between plenary sessions. The Bureau should comprise one representative of each of the AU regions who will hold the following positions: Chairperson, First Vice-Chairperson, Second Vice-Chairperson, Third Vice-Chairperson and Rapporteur. The Chairperson should be elected from among the five elected representatives of the regions.

**42.** The day-to-day administrative activities of the High Council should be managed by Secretariat headed by a Secretary General. Beside the Secretary General, the Secretariat should be made up of a small number of competent staff. These staff should be responsible for areas such as Political Affairs, Economic Affairs, Technical and Administrative Affairs. Necessary support functions should also be catered for, e.g. financial and administrative functions, security and maintenance functions, etc.

**43.** The overall principles informing the institutional composition and performance of the High Council should be that of inclusivity, gender representation, people participation, deepening of local democracy and regional representation, effectiveness, efficacy and adequate resources. Added value to AU processes should also be one of these principles

## **F. THE SEAT AND HEADQUARTERS FOR THE HIGH COUNCIL**

**44.** Given the commitment of the Government of the Republic of Senegal, through the personal involvement of H.E President Macky Sall, to supporting the establishment of the High Council of Local Authorities and their subsequent indication of preparedness to host the seat and headquarters of the High Council, Senegal becomes a strong and feasible option for its location.

**45.** There are many other examples of AU Member States which are physically hosting key organs and bodies of the AU, such the African Union Commission in Addis-Ababa, Ethiopia, the Pan African Parliament in Midrand, South Africa; the African Court of Justice and Human and Peoples' Rights and the Advisory Board on Corruption in Arusha, Tanzania; the African Commission on Human and Peoples' Rights in Banjul, The Gambia

**46.** Should the option of locating the headquarters of the High Council in Senegal be widely supported, the Republic of Senegal will be the first French-Speaking AU Member State to host one of its organs. It should be noted that the Republic of Senegal has offered to provide a furnished and equipped building for the Headquarter of the High Council as well as a residence for the Secretary General.

## **G. FINANCIAL CONSIDERATIONS FOR THE HIGH COUNCIL OF LOCAL AUTHORITIES**

**47.** The High Council must be adequately and sufficiently resourced to give effect to its mandate. The approach to resourcing in general, and financial support in particular, should be informed by the specific value-adding roles of the High Council.

**48.** However, it should be noted that the AU currently faces key challenges of self- and sustainable- funding from its 54 Member States. Innovative solutions should therefore be explored to address this and the particular resourcing needs of the High Council of Local Authorities.

**49.** It should also be noted that the AU may not be able to provide a separate budget for the High Council at the time of its establishment, since its Strategic Plan for 2014 to 2017 and the corresponding budget had already been adopted.

**50.** Among the options to overcome these constraints, it could be envisaged that interested Member States provide for voluntary funding from now until 2018. During this period, funding also could be sourced from development partners, the corporate and philanthropic sectors. It should be impressed on Member States that dedicated funding, even if it is limited, should be made available from 2018 onwards.

**51.** Linked to this idea, is to propose a phased arrangement from 2014 onwards whereby Member States start off with a modest financial commitment that increases incrementally over time. A key component of the resourcing and financing plan should be to request country delegations to fund their own trips to all meetings and sessions of the High Council until 2018. Finally, up until 2018, the Host Country that will accommodate the High Council should be requested to fund the all immovable facilities, the Headquarters, the logistic requirements and local support staff for an initial period of five years. The attached financial budget was drawn in line with the

Republic of Senegal offer to host the Seat and Headquarter of the High Council and to cater for a large part of its functioning at the initial phase.

## **H. CONCLUSION: KEY STEPS FORWARD**

**52.** This Concept Paper argues that conditions at the start of the 21<sup>st</sup> century in Africa are opportune for deepening and advancing local democracy and decentralization on the continent as well as enhancing the status and role of local government and local authorities within the governance architecture of the African Union.

**53.** The idea and practice of a High Council of Local Authorities in Africa has national and regional precedents in Africa and within Europe at a continental level. The High Council can complement the roles of key existing bodies such as AMCOD and UCLGA and deepen the democratic and representative footprint of the AU generally.

## ANNEXURE

1. Outside of Africa, namely in Europe, there are two bodies that represent the voice of people at the local level at the continental level. These two bodies operate within the governance frameworks of the Council of Europe and European Union (EU) respectively. It should be noted that the Council of Europe was founded in 1949 and consists of 47 Member States and while the European Union was established on the basis of Maastricht Treaty of 1993 and has presently 27 Member States.
2. The oldest body representing local authorities at a continental level in Europe is the Conference of Local Authorities that was established in 1975 within the Council of Europe. This Conference was later on extended to include regions and then became the Congress of Local and Regional Authorities. By 1985, it adopted an European Charter of Local Self Government which was replaced by a new Charter adopted in 2007.
3. The main purpose of the Congress is to represent local and regional authorities from Member States and to be the watchdog of local and grassroots democracy in Europe. It advances the devolution of power to the local and regional tiers of government and acts as the voice of Europe's 200 000 regions and local authorities and provides a forum where elected officials can discuss issues of common interest. The Congress adopts resolutions and opinions which are then submitted to various political and statutory bodies in Europe, such as the Committee of the Ministers.
4. Some of the key activities and achievements of the Congress include the monitoring of local democracy as well as regional and local elections across Europe. It also actively promotes the establishment of national and regional associations of local authorities. Development of training programmes to build the capacity of local authorities in Europe is part of its activities as well.
5. The Congress is represented by Europe's 47 Member States and is composed of two chambers: a Chamber of Local Authorities; and a Chamber of Regions. A total of 636 members constitute the two chambers. The President of the Congress is elected in turn from each of the chambers. Two plenary sessions of the Congress take place each year. Congress members are divided into four political groupings: Independent and Liberal Democratic Group; European Peoples Party and Christian Democrats Group; Socialist Group; and a European Conservatives and Reformists Group.
6. The Congress also comprises a Statutory Forum which includes Heads of all national delegations and 17 members of a Bureau that acts on behalf of the Congress between sessions. The Permanent Secretariat is elected for a 5 year term. The status of the Congress was affirmed in 2005 at the Warsaw Summit of the Council of Europe's Heads of State and Government meeting. In 2011 the Committee of Ministers of the Congress adopted a resolution that clarified the latter's role as "*a consultative organ composed of the representatives of local and regional authorities*".

7. The second body representing local authorities in Europe is the EU's Committee of Regions which was established in 1994. The primary purpose of this Committee of Regions is to be an advisory body representing and acting as the voice of local and regional authorities in the European Union. A specific function of the Committee is to articulate views from the perspective of local and regional authorities on EU legislation. All EU institutions are obliged to consult the Committee throughout the legislative process. Key principles that inform the work of the Committee are subsidiarity, proximity and partnership.
8. The key activities of the Committee of Regions focus on its consultation role. It therefore issues opinions and proposals on matters that affect local and regional governments. In addition, it organises conferences and meetings for regional organisations and supervises two structural funds which are the Regional Development Fund and the Cohesion Fund.
9. The Committee comprises elected local and regional governments from the EU. It is based in Brussels, Belgium, and has 344 members that broadly reflect the population of their individual countries. It also comprises 27 national delegations from all EU Member States and the overall representatives are divided into four political groups: European People's Party; Party of European Socialists; Alliance of Liberals and Democrats for Europe; and The European Alliance.
10. It should be noted that all members of the Committee of Regions work through six Commissions, namely the Territorial Cohesion Commission; the Economic and Social Policy Commission; the Education, Youth and Research Commission; the Environment, Climate Change and Energy Commission; the Citizenship, Governance, Institutional and External Affairs Commissions; and the Natural Resources Commission.
11. The Committee convenes five plenary sessions a year where recommendations to the European Commission and Parliament are adopted. A President and two Vice-Presidents are elected every two years and a Bureau with a small secretariat implements decisions. The Secretary General is appointed for a five year term by the Bureau.
12. The Committee is a consultative body. The 2007 Lisbon Treaty strengthened the role of this Committee by obliging the EU to consult it throughout its legislative process. This consultation is required of the European Commission, the European Council and the European Parliament. However, the EU is not obliged to accept or adopt the views of the Committee. Of significance, the Committee has gained the right to approach the European Court of Justice to raise matters concerning adherence to key principles of subsidiarity and proportionality since the Lisbon Treaty. The positive value-adding role of this committee has been highlighted in one study<sup>1</sup> which argued that it is "*able to influence legislative decisions of the Commission one-third of the time*" in the area of influence on regions.
13. It is clear from the African and European experiences that there are precedents for the idea of a High Council of Local Authorities and lessons can

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<sup>1</sup> Neshkova, M (2010) "How Influential is the EU's Committee of Regions?" **Journal of European Public Policy** 8/2010

be learnt from these experiences. There is potential for a value-adding role of local authorities in Africa.



**EX.CL/849(XXV)**  
**Annex 2**

**HIGH COUNCIL OF LOCAL AUTHORITIES –  
STRUCTURE AND BUDGET PROPOSALS**

## HIGH COUNCIL OF LOCAL AUTHORITIES – STRUCTURE AND BUDGET PROPOSALS

	STRUCTURE	MAIN ROLES / FUNCTIONS	BUDGET ESTIMATES	BUDGET ASSUMPTIONS <sup>2</sup>	TIMELINES (when monies should be available)
1.	<p><b>High Council of Local Authorities (Plenary Session/s)</b></p> <p><b>(162 members, 3 per Member States)</b></p>	<p>Four main roles:</p> <ul style="list-style-type: none"> <li>• Representative</li> <li>• Advocacy</li> <li>• Consultative</li> <li>• Advisory</li> </ul> <p>Above takes the form of deliberations and reporting in plenary sessions</p> <p>Plenary will receive reports from Commissions</p>	<p>USD 200 000 (maximum)</p>	<p>a) Meet at least once annually; 162 people meeting in Dakar (or any other member state)</p> <p>b) Delegations will cover own cost of travel and accommodation</p> <p>c) HCLA to cover all preparatory secretariat work and documentation; translation costs; studies; venue costs; conference facilities (meals / refreshments et.); media coverage; local transportation; security; miscellaneous</p> <p>d) One session maximum of 1 week (7 days)</p> <p>e) 2015 will be inaugural session (possible 2<sup>nd</sup> session in 2015)</p>	<p>1<sup>st</sup> January 2015</p>

<sup>2</sup> Please note that programmatic activities are excluded from the budget. This is an operational but not a programme budget.

	STRUCTURE	MAIN ROLES / FUNCTIONS	BUDGET ESTIMATES	BUDGET ASSUMPTIONS <sup>3</sup>	TIMELINES (when monies should be available)
2.	<p><b>Bureau</b></p> <p><b>(5 elected members representing each one of the AU five regions)</b></p> <p>The Bureau is composed as follows:</p> <ul style="list-style-type: none"> <li>• <i>Chairperson</i></li> <li>• <i>3 Vice Chairs</i></li> <li>• <i>1 Rapporteur</i></li> </ul>	<ul style="list-style-type: none"> <li>a) Ensure the political representation and drive of the HCLA</li> <li>b) Manage affairs of the HCLA between sessions</li> <li>c) Oversee work of Secretariat</li> <li>d) Providing advice and recommendations</li> <li>e) Prepare the activities plan and account for implementation</li> <li>f) Taking initiatives in line with the mandate of the HCLA</li> <li>g) Prepare the budget for adoption by the HCLA; also account for the budget and submit audited accounts</li> <li>h) Reporting to the HCLA</li> <li>i) Reporting to the AU Assembly</li> </ul>	USD 50 000 (minimum)	<ul style="list-style-type: none"> <li>a) Representation costs</li> <li>b) Chair to represent the Bureau at the two statutory meeting of the AU Assembly; accompanied by a representative of the General Secretary or a Bureau Member</li> </ul>	1 <sup>st</sup> January 2015

<sup>3</sup> Please note that programmatic activities are excluded from the budget. This is an operational but not a programme budget.

	STRUCTURE	MAIN ROLES / FUNCTIONS	BUDGET ESTIMATES	BUDGET ASSUMPTIONS <sup>4</sup>	TIMELINES (when monies should be available)
3.	<b>Commissions (6 Commissions should be created)</b>	<ul style="list-style-type: none"> <li>a) Contribution to the formulation of AU policies and advice on implementation</li> <li>b) Commission research and studies on relevant issues</li> <li>c) Undertake thematic political and technical discussions and make relevant recommendations</li> <li>d) Draft submissions and position papers, recommendations to be endorsed by the HCLA</li> <li>e) Consider submissions from the Secretariat</li> <li>f) Develop advocacy material</li> <li>g) Any other task delegated by the High Council, within its mandate</li> </ul>	USD 50 000 (maximum)	<ul style="list-style-type: none"> <li>a) Meeting costs: translations, interpretation etc.</li> <li>b) Six (6) proposed Commissions headed by each of the five regions: <ul style="list-style-type: none"> <li>i. Local Development, Decentralization and Resource Mobilization</li> <li>ii. Local Democracy and Governance</li> <li>iii. Gender, Youth and Vulnerable Groups Issues</li> <li>iv. Solidarity, Cooperation and Partnerships</li> <li>v. Legal and Administrative Affairs</li> </ul> </li> </ul>	1 <sup>st</sup> January 2015

<sup>4</sup> Please note that programmatic activities are excluded from the budget. This is an operational but not a programme budget.



Please note that costs to be borne by the Republic of Senegal and to be re-estimated by the Ministry in charge of Finances, Economy and Budget at the national market rate have been agreed as follows:

1. Headquarters rent: **36.000.000 FCA**
2. Local Staff salaries: **30.180.000 CFA**

<i>a). Documentalist (1)</i>	<i>250.000 x 12= 3.000.000 FCFA</i>
<i>b). Administrative Assistants (2)</i>	<i>300.000 x 12 x 2= 7.200.000 FCA</i>
<i>c). Bilingual Secretaries (3)</i>	<i>200.000 x 1 2x 3= 7.200.000 FCFA</i>
<i>d). Drivers (3)</i>	<i>150.000 x 12 x 3= 5.400.000 FCFA</i>
<i>e). Cleaners (3)</i>	<i>75.000 X 3 x 12= 2.700.000 FCFA</i>
<i>f). Messenger</i>	<i>140.000 x 12= 1.680.000 FCFA</i>
<i>g). Office Security/Guards (2)</i>	<i>125.000 X 2 X 12= 3.000.000 FCFA</i>

3. Headquarters Furniture (desks, chairs, arms chairs, shelves, cupboards, etc...): **50.000.000 FCA**
4. Headquarter equipment (10 desktop computers, 10 telephones, 5 printers, 3 photocopiers, 3 scanners, 2 fridges, 2 microwaves, 1 retro-projector): **25.000.000 FCFA**
5. Stationary (paper, folders, ink, pens, etc...): **10.000.000 FCFA**
6. Three (3) Vehicles, including an executive car for the Secretary General: **100.000.000 FCFA**
7. Furnished and guarded residential accommodation for the Secretary General (rent and furniture): **50.000.000 FCFA**
8. Building, equipment and vehicles maintenance cost: **15.000.000 FCFA**
9. Telephone, water and electricity cost: **25.000.000 FCA**

The establishment of the HCLA will have no final implication for the AU in the year 2014 while the total contribution of the Republic of Senegal for the same first year 2014 will amount to **341.180.000 FCFA** equivalent **645.000 USD** while.

Please note that this amount will decrease by the second year as some investments (Headquarter and Secretary General's residence equipment and furniture as well as cars purchase...) would have already been done. The Senegal contribution will then be limited to salaries and other operational costs such as headquarter building rent, Secretary General residence rent, Telephone/Water/Electricity, Building/Equipment/Vehicles maintenance, and Stationary and will amount **140.180.000 FCFA** equivalent to **265.000 USD** for 2015, 2016, 2017.

Year	African Union Budget	Senegal Contribution
2014	00.00 USD	645.000. USD
2015	810.000 USD	265.000 USD
2016	810.000 USD	265.000 USD
2017	810.000 USD	265.000 USD
	REVIEW OF THE BUDGET FOR THE NEXT BUDGETARY CYCLE	

By 2018, the full budget of the High Council of Local Authorities should be covered by the AU budget.

In the meantime negotiations will be undertaken to build a Headquarter of the organ.

2014

Report of the commission on the  
implementation of decision  
Assembly/Au/Dec. 460 (Xx) on the  
establishment of a supreme council of  
local communities within the  
framework of the African Union

African Union

African Union

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