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CP6423

**EXECUTIVE COUNCIL**  
**Twentieth Ordinary Session**  
**23 – 27 January 2012**  
**Addis Ababa, ETHIOPIA**

**EX/CL/687(XX)ii (b) Rev.1**

**ACTIVITY REPORT OF THE PRC SUB-COMMITTEE**  
**ON MULTILATERAL COOPERATION**  
**JULY TO DECEMBER 2011**

**ACTIVITY REPORT OF THE PRC SUB-COMMITTEE  
ON MULTILATERAL COOPERATION  
JULY TO DECEMBER 2011 –**

1. During the period under review, the PRC Sub-Committee on Multilateral Cooperation, working in close collaboration with the African Union (AU) Commission, focused on a number of activities and meetings with respect to Africa's Strategic Partnerships.

2. Consequently, the Sub-Committee was seized with the following:

**A. Implementation of the Second Africa-India Forum Summit**

3. It is recalled that the 2<sup>nd</sup> Africa-India Forum Summit was successfully held at the AU Headquarters in Addis Ababa on 25 May 2011. That Summit adopted the Addis Ababa Declaration and the Framework for Enhanced Cooperation and requested officials of the two sides to jointly develop, within six months, an Action Plan that would reflect new commitments and guide the strategic partnership between the two sides in the next three years.

4. In this respect, the Sub-Committee along with the Commission, and an Indian delegation met in Addis Ababa, Ethiopia, on October 7, 2011, and jointly reviewed the existing Action Plan of the Framework for Cooperation in order to integrate new projects and programmes that would be mutually beneficial to the two sides.

5. The proposed projects and programmes include the enhancement of long term and short term scholarships, establishment of training and capacity building institutions in Africa, and experience sharing programmes with an increasing focus on people to people cooperation.

6. At that meeting, both sides agreed that the implementation of the Action Plan of the Framework for Cooperation of the First Africa-India Forum Summit that was adopted on March 10, 2010, in New Delhi, will continue.

7. At the time of preparing this report, the revised Action Plan of the Framework for Enhanced Cooperation was yet to be finalized and Member States were still in the process of determining the distribution of the institutions that would be allocated to their regions, following India's offer to establish six new institutions in Africa at the continental level. India is also to establish 32 and 40 institutions at the regional and national levels respectively, as well as the provision of US\$700 million for infrastructure and US\$5 billion for loans. These proposals will focus on building African capacities, human resource development and productive capacities to increase their own ability to achieve the Millennium Development Goals and higher levels of growth.

**Recommendations**

- I. Request the Commission and the PRC Sub-Committee on Multilateral Cooperation to jointly conclude the Action Plan of the Framework for Enhanced Cooperation of the Second Africa-India Forum Summit with the

Indian side, in order that the agreed projects and programmes could be implemented within the prescribed time period;

- II. Also request the Regional Deans and Member States to complete the process of distribution of institutions that would be allocated to the respective regions and the countries within the regions, following India's offer to establish six new institutions at the continental level;
- III. Commend India for the concrete measures taken to implement the Plan of Action and urge Member States to meet their own obligations in order to speed up the completion of projects and programmes contained in the Plan.

#### **B. The Africa-Turkey Partnership Summit**

8. The Africa-Turkey High Level Officials and Ministerial meetings were held in Istanbul, from 15-16 December 2011. The meetings were in fulfilment of the Istanbul Declaration and Framework for Cooperation which called for a Ministerial Review meeting in-between two sessions of the Summit.

9. It is noted that the Turkish side opted to invite all Member States to the meetings, in spite of attempts by the African side to prevail on the partner country to respect the Banjul formula that spells out the mode of participation on the part of the African Union with respect to continent to single country partnerships. In this connection, there is need for Member States and the Commission to take steps to uphold the directive of Assembly of Heads of State and Government on the Banjul formula. Nevertheless, Turkey conceded that the Banjul formula would apply in the 2013 Summit as they considered the Ministerial Review meeting as a continuation of the First Summit. Some members of the Sub-Committee were rather of the view that there is need to review the Banjul formula.

10. Apart from the Ministerial Communiqué and the identified priority projects, which were adopted at the meeting, the Ministers also participated in a Cultural and Touristic event in Konyo which was sponsored by the Turkish Government.

#### **Recommendations**

- I. Express appreciation and gratitude to the President and Government of Turkey for the various projects and programmes to be implemented in order to consolidate the partnership and support regional integration and development of the continent;
- II. Request Member States and the Commission to uphold the principles of the Banjul formula and for partner countries to respect this principle
- III. Take note of the Ministerial Communiqué adopted at the Africa-Turkey Ministerial Meeting held in Istanbul on 16 December 2011;
- IV. Call upon both sides to implement the priority projects that were adopted at the Ministerial Meeting in Istanbul in December 2011 and, in this regard, call for a meeting between the Government of Turkey and the PRC Sub-

Committee on Multilateral Cooperation, in Addis Ababa, to review the implementation of the priority projects by early September 2012;

- V. Agree that the 2<sup>nd</sup> Africa-Turkey Summit will take place in Africa at a venue and date to be decided after consultations.

**C. Third Africa-South America (ASA) Senior Officials and Ministerial Meetings, Malabo, Equatorial Guinea, 22-25 November 2011.**

11. It is recalled that the Assembly of Heads of State and Government, at its last session in Malabo, Equatorial Guinea, decided that the 3<sup>rd</sup> Africa-South America (ASA) Summit should take place in Malabo, Equatorial Guinea, in the last quarter of 2011, rather than in Libya where it was to have taken place. The reasons for the decision were twofold: First, the prevailing situation in Libya would make it difficult for it to host a meeting of that magnitude in the near future and second, to ensure the hosting of the Summit in 2011 as decided during the 2<sup>nd</sup> Summit.

12. Incidentally, during Coordination Group meetings at Ministerial and Senior Officials levels that were held in New York on the margins of the UN General Assembly, on 19 and 24 September 2011, respectively, where Equatorial Guinea proposed to host the Summit from 22-26 November 2011, the South American side pleaded for time to consult their entire membership to ascertain their disposition for the Summit on the said dates. After due consultations, they informed Equatorial Guinea and the AU Commission, through their Coordinator, Brazil, that the Summit be postponed to 2012, but that the Senior Officials and Ministerial meetings could take place in 2011 as scheduled.

13. 13. Accordingly, the Senior Officials and Ministerial meetings took place in Malabo, Equatorial Guinea, from 22-23 and 24-25 November 2011, respectively. The Malabo meetings were successful and made useful proposals including the Regulations on the Presidential Working Committee and the Permanent Secretariat as well as the setting up of an Ad-Hoc Working Committee on financing the activities of ASACOF, that would facilitate the implementation of concrete projects and programmes that would be presented to the Summit that is scheduled to be held from 15-16 May 2012.

**Recommendations**

- I. Request the African and South American sides to take steps to implement the priority projects in the Implementation Plan that was adopted in September 2010 and to facilitate the success of the partnership;
- II. Welcome the setting up of the Ad-hoc Working Group on Financing ASA Activities, highlights the importance of the work to be undertaken by this structure in taking the partnership forward and call upon the African side to play a meaningful and constructive role in this process.
- III. Take note of the decision to hold the 3<sup>rd</sup> ASA Summit on 15 and 16 May 2012 in Malabo, Equatorial Guinea and call on both sides to make adequate preparations to ensure a successful Summit

**D. Preparation for the 2<sup>nd</sup> Africa-Korea Forum**

14. The Africa-Korea Meeting of High Officials was twice postponed and could not take place as planned in 2011. The postponements were at the request of the Korean side. It is anticipated that the meeting will take place in the first quarter of 2012, in Addis Ababa, in order to prepare for the Second Korea-Africa Forum that will be held in Seoul, South Korea, on 18 October 2012.

**Recommendation**

- I. Request the PRC Sub-Committee on Multilateral Cooperation and AU Commission to step up their preparations in order to ensure a successful High Officials meeting in the first quarter of 2012 as well as the 2<sup>nd</sup> Korea-Africa Forum in Seoul on October 18, 2012.

**E. Conclusion**

15. As would be seen from the above, it is clear that the PRC Sub-Committee on Multilateral Cooperation was seized with the implementation of various programmes and activities aimed at forging deeper relations with AU's partners. In all these endeavours, the Commission cooperated fully with the Sub-Committee, for which the latter expresses its appreciation.

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**EXECUTIVE COUNCIL**  
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**EX.CL/687(XX)ii (b)**  
**Annex I**  
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**EVALUATION OF THE GLOBAL REVIEW OF AFRICA'S  
STRATEGIC PARTNERSHIP WITH OTHER  
PARTS OF THE WORLD**

## EVALUATION OF THE GLOBAL REVIEW OF AFRICA'S STRATEGIC PARTNERSHIP WITH OTHER PARTS OF THE WORLD

### I. INTRODUCTION

1. The Executive Council would recollect that at its 12<sup>th</sup> Ordinary Session in Addis Ababa, Ethiopia in January 2008, the Commission had submitted a comprehensive report, Document EX.CL/374(XI), on the growing number of Africa's partnership arrangements. After due consideration of the Report, Council took decision, EX.CL/397(XII), which, among other things,

**"REQUESTS** the AU Commission to follow-up on this process and undertake a global review of all existing partnerships in order to effectively implement strategies and action plans agreed upon between Africa and its international partners, rationalize the number of Summits and identify the criteria for such partnerships to ensure coherence between and within these partnerships and make necessary recommendations to Council and the Assembly."

**"FURTHER REQUESTS** the Permanent Representatives' Committee to submit its recommendations on the above-mentioned study before initiating any new strategic partnerships."

2. To implement Council's directive, the Commission undertook the Study that examined the entire rubric of Africa's strategic partnerships within the context of a new development paradigm. This was subsequently considered by the Sub-Committee on Multilateral Cooperation and the PRC. A preliminary report was submitted to Council during the Sirte session in June/July 2009. Council, in commending the work done by the Commission, the Sub-Committee and the PRC, requested them to complete work on the Study and to make final recommendations for its consideration.

3. In order to conclude the Study, due consideration was given to the deliberations undertaken by the PRC at its session in January 2010 and Decision EX.CL/Dec. 527 (XVI) by the Executive Council requesting the Commission and the Multilateral Cooperation Sub-Committee to deepen the Study. This report is in implementation of that Council decision.

### II. HIGHLIGHTS OF THE STUDY

4. To facilitate consideration, a brief summary of the Study by the Commission is provided here. The Study is in fifteen (15) sections, namely:

- i) Introduction
- ii) Purpose of Strategic Partnership
- iii) NEPAD: Example of a Strategic Partnership
- iv) Defining Africa's Strategic Partnership
- v) Principles Governing Partnerships
- vi) Elements of a Strategic Partnership
- vii) Framework of a Strategic Partnership

- viii) Continent to Continent Partnership
- ix) Continent to Country Summits
- x) Relationships initiated outside the Continental Framework
- xi) Partnerships in Prospect
- xii) Institution to Institution Partnership
- xiii) Structure of Participation in Partnership Summits
- xiv) Recommendations and Way Forward
- xv) Conclusion.

5. After the introduction of what the Study was about, the Commission offered some thoughts on the purpose(s) of Africa's strategic partnership programmes. The Study referred to the state of development in Africa in comparison with the rest of the world, particularly with Asia where some countries were at the same level of development with many African countries in the sixties, but which had become developed countries while Africa remained underdeveloped.

6. The Study indicated the need for Africa to become developed in a globalized world which required it (Africa) to be competitive at both regional and international levels. It concluded that to become developed, Africa needed to forge a relationship with its partners of the North and those of the South to transcend the "assistance" system to become a "partnership system", partnership which would be a relationship based on mutual enrichment and equality and in which each partner was fully aware of its rights, duties and responsibilities and which entailed mutual obligations.

7. In the Study, the Commission opined that the New Partnership for Africa's Development (NEPAD) was a good example of a strategic partnership – partnership between Africa and development partners, partnership between government and the private sector and partnership between Africa and others which makes Africa's priorities the main agenda.

8. The Study concluded this section by indicating that a partnership would be said to be strategic if it was built around specific objectives with pre-determined "win-win" outcomes for the mutual benefit of the parties involved. It entails strategic planning based on commonly defined priorities, as well as the necessity to define the implementation, follow-up, monitoring and evaluation criteria.

## **DEFINING AFRICA'S STRATEGIC PARTNERSHIPS**

9. In defining Africa's strategic partnerships, the Study indicated that there was need for establishing the principles that would guide Africa's partnerships with others. In this respect, it referred to the work carried out by a Task Force composed of African experts from both the public and private sectors, research institutions and development partner institutions which met in Addis Ababa from 11 to 13 September 2006 and whose report later formed the basis of a report by the Commission to Council.

10. The report focused on the relationship with three main emerging powers, that is, Brazil, China, and India, and suggested that the following key elements should

guide the emerging relationship with these countries in the global system. These principles include the following:

- i) Africa's relationships with emerging powers should be that of true and equal partnerships of mutual trust and benefit, not that of donor and recipient;
- ii) The approach to partnership should be one of co-development that is human centred and in which both parties agree to commit their resources and assets for common interests;
- iii) Africa must face emerging powers as a united continent; and
- iv) These strategic partnerships should be consistent with the clearly defined vision and development strategy of the AU, with particular emphasis on speeding up industrialization, development of infrastructure, development and acquisition of technology and know-how and development of human capital, all of which are outlined in the Commission's Strategic Plan and the AU's NEPAD programme.

11. The report also proposed that:

- The private sector should be involved in Africa's partnership process;
- There was need to respect the principles of subsidiarity and complementarity and adopt a SMART approach (specific, measurable, achievable, relevant and timely);
- The adoption of an implementation and management model that would consist of a template which provided for (a) a political statement setting out the general principles of the partnership; (b) a plan of action clearly indicating measurable and quantifiable activities; and (c) an implementation, monitoring and evaluation mechanism.

12. The Study indicated that although the work of the Experts referred to above was based on the emerging countries - Brazil, China and India – the recommendations were applicable to all of Africa's partnerships and the principles and mechanisms recommended were being applied to all partnerships.

### **PRINCIPLES/ELEMENTS GOVERNING STRATEGIC PARTNERSHIPS**

13. The Study, in paragraphs 27 to 32, attempted to define what the elements of a strategic partnership should be. It posits that Africa's partnerships should facilitate the continent's development and should recognize that there is no ideal partnership since all partners are in it for what advantage they could get out of it (partnership with Africa). It argued that a strategic partnership should involve the process of teaming up with others for specific purposes and should be a bridge that facilitates joint undertakings for specific goals, and the leveraging of the assets of the partners for mutual benefit.

14. In specific terms, the Study recommended the following principles/elements for a successful partnership:

- i) The selection of a partner must be based on its capacity to support Africa achieve its development objectives;
- ii) The partnership must also add value to Africa's development efforts;
- iii) The framework of continental partnership must be conceived as a network that is mutually re-enforcing and complementary, that is to say there must be synergy within and among relationships;
- iv) The estimation of benefits(from the partnership) must have a short and long term component with emphasis on innovation, enlargement of technical and operational resources and potential enhancement;
- v) The partnership must, of necessity, be a developing and dynamic one, subject to adjustments and re-definition in order to achieve defined objectives;
- vi) An effective follow-up mechanism should be in place to closely monitor and evaluate the implementation of partnerships;
- vii) Partnerships should emphasize capacity building for self-reliance in Africa;
- viii) Partners should support AU/NEPAD Plan of Action for achieving sustainable development in Africa;
- ix) In establishing a partnership, it was observed that partnerships had been created in the past on the basis of an approach made by a prospective partner. In this regard, it was recommended that, in the future, a prospective partnership should be predicated on the decision of the executive organs of the African Union.

#### **CATEGORIES/Framework OF AFRICA'S STRATEGIC PARTNERSHIPS**

15. One major element of the Study is the categorization of Africa's partnerships into four main groups. These are:

- Continent to continent partnerships where the partnership is between Africa and another continent. This includes partnership between Africa and EU; Africa-South America; Africa-Arab World; Africa-Arab World and Africa-Asia.;
- Continent to single country partners which are Africa-China; Africa-India; Africa-Turkey; Africa-Japan (TICAD); AGOA (with USA), and Africa-France;

- New partnerships which include Africa-Caribbean; and prospective ones such as with Iran; and
- Institutional Cooperation with the Organization of American States (OAS), the Organization of Islamic Cooperation (OIC), the Commonwealth and “La Francophonie”.

16. The Study by the Commission provides details on each of the categories, highlights the difficulties each of them faces, the positive aspects and what changes need to be made. The Commission also made suggestions, several proposals and recommendations in the Study, specifically relating to the categorization of Africa’s strategic partnerships.

### **RECOMMENDATIONS AND WAY FORWARD AS PROPOSED BY THE STUDY**

17. It is to be emphasized that the Commission concluded the Study by making specific recommendations and suggesting the way forward. These covered the guiding principles for partnerships; implementation and management model; the framework for engagement; a dedicated structure within the Commission to manage partnerships; the criteria for participation in Summits; the strengthening of the capacity of the Union – Member States and the Commission - to manage partnerships; taking ownership and making partnerships people-centered and the rate of implementation and outcomes of plans of action. All of this is contained in paragraphs 131 to 147 of the Study, which is commended for scrutiny.

### **III. OUTCOMES OF THE EXAMINATION OF THE COMMISSION’S REPORT BY THE SUB-COMMITTEE ON MULTILATERAL COOPERATION AND THE PRC**

18. In re-examining the Study, the Multilateral Cooperation Sub-Committee set up a five-member Working Group to carry out an in-depth analysis of the Study and to make recommendations to the Sub-Committee. The Working Group, under the leadership of the Ambassador of Namibia, H.E. Wilfried Emvula, met several times with the Commission assisting it. The Working Group was subsequently re-constituted to six members and chaired by the Ambassador of Sierra Leone, H.E. Andrew Bangali. It submitted its observations and recommendations to the Sub-Committee, which after a series of debate, also made preliminary recommendations to the PRC.

19. The Working Group, the Sub-Committee and the PRC all commended the Commission for the quality, details and coverage of the Study and expressed support for most of the conclusions reached and the recommendations made. Nevertheless, they suggested that a number of changes should be made in the Study in order to enhance its quality and usefulness.

20. Some of these include the following:

- i) NEPAD should not be considered as part of the strategic partnerships in the sense of partnerships with some continents or countries since it is an African programme for its own development and has been integrated into the structures and processes of the AU;
- ii) Two partnerships classified in the Study as Partnerships in Prospect should be re-classified as partnerships already in existence. These are the:
  - Partnership between Africa and the Arab World (Africa-Arab Cooperation Summit); and
  - Korea-Africa Forum.
- iii) Institution to Institution partnership or relationship such as those between the AU Commission and the OAS General Secretariat, OIC Secretariat, the Commonwealth and La Francophonie, should not be considered in the Study since they are largely institutional arrangements which the AU Commission has struck with its partners;
- iv) The criteria for establishing partnerships should be more clearly spelt out and additional ones to those proposed in the Commission's Study should be provided. In this regard, the above named working group has proposed additional guiding principles/ elements and criteria;
- v) Clearer and specific recommendations on the status of existing partnerships should be made as to whether they should be retained, modified and how or dropped completely;
- vi) Establishment of new partnerships should be considered only after the Study has been concluded and its recommendations adopted, including the criteria for engaging with partners; and
- vii) The Study should have provided figures and statistics to indicate the effects of the partnerships on Africa's development.

**21.** The Commission was largely in agreement with these observations. However, it pointed out, with respect to the last one, that statistics could only be provided by Member States since most of the projects and activities were carried out between the partners and individual countries. A request to Member States to provide the Commission such an analysis has not met with any positive response.

**22.** In recent years, the Permanent Representatives Committee, the Multilateral Cooperation Sub-Committee and the Commission have increasingly emphasized the continental dimension of Africa's strategic partnerships. Many partners have advanced proposals with largely bilateral content, which had been modified to focus mainly on continental framework; examples are the Africa-Turkey Forum and Africa-Korea Partnership.

23. In finalizing its work on the Study and making recommendations, the Sub-Committee and the PRC premised their consideration on the following parameters:

- An Evaluation cum Operational Conclusion of Each Partnership;
- Criteria for Establishing Strategic Partnerships between Africa and Other Parts of the World;
- Process for Establishing a Prospective Partnership;
- Impact Analysis of Partnerships; and
- Recommendations.

24. What follows is a summary of the conclusions of the Sub-Committee:

**A. AN EVALUATION/OPERATIONAL CONCLUSION OF EACH PARTNERSHIP**

25. On the basis of paragraphs 33 to 119 of the Study, which is captioned “*Framework of Africa’s Strategic Partnerships*”, the following assessments are made:

**A1. CONTINENT TO CONTINENT PARTNERSHIP**

- a) Africa-European Union (EU) Partnership
  - i) The Africa-EU partnership is a traditional form of partnership, which has gestated over a long period of time and should be consolidated. However, there is need to streamline it in order that the two sides derive maximum benefits and infuse dynamism into the partnership;
  - ii) Need to improve the follow-up mechanism, in particular the Troika process, in order to enhance the full involvement of AU Member States and make the participation and co-chairing of the Joint Experts Group (JEG) on the African side more geographically representative and inclusive, for the purpose of greater ownership;
  - iii) Need to fashion out an effective mechanism in the coordination process that would integrate the Multilateral Cooperation Sub-Committee of the PRC in the implementation of the Joint Africa-EU Strategy;
  - iv) Africa needs to allocate financial resources for the implementation of the Joint Africa-EU Strategy ;
  - v) Political commitments undertaken by the European Union are not often timeously translated into bankable projects except in the area of peace and security;

- vi) There is need for African Member States to demonstrate greater political will by ensuring that financial resources are provided for their experts to attend JEG meetings;
  - vii) This partnership should be consistent or responsive to the on-going institutional reforms in the EU, following the adoption of the Lisbon Treaty;
  - viii) Need for Africa to be proactive in the identification of its priority development projects within the context of drafting the next Africa-EU Action Plan; and
  - ix) It is recommended that this partnership should continue and be strengthened.
- b) Partnership between Africa and the Arab World

**26.** Although there were political problems that impacted negatively on the implementation of this partnership which was initiated since 1977, the partnership, which contains broad areas of cooperation, has been revamped and is still on-going. Some meetings had earlier taken place in this partnership, including the first Summit in 1977.

- i) In order to re-launch the partnership, the Second Afro-Arab Summit took place in Sirte, Libya, in 2010, as decided by the Assembly Session of January 2009 in Addis Ababa, and as agreed by both the AU Commission and the League of Arab States General Secretariat;
  - ii) As a result of this Second Summit, the necessary Follow-up Mechanisms have been put in place, including an Africa-Arab Partnership Strategy and a Joint Action Plan 2011-2016;
  - iii) There is need for renewed commitments from both sides towards the concrete implementation of the Action Plan;
  - iv) Involvement of AU Mechanisms such as the Sub-Committee on Multilateral Cooperation for proper implementation and follow-up is recommended.
- c) The Africa-South America Summit (ASA)
- i) The Africa-South America Summit (ASA) is relatively new and gradually gaining momentum but not much has been achieved as attempts are currently being made to put in place the necessary mechanisms that would ensure the effective implementation of the process;
  - ii) This partnership is inclined towards political solidarity, perhaps because of the shared historical background of the two sides. Africa needs to

define its core interests and propel the partnership towards economic sustainability;

- iii) Need to clarify outstanding issues such as the role and functions of the Strategic Presidential Committee, the Permanent Secretariat and its Executive Secretary and their working relationships with existing ASA structures;
  - iv) Need to enhance coordination of the partnership and proper programming of events through the ASA Institutions;
  - v) Need to identify the financing mechanism of the projects/programmes of the partnership in order to achieve concrete deliverables. In this respect, a financing mechanism has been proposed by the AU Commission and a Working Group has been mandated to study it and submit a Report to ASA Summit;
  - vi) It is recommended that Summits be held every 3 years instead of 2 years;
  - vii) There is a need for greater synergy and harmonization between African Ambassadors in Brasilia and Caracas and the PRC in Addis Ababa;
  - viii) Continuation of this partnership is recommended.
- d) The Africa-Asia Sub-regional Organizations Conference (AASROC)
    - i) The Africa-Asia Sub-regional Organization Conference (AASROC), now known as the New Africa-Asia Strategic Partnership (NAASP) would require a firm structure if it is to play an important role in facilitating cooperation between the two regions. At present, substantial progress has not been made in concretization of this partnership;
    - ii) This Partnership was created outside of the structures of the African Union;
    - iii) Considering the foregoing, there is need for an evaluation of this process in terms of its sustainability and its revitalization or possible downgrading to a Ministerial meeting; and
    - iv) Continuation of this partnership in its present form is not recommended.

## **A2. CONTINENT TO COUNTRY SUMMITS**

- a) Africa-India Partnership
  - i) The Africa-India partnership has potentials for expansion and for evolving into an effective partnership;

- ii) Commitments made under the partnership are capable of delivering substantive benefits to the peoples of the two sides and should be fully implemented as they have been backed with concrete projects and earmarked funding;
  - iii) The Partnership has faithfully respected the wishes of the African Union relating to the principles of a continent-to-country partnership; and
  - iv) Continuation of this partnership is recommended.
- b) Africa-Turkey Partnership
- i) The Africa-Turkey partnership has enormous potentials but its rate and scope of implementation will need to take off because as of now, not much progress has been made in terms of the implementation of the Istanbul agreements;
  - ii) In terms of the participation of Member States, this partnership should adhere strictly to the Banjul Format; and
  - iii) Continuation of this partnership is recommended.
- c) Critical Points on Continent to Country Partnerships

**27.** First, it was noted that Continent to Country partnerships should be clarified, prioritized and sequenced in accordance with Africa's development needs. Secondly, Africa's core interest should be paramount in deciding on any partnership. Thirdly, partnerships should be established on the basis of the size of the partner's economy, comparative advantage and value addition to Africa's development agenda.

**28.** Furthermore, there is need to determine the levels at which such partnerships should hold. It is suggested that not all the partnerships should necessarily be at Heads of State and Government level. Furthermore, engagement with a region need not be at partnership level.

### **A3. RELATIONSHIPS INITIATED OUTSIDE THE CONTINENTAL FRAMEWORK: AFRICA-CHINA (FOCAC), AFRICA-JAPAN (TICAD), AFRICA-US (AGOA), AND AFRICA-FRANCE**

**29.** The following conclusions and recommendations were made:

- a) The Forum on China Africa Cooperation (FOCAC)
  - i) The FOCAC is a strong partnership, which has gestated over a long period of time. It is doing very well and has the potential of bringing obvious advantages to the two sides;

- ii) In many areas, the partnership has delivered some concrete outcomes that are beneficial to Africa although Africa needs to utilize the partnership to the fullest in terms of the potential of the available market and the business opportunities;
  - iii) Need to come up with an appropriate and consistent format of participation because of the enormous opportunities that are derivable from the partnership. This is to ensure inclusiveness of all Member States in the preparatory process;
  - iv) The role of the AUC and the PRC should be strengthened in conformity with Decision EX.CL/Dec.532 (XVI) and as agreed in Sharm El Sheikh, Egypt, during the 4<sup>th</sup> Ministerial Conference of FOCAC in 2009. In this respect, it was noted that the AUC has been admitted into FOCAC as a full member and no more as an Observer during the Senior Officials meeting Held in Hahgzhou, China on 26<sup>th</sup> and 27<sup>th</sup> October 2011;
  - v) It is recommended that the partnership should continue with those countries that have relationship with China, as is the practice;
  - vi) The objectives of this partnership should be aligned to the strategic objectives of the African Union;
  - vii) There is a need for greater synergy and harmonization between African Ambassadors in Beijing and the PRC in Addis Ababa.
- b) Africa-Japan (TICAD) Process
- i) The Africa-Japan (TICAD) Process has strong potential which should be appropriated although its format is different taking into account its origin;
  - ii) Need for a coordinating role for the Commission and the PRC, not only when TICAD meetings are approaching, but in all the activities of the cooperation;
  - iii) Africa's priority requirements need to be articulated by Africans rather than being dictated by external conception of Africa's needs and priorities. In this regard, the African Union and its Commission should articulate clear positions on how to facilitate the transformation process and discuss the prospects with the Japanese. The acceptance of the AU as co-organiser will greatly help to achieve that.
  - iv) It is recommended that TICAD becomes a formal AU cooperation arrangement;

- v) There is a need for greater synergy and harmonization between African Ambassadors in Tokyo and the PRC in Addis Ababa
- c) Africa-US (AGOA)
  - i) The African Growth Opportunity Act (AGOA) is aligned towards commerce and trade. It is therefore, not a partnership per se;
  - ii) Nevertheless, there is need for Africa to take advantage of the opportunities offered by the partnership;
  - iii) Taking into account that this cooperation is governed by an Act of the USA Congress and its bilateral nature, the coordinating role of the AU in this process is unclear. In view of this, this cooperation should not be considered within the context of Africa's Strategic Partnerships;
  - iv) If anything, AU should develop proper Partnership with the USA to reflect the on-going Strategic Engagement between the two sides, including AGOA.
- d) Africa-France Summit

**30.** The Africa-France Summit is more of a political dialogue rather than an economic-based partnership. It is not part of the partnerships of the African Union. Consequently, it should not be handled through the AU process. This will avoid a situation whereby similar organizations with identical background and raison d'être, such as the Commonwealth and La "Francophonie" are elevated to the same status.

#### **A4. EVALUATION OF PARTNERSHIPS RECLASSIFIED**

##### **Korea-Africa Forum**

- i) The Korea-Africa Forum had already begun with the summit that was held in November 2006 but not strictly within the AU framework.
- ii) This partnership has been reviewed and made consistent with current on-going partnerships in terms of their International/Multilateral nature, the format of participation and the role of the AU Commission and the Sub-Committee on Multilateral Cooperation.
- iii) The second Forum took place (23-25 November 2009) under the new format and with the full involvement of the PRC, the Sub-Committee on Multilateral Cooperation and the Commission.
- iv) There was a High Officials meeting on 2<sup>nd</sup> December 2010 in Addis Ababa. The purpose was to draft an Implementation Plan by identifying concrete projects.

- v) In view of the time laps, both sides need to reconfirm their political commitments made in 2009.
- vi) This Forum holds the prospect of mutual benefits for both sides and should be vigorously pursued.

#### **A5. PARTNERSHIPS IN PROSPECT**

##### **Africa-Caribbean Partnership**

**31.** The background and evolution of this partnership has some “confusion” as it relates to the Diaspora. It is recommended that more exploratory work be done on the potential of this partnership.

**32.** It was observed that there were a number of additional partnerships that may be considered on the basis of the outcome of the Study of the Global Review of Partnership with other Parts of the World. This could include the **proposed Africa-Iran Forum and Africa-Australia Partnership**, among others. However, such consideration should await the approval of these recommendations by the Executive Council and the Assembly. The new principles and criteria should be used in evaluating the proposal for such new requests for new partnerships with Africa.

#### **IV. CRITERIA FOR ESTABLISHING STRATEGIC PARTNERSHIPS BETWEEN AFRICA AND OTHER PARTS OF THE WORLD**

**33.** Taking into consideration the principles/elements in paragraph 14 above, it is recommended that Africa’s strategic partnerships should be based on predetermined criteria including the following:

- i) The partnership should be built around specific objectives with predetermined win-win outcomes for the mutual benefits of the parties involved;
- ii) All strategic partnerships should not cover the same areas of cooperation and should be specific taking into account the strength of the partner in question;
- iii) It should be a true and equal cooperation that is based on mutual trust and benefit, and not that of donor-recipient relationship. In this regard, the cooperation should be demand-driven;
- iv) It should be consistent with the clearly defined vision and development strategy of the African Union as outlined in the Commission’s Strategic Plan;
- v) It should respect the principle of complementarity and adopt a SMART (specific, measurable, achievable, relevant and time-bound) approach;

- vi) It should involve the Private Sector of both sides in order to play a crucial role in Africa's industrialization process as a basis for its development;
- vii) It should be a bridge-building endeavor that facilitates joint understanding in order to attain specific goals;
- viii) It should be one that enables Africa gain comparative advantage in the context of Africa's overall relationships in the global system and should add value to Africa's development agenda;
- ix) It should be based on achievable benefits and should add value to already existing partnerships. It should address programmes not already covered by existing partnerships;
- x) Its benefits should have both short and long term components with emphasis on innovation, enlargement of technical and operational resources and potential enhancement;
- xi) It should also include the political perspective and the search for connectivity in a political environment;
- xii) It should be flexible and should be an evolving partnership that is subject to adjustment and constant re-definition, thus the need for individual and collective assessment;
- xiii) It must be agreeable to Member States of the African Union;and
- xiv) G20 status should be applied as the benchmark in selecting a strategic partner (this refers to Continent to Single country Partnerships).

#### **IV. IMPACT ANALYSIS OF PARTNERSHIPS**

**34.** In appraising the worth of any partnership, it was recommended that the following benchmarks should be considered:

- i) Need for an impact analysis of all existing partnerships in the form of a matrix over a specified period of time;
- ii) Need for a cost-benefit analysis of each partnership in order to determine their comparative advantage and value addition to Africa's development needs;
- iii) Need to identify the core interests of a partner and ensure that Africa's interests are preserved;
- iv) Member States should provide data to the Commission which could be used to evaluate what benefits Member States receive as a result of the partnerships; to that effect, it is recommended that a questionnaire be developed and sent to all Member States for data collection;

- v) For the same purpose of undertaking impact analysis at the level of the AUC, the Working Group has developed an appropriate questionnaire for the AUC Departments, Directorates and Units on the various partnerships; to date, only one response is received from the Political Affairs Department (AFRICA-ARAB Cooperation);
- vi) It is recommended that an evaluation of the partnerships should be carried out regularly, at least every two years, and that an overall review should be presented at every partnership Summit. To make such evaluation more credible, the services of external institutions – Research bodies, Universities, etc. should be involved.

## **VI. RECOMMENDATIONS BY THE WORKING GROUP**

**35.** In the light of the Study, the recommendations of the Commission and the review by the Sub-Committee, it is recommended as follows:

- i) Need for a speedy implementation of Executive Council Decision EX/CL.Dec.646 (XIX) to put in place the newly approved dedicated Partnerships Coordination Division within the Office of the Chairperson of the Commission, for an effective coordination and management of Africa's partnerships. In implementing this decision, the AUC, with support from UNDP, has started the process of establishing the Division;
- ii) Need to align partnerships to the needs of the respective regions and in collaboration with the Regional Economic Communities (RECs);
- iii) Need to prioritize Africa's development needs that focus on selected areas of cooperation with each partner on the basis of complementarity, subsidiarity and value addition;
- iv) Both Africa and partners should respect the Banjul Formula which is a Heads of State and Government Decision;
- v) Meanwhile, and taking into consideration dissatisfaction expressed by some Member States, it is recommended that the Formula be reviewed;
- vi) To that effect, it is recommended that the Working Group be given additional time to look into the issue and propose options for consideration.

**36.** Pending the completion of the review, the following are recommended to be institutionalized with regards to continent to country forums:

- i) Need to support the Banjul decision, but recognize the inclusiveness of all Member States in the preparatory process of any partnership. In this regard, the Commission should be mandated to brief the PRC on the outcome of any summit and or Ministerial meeting immediately after it is held.

- ii) Where one country has more than one hat, such chairs should agree to associate one other country in the meeting;
- iii) Where the countries of the Chair and the Rapporteur of the Multilateral Cooperation Sub-Committee are not in the team to represent Africa, they should be co-opted. This is in view of the deep involvement of the Sub-Committee in the preparation for and follow-up of partnerships. Their participation in the actual meetings will facilitate the follow-up process;
- iv) Similarly, the current Chairperson of the Bureau of the Assembly and the immediate past Chairperson should be part of the AU team. This will ensure that a member of the Bureau or an immediate past Chair could Co-chair on the African side in case, for whatever reason the Chair is not able to be present (and no Bureau member is present) as was the case in the Korea-Africa Forum;
- v) The above recommendations should be applicable whatever the level of the meeting – Official, Ministerial or Summit.

**37.** The following are also recommended for general application in the conduct of all the partnerships:

- i) There is need to get the participating partners to understand that this is a partnership, and that any activity relating to the Summit process have to be agreed upon by the two sides. Consequently, when dates and venues of meetings are being decided, the side that makes the proposal must take into account the views of the other party and should obtain its agreement before going ahead with the meeting;
- ii) The principle of rotating venues of meetings between Africa and Partners must be respected. In view of this, meetings have to be alternated between Africa and Partners, unless there is a mutual agreement that might not reflect this principle;
- iii) In preparing for Summits the two sides must share information and conduct the Summits and other meetings on the basis of Co-chairing. This means that the agenda, the programme and the format of the meetings have to be agreed by the two sides and all the meetings must have co-Chairs;
- iv) To facilitate all of this, and in order to ensure coherence within the African Group, namely, Member States within the continent and the Commission on the one hand, and Africa's representatives in the capitals of Partners' country on the other, it has to be clearly understood that the process for the Summits must be driven from Addis Ababa. It is therefore recommended that the Executive Council, takes a decision, to this effect, and inform representatives of Member States in those capitals, as well as the various Departments at home of this decision;

- v) The responsibility of a host country towards the AUC delegation must also be defined; when a Summit is hosted by a Partner, the latter must provide meeting rooms for the African side, office and equipment for the Commission, and involve the Commission as part of the Summit General Secretariat;
- vi) Steps need to be taken by both the Commission and Member States on one hand and Partners on the other hand, to implement the decisions taken at various meetings with regards to the finalization of Plans of Action and related follow-up mechanisms for their implementation.

## VII. CONCLUSION

**38.** This report concurs with the last three paragraphs of the Commission's Study as they are very apt and reflect the importance of partnerships to Africa's development.

**39.** The 21<sup>st</sup> century is the century of opportunities for Africa. It is a century for the consolidation of its integration and resolute march towards the United States of Africa, characterized by the transformation for the political, economic, social and cultural union, allowing for greater solidarity and cohesion, in the face of the challenges of globalization.

**40.** To meet these challenges, the continent needs to forge relations in the form of strategic partnerships not only with its traditional partners, but also with the emerging powers of the other parts of the world. In so doing, she should ensure that the ties she is forging are not only solid and effective, but are also such as can produce results commensurate with the expectations of the African people.

**41.** This is why these partnerships should be built on the principle of equality and respect and on a win-win basis for the parties concerned. They should also comply with rules that enable each party to derive maximum benefits from the partnerships. For Africa, the African Union and its Commission will serve as levers and guarantors of the initiation, implementation, monitoring and evaluation of these partnerships, in accordance with the guidelines laid down by the decision-making organs of the continental organization.

**42.** The Study done by the Commission and the recommendations of the Sub-Committee made in 2009 and subsequently updated in November 2011, endorsed by the PRC, are hereby recommended for Council's approval.

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**EXECUTIVE COUNCIL**

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**Annex II**

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**REPORT AND RECOMMENDATIONS OF THE COMMISSION  
ON THE STUDY UNDERTAKEN BY CONSULTANTS ON  
THE AU REPRESENTATIONAL OFFICES**

**REPORT AND RECOMMENDATIONS OF THE COMMISSION ON THE  
STUDY UNDERTAKEN BY CONSULTANTS ON THE AU  
REPRESENTATIONAL OFFICES**

**I) Introduction**

1. The Executive Council would recollect that at its session held in Accra, Ghana in July 2007 devoted to the “Grand Debate” on the Union Government, the decision was taken to undertake an audit of the African Union in order to, among other things, evaluate African Union institutions with a view to making appropriate changes where necessary.

2. In implementation of this decision, a High Level Panel, Chaired by Professor Adebayo Adedeji, was set up which carried out a comprehensive assessment of African Union institutions, including the African Union Commission (AUC). The Panel submitted its report in December 2007 and the report was subjected to various examinations in the next one year including through an extra-ordinary session of the Executive Council in Arusha, Tanzania in May 2008.

3. One of the recommendations of the Audit panel was that “a comprehensive analysis of costs and benefits be carried out to determine the future of existing (AU) offices before opening new ones”. The analysis was to consider the skills of staff needed to run those offices. It was also to determine the need to maintain, relocate or close the offices and should cover the reporting techniques of the Offices to the Commission.

4. To implement this recommendation, which was endorsed by Council, the Commission engaged the services of two Consultants to carry out the comprehensive review.

**II) Consultants**

5. The two Consultants were Ambassador Assane Igodoe, a former Ambassador of Niger to the Republic of Ethiopia, the OAU and the ECA, who, before leaving Addis Ababa in 2000/2001, became the Dean of the West African region and was a member of several Committees and Sub-Committees of the OAU. The other is Dr. Victor E. Djomatchoma Toko, a former staff of the OAU/AU, who served at different times as Director of Economic Department and as either acting or substantive Head of three of the six AU Mission under review, namely, Geneva, New York and Brussels. He retired in 2005 from Brussels, where he was the Substantive Head of the AU Mission there. Their curricula vitae are attached to the report.

### III) Terms of Reference

6. A Terms of Reference (ToR) was drawn up and which was approved by the Commission. The ToR is attached for ease of reference, but the highlights include the following:

- ✓ Review the current mandate of the Representational Offices and make specific recommendations on its appropriateness or otherwise, including any improvement/modifications that could be made thereto;
- ✓ Review the current operations, structures and processes of these offices with a view to identifying weaknesses and strengths and recommending appropriate remedial measures aimed at promoting efficiency and effectiveness as well as value for money;
- ✓ Assess the efficacy and efficiency of current communication links between these Offices and the AU Commission Headquarters with a view to making appropriate recommendations on the nature/substance and method of effective information flow and feedback;
- ✓ Assess the resource requirements (human, financial and material) that these offices would need to effectively implement the mandate;
- ✓ Make specific recommendations on the following:
  - The appropriateness of each existing office with regard to whether it should be maintained, closed or relocated; and
  - Whether any new Offices should be established, where and why.
- ✓ In performing all the tasks listed above, the Consultants are required to make a special effort to take into account the dictates of AU policy decisions (e.g. the need to effectively market the AU and make it a key player in the world scene; emerging global trends; as well as experiences and best practices in similar organizations).

### IV) Methodology of Work by Consultants

7. In carrying out their work, the Consultants met with the Chairperson of the Commission, the Deputy Chairperson, four Commissioners and many staff of the Commission.

8. The Consultants also visited all six offices from 9 to 26 February 2009 where they had inter-active sessions with the Heads and staff of the Offices. In addition, they sent questionnaires that the Audit Panel had prepared for the Offices but could not fully administer.

9. There were also sessions with the Groups of African Ambassadors at various levels and representatives of the African Diaspora, the World Bank and a Deputy Secretary General of the League of Arab States.

10. The Consultants based their conclusions and recommendations on their evaluation of the above processes as well as desk research which they carried out at the Headquarters and in the various Offices.

**V) Highlights of the Evaluation Exercise**

11. The Consultants looked into each and every office, examining their mandates, major duties and activities, the current structures and the difficulties they encounter. They also made specific recommendations for each of them.

12. However, in general, the findings and the recommendations for all the Offices are the same. These are contained in Part III of the Consultants' report.

**A. Difficulties identified by the Consultants**

13. The difficulties identified by the Consultants include the following:

- i) Inadequate financial and material conditions notably in relation to staff salaries and other allowances and premises in some cases and especially the general lack of official residences for the Heads of Mission;
- ii) Inadequacy in human resources to keep abreast of the duties of a representation worthy of an Organization such as the African Union;
- iii) Most people serving in Offices were recruited directly and solely for the needs of the Offices concerned;
- iv) Most of these senior staff began their career directly in the Offices where they were recruited without going through the headquarters to at least be conversant with the rules and procedures of the Commission;
- v) All the senior staff in the Offices are certificate holders indicating that they have the required theoretical academic qualifications. However, all the daily work they are faced with comprises of diplomatic and administrative aspects for which some of them were not prepared;
- vi) Apart from one office where a case of intellectual inadequacy was pointed out to us, our internal and external partners laid emphasis on some difficulties that they encountered with some of the offices;

- vii) In all of the offices, special emphasis was laid on communication difficulties with the headquarters notably: lack of instructions, lack of responses or late responses to correspondences, supervisory authority of headquarters often challenged, technical difficulties on the access to the Union's site, site not supplied with updated information, total absence of links with the other organs of the Union and finally absence between representative missions.

**B. Recommendations by the Consultants for Dealing with the Above Difficulties**

14. In order to overcome most of the difficulties highlighted above, the Consultants recommended, among others, the under listed:

- i) Establishment of a Unit similar to that of NEPAD in the Office of the Chairperson of AU Commission. The Unit will be charged with the responsibility of coordinating the activities of representational offices with the various Departments of the Commission and the other organs of the Union;
- ii) Equipping headquarters and the Conference halls of Offices, notably in New York, Brussels and Geneva as a first step with high-performance tools that would facilitate teleconferences with headquarters as may be required;
- iii) Equipping the site of headquarters with high-performance tools and regularly supply it with updated information so as to enable the Offices procure necessary information from it that would facilitate the discharge of their duties;
- iv) Establishment of communication links between the representative missions and the other organs of the Union and associate them with some activities of these organs such as statutory meetings;
- v) Ensuring that new staff are not recruited and sent directly to the AU Offices. Instead, staff from Headquarters with the knowledge of the Organizations should be sent. They could be replaced by new staff at headquarters;
- vi) Apply the principle of staff rotation between Representation Offices and Headquarters by setting a limited period of service outside before returning to Headquarters;
- vii) Acquire, as far as possible, residences for the Heads of Mission, working of the African Union. and premises with conference facilities to service the African Groups which is growing in all the places the AU has offices.

**C. Status of Existing Representational Offices**

15. In addition to the above-mentioned recommendations, the Consultants also recommended that all six existing offices should be maintained and reinforced as suggested in paragraph 14 above. They also recommend that all the offices, except the one in Lilongwe, Malawi, for Southern Africa, should be maintained in their present locations.

16. With respect to the Lilongwe Office, attention is drawn to Section VI of the Consultants' report which provides justifications for the recommendations to re-locate that office to the SADC headquarters in Gaborone, Botswana. These justifications include: (a) the small size of African missions in Lilongwe and (b), lack of adequate contact with the SADC Secretariat which was one of the major reasons the office was established.

#### **D. Establishment of New AU Representational Offices**

17. The Consultants also made recommendations with respect to where the African Union should consider establishing representational offices. They provided the criteria that should inform the establishment of the offices in Africa and outside Africa. These are as follows:

- Have a high concentration of African Diaspora to maintain vivid links with the Motherland;
- Have high concentration of international organizations where it is indispensable for the Union to make its voice heard, to defend African positions, and that will be possible, especially when these organizations maintain cooperation relations with the African Union;
- Countries having strong links of dynamic cooperation with the Union and African countries;
- Countries with which cooperation may turn out to be beneficial for the Union and African countries because of their influence on the international scene, for instance, the five Permanent member Countries of the United Nations Security Council.

18. Using those criteria, the Consultants recommended that the AU should consider establishing offices in the following places:

- a) In Africa, four new Regional Offices such as the one presently in Lilongwe, Malawi, should be established in the other four geographical regions of Africa which should be located in the Headquarters of the Regional Economic Communities in the region.
- b) Outside Africa, offices should be established in the following places in alphabetical order- Beijing, China – Brasilia, Brazil – Jeddah, Saudi Arabia;

Georgetown, Guyana (for the Caribbeans), London, United Kingdom - Moscow, Russia – New Delhi, India - Paris, France – Rome, Italy – Tokyo, Japan - Vienna, Austria.

**19.** In addition to the above, the Consultants made the following critical recommendations designed to enhance AU's presence and influence all over the world:

- a) The AU should give representational duties to its present Technical and other Offices all over Africa. This could be done by appointing in each of such Offices a Political/Economic Officer to assist the Head of the Technical Offices to perform representation duties.
- b) Where the AU cannot establish offices immediately or in the near future, it is recommended that the Dean of African Ambassadors could be requested to represent the African Union.

**20.** Finally, the Consultants concluded their report by suggesting that the AU should reconsider its method of financing its operations.

#### **VI) AUC Recommendations**

**21.** The Commission is of the view that the study is a worthwhile exercise and has confirmed both the importance of the existing offices and the need for establishing new ones. The study has also confirmed the challenges these offices face and proposed the ways they could be dealt with. On the whole, therefore the Commission accepts the recommendations made by the Consultants and commend them for approval by the Executive Council.

**22.** However, the Commission feels that because of the additional financial implication of these recommendations, it is suggested that they should be carried out in several phases. The following is therefore recommended for consideration and approval:

- i) All the recommendations that do not require additional resources should be implemented immediately. These will relate to mainly administrative issues which will not attract additional financial outlay;
- ii) Recommendations which could be linked to current actions under consideration should also be implemented immediately by being taken on board through those on-going exercises. For example, the strengthening of the Offices in terms of the personnel, such as up-grading the positions of the Heads of the Offices to D1 and providing additional and specialized staff, should be taken on board through the on-going exercise on the structures of the Commission both in the context of the internal review to improve the workings of the Commission and the transformation of the AUC to the AU Authority.

**A. REPRESENTATIONAL/REGIONAL OFFICES IN AFRICA**

- i) With respect to the Regional Offices, the Commission wishes to point out that there was already agreement that this be done and the establishment of the Southern Africa Regional Office came about as a result of that decision. It is recommended that this proposal be implemented, where applicable, in tandem with the recommendation of using AU's Technical and other Offices for representational purposes also. If this is applied, it will greatly boost AU's representation in Africa without too much additional financial outlay.

**B. REPRESENTATIONAL OFFICES OUTSIDE AFRICA**

- i) With respect to the establishment of new Offices, the Commission strongly recommends the following:
- The Vienna Office which has been on the card since 2007 should be established immediately. The case for its establishment has been made and accepted, but a final decision has been awaiting the conclusion of this study. The offer by the Austrian Government to provide premises for the Office still stands and advantage should be taken of it. The Office could be started with a small staff of three, including its Head, and expanded as finance becomes available.

**VII) Recommendations by the Working Group**

**23.** Taking into account the recommendations made by the Consultants and the AUC, the Working Group recommends as follows:

- a) Appointment of and acquisition of Residence for the Heads of the Offices
- i) In the new Staff Rules and Regulations, the category of Heads of Representational Offices falls under Group III of Staff, the Special Appointees; it is therefore recommended that they should be governed by the provisions of the Rules and Regulations relating to them. In the event that they are not sufficiently covered, it is recommended that a Policy should be developed in terms of - the modalities of their appointment, - duration of their term of office or employment, - their grade and salaries, - conditions of services, etc.
- ii) With regard to acquiring residences for the Heads of those missions, because of the huge and important financial implications, this

recommendation cannot be implemented in the short and medium terms. It is therefore recommended to review the Housing Allowances for the offices where the problem arises.

b) Establishment of new AU Representational Offices

• Regional/Representational Offices in Africa

- i) As a matter of principle, Representational/Regional Offices in Africa should be located preferably where are located the Headquarters of the Regional Economic Communities (RECs) in the five regions of the continent. However, and because of the financial implications to set up such offices, it is proposed as temporary measure, to capacitate the Technical Offices to perform representational functions by appointing Senior Political Officers in those offices;
- ii) In the absence of a technical office where a REC is located, another option is to bring a Representative of the Commission at the Headquarters of each of that REC;
- iii) The proposal to strengthen Technical Offices by adding Political Officers who will work with the Head of such Offices on representational duties could be done within the next two years and could be finalized within the context of the re-structuring of AUC and AU Offices now in progress.

• Representational Offices outside Africa.

- i) For the purpose of establishing new representational Offices especially outside Africa, the consultants proposed the following set of criteria which are hereby recommended for adoption:
  - Have a high concentration of African Diaspora to maintain vivid links with the Motherland;
  - Have high concentration of international organizations where it is indispensable for the Union to make its voice heard, to defend African positions, and that will be possible, especially when these organizations maintain cooperation relations with the African Union;
  - Countries having strong links of dynamic cooperation with the Union and African countries;
  - Countries with which cooperation may turn out to be beneficial for the Union and African countries because of

their influence on the international scene, for instance, the five Permanent member Countries of the United Nations Security Council.

- ii) In the event that the offer made by the Austrian Government still stands, it is recommended that the office in Vienna should be given due consideration and priority because the principle has already been approved;
  - iii) The establishment of other offices should also be prioritized in accordance with the criteria set above, and by taking into account Africa's Priorities and the on-going Partnerships;
  - iv) As an interim measure, and pending the establishment of Representational Offices in countries of interest, the recommendation made by the consultants to designate African Deans to be the official AU Channel for communication could be considered. This idea has itself been suggested by the Deans of the African group in many cities around the world.
- c) Coordination of the Representational Offices
- i) With respect to the coordination of the Representational Offices and improvement of their links with the Headquarters, it is recommended that the existing Division in charge of Management and Coordination of the Partnerships should be assigned this responsibility in collaboration with other Departments of the Commission and other Organs of the Union. This will ensure that the Representational Offices have a focal point to report to which will ensure that all issues raised by these offices are attended to by the Office of the Chairperson, Departments and Directorates and Units of the Commission. This will also facilitate translations of the Chairperson's instructions to the Office.

## VIII) Conclusion

**24.** As indicated above, the review of AU Offices has been a worthwhile exercise. Ideally, the AU should have representations in all its Member States and in other parts of the world. Without any attempt to make a link with what the EU does, it is a fact that the EU has representation almost all over the world beginning of course with its 27 Member States. Consequently, what has been proposed is but the minimum needed to truly enhance, not only the image and stature of the AU, but to ensure efficiency and better coordination of the activities of the Union with the view to enhancing solidarity among Member States as well as the integration process of Africa. This will benefit Member States at national and regional levels and reinforce Africa's position worldwide. As its resources improve and is not limited only to assessed contributions from Member States, there will be need to increase AU presence beginning with its Member States and elsewhere.

25. The recommendations of the Consultants as amplified by the Commission and reviewed by the PRC are therefore commended for Council's approval.

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