

**AFRICAN UNION**

**FOLLOW-UP OF THE AFRICAN –EUROPE  
SUMMIT:  
CATALOGUE OF THE COMMITMENTS  
FROM 2008 TO 2010**

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**ECONOMIS AFFAIRS DEPARTMENT**

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**(2008-2010)**

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## **Communiqué**

### **10<sup>TH</sup> AFRICA - EU MINISTERIAL TROIKA MEETING**

**Brussels, 16 September 2008**

In the framework of the Africa-EU dialogue, the 10<sup>th</sup> Ministerial Meeting of the African and EU Troikas took place in Brussels, Belgium on 16 September 2008. The meeting of Ministers was co-chaired by H.E. Bernard K. Membe, Minister for Foreign Affairs and International Cooperation of the United Republic of Tanzania and current chairperson of the African Union (AU) Executive Council, and H.E. Mr. Alain Joyandet, Secretary of State in Charge of Cooperation and Francophone Affairs of France.

The African Troika was also composed of H.E. Dr. Maxwell M. Mkwezalamba, AU Commissioner for Economic Affairs; H.E. Mr. Ramtane Lamamra, AU Commissioner for Peace and Security and the representative of the Minister of Foreign Affairs of Ghana.

The EU Troika was also composed of Mr. Louis Michel, EU Commissioner for Development and Humanitarian Aid and relations with ACP countries, the Minister of Foreign Affairs of the Czech Republic, H.E. Mr. Karel Schwarzenberg and Ms. Helga Schmid, Director of the Policy Unit of the EU High Representative for Foreign and Security Policy.

#### **1. Implementation of the Joint Strategy/First Action Plan**

##### **Stocktaking of progress, endorsement of the implementation architecture, involvement of external partners and way forward**

Both sides debriefed each other about the consultations conducted since the Lisbon Summit on each continent to define the necessary institutional set up needed to carry out an efficient and speedy implementation of the Africa-EU Joint Strategy and its first Action Plan. The EU side emphasised the recent reform of its Council structures tasked with the follow up of the Africa-EU dialogue and stressed the aid effectiveness and division of labour oriented character of the arrangement made for the implementation of the Joint Strategy. Ministers underlined the necessity to involve key stakeholders in the implementation process, including EU Member States and African countries, African Regional Economic Communities, the Pan African and the

European Parliaments, local authorities, and non-state actors from continents including civil societies, the private sector and the academic communities. Ministers also emphasised the important role played by the African *chefs de file* as well as by the AU Permanent Mission to the EU and the EU Delegation to the AU in the further deepening the partnership.

Ministers welcomed the progress report presenting the details of these political and institutional arrangements and adopted its recommendations. They particularly emphasised the need to make speedy progress on the implementation of the eight Africa-EU partnerships and urged all parties to finalise any remaining technical discussions regarding the implementation of the institutional set up. They called upon African and European experts to start the meetings of the informal Joint Experts Groups as soon as possible with a view to achieving together tangible results in time for the next Ministerial Troika which will take place on 20/21 November 2008 in Africa. Ministers requested that efforts be made to allocate funds in order to foster the implementation of the first Action Plan. They also invited the joint AU-EU Task Force and the next meeting of Commissioners of the EC and the AUC to contribute further to the collective efforts to implement the Joint Strategy and its Action Plan.

## **2. Update on current issues**

### **a. Situations in Africa**

#### **Sudan/Chad**

Ministers expressed great concern about the continued degradation of the situation in Darfur. They called on all parties to respect their commitment to the cease-fire with a view to create conditions for a re-launch of the political process. They welcomed the recent nomination of Mr. Djibril Bassolé as AU and UN chief negotiator for Darfur. They underlined the importance of accelerating the deployment of UNAMID which has to be able to fully implement its mandate to protect civilians. They recalled that there could not be a re-establishment of a lasting peace in Darfur without a strong commitment of all to fight impunity in close cooperation with the international community.

The African side informed on the content of the communiqué of the 142<sup>nd</sup> meeting of the AU Peace and Security Council held on 21 July 2008 including its demarche to the UN Security Council on its implementation. The European side took note of this information. Both sides agreed to work closely together to ensure continued progress in the peace process in Sudan.

Ministers expressed concern about the situation between Chad and Sudan, which affect the whole region. They agreed on the urgent need to intensify efforts to resolve the crisis through diplomatic means, including the expeditious implementation of the Dakar Agreement of March 2008.. In this respect, Ministers welcomed the efforts made by the AU, especially the visit of Chairperson Jean Ping and Commissioner Ramtane Lamamra to Chad and the Sudan, in May 2008, and the planned dispatch to the two countries of a fact finding mission, as decided by the AU Peace and Security Council (PSC) at its meeting held in Sharm el sheikh, Egypt, on 29 June

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2088. They further welcomed the restoration of diplomatic relations between the two countries.

Ministers acknowledged that the presence of EUFOR Chad/RCA in Eastern Chad and Northern Central African Republic (CAR) is an important EU contribution to the efforts aimed at improving the security of refugees and internally displaced persons. Both sides expressed hope that the presence of EUFOR, together with that of MINURCAT and UNAMID, will facilitate the efforts being deployed towards the promotion of lasting peace and stability in the region.

## **Somalia**

The Ministers deplored the continuation of violence and of the humanitarian crisis on the Somali territory. They reiterated their support to the Transitional Federal Government (TFG). They welcomed the agreement signed on 9 June 2008 in Djibouti between the TFG and the Alliance for the Re-liberation of Somalia under the aegis of the Special Representative of the UNSG, Mr. Ahmedou Ould-Abdallah and with the support of the AU. They called on the different armed groups to renounce violence and to join the political process. They marked their commitment to continue the deployment of AMISOM and called for a reinforced support of the international community for the African Union's efforts in Somalia, notably in the UN framework.

They also welcomed the roadmap for the implementation of the understanding reached in Addis Ababa among the leadership of the Transitional Federal Institutions (TFI) signed on 26 August 2008 in Addis Ababa, Ethiopia.

The Ministers expressed their concern about the increasing acts of piracy along the coast of Somalia and welcomed the European Union's commitment to contribute to fighting the phenomenon.

Finally, Ministers shared concerns about the delay encountered in the full deployment of the authorised strength of AMISOM. The European Union took note of the African Union's concerns regarding the necessity for the United Nations to deploy an international peace keeping force. In this regard the Ministers highlighted the UN responsibility for international peace and security and its important role in support of the ongoing process in Somalia.

## **Zimbabwe**

The Ministers welcomed the agreement of 11 September 2008 in Harare on a government of national unity. They paid tribute to President Mbeki for his mediation efforts on behalf of SADC and with the support of the AU.

The restoring of a stable political, economic and social situation in Zimbabwe is a priority as well as delivery of humanitarian aid. As the first donor in Zimbabwe, the EU intends to remain engaged in support of the people of Zimbabwe.

The Ministers agreed to follow closely the implementation of the agreement and wish it success. They recalled the importance which they attach to the well-functioning of the government of national unity.

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## **Mauritania**

Ministers strongly condemned the coup d'etat which took place in Mauritania on 6 August 2008 and the actions taken by the junta, including the creation of a « High State Council » and the establishment of a new government.

Ministers urged the return to constitutional order and the re-establishment of the institutions which the people of Mauritania chose democratically during the legislative and presidential elections of November 2006 and March 2007, respectively. The Ministers supported opening of consultations under Article 96 of the Cotonou Agreement.

The EU side expressed its firm support to the measures taken by the AU in response to the coup d'etat, including the suspension of Mauritania's participation in the activities of the African Union and the timely efforts deployed in order to resolve the crisis rapidly. The African side expressed its sincere appreciation to the EU for the strong support rendered to the AU.

Ministers agreed that the AU and the EU would continue to closely coordinate their activities to mobilise the support of the international community in order to return Mauritania to legality and respect the will of the people of Mauritania.

Ministers reiterated the determination of the AU and the EU to make every effort to end the crisis rapidly through the release of the democratically elected president, M. Sidi Ould Cheikh Abdallahi, and his Prime Minister, M. Yahya Ould Ahmed Waghf, as well as the restoration of democratic institutions created after the elections of November 2006 and March 2007.

### **b. Situations in Europe**

#### **Georgia**

The EU representatives stated their concern following the conflict that took place in Georgia and of the unilateral decision of the Russian Federation to recognise the independence of Abkhazia and South Ossetia. They underlined that a peaceful and lasting solution of the conflicts in Georgia had to be based on the full respect of the principles of sovereignty and territorial integrity recognized by international law. The AU representatives took note of the concern.

The EU representatives informed the AU representatives of the initiatives taken by the EU Presidency to reach an end of the hostilities and to prepare a negotiated and lasting peaceful settlement of the issue. The African Union and the European Union called on the parties to engage in a dialogue on building together peace and stability in that region.

## **Kosovo**

The EU side provided a briefing on recent developments in Kosovo stressing that the EU continues to consider Kosovo as a *sui generis* case which does not create a precedent for other areas.

### **c. Forthcoming elections**

Ministers discussed the forthcoming elections in Africa and welcomed ongoing preparations by the African Union for the successful conduct of these elections. These include preparations for the deployment of election observation missions, guided by specific operational modalities determined by a number of decisions and directives adopted by the AU over the years, to all countries holding presidential and parliamentary elections this year, namely Angola, Rwanda, Republic of Guinea, Guinea Bissau, Ghana, Cote d'Ivoire, Swaziland and Zambia.

Ministers welcomed the deployment of pre-election assessment missions, guided by the African Union Guidelines for Election Observation and Monitoring and the Declaration of the AU on the principles governing democratic elections in Africa. The Ministers confirmed their commitment to work together in the framework of the Lisbon Strategy in support of democratic elections.

The AU side took note of the commitment of the EU to deploy electoral observation missions in those countries.

### **d. Food and oil price crises**

Ministers expressed concern over the impact of the high food and oil prices, particularly on low-income, food-deficit and oil net-importing countries. Ministers emphasised that not only do higher food and oil prices deepen the poverty of the poorest populations, they also threaten to reverse the progress that has been achieved towards reaching the Millennium Development Goals. They have also triggered social unrest in a number of countries and may pose a threat to stability and human security.

The EU and the AU agreed that the international community has to give in the short, medium and long term a fully coordinated response to the food crisis as a step towards a global partnership for food and agriculture.

While reminding developed nations of pledges made in the past at international fora such as the Gleneagles G8 Summit, Ministers welcomed pledges of financial support by the European Union, the World Bank, World Food Programme and Food and Agriculture Organization during the recent G8 Summit held in Hokkaido, Japan. Ministers agreed that support in this area will be provided in the framework of country-owned and country-led plans, based on national policies and strategies and noted with satisfaction that such plans are being developed in various African countries in the context of the Comprehensive African Agricultural Development Programme (CAADP).

The Ministers agreed to continue their cooperation through concrete projects in the area of energy, notably in the framework of the EU/Africa Partnership on Energy, to

improve access to energy for development, to promote renewable energies, and to favour the reduction of energy poverty. To respond in the framework of this Partnership to the challenge of the energy price a special effort will be made to improve energy efficiency and to reduce dependence on fossil energies in concerned countries. They commended the launching of the African Energy Commission (AFREC) during the Meeting of African Ministers in Charge of Energy, held in Algiers from 15-17 February 2008.

**e. Climate change/environment**

Ministers reiterated their concern over the threats posed by climate change to the attainment of the MDGs in Africa. They also reiterated their concerns over the negative effects on food security, sustainable water supply and extreme weather conditions.

They underlined their joint commitment to the objectives and principles of the UN Framework Convention on Climate Change and the Kyoto Protocol and agreed on the necessity to formulate an effective, comprehensive and global agreement on a future framework for a post-2012 climate change agreement before the end of 2009.

They affirmed the urgent need to work closely together on the development of all elements of a post-2012 climate change framework agreement, specifically in the area of adaptation to climate change and the mitigation of its negative effects and jointly underlined the need to muster political will to take stronger action on climate change and to examine how the international framework could facilitate such action.

They highlighted a shared vision of low carbon development to avoid dangerous climate change and agreed that, in accordance with the principle of common but differentiated responsibilities and respective capabilities, developed countries need to take the lead in paving the way towards deep cuts in global green house gas emissions by 2050 and beyond while developing countries, particularly emerging economies, need to do more to significantly reduce the emission intensity of their economic growth and shift towards a low carbon and climate resilient development pathway.

In this spirit, the EU reaffirmed its determination to help the African continent to move towards sustainable development and to adapt to and mitigate the negative effects of climate change, notably through the integration of climate change considerations into development policy.

Ministers welcomed the recent EU Global Climate Change Alliance (GCCA) with developing countries, which is designed to help Least Developed Countries (LDCs) and Small Island Developing States (SIDS) in particular to increase their capacity to adapt to and mitigate the negative effects of climate change and pursue sustainable development strategies. They agreed that operationalisation of the GCCA in the African continent including its political dialogue component should take place within the agreed Africa-EU Joint Strategy/Action Plan partnership on climate change and with the ultimate objective to adopt a joint EU-Africa declaration at the appropriate political level as soon as practicable in view of the Poznan UNFCCC Conference in December 2008 and the conference in Copenhagen in 2009.



Ministers also welcomed efforts on the African side to address the challenges of climate change, including dedicating the theme of the January 2007 Summit to Climate Change and Development and commended the elaboration of the Plan *"Climate Information for Development Needs: An Action Plan for Africa"*. They further welcomed the decision of the Summit urging stakeholders to integrate climate change considerations into development strategies and programmes at national and regional levels and calling upon Africa's cooperation partners to support the Member States and RECs to effectively integrate adaptation and mitigation measures into their development plans and to implement them.

#### **f. Migration**

Ministers expressed concern over the xenophobic attacks and discriminatory measures on migrants in Europe and in Africa. Ministers emphasized on the necessity to harness the developmental effects of migration and protection of migrants. They, therefore, urged all EU and African countries to protect migrants at risk of discriminative practices and xenophobic attacks, and to take all necessary measures to protect the human rights of these migrants. The EU took note of the African desire for all signatories to ratify the International Convention on the Protection of the Rights of All Migrant Workers and Their Families and facilitate the domestication of this convention.

The EU took note of the African concern on the proposal for a EU Directive on highly qualified workers (the EU Blue Card Scheme) in relation to the problem of brain drain in Africa, and stressed that the aim of this proposal was to harmonize existing European legislation. It aims to reconcile migration, employment and development objectives by inserting clauses on circular migration, ethical recruitment and brain drain that will benefit developing countries. The EU expressed its will to promote legal migration in a way which mitigates the brain-drain risk.

Ministers reiterated the need for policy coherence on issues of migration and development, particularly the adverse effects of the phenomenon of brain drain and unethical recruitment on the achievement of the Millennium Development Goals (MDGs) and poverty alleviation efforts. In this connection, they recalled the importance that the Africa-EU Strategic Partnership attaches to the Tripoli Joint Africa-EU Declaration on Migration and Development, the Migration Policy Framework for Africa and the EU/Africa Action Plan to Combat Trafficking in Human Beings, especially Women and Children. They called for the development of regional and national policy and legislative frameworks for their implementation.

Ministers welcomed the varied efforts by the two Commissions to implement the EU-Africa Partnership on Migration, Mobility and Employment. In this regard they noted with satisfaction that mechanisms for development of such policy and legislative frameworks are being launched by Regional Economic Communities. Both parties recalled their efforts to further structure the dialogue with the African Diaspora and support their role in the development of the African continent. In this spirit Ministers welcomed the first African Union Diaspora Summit scheduled to take place in Johannesburg in October 2008.

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### **g. Discussion on the Principle of Universal Jurisdiction**

Ministers discussed and underlined the necessity to fight impunity in the framework of the international law to ensure that individuals who commit grave offences such as war crimes and crimes against humanity are brought to justice. The European Union took note of the African concern as expressed at the AU summit in Sharm el sheikh. The AU expressed concern over the abusive application of the principle which could endanger international law. The EU reiterated its attachment to the fight against impunity.

Ministers therefore agreed that further discussions should be held on the subject between the African Union and the European Union.

### **3. Briefing on Developments within the AU and the EU**

#### **a. Information on the Union Government and the integration of NEPAD into the AU structures and processes**

Ministers welcomed the stance of the Assembly at the recent Sharm el sheikh Summit to reaffirm its decision in the Accra Declaration to accelerate the economic and political integration of the African continent, including the formation of a Union Government for Africa with the ultimate objective of creating the United States of Africa.

They noted the request to the Commission to work out the modalities for the implementation of the recommendations on the Union Government by the Committee of Twelve, including the development of the roadmap, and agreed to support each other, wherever possible, in furtherance of the process.

Ministers also welcomed the progress made by the African Union towards the implementation of the Decision of Heads of State and Government of the African Union to operationalise the integration of NEPAD into the African Union Structures and processes so as to promote better management of Africa's new policy architecture for effective delivery and development.

They noted, with satisfaction, the formation of a NEPAD Coordinating Unit under the auspices of the Chairperson of the African Union Commission, whose mandate is to develop a roadmap on the integration process and the creation of the NEPAD Planning and Coordinating Authority; the finalization of the reporting mechanisms and work programme for the Unit; and progress towards the filling of the vacancy for Chief Executive of NEPAD.

#### **b. Regional integration, the EPA process and rationalization of the RECs**

Ministers welcomed the contribution of the Joint Africa/EU Strategy to regional integration in Africa through the programmes and initiatives in support of regional integration and through the partnership on trade and regional integration. In line with the Abuja Treaty, establishing the African Economic Community, they reiterated that trade and integration are essential components of the wider process of regional integration and development and that Regional Economic Communities (RECs) will play an essential role as building blocks of the continental integration process within

a flexible and gradual approach. In view of the importance of infrastructure development to integration, both parties expressed the need to reinforce the dialogue in the implementation of the start-up activities of the EU-Africa Infrastructure Partnership/EU-Africa Partnership on Energy with a view to facilitating interconnectivity and accelerating continental and regional integration.

Ministers underlined the importance of coherence and convergence of the integration processes between the AU and the RECs, especially those recognized by the African Union. They reiterated, as agreed in the Cotonou Partnership Agreement (CPA), that Economic Partnership Agreements (EPAs) should promote poverty reduction, sustainable development and the gradual integration of ACP countries into the world economy and bolster regional economic integration. Ministers reaffirmed the importance of continuing discussions at the political level in order to effectively address the still contentious issues in the context of full and comprehensive EPAs. In this connection the commitment taken in Lisbon will be implemented.

They welcomed the signing of the Protocol on Relations between the African Union and the RECs and expressed the need to support its implementation. This will go a long way in enhancing the relationship between the African Union and the RECs and in developing together a Minimum Integration Programme for the continent. They noted that efforts are being made to harmonize the policies and programmes of RECs and, in this regard, welcomed the announcement at the recent SADC Summit of plans to hold a tripartite Summit, comprising SADC, COMESA and EAC on 20 October 2008.

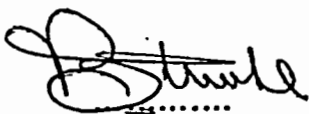
**c. Lisbon Treaty, Neighbourhood policy, including the Mediterranean Union**

The Lisbon Treaty is intended to help an enlarged Union to act more effectively and more democratically. The European Council, at its meeting in June 2008, took stock of the situation following the outcome of the referendum in Ireland on the Lisbon Treaty, and agreed to return to this issue at its meeting on 15 October in order to consider the way forward.

The AU took note of the EU's Information on the success of the Paris Summit for the Mediterranean of 13 July 2008, which gave a new Impulse to the Barcelona Process by upgrading the political level of the EU's relationship with its Mediterranean partners, by providing for further co-ownership to their multilateral relationship and by making these relations more concrete and visible through additional regional and sub-regional projects relevant for the citizens of the region. The EU and African participants in the process will ensure that all activities within the framework of the Barcelona process: Union for the Mediterranean will be conducted in coherence with the Africa/EU Partnership.

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Ministers agreed to hold the 11th Ministerial Meeting of the African and EU Troikas on 20 and 21 November 2008 in Africa.



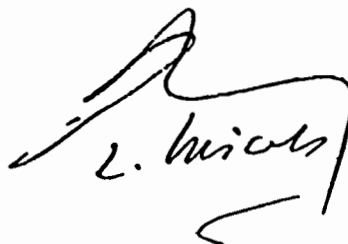
H. E. Mr. Bernard K. Membe  
Minister for Foreign Affairs and  
International Cooperation

For the African side



H.E. Mr. Alain Joyandet  
Secretary of State in Charge of  
Cooperation  
and Francophone Affairs

For the EU side





**EU-Africa Ministerial Troika meeting,  
(Brussels, 16 September 2008)**

**Implementation of the Joint Africa-EU Strategy  
and its First Action Plan (2008-2010) : progress and way ahead**

**I. Introduction**

1. The second Africa-EU Summit, held in Lisbon on 8-9 December 2007, represented a political breakthrough in the relations between Africa and the EU. The new Africa-EU Strategic Partnership is unique both by its continent-wide outreach and its large policy scope. Today, Africa-EU relations go beyond traditional development issues and are conducted through wide-ranging political dialogue and cooperation, covering all aspects of Africa-EU relations as well as global issues and challenges. Both the EU and Africa have made ambitious commitments that require an appropriate institutional architecture enabling both sides to deliver tangible results, in cooperation with all actors and stakeholders.
2. Since the adoption of the first Action Plan of the Joint Strategy, the EU and the African side have taken the first necessary steps towards the implementation. Significant efforts have been undertaken to put in place the required institutional framework, as laid out in the Joint Strategy and the Action Plan, and to prepare for the next phase of the joint work.
3. The present report seeks to inform the competent bodies of both sides on the progress made to date, to enable Ministers to assume their overall political responsibility for the Partnership and to provide guidance for further action. Ministers are invited to take note of the state of play and to endorse the recommendations on the way ahead under Chapter V of this report.

## II. Progress on the EU side

4. With regard to the working arrangements of the EU Council, a strengthened mandate has been adopted for the Africa Working Group. The Council, aware of the fact that the Joint Strategy has established a new, comprehensive framework for EU-Africa relations, that covers all countries in Africa as well as all thematic areas of the relationship, concluded that none of the existing Council working groups had a sufficiently broad mandate to follow the implementation of the Joint Strategy and its Action Plan. The Council decided that new working arrangements were necessary to overcome the previous fragmentation among different Working Groups, to adopt the necessary cross-pillar approach, to treat Africa as one and to take due account of the pan-African dimension in the new Partnership, as well as to prepare without any delay EU positions on political events and crisis situations. The new mandate of the Africa Working Group thus includes the coordination and the implementation of the Joint Strategy and its successive Action Plans. In order to manage this ambitious agenda, the Africa Working Group has started to meet more frequently, and will regularly discuss, including at Africa Directors' level, policy and strategic issues. In addition, other thematic Council Working Groups and Committees, including the ACP group, the EDF committee, environment experts, and others will contribute to the implementation of the Joint Strategy by mainstreaming it as part of their work.
  
5. As far as the European Commission is concerned, the Communication to the Collège from Commissioners Michel and Ferrero-Waldner entitled "*Follow up to the Africa-EU-Lisbon Summit: engaging the Commission in a partnership of results*"<sup>(1)</sup> sets out a series of measures which the Commission has taken in order to play its pivotal role as motor, facilitator and co-initiator of the implementation process. These measures include the strengthening of internal working methods and coordination arrangements, as well as the mobilization of the necessary resources in the services in charge of implementing the Joint Africa-EU Strategy. In addition, some immediate steps are being implemented, including a stronger role of the Relex Commissioners Group in providing political guidance and the closer association of other Commissioners whose thematic portfolio is involved in the implementation of the Action Plan, as well as greater coherence at Services level, in particular through the strengthening of the Commission's existing

<sup>1</sup> Commission Doc. SEC (2008) 353 of 19.03.2008

Africa inter-service task force. A group of Focal Points from all Directorates General concerned has been set up to follow-up and coordinate the implementation of the partnerships and draft Commission inputs into the annual Joint Africa-EU implementation reports. Key EC Delegations in Africa, including in the Maghreb/Mashrek region, will designate contact points to report and follow-up on the implementation of the Joint Strategy. Delegations should also ensure appropriate liaison with national authorities to promote, in support of and coordination with the outreach exercise of the African Union Commission, the necessary ownership of the Joint Strategy at national level in Africa and in other partner countries. Last, but not least, the Commission proposes to make the agenda of the annual College-to-College meetings between the European and AU Commissions more political and operational. Future meetings will focus on political matters and act as a key building block in the Africa-EU political dialogue. Following the election of a new AU Commission in February 2008, the next such meeting will take place on 1st October in Brussels.

6. With a view to maintaining the political momentum created by the Lisbon Summit, and in response to the political, operational and organizational challenges posed by the Action Plan, the EU has established Implementation Teams for each of the eight Partnerships. These Teams bring together experts from Member States, Commission and Council Secretariat, and embody the Joint Strategy's principle that the active involvement and contributions of Member States on both sides are essential to deliver on the ambitious agenda. The participation of different Member States in different Teams also contributes to a better division of labour. Since April, the Teams have started to work upon initiative of the Troika and under the overall responsibility of the Presidency. The technical implementation and day-to-day coordination has been delegated to the Commission/Council Secretariat in association with one or more Member States. The necessary arrangements have been put in place to receive the required political guidance and to ensure full transparency and coherence, and in particular to share all relevant information from the Teams with the other EU Member States. The Teams have started to draw up the first suggestions for the implementation of the respective Partnerships and Priority Actions. In this process, the Teams will inter alia establish an overview of ongoing actions, and make first proposals for an indicative implementation roadmap, including early deliverables. They will also address the issue of possible financing sources and mechanisms, as set out under each Priority Action of

~~the Action Plan, and elaborate proposals for the functioning of the future informal Joint Experts Groups agreed in the Action Plan. The Teams will provide the European members of the future informal Joint (African-EU) Experts Groups, and look forward to start working together with their African counterparts as soon as possible.~~

7. The EU Delegation to the AU in Addis plays a major role in supporting the EU's comprehensive approach to the new strategic partnership with Africa. The European policy objectives – jointly addressing global challenges and supporting African efforts to build a peaceful, democratic and prosperous future – include an enhanced political dialogue and broader relationship with the AU, as well as closer cooperation with the AU Commission in all areas of the Strategy and Action Plan. The Council had therefore decided in 2007 that the best way to strengthen the EU's collective presence in Addis Ababa was to create a new common EU Delegation exclusively dedicated to the African Union, headed by an Ambassador-level official who is at the same time the EC Head of Delegation and the EU Special Representative (EUSR) to the AU. Since Mr. Vervaeke's appointment in December 2007, the EU Delegation to the AU has gradually been built up during the first months of 2008; additional staff for the different sections will arrive throughout 2008 and early 2009. Today, the Delegation has achieved its initial operating capability and functions as a strong and permanent political and operational interface with the AU, its political decision making bodies and its Commission, dealing coherently with all issues of the Partnership. In addition to its political role in strengthening the relationship between EU and AU institutions, and to enhance coordination with other international and multilateral partners, the EU Delegation also plays a crucial role in providing direct support to the AU, in particular by backing the AU's institutional development through the programming and implementation of capacity building programs, including the existing €55m Support Programme for the AU and the substantial other initiatives that this Delegation manages in a de-centralized manner.
8. Beyond EU institutions and Member States' administrations, representatives of European Non-State Actors and Civil Society have also expressed their willingness to become actively involved in the Action Plan implementation. Major civil society organizations (CSOs) established an interim Steering Group for the Joint EU-Africa Strategy, that brings together members from a broad array of non-state sectors and networks. They have identified one contact person per partnership and submitted a



detailed proposal on both a methodology for the mapping of existing CSO networks in Europe and Africa, and on their participation in the EU Implementation Teams and the future Joint Experts Groups. The issue of funding their active participation has also been raised and should be addressed. Meetings between Steering Group and the Africa Working Group are foreseen for the near future, as well as with the AU CSO Steering Committee, to discuss how CSOs can best contribute to the implementation and the monitoring of the Action Plan. Major European and African research institutes and think-tanks also created a Europe-Africa Policy Research Network (EARN), with the aim, inter alia, to strengthen cooperation and to provide independent policy analysis and advice on issues relevant to the Joint Strategy and Action Plan.

9. The ad-hoc delegation of the European Parliament for relations with the Pan-African Parliament and the ad-hoc committee of the Pan-African Parliament for relations with the European Parliament met in Midrand (South Africa) in May and in Brussels in September 2008. Through a joint letter addressed to Commissioners Michel and Joiner, both Parliaments confirmed their willingness to be more actively involved in the implementation and follow-up of the Joint Strategy.
10. The European Economic and Social Committee (EESC) will soon adopt an exploratory opinion on the EU-Africa Strategy, with a specific focus on job creation in Africa, and has expressed the willingness to share it with ECOSOCC, their AU counterpart.

### **III. Progress on the African side**

11. Following the Lisbon Summit, the AU Commission took active steps to ensure that an effective implementation and monitoring framework is in place. It will be recalled that Ministers on both sides at the Sharm-el-Sheikh preparatory Ministerial meeting and Heads of State and Government at the Lisbon Summit of December 2007 stressed the need to ensure that the relationship between the two continents is no longer business as usual and therefore urged all parties to focus on implementation of the Action Plan.
12. In light of the above, and in an effort to ensure that the views of all stakeholders are adequately reflected in the implementation process, the Commission of the African Union conducted a series of consultations aimed at building consensus on the way forward. In this regard, two regional consultations of Member States were held. The

first, held on 19-20 March 2008 in Ouagadougou (Burkina Faso), brought together Member States from the Western, Northern and Central Regions of the continent. The second, held in Maseru (Lesotho) on 14-15 April 2008, brought together Member States from the Eastern and Southern Regions of the continent. The EU side participated as observer in these two meetings. The meetings came up with a series of recommendations covering a wide range of issues and agreed inter alia on the following:

- a. The structure and composition of the interdepartmental Task Force; and
- b. African Experts Groups to comprise interested Member States and representatives of the Commission as well as the RECs; and

13. The Commission also held a civil society consultation meeting in Bamako (Mali) on 3-5 March 2008. Civil society made a series of recommendations, including on the mapping process, the establishment of a platform for research institutes and think-tanks, the invitation of representatives of European and African CSOs to express themselves ahead of ministerial Troika meetings, and the creation of a web portal to facilitate consultation with CSOs ahead of key policy decisions. They also agreed on the need to revitalise the Steering Committee established by the Accra Consultation<sup>2</sup> to work with CIDO. Regarding the implementation architecture, civil society expressed the need for their active participation in the Joint Experts Groups. The AU Commission has however decided that time is needed to study the modalities and cost of CSOs' direct participation in the Expert Groups. In the meantime, they should be encouraged to consult and meet prior to Troika meetings and mechanisms established to feed the outcome of such consultations into the Troika meetings.

14. Based on the outcome of these consultations, the following implementation architecture has been agreed upon on the African side:

- a. The AU Commission will play the key role of coordinating the implementation process of the Joint Strategy and the first Action Plan as mandated by the AU Executive Council at the Sharm-el-Sheikh Summit. In order to effectively carry out this mandate and inter-departmental Task Force has been formed within the AU Commission: Every department which has an area covered in the Action Plan is represented in the Task Force. The

members of this Task Force will also participate in the African Experts Groups. This is to ensure that actions to be implemented within the framework of the eight partnerships of the first Action Plan adequately reflect policies/commitments/decisions taken by the African Union.

- b. **African Experts Groups.** Eight such groups are being formed. These will comprise interested African countries, the Regional Economic Communities (RECs), and representatives of the AU Commission and specialized institutions. The Experts Groups will conduct an assessment of ongoing projects/programmes as well as existing facilities/tools that can be utilised in the implementation of the various partnerships. They will work together with EU counterparts in the Informal Joint (Africa-EU) Experts Groups to be formed later.
- c. **The Troika:** It is the responsibility of the Troika to give political guidance regarding the implementation of the partnerships. The *chefs de file*<sup>3</sup> will also continue to play a vital role in the entire process and make valuable contributions to all preparatory work for ministerial Troika meetings.
- d. **The Pan-African Parliament (PAP)** also has a key role to play in the monitoring and implementation process of the partnerships. The body has made contacts with the European Parliament on this matter. In a meeting held in Addis Ababa between the PAP and the AU Commission on 9 June 2008, the need to establish strong lines of communication between the two organs of the African Union was agreed. The PAP expressed its intention to support the AUC at the level of national parliaments, particularly regarding issues that require action by national executives. The PAP undertook to work closely with the Executive, where necessary, to ensure action on matters relating to the implementation of the Action Plan as well as play an active part in informing African populations regarding developments in the implementation of the

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<sup>2</sup> Civil society consultations held in Accra, Ghana on 28 March 2008

<sup>3</sup> Currently : Algeria (Peace and Security), Burkina Faso (Migration and Human Trafficking), Egypt (Cultural Goods), Ethiopia (Cultural Goods), Gabon (HIV/AIDS), Kenya (External Debt), Morocco (Environment), Mozambique (HIV/AIDS), Nigeria (External Debt and Cultural Goods), Senegal (External Debt and Migration), South Africa (Regional Integration and Trade), Tunisia (Food Security and ICT), Zambia (Governance).

~~Action Plan. Effective communication between the two organs was hence considered vital.~~

- e. The Regional Economic Communities (RECs) will be fully involved in the monitoring and implementation process of the eight partnerships. Therefore the AU Commission will ensure that the eight RECs recognised by the African Union<sup>4</sup> are engaged with a view to discussing their possible roles in the process. For example, at the last RECs Coordination Meeting held in Sharm-el-Sheikh (Egypt) on 28 June 2008, the RECs agreed that they be fully involved in the implementation process of the partnerships.
- f. The AU Permanent Representation in Brussels will continue to be actively involved in the monitoring and implementation process. The Office will play a key role in enhancing communication between the African Union and the European Union. It has been assigned to include the follow up processes as part of its mandate and the AU Permanent Representative in Brussels is fully engaged. Hence, the requisite effort is being exerted with a view to enhancing the Mission's capacity to enable it better fulfil this very important role..
- g. Civil Society: African civil society will work closely with the European civil society in the implementation process. It has been agreed that the Steering Committee set up during the Accra civil society consultation be revitalised to work closely with CIDO, particularly on issues such as mapping. Other stakeholders such as ECOSOCC, research institutes and think-tanks will also play a role.

15. The process has been given further momentum by an AU Executive Council Decision at the Sharm-el-Sheikh Summit, calling upon Member States to express interest in the eight partnerships, to allocate the necessary human, material and financial resources and to propose projects for implementation. Member States, Regional Economic Communities and other stakeholders have been urged to take active part in the implementation of the Action Plan under the coordination of the AU Commission. Already, a number of Member States have responded to this call either by submitting

<sup>4</sup> ECOWAS, ECCAS, SADC, COMESA, EAC, AMU, IGAD, CEN-SAD

project proposals, expressing interest in the various partnerships, or pledging experts for participation in the African Experts Groups.

16. Regarding the communication of the Joint Strategy, the Commission of the African Union and the EU Commission have started to develop a joint AU-EU website on the Africa-EU Strategic Partnership to disseminate information, documents and events updates, and have launched the first media outreach activities and other communication tools. In the same vein, the AUC and the EC jointly organised a high level Forum on the theme "Media and Development". This event, which aimed at highlighting the importance of the media for sustainable development, took place from the 11<sup>th</sup> to 13<sup>th</sup> September 2008, in Ouagadougou (Burkina Faso).

## V. Way ahead

17. Ministers are invited to endorse the following recommendations:

- a. All key actors – continental, regional and sub-regional institutions on both sides, but also individual African countries and EU Member States, as well as non-state actors, including civil societies, the private sector and other stakeholders – should live up to their commitments and provide their required inputs and resources for the successful implementation of the Action Plan.
- b. The Pan-African Parliament (PAP) and the European Parliament (EP), the AU Economic, Social and Cultural Council (ECOSOCC) and the European Economic and Social Committee (EESC), as well as local authorities from both the African and EU sides should establish mechanisms for closer cooperation, dialogue and active involvement in the context of the Action Plan implementation.
- c. The continued engagement of Civil Society Organizations (CSOs) in the implementation and monitoring of the Action Plan is vital. Hence, CSOs from both sides should elaborate before the next Ministerial Troika meeting joint consolidated proposals in this regard, including the pursuit of the analytical work for the EARN initiative and the mapping of European and African civil society networks that can contribute to the implementation of the Action Plan.

d. It is necessary to initiate an effective dialogue with key international partners on the Joint Strategy and on their possible contributions to the implementation of the eight Partnerships.

e. It is important to establish efficient lines of communication between the AU and the EU, and to better inform African and European citizens, as well as media, researchers and other partners on the progress and results of the Strategic Partnership. In this context, there is need to address communication as a cross-cutting priority in all eight partnerships. The EU and AU Commissions should look into possibilities to further improve the communication on the Joint Strategy and the Action Plan.

**18. Ministers are invited to task Senior Officials to:**

- a. finalize, by mid-October 2008, the respective internal preparations, so that concrete progress can then be made towards joint implementation of the agreed activities in the eight partnerships.
- b. establish the informal Joint Expert Groups that will bring together African, European and other key actors (including non-state actors) with the necessary competence and commitment to do concrete work on the respective priority actions, and hold first meetings before the next Ministerial Troika meeting in November 2008
- c. pursue the Action Plan implementation in a balanced way in all eight Partnerships, paying equal attention to political initiatives and concrete cooperation activities;
- d. task the Joint AU-EU Task Force, in line with the agreed institutional architecture, to contribute to the implementation of the Joint Strategy. The two Commissions and the Council Secretariat should, therefore, examine possibilities for this Task Force to ensure the operational continuity of the eight Partnerships, and to include in the composition of the Task Force appropriate representation from the future informal Joint Experts Groups, while maintaining efficient and effective working arrangements.

~~e. achieve tangible results in time for the next Ministerial Troika which will take place on 20-21 November 2008 in [...].~~ At this occasion, a joint progress report on the implementation of the Joint Africa-EU Strategy and its first Action Plan shall be submitted.

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## Joint Communiqué

### 11<sup>TH</sup> AFRICA - EU MINISTERIAL TROIKA MEETING

Addis Ababa, 20-21 November 2008

Within the framework of the Africa-EU Dialogue, the 11<sup>th</sup> Ministerial Meeting of the African and EU Troikas took place in Addis Ababa, Ethiopia from 20 to 21 November 2008. The meeting of Ministers was co-chaired by Hon. Mr. Bernard K. Membe, Minister for Foreign Affairs and International Cooperation of the United Republic of Tanzania and current Chairperson of the African Union (AU) Executive Council, and H.E. Mr. Bernard Kouchner, Minister for Foreign and European Affairs of France and current President of the Council of the European Union (EU).

The African Troika was also composed of H.E. Mr. John Aggrey, representing Hon. Akwasi Osei Adjei, Ghanaian Minister of Foreign Affairs, Regional Integration and NEPAD; H.E. Dr. Maxwell M. Mkwezalamba, AU Commissioner for Economic Affairs; and H.E. Ambassador Ramtane Lamamra, AU Commissioner for Peace and Security.

The EU Troika was also composed of Director-General Mr. Stefano Manservigi representing H.E. Mr. Louis Michel, EU Commissioner for Development and Humanitarian Aid and Relations with African, Caribbean and Pacific States, H.E. Mrs. Helena Bambasova, Vice Minister of Foreign Affairs of the Czech Republic, and H.E. Mr. Koen Vervaeke, EU Ambassador to the AU, representing the EU High Representative for Common Foreign and Security Policy.

The Ministerial Troika meeting welcomed the presence of Ministers of Defense on 21 November. Ministers of Defense were represented on the African side by Hon. Dr. Emmanuel Nchimbi, Deputy Minister for Defense and National Service of the United Republic of Tanzania, and on the EU side by H.E. Mr. Jean-Marie Bockel, Secretary of State in the Ministry of Defense of France, and by H.E. Mrs. Helena Bambasova,

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Vice Minister of Foreign Affairs of the Czech Republic. In their presence the meeting examined the peace and security partnership of the Lisbon Action Plan and had an exchange of views on security at sea and on the fight against piracy.

## **1. Implementation of the Joint Strategy/First Action Plan**

### **a. Consideration of the Joint Experts Group (JEG) Report on the eight partnerships (Projects, activities, financing, implementation timeframe)**

Ministers welcomed the progress report on the implementation of the Africa-EU Joint Strategy and its first Action Plan (2008-2010). They underlined that the full implementation of the ambitious and far-reaching Strategic Partnership is a long-term project and that progress is achieved only step by step. In this light Ministers commended the Joint Experts Groups for the work done so far and called on all parties to expedite efforts with a view to attaining tangible results within the timeframe of the First Action Plan (2008-2010).

Ministers stressed the need for adequate financial resources to effectively implement the Joint Strategy/First Action Plan, and reiterated their request for efforts to be made by both sides to allocate the necessary funds in order to foster implementation. In this regard, they attached particular importance to the work to be done by the Joint Expert Groups in identifying the financing requirements, the sources of financing and the procedures for accessing these financial instruments.

Ministers welcomed efforts to strengthen the dialogue between the two sides and noted with satisfaction the College to College meeting of the AUC and European Commission held on 1 October 2008 in Brussels.

On each of the eight partnerships, Ministers particularly welcomed the achievements as reflected in the attached Joint Progress Report, notably:

#### **i. Africa-EU Partnership on Peace and Security**

The training cycle for the African Stand-by Force, Amani Africa/Euro Recamp, has been launched, the new African Peace Facility for the period 2008-2010 with an amount of EUR 300 million has been agreed, and the first joint meeting of the EU Political and Security Committee and the AU Peace and Security Council has taken place in September 2008. Furthermore, the

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Joint Expert Group agreed to organise a seminar on the support of the EU to African training centers in the first trimester of 2009. Ministers agreed to enhance cooperation between the EU and the AU situation centres and to set up a Common Interactive Watch and Anticipation Mechanism.

## **ii. Africa-EU Partnership on Democratic Governance and Human Rights**

The dialogue for cooperation in international fora and on global level has been enhanced and concrete proposals in this regard have been made; further progress towards the establishment of the platform on governance and human rights has been achieved, the dialogue on human rights has been strengthened. Progress is expected on the ratification of the African Charter on Democracy, Elections and Governance. Cooperation on elections observation will be deepened through support to the electoral assistance and observation fund; discussions on the possibility of participation of African election observers at the 2009 elections for the European Parliament is ongoing. In the area of cultural cooperation, an inventory of the main ongoing activities will be made. Joint initiatives to combat illicit trade of cultural goods will be undertaken.

## **iii. Africa-EU Partnership on Trade and Regional Integration**

Progress has been made in the advancement of free trade areas and customs unions. Negotiations of full and comprehensive Economic Partnership Agreements (EPA) as an instrument to promote poverty reduction and sustainable development and the gradual integration of the African economies into the global economy are ongoing. The Infrastructure Trust Fund has so far received EUR 146 million and eight major projects have been approved. The Steering Committee of the Infrastructure Trust Fund has met for a second time and will set up the roadmap and the plan of action for all projects including the eight which are already approved.

## **iv. Africa-EU Partnership on the Millennium Development Goals**

During 2008, Year of Action on the MDGs, a series of international events and initiatives have made important contributions to the achievement of the MDGs in Africa and worldwide. For example the European Council adopted the EU Agenda for Action which outlines milestones to be achieved by 2010

in order to attain the MDGs, including specific initiatives for Africa. The UN High Level Events in New York in September 2008 reaffirmed a collective commitment to achieving the MDGs globally with a specific focus on Africa and resulted in substantial commitments, including in the areas of food security, health and education. The Accra High Level Forum on Aid Effectiveness held in September 2008 made important steps towards coordination and harmonisation, which will be essential to achieving the MDGs. The work of the MDGs Partnership links coherently with the outcomes of these events and processes, in order to ensure harmony between the various MDGs focused initiatives. The Joint Experts Group will meet again in March 2009. Thematic sub groups on food security, health and education, will be followed by a meeting of the co-chairs and other partners to agree on a consolidated set of follow up actions.

**v. Africa-EU Partnership on Energy**

A Joint Statement on the Implementation of the Africa-EU Energy Partnership was signed by the two Commissions, which defines inter alia actions regarding improved energy access and services in Africa as well as energy security for both sides. Several energy projects have been or are about to be launched in 2008, financed by individual EU Member States as well as by the European Commission.

**vi. Africa-EU Partnership on Climate Change**

Progress has been made in setting up priorities for cooperation and in identifying deliverables and joint initiatives as contained in the Joint Progress report. Ministers took note of the progress made in the elaboration of a Joint Declaration to be submitted in time by Africa and the EU to the Poznan Conference on Climate Change on 3 December 2008. They mandated the Troika at ambassadorial level to meet in November 2008 in order to adopt the Joint Declaration taking into account the African position on climate change as adopted by the Conference of African Ministers of Environment in Algiers held on 20 November 2008.

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## **vii. Africa-EU Partnership on Migration, Mobility and Employment**

Efforts have been made to further structure the dialogue with African Diaspora; a Migration Information and Management Centre has been opened in Mali and other openings in other countries are in the pipeline; discussions on the migration fund and on the establishment of the African remittances institute are ongoing. Experts will meet for the first time on 26 November 2008 in Brussels to make progress in the various priority actions of the Partnership on Migration, Mobility and Employment taking into account the dialogue and the decisions taken in the various high level fora.

## **viii. Africa-EU Partnership on Science, Information Society and Space**

An agreement on the implementation of six early deliverable projects has been found which are included in the book of lighthouse projects, as well on the establishment of an Africa/EU high level platform for joint efforts in science, information society and space, including in the framework of the African-EU Science and Technology Dialogue Initiative. This dialogue will facilitate the creation of a specific common decision-making platform for joint efforts in Science, Information Society and Space.

## **b. Endorsement of the calendar of follow-up activities for the next six months and recommendations**

Ministers considered and endorsed the joint progress report, including its recommendations. They called on all actors to ensure adequate follow-up with a view to achieving tangible results within the specified timeframes. In this connection, Ministers also welcomed the Joint Expert Group Guidelines and endorsed it as a living document to guide the Joint Experts Groups in their work. They urged the co-chairs of the respective Joint Expert Groups to maintain permanent contact and ensure adequate flow of information to all stakeholders by making effective use of modern ICT facilities at their disposal, including the recently launched Joint AUC-EC website ([www.africa-eu-partnership.org](http://www.africa-eu-partnership.org)). The Joint Expert Groups were particularly urged to ensure broadest possible and effective participation of Member States and of the African Regional Economic Communities. They were also urged to take all necessary measures to reach out to stakeholders, including civil society, the Pan-African and European Parliaments, AU ECOSOCC, EU ECOSOC, private sector and

international partners. Ministers reiterated the need to speed up the implementation process before the mid-term review in 2009.

## 2. Recent developments since the 10<sup>th</sup> Ministerial Troika meeting

### A. Update on current issues

#### Democratic Republic of Congo

Ministers welcomed the Joint Communiqué of the Heads of State of the Great Lakes Region on the DRC, resulting from the Summit held in Nairobi on 7 November 2008.

They welcomed the missions by H.E. Olusegun Obasanjo, former President of the Federal Republic of Nigeria, UNSG Special Envoy, and H.E. Benjamin Mkapa, former President of the United Republic of Tanzania, appointed by the Great Lakes Summit.

They strongly condemned the continuation of fighting in North Kivu, in the East of the Democratic Republic of Congo (DRC), following the offensive of *Congrès national pour la défense du peuple* (CNDP). They are deeply concerned about the very grave humanitarian and security situation, which affects hundreds of thousands of displaced persons, and which has also a regional impact. They also call on all conflict parties to respect the international humanitarian law, in particular to end abusive attacks against women and children.

They reiterated their support to the institutions resulting from the 2006 elections, as well as the Nairobi and Goma processes.

In this regard, Ministers requested the Government of the DRC to continue with the implementation of the disarmament of illegal armed groups in the East of the DRC, notably the *Forces démocratiques de libération du Rwanda* (FDLR). They urged the countries of the region to continue to support the peace process in the DRC and speed up the implementation of the Pact on Security, Stability and Development in the Great Lakes Region, which was signed in Nairobi, on 15 December 2006 and entered into force on 21 June 2008.

Ministers welcomed the efforts of the UNSG to reinforce MONUC, in particular by reinforcing its equipment and staffing, and to focus its action in the Kivus, helping MONUC to implement the provisions of Chapter VII of the UN Charter.

Ministers commended the efforts of the AU, including the visit of the Chairperson of

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the Commission H.E. Mr. Jean Ping to the DRC in October 2008, the visit of the Commissioner for Peace and Security to the region in November 2008, and that of the Envoy of the Chairperson of the Commission to the DRC. They commended the visit of the Minister for Foreign and European Affairs H.E. Mr. Bernard Kouchner in his capacity as President of the EU Council, together with Hon. Mr. David Milliband, Foreign and Commonwealth Minister of the UK, the visit of H.E. Commissioner Louis Michel, as well as the efforts of other international stakeholders, namely SADC and the United Nations. They urged the CNDP to resume its place within the National Programme for the Security, Peace, Stability and Reconstruction of the Kivus (AMANI Programme).

Ministers paid tribute to the humanitarian organizations for the remarkable work they are accomplishing on the ground to assist the civilian population in general and displaced persons in particular. They expressed their willingness to increase their support to these organisations.

### **Somalia**

Ministers welcomed the signing, in Djibouti on 26 October 2008, of an Agreement on the *Modalities for the Implementation of the Cessation of Armed Confrontation* between the Transitional Federal Government (TFG) and the Alliance for the Liberation of Somalia (ARS). They commended the TFG and the ARS for this further step in the implementation of the Djibouti Agreement of 19 August 2008, and urged them to scrupulously comply with their commitments and to form as soon as possible a Unity Government.

Ministers strongly deplored the humanitarian situation in Somalia and underlined the urgency to find a lasting political solution for Somalia. They called upon all parties to respect the human rights in Somalia and particularly underlined the vulnerability of women and children in that respect.

Ministers condemned terrorist actions in Somalia and the recent attacks on AMISOM troops. They also condemned war methods causing the death of civilians.

Ministers further welcomed the Declaration adopted by the 13<sup>th</sup> Extraordinary Session of the IGAD Assembly of Heads of State and Government, held in Nairobi, Kenya, on 29 October 2008. They deplored, however, the further aggravation of the situation in spite of this Declaration, and welcomed in this light of the 18 November

2008 IGAD communiqué with the view to speeding up the implementation of the Djibouti Agreement.

The EU congratulated the AU for the work of AMISOM and confirmed that it will continue its financial and technical support to this stabilisation force. Ministers once again called on AU Member States to contribute additional troops to AMISOM to enable it reach its authorized strength, and appealed to the international community to provide the necessary financial and logistical support to AMISOM.

The AU and EU await with interest the details of the UNSG plan for the establishment of a multinational stabilisation force which could reinforce AMISOM.

Ministers further noted with concern that the aggravation of the instability in Somalia favored the increasing occurrence of acts of piracy in Somali waters and the Gulf of Aden and called on the international community to promote pragmatic solutions to the problem and, particularly to support measures to ensure effective prosecution and provision of correctional facilities.

In this context, the African side congratulated the EU for the establishment of a coordination cell EU NAVCO, mandated to coordinate the fight against piracy along the Somali coast, and for the adoption by the EU Council on 10 November 2008 of a Joint Action launching the operation ATALANTA due to be operational in December 2008 which will significantly increase existing capabilities.

Ministers reiterated their support to the efforts of the UNSGSR for Somalia, H.E. Mr. Ahmedou Ould-Abdallah, to advance the political process in the country.

### **Sudan and Chad**

Ministers reviewed evolutions since their last meeting and welcomed the recent developments in the relations between Chad and the Sudan, marked by the resumption of diplomatic relations between the two countries. They paid tribute to the countries that facilitated this positive development. They urged the leaders of the two countries to consolidate the progress thus made in order to promote, in a spirit of appeasement, relations of cooperation, good neighbourliness and friendship within the framework of the different agreements they have concluded, including the Dakar Agreement.

Ministers expressed satisfaction at the initiatives taken by the AU Commission in implementation of the decision of the AU Peace and Security Council of 29 June 2008, notably the sending of a high-level delegation led by H.E. Pierre Buyoya, former President of the Republic of Burundi, in order to contribute to the restoration of confidence and the normalization of relations between the two countries.

Ministers stated that they were convinced that the normalisation of relations between the Sudan and Chad would contribute to efforts aimed at promoting peace, security and stability in Darfur.

Ministers welcomed the progress achieved in the implementation of the CPA between North and South Sudan, notably in the Abyei region.

Despite the initiatives to re-launch the Darfur peace process, particularly the initiative of Qatar supported by the AU and the EU, Ministers noted an extremely worrying increase of violence in Darfur. Security conditions for the population and for the humanitarian organisations deteriorated heavily. Ministers urged all parties to cooperate with the joint mediator of the AU and the UN, Djibril Bassolé, without any preconditions.

Ministers encouraged the Sudanese authorities to continue to implement the commitments made at the tripartite meeting with the AU and UN to ensure rapid deployment and effective functioning of UNAMID.

Ministers reaffirmed that peace and justice are two necessary components in the search for a lasting solution. To this end, the fight against impunity as well as the promotion of reconciliation and healing, should be priority for the Sudanese government. The African side reiterated the AU position on this issue, including the call on the UNSC to defer the application by the ICC prosecutor, as contained in the communiqué adopted by the PSC in Addis Ababa on 21 July 2008. The EU recalled that the International Criminal Court (ICC) is an independent judicial institution and plays a fundamental role in the promotion of justice, and reiterated its call on the Sudanese government to cooperate with the ICC.

Ministers considered that the announcement by the Sudanese government of a cease-fire in Darfur a step in the right direction. They urged the parties to respect this cease-fire and asked for an effective mechanism for its control. They also urged the parties to do everything to facilitate the distribution of humanitarian aid to the





populations and the displaced persons. They favorably welcomed the results of the Initiative of the Sudanese People (ISP) and invited the Sudanese Government to take these results into account. They also called on all parties to the conflict to stop without delay the repeated human rights violations including sexual violence against women and abuse of children.

On Chad, Ministers noted with satisfaction the continuation of the political dialogue in the framework of the Political Agreement of 13 August 2007 and supported this effort to consolidate democracy. They expressed their concern at the continuation of the humanitarian crises in the east of Chad and north-east of the Central African Republic.

In this context Ministers underlined the importance to complete deployment of the United Nations Mission in Chad and CAR (MINURCAT) and welcomed the contribution of the EU mission (EUFOR) for the stabilisation of this region. They noted with satisfaction the adoption of UNSC Resolution 1834 of 24 September 2008 which renewed the mandate of MINURCAT and foresees the deployment of a UN force to replace EUFOR.

### Zimbabwe

Ministers noted with concern that the Zimbabwean parties have not yet succeeded in forming a Government of National Unity, as called for by the Agreement of 15 September 2008, they signed in Harare, Zimbabwe.

In this regard, Ministers took note of the call made by the Summit of the Heads of State and Government of the Southern Africa Development Community (SADC) in Sandton, South Africa, on 9 November 2008, which, *inter alia*, called for the formation, forthwith, of an inclusive Government in Zimbabwe. In this context Ministers expressed their deep concern about the current stalemate in the creation of an inclusive government with the agreement of all parties necessary to undertake economic and social reforms so urgently expected by the people.

The EU and Africa expressed their wish that the Republic of South Africa and SADC mediation succeeds and called on the guarantors of the global political agreement to ensure the rapid and credible implementation of this agreement.

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## Mauritania

Ministers reiterated their strong condemnation of the coup d'état which took place in Mauritania on 6 August 2008, as well as their determination to spare no effort towards the rapid restoration of constitutional order.

In this regard, Ministers welcomed the outcome of the Consultative Meeting on the Situation in Mauritania held on 10 November 2008 in Addis Ababa, at the initiative of the Chairperson of the Commission. They stressed that any solution to the crisis resulting from the coup d'état should be based on the following key elements: the unconditional release of President Sidi Ould Cheikh Abdallahi; his participation in the resolution of the crisis in his capacity as the democratically elected President; the involvement of all stakeholders, and the respect of the Mauritanian Constitution and the international commitments of Mauritania.

Ministers urged the Junta to present solutions within the one month time limit in the framework of the consultations of Article 96 of the Cotonou Agreement. They agreed that the AU and the EU, in close collaboration with the other partners, will review the situation in light of the Mauritanian proposals to be submitted, and of the consultative meeting to be held on 21 November 2008, called for by the AU. This would be the unique occasion to demonstrate the Junta's active participation in constructing a way out of the crisis, thus avoiding sanctions imposed by the EU.

## Georgia

The EU reiterated its attachment to the independence, sovereignty and territorial integrity of Georgia. The EU reaffirmed its condemnation of Russia's decision to recognize the independence of South-Ossetia and Abkhazia. The EU welcomed the progress which has been made within the foreseen timeframe in the implementation of the agreements of 12 August 2008 and 8 September 2008, and particularly noted the holding of international discussions stipulated in point 6 of the agreement of 12 August which started in Geneva on 15 October 2008 and continued on 18 November 2008. The African side took note with interest and encouraged Georgia and Russia to find a peaceful solution to the conflict.

## B. The Financial Crisis

Ministers discussed the current financial crisis and its impact on the global economy in general, and on the economies of Africa and the EU in particular. They noted with concern that the crisis is likely to have serious negative impacts on global demand, export earnings, access to finance, foreign direct investment flows, migrant remittances and ODA flows. They noted that these developments are likely to worsen the macroeconomic fundamentals of African economies; exacerbate the impact of the recent food price crisis, and reverse the attainment of the Millennium Development Goals.

Ministers agreed that international financial stability is a Global Public Good which requires a more efficient, coherent and adequately regulated international financial system. In this regard, they welcomed the various high level summits held in various parts of the world to mitigate the potential impact of the crisis, including the recent Meeting of African Ministers of Finance and Planning and Governors of Central Banks, held in Tunis on 12 November 2008, and the high level meeting held by the EU.

While regretting inadequate African representation in the recent G20 meeting in Washington, Ministers welcomed the outcome Declaration document of the Summit which calls for a comprehensive reform of the Bretton Woods Institutions and reaffirms the development assistance commitments made and the importance of achieving the Millennium Development Goals. Ministers called for a better African representation in international efforts and fora to ensure that the interests and needs of African countries are duly taken into account.

Ministers therefore welcomed globally coordinated efforts to review the financial and monetary international architecture and global economic governance. The Bretton Woods Institutions should strengthen their analysis, prevention and support methods for developing countries affected by the international financial crises, while involving more closely economic and financial regional institutions.

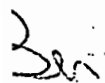
They recalled one of the key objectives of the Joint Strategy to jointly promote and sustain a system of effective multilateralism and to address global challenges and common concerns.



Ministers emphasised that the financial crisis must not undermine the global development agenda, notably the implementation of commitments made in Gleneagles and within the Monterrey consensus, as well as those related to the achievement of the MDGs. Ministers called on development partners, including the EU, despite the global financial crisis to meet their ODA commitments which continue to be one of the most important resources for the financing of the development of African countries. Ministers encouraged African governments to continue implementing macroeconomic policies and structural reforms geared towards growth and poverty reduction, while protecting the most vulnerable, also during the current difficult circumstances. In this respect Ministers stressed the importance of jointly addressing these issues in the context of the forthcoming Doha international conference on development financing and of the next G-20 meeting in April 2009.

### **C. The Principle of Universal Jurisdiction**

Ministers discussed and underlined the necessity to fight impunity in the framework of the international law to ensure that individuals who commit grave offences such as war crimes and crimes against humanity are brought to justice. The African side stated that there are abusive applications of the principle which could endanger international law and expressed concerns over it. The EU took note of the African concern notably as expressed at the AU summit in Sharm el Sheik. The two parties recognised that the issue has negative consequences for the relationship between the EU and the African side. Ministers agreed to continue discussions on the issue and to set up a technical ad hoc expert group to clarify the respective understanding on the African and EU side on the principle of universal jurisdiction, and to report to the next Ministerial Troika meeting, with a preliminary report to be submitted before the end of January 2009.



### 3. Date and venue of the 12<sup>th</sup> Ministerial Troika Meeting

Ministers agreed to hold the 12th Ministerial Meeting of the African and EU Troikas in 28 April 2009 in Luxembourg.



21/11/2008

Hon. Mr. Bernard K. Membe  
Minister for Foreign Affairs and  
International Cooperation

For the African side



21/11/2008

H.E. Mr. Bernard Kouchner  
Minister for Foreign and European Affairs

For the EU side



## Africa-EU Ministerial Troika, Addis Ababa (20-21 November 2008)

### Joint Progress Report on the implementation of the Africa-EU Joint Strategy and its first Action Plan (2008-2010)

*(Final)*

#### I. Implementation of the Joint Strategy

1. The Joint Strategy adopted at the Lisbon Summit in December 2007 reflects, above all, the strong determination of European and African leaders to elevate their relations to the level of a Strategic Partnership. In Lisbon, Heads of State and Government have also agreed on a first Action Plan (2008-2010) with eight thematic partnerships to ensure that this long term project quickly yields concrete results. One year on from Lisbon, considerable progress has been made in realising the operational commitments of the Action Plan with some important steps taken to attain the broader political objectives of the strategic partnership:
  - a. ***"Beyond development"***: Africa remains high on the EU's foreign policy agenda, with dialogue increasingly going beyond the confines of traditional development issues, agencies and officials. Africa also no longer views the EU from the perspective of the traditional donor-recipient relationship, but rather as a partner with whom global challenges can be effectively tackled. The intensification of high-level contacts, in particular in the area of peace and security, as exemplified by the Troika meetings of the EU Political and Security Committee (PSC) and the AU Peace and Security Council (PSC) in September and of Africa-EU Defence Ministers in November 2008, underlines this broadening interest. However, more needs to be done to mobilise political engagement and financial resources from stakeholders outside the development community.
  - b. ***"Beyond Africa-EU"***: While the EU and Africa are increasingly discussing and cooperating on global issues such as peace and security, or climate change, energy and food security, the focus of the discussion often remains limited to Africa – the impact of climate change *on Africa*, energy and food security *in Africa* etc. Both sides need to do more to step up cooperation in the UN, in other international fora, and in multilateral negotiations on key issues like trade, human rights or climate change. They should also identify common ground and work together on regional and global political issues.
  - c. ***"Beyond institutions"***: One of the main innovations of this people-centred partnership is the involvement of a wide spectrum of non-traditional actors from civil society, including women, the youth, professional groups and the Diaspora, as well as from the private sector and academia. While there is genuine interest to seriously engage, both sides should work harder to identify financial means and develop practical working arrangements to enable the active involvement and interaction of non-governmental actors.

2. **The Ministerial Troika of 16 September 2008** adopted the first implementation report on the Joint Strategy and the Action Plan, welcomed the progress made, and endorsed a series of concrete recommendations on the way ahead.
3. Since then, **the EU side** has further strengthened the working arrangements agreed in Lisbon, and has in particular pursued the preparatory work for the implementation of the 8 thematic Africa-EU partnerships within the EU Implementation Teams (ITs, see overview in Annex) consisting of particularly committed Member States, the Commission and the Council Secretariat, under the overall coordination of the Council's Africa Working Group. As regards financial aspects, EU Member States will clarify their possible contributions to the funding of the activities foreseen, taking account of existing initiatives identified in the mapping exercises carried out by EU implementation teams. The European Commission will also translate its financial commitments to support the Joint Strategy and Action Plan by optimizing the use of funding sources and instruments available under the EC Budget under the current Multi-annual Financial Framework and the EDF.
4. **On the African side**, 8 expert groups have been formed as envisaged in the implementation architecture endorsed by the 10<sup>th</sup> Ministerial Troika. The expert groups comprise African states, including countries with Chef de File portfolios, the AU Commission through its inter-departmental task-force, and RECs. To date, however, the level of representation of the RECs in these Expert groups remains low, despite efforts by the AUC to engage them. In view of the necessity of their active involvement to make significant progress, the AUC will not relent in its endeavours to engage all 8 RECs with a view to securing their full participation in the implementation process. With regard to the participation of African civil society, the ECOSOC will play a key role.
5. Initial efforts have also been made to open up the process to **international partners**, including the World Bank, the UN system and G-8 countries. This work should now move beyond policy dialogue to concrete cooperation at the level of each partnership.
6. Finally, 2008 has seen a considerable strengthening of contacts between **EU institutions and their AU counterparts**. The establishment of a 'double-hatted' EU Delegation to the AU in Addis Ababa, the greater involvement of the AU Delegation to the EU in Brussels, in enhancing the dialogue, the ever-intensifying Commission-to-Commission dialogue and cooperation agenda, as well as the budding partnership between the European and Pan-African Parliaments are cases in point.

## **II. IMPLEMENTATION OF THE 8 THEMATIC PARTNERSHIPS**

7. **On the EU side**, the proactive engagement of Member States, the Commission and other European institutions and stakeholders has been instrumental for making early progress in the 8 partnerships, in line with international commitments on greater aid efficiency, policy coherence for development and division of labour and the mainstreaming of issues such as gender equality. The following sections highlight progress made so far and the way forward in terms of priority actions.
8. **On the African side**, some momentum is now being gained despite a slow start in putting in place the African Expert Groups to work on the implementation of the 8 partnerships of the first Action Plan. An initial parallel meeting of all the 8 Expert Groups took place in Addis Ababa on 5 November 2008, setting the tone for the subsequent meetings of the JEGs prior to the 11<sup>th</sup> Ministerial Troika. Now that initial contacts between African and European members of the JEGs have been established and a common understanding of their mandate and working method has been agreed, work is expected to progress rapidly in the coming weeks and months. Hence,

by the time the mid-term review of the implementation of the Joint Strategy and its first Action Plan will be conducted later in 2009, significant progress should have been achieved.

9. Since the last meeting of the Joint Ministerial Troika, significant progress has been made in the implementation of the **Peace and Security partnership**. Political dialogue has been significantly strengthened as evidenced, among others, by the holding of the first ever meeting between the AU Peace and Security Council and the EU Political and Security Committee, the regular consultations and exchange of information between the AU Commission, on the one hand, the European Commission and the Council's General Secretariat, on the other. Dialogue has also been initiated on other related issues such as small arms and light weapons and the fight against terrorism.
10. The period under review also witnessed further progress in the cooperation between the EU and the AU regarding the operationalization of the African Peace and Security Architecture. This applies particularly to the Continental Early Warning System and the African Standby Force. Finally, and with respect to the funding of African-led Peace Support Operations, mention should be made of the ongoing efforts for the implementation of the new Africa Peace Facility for the period 2008 – 2010, which amounts to 300 million Euros. At the same time, the two sides are maintaining close consultations regarding the work of the AU-UN Panel led by Mr. Romano Prodi.
11. In order to further strengthen this partnership, the first meeting of the Joint Experts Group, held in Addis Ababa on 18 November 2008, agreed on the following steps, according to the priority actions set in the joint action plan as adopted in Lisbon, Portugal.

a. Enhance dialogue on challenges to Peace and Security:

- i. Pursuit of a systematic, regular and ad hoc dialogue on all issues related to peace and security, at all levels, including consultations between the AU Peace and Security Council (AU-PSC) and the EU Political and Security Committee (EU-PSC); and consultations between both Secretariats.
- ii. Hold joint AU PSC and EU PSC meetings on an annual basis; (second meeting before September 2009).
- iii. Both sides will set up a structured exchange of agendas, documentation, and outcomes of their respective PSC meetings. The EU/AU Delegation/Permanent Mission will facilitate this in conjunction with EU Council Secretariat /AU PSC Secretariat, Presidency/Chair and Commissions. This exchange should also cover other relevant competent bodies. Desk officers' interaction should be intensified through the regular exchange and update of contact details and meetings.
- iv. Intensify efforts for the exchange of information, sharing of analyses and reports on crisis and conflict situations, building on the steps already taken to this end, including more regular meetings between the EU Delegation in Addis Ababa and the Peace and Security Department (PSD) (ongoing). In this context, carry out joint informal assessment of security challenges in areas of mutual concern (ongoing).
- v. Carry out systematically joint evaluation missions of peace support operations funded or that could be funded through the Africa Peace Facility (APF) and other European Commission (EC) instruments, building on the experience gained from the visits to Central African Republic (CAR) and the Comoros. Schedule



missions to CAR, Burundi and Comoros for 2009; and Somalia as soon as possible.

- vi. Conduct joint African-EU missions to post conflict areas in Europe as to learn from the European experience and how this could be of use to the ongoing efforts to consolidate peace in Africa (2009).
- vii. Explore the possibility to establish a centre in charge of the operationalisation of the PCRD Policy Framework in Africa (2009).
- viii. Facilitate exchange of experiences and lessons learned between EU and African mediators. In this context, organise a joint African-EU workshop in Africa (first half of 2009).
- ix. European Commission, African Union Commission and EU Council Secretariat to submit proposals to operationalise the mechanisms for consultation at African-EU ambassadorial level, in particular in Addis Ababa, Brussels and New York (March 2009).
- x. Enhance capacity building, networking, cooperation and exchange of information on Small Arms and Light Weapons (SALW), Explosive Remnants of War (ERW) and Anti-Personnel Landmines (APM), as well as fight against illicit trafficking. In this respect:
  1. work towards the development of an African Small Arms and Light Weapons Strategy (December 2009);
  2. develop modalities to engage African experts in the implementation of the EC funded project in support of RPCCO's activities in the field of SALW (end June 2009); and
  3. organise a joint workshop on the eradication of ERW (2009).
- xi. Enhance collaboration in the prevention and fight against terrorism, including through enhanced financial support to CAERT, building on existing programmes.

**b. Operationalisation of the African Peace and Security Architecture (APSA):**

- i. Improve conflict prevention, namely through the development of the regional components of the Continental Early Warning System (CEWS). In this context, identify all projects being conducted in support of the operationalization of the CEWS (first trimester 2009).
- ii. Reinforce the cooperation between African and European early warning systems, namely through the cooperation between the AU CMD and the Joint Research Centre (JRC) of the European Commission (ongoing).
- iii. Work towards the operationalisation of the African Standby Force (ASF), based on Roadmap 2 as adopted by the African Ministers of Defence and Security in March 2008 and endorsed by the Executive Council in June 2008, with emphasis on regional brigades training and exercises, logistics, strategic maritime and airlift transport, medical issues, communication, and the delivery of announced contributions by regional brigades:

1. Launch of AMANI AFRICA / EURO-RECAMP and work towards its full implementation. This exercise aims to support the development of Stand-By-Force brigades by June 2010, namely by assisting its military, civilian and police components.
  2. Jointly submit a European support program for African training centres and prepare all the foreseen activities in view of the rapid reinforcement of the military, police and civilian components of the African Stand by Force. To this effect, carry out a joint AU-RECs-EU study aimed at preparing a support programme (June 2009); Simultaneously start a mapping exercise of training activities of the police and civilian components of the ASF.
  3. Organise a joint seminar (first trimester 2009) with the aim of establishing a co-relation between African needs and European offers and define a non exhaustive list of African centres as well as support modalities of EU and AU, as well as their respective Member States.
- iv. Develop and finalise a calendar for the reinforcement of the staffing of the Peace and Security Department and other relevant structures of the AU and RECs (first semester 2009).
- c. Funding of AU-led peace support operations:
- i. Early operationalisation of the new APF for the period 2008 – 2010, with an amount of 300 million Euros;
  - ii. Work together to achieve, within the framework of Chapter VIII of the UN Charter, a UN mechanism to provide sustainable, flexible and predictable financial support for peace keeping operations undertaken by the AU, or under its authority and with the consent of the UN Security Council, including a consultative meeting between the AU and the EU groups in New York to exchange views on such efforts and follow-up on the recommendations of the AU/UN Panel chaired by Mr. Romano Prodi.

## 12. Recommendations and way ahead

- a. Improve tripartite EU, AU and RECs cooperation, both at strategic and operational levels;
- b. Ensure the full involvement of RECs/RMs in the deliberations of the Joint Experts Group, particularly through their Liaison Officers with the AU;
- c. The role of the European and Pan-African Parliaments and Civil Society in the peace and security partnership was discussed. It was agreed that the modalities of their involvement would be defined at a later date in light of the relevant provisions of the Joint Strategy and Plan of Action;
- d. Special attention will be given to gender issues and vulnerable groups in the future work of this partnership.

13. Within the **Partnership on Democratic Governance and Human Rights**, Africa and EU launched parallel reflections with a view to bringing their respective views and consolidate a common approach.
14. The EU IT, co-chaired by Germany and Portugal, with the involvement on up to 13 EU Member States (of which 10 attended the JEG), the Council Secretariat, the EU Delegation at the AU and the European Commission worked on a contribution to a joint concept paper from May to July 2008. The EU IT informally sent its contribution to both the AU Commission and the AU Permanent Representation at the EU in July 2008. The EU also informally shared this contribution with and requested inputs from the European Parliament, the European Economic and Social Committee, the Committee of the Regions and representatives of the EU civil society contact group in October 2008.
15. The African Implementation team (IT) on Democratic Governance and Human Rights (DGHR) chaired by Egypt, with the involvement of up to 11 African countries (of which 10 attended this 1st JEG) and the African Union Commission convened in Addis Ababa on the 5th November and 17 of November. The African IT worked on formulating an African position paper on the Partnership on DGHR, it also discussed a number of initial ideas for prospective projects in the areas of democratic governance and human rights as well as a number of projects in the area of strengthening cooperation in the area of cultural goods for the implementation of the 1st Action Plan 2008-2010.
16. The 1st JEG meeting took place in Addis on the 18 of November, co-chaired by Egypt for the African side, and Germany and Portugal for the EU side.
17. The guiding principles of the EU IT work have been twofold. First of all, the implementation of this partnership is, and will be an EU - Africa shared responsibility both in the delivery of the expected outcomes, the provision of policy inputs and material resources, including financing. Secondly, this Partnership on Democratic Governance and Human Rights should be conceptualised and implemented in consistency with the overall Joint Strategy and Action Plan, and go "beyond development", "beyond Africa", and "beyond institutions". Both Africa and the EU will not reduce this partnership to the traditional development-centred, donor-recipient relationship. Existing structures will be used to achieve these principles.
18. The African side underscored a number of guiding principles as a basis for the functioning of the partnership on DGHR; that the implementation and management of the Partnership shall be guided by the principles of mutual respect and understanding, the respect of countries identities, and national priorities; that the partnership on DGHR will provide an unique forum for the exchange of views between both sides while bearing in mind the different social, economic, political, and cultural contexts surrounding the two continents and, will contribute to sensitizing both sides to their multiples challenges, obstacles, priorities and needs. The African side also put emphasis on the importance of having a balanced approach in the projects to be agreed upon between both sides so that they would be reflective of the three priority actions within the partnership on DGHR
19. In addition to discussions about state of play and the way ahead, the JEG agreed on working methods and a road map preceding the next meeting. With regard to the 1st Priority Action (Enhanced dialogue at global level and International Fora) the following steps were decided:
  - a. Both sides will prepare details on the functioning of platform;
  - b. Co-chairs will develop concrete proposals for cooperation in international fora;

- c. Initial ideas were presented informally by the African side for prospective projects on human rights pertaining to the right to development, the right to food, and adopting measures to mainstream combating all forms of intolerance, racism and xenophobia in national protection systems in particular attaching high priority to combating the upsurge in incitement to racial and religious hatred, and enhancing good governance at the international level;
- d. Both sides proposed the participation of implementation teams in the EU\_AU dialogue on Human rights to JEG to ensure coordination and coherence with the efforts undertaken by the Partnership;
- e. African Development Bank will provide information on the project they presented;
- f. Both sides will prepare input statements on HR and governance architecture on the EU and AU systems and institutions;
- g. Regular reporting on ongoing activities in the governance sector;
- h. European side invites African partners to COHOM and COAFRE sessions.

20. With regard to the 2nd Priority Action (Promoting the African Peer Review Mechanism and support for the African Charter on Democracy, Elections and Governance) the following steps to be taken were decided:

- a. EU will receive the views of the African side on how to support the APRM and the whole Pan African governance architecture;
- b. Regular reporting on ongoing activities in the Governance sector;
- c. The African side will present its position on the EU mapping exercise;
- d. The EU be informed by the African side about the concrete activities needed to encourage ratification and implementation of the African Charter on Democracy, Elections and Governance;
- e. On electoral observation the EU presented the ongoing discussion between AU and EU commissions about a support project to the electoral assistance and observation fund managed by the AU Commission Directorate for Political Affairs;
- f. Morocco will come forward with a proposal for local governance and was encouraged to take into account local culture;
- g. Participation of women in democratic processes and governance and the fight against corruption shall be streamlined through all the activities under this priority action.

21. With regard to the 3rd Priority Action (Strengthening Cooperation in the Area of Cultural Goods) the following steps were decided:

- a. The EC and the AUC shall coordinate to speed up the finalisation of the inventory on ongoing activities in cultural cooperation;
- b. The EU side presented projects on legal aspects relating to cultural goods (e.g; national legislation); support for the training of judicial, police and customs officials in the field of fight against illicit trade of cultural goods; the launch of a twinning programme

between museums from Africa and Europe; the establishment of a network of cultural experts;

- c. The African side presented 6 projects on enhancing the exchange of information on existing cultural goods in EU and African countries, organizing training courses in the areas relating to site management and excavations, establishing inventory systems in Africa countries, organizing seminars on best practices for the return of illegally acquired cultural goods, organizing meetings of legal experts for the establishment of appropriate mechanisms to fight illegal traffic in cultural goods and encouraging studies which focus on relations between African and European languages;
- d. It was agreed that the co-chairs would raise a suggestion about how to bring into work a common list of activities and projects presented above with the necessary details to the next JEG meeting;
- e. Regular reporting on ongoing activities in the cultural goods sector.

22. Finally, in what concerns working mechanisms it was agreed that:

- a. Communication should be by co-chairs;
- b. JEG meeting will be held twice between troika meetings;
- c. Encouragement of participation of experts from member states;
- d. Next meeting February/March in Lisbon;
- e. The JEG noted the Guidelines for the Joint Experts Groups, as endorsed by the ministerial Troika of 20-21 November 2008;
- f. The African side will provide the EU with its concept paper on African position on the Partnership on DGHR.

23. Within the **Partnership on Trade, Regional Integration and Infrastructure**, initial progress has been made. With regard to the African integration agenda, Africa's key priorities are amongst others the implementation of the Minimum Integration Programme, the harmonisation and rationalisation of regional economic communities (RECs). In this regard, significant progress has been made in the advancement of free trade areas and customs unions, and specific attention is being given to training on regional integration.

24. The EU Council of Ministers has adopted on 11 November 2008 conclusions on regional integration and Economic Partnership Agreements (EPAs) for development. These conclusions largely endorse the European Commission Communication on regional integration adopted on 1<sup>st</sup> October 2008. These two political documents outline an EU vision of support to regional integration in Africa, and will be the basis for the EU engagement on regional integration.

25. Negotiations for full and comprehensive EPAs are ongoing. The European Commission and EU Member States are cooperating in the framework of the EU's commitment to increasing its trade-related assistance to €2 billion annually by 2010 and are committed to pursue their initiative for the joint design (possibly including other interested donors) of regional "aid for trade" packages, which will support regional integration and provide a concerted and coherent response to the aid-for-trade needs of African regions and countries. These regional aid-for-

trade packages will be the main tool for delivering EU support to regional integration, including accompanying measure for EPAs.

26. A first JEG meeting, co-chaired by the European Commission and South Africa, took place in Addis Ababa on 14 November 2008. As part as the above ongoing efforts, the two sides agree on the following set of priorities for advancing the partnership:

- a. Capacity building and institutional development, focusing in particular on: i) policy development and management; ii) skills transfer and retention; and iii) institutional capacities to implement regional trade arrangements
- b. Developing and strengthening regional regulatory frameworks, with spccific attention to developing strategies for harmonisation of business laws.

27. The following priority actions in the field of norms, standards and quality control which support current priorities and activities undertaken on both sides:

- a. In the area of sanitary and phyto-sanitary standards (SPS): i) providing Africa-wide trainings on SPS (Better Training for Safer Food initiative); ii) strengthening the capacity of the AUC officers on SPS issues through intensive trainings (e.g. on harmonisation issues) and exchange programmes; iii) creating a platform to share information and to enhance participation of African countries in EU standard setting process; iv) improving knowledge on food and feed inspection services; and v) initiating discussions on the rehabilitation and modernisation of laboratories for plant and animal testing and certification on products such as fisheries or leather.
- b. With regard to industrial standards and normalisation, the two sides will initiate discussions to identify priorities for cooperation which will include, amongst others, a support programme to develop the capacities of firms and agencies. These actions will take into account ongoing programmes at the regional levels.
- c. In the area of customs, the two sides will strengthen cooperation, with immediate focus on studies to assess the needs and potential for harmonisation of customs procedures and rules of origin at African level, and customs reforms. The EC is committed to support such studies, and to support customs reforms through information seminars on the basis of the EC "customs blueprints".
- d. In the field of statistical harmonisation, priority is being given by the African side to co-ordinating continent-wide statistics and the provision of harmonised high quality statistics i.a. through the promotion of the African Charter of Statistics, supported by the EU-Africa exchange of experience and best practice, as well as Eurostat's capacity building for pan-African organisations.

28. With a view to ensure that regional integration benefits all, exchanges of experience will be undertaken in the domain of regional and cross-border cooperation, with EC support to Africa-wide capacity building, *inter alia* regional policy techniques, cross-border co-operation and multi level governance.

29. Further steps will be taken to implement the Infrastructure partnership. The Infrastructure Trust Fund has so far received €146 millions in grants (contributions from 11 EU Member States and from the 9<sup>th</sup> EDF). A strategy paper on the 10<sup>th</sup> EDF intra-ACP envelope is under consideration by EU Member States and ACP and envisages future substantial allocations to the Trust Fund. 8 major infrastructure projects have been approved by the Executive Committee of the Trust Fund, and the 2<sup>nd</sup> meeting of the Steering Committee has taken place on 20 November 2008 in

Addis Ababa. The start-up phase of the Partnership is supported through a €10 million allocation from the 9<sup>th</sup> EDF, and some of the planned initial activities are already under way. The recruitment of technical assistance is foreseen for early 2009. The Programme of Infrastructure Development in Africa (PIDA) will be supported with a €2 million AU Capacity building programme, and the original allocation for sectoral master plans will be consolidated to finance the PIDA. Possibilities to enhance cooperation with other partners particularly interested in the area of African Infrastructure development will be explored. Finally, the EU-Africa Aviation Summit in Windhoek on 01.12.2008 will lay the foundation for enhanced cooperation on civil aviation, and develop a roadmap for possible concrete cooperation activities.

30. Within the **Partnership on the Millennium Development Goals (MDGs)**, representatives of the AU and EU Commissions, Partnership Leads/Chefs de File, African countries and EU Member States met as an informal Joint Experts Group in Addis Ababa on 19 November, co-chaired by Tunisia and the UK, to discuss implementation of the MDG Partnership, one of the eight thematic Partnerships making up the first Action Plan of the Joint Africa-EU Strategy.
31. Participants took stock of work undertaken by each side to date to facilitate implementation. The UK (as EU Partnership Lead) had undertaken a mapping exercise to collate information about existing initiatives of which the European side is aware, which contribute to the four priority actions identified in the MDG Partnership. This exercise will also help identify gaps. Through the European Implementation Team, all EU Member States and Civil Society were consulted. The meeting agreed to continue and keep updated this mapping work, and to include additional ongoing activity identified by the African side.
32. The Ambassador of Tunisia (as African Partnership Lead) indicated that a series of meetings have been held between representatives of MDGs working group member countries with the participation of the AU Commission. An initial survey of proposed projects has been conducted followed by an assessment process based on identified criteria to ensure that the selected projects fulfil all established requirements. The EU co-chair agreed to share these proposals with the EU Implementation Team. Partners on both sides will consider them further in preparation for the next Joint Experts Group meeting in March 2009.
33. The meeting considered recent and forthcoming international events and initiatives which have a direct bearing on the achievement of the four priority actions under the MDG Partnership, in particular the important contributions made to the achievement of the first priority action of the MDG Partnership: "Ensure the finance and policy base for the MDGs".
34. Participants took stock in particular of the UN High Level Meetings on 22 and 25 Sept which focused on the implementation of all commitments made to and by Africa and on the MDGs globally; the Accra High Level Forum which made important steps towards enhanced aid effectiveness, another element of priority action one; the reiteration by the European Council of EU Member States' commitments to increase ODA collectively to 0.56% GNI by 2010; and its adoption of an EU Agenda for Action, which represents a collective European offer to developing partners, in particular in Africa and sets a number of intermediate milestones to be reached by 2010 in order to allow for the achievement of the MDG targets by 2015. It was agreed that the work of the MDG Partnership should link coherently with the outcomes of these events and processes, in order to ensure complementarity between the various MDG focused initiatives.
35. The meeting looked forward to the Doha Conference on Financing for Development in November/December, as a key moment in ensuring the finance base for achieving the MDGs.



36. The meeting discussed preparation for a next Joint Experts Group meeting on the MDG Partnership. It was agreed that the co-chairs of the Partnership should aim to organise a next JEG in March 2009. It is proposed that this should provide sufficient time for separate discussions at expert level on food security, health and education, followed by a meeting of the co-chairs and other partners to agree on a consolidated set of follow-up actions. The aim would be to hold all the meetings over one or two days in the same location. Specific areas which may provide fruitful topics for discussion include, but are not limited to:
- a. proposals for joint working;
  - b. the projects selected from the AU/NEPAD Action Plan on agriculture and food security, health and education, proposed by the African side;
  - c. ensuring strategic links between the range of initiatives to tackle the food price crisis, and the Comprehensive African Agricultural Development Programme which sets out Africa's own Framework for Food Security;
  - d. increasing efforts to tackle maternal mortality, where all African countries are off track to meet the MDG;
  - e. addressing the elements of the priority actions which focus on disability, where there appears to be a gap in partners' current implementation efforts;
  - f. strengthening of EU-African cooperation in monitoring progress on MDGs in Africa including through implementation of the Charter on Statistics to improve data collection, analysis and reporting on the MDGs at country and regional level.
37. The UK and EC representatives described arrangements being developed on the European side to ensure the full participation of civil society, parliamentarians and subject experts. Work on this issue is still ongoing on the African side.
38. The meeting discussed arrangements for joint working and how to best facilitate an open, inclusive and efficient operating mechanism which is conducive to establishing a strong and effective partnership. It was agreed that co-chairs would collate a list of key contacts including relevant MS experts, to facilitate ongoing communication and virtual networking as all partners prepare for the next Joint Experts Group.
39. Joint dialogue between European and African partners is at the heart of the Strategy and the MDG Partnership. Considerable effort will need to be invested to build and sustain a high quality dialogue, bearing in mind the broad scope of the MDGs Partnership, which cuts across more than one AU and EU Commissioner's portfolio.
40. Within the Partnership on Energy, initial progress has been achieved. In September 2008, the European Commissioners for Energy and for Development, Mr Piebalgs and Mr Michel, undertook a joint mission to Africa to communicate the importance of the Energy Partnership. The two Commissioners visited the AUC, Ethiopia, Nigeria and Burkina Faso. During this visit the two European Commission and AUC expressed their willingness to join forces and reached an agreement on the main priorities and governance setup for the implementation of the partnership; and a "Joint Statement on the Implementation of the Africa-EU Energy Partnership" was signed. This statement was endorsed during the European Commission-AU Commission College-to-College meeting on 1 October 2008 in Brussels.



41. The priorities agreed on in the Joint Statement and at the first meeting of the informal Joint Experts Group (JEG) are: energy security, regional integration and upgrading of energy infrastructure, energetic interconnections within Africa and between Africa and the EU, the promotion of an enabling environment for private sector investment, improving access to energy services, exploring Africa's renewable energy potential in a sustainable way and improving energy efficiency.
42. Also in September, the EU Co-Chairs and representatives from the EU Commission met their counterparts in the AU Commission in Addis Ababa to discuss preparations for the first Joint Experts Meeting. During this meeting the AUC underlined its interest in making progress in view to the upcoming AU Summit at the end of January 2009 in Addis Ababa. AUC also communicated the need for more personnel and/or a Secretariat to manage the Energy Partnership. This suggestion is being discussed.
43. To this end, the first JEG was held on 15-16 October in Addis Ababa, co-chaired by the AUC and Germany together with Austria. Communications between the relevant persons in the EU and the AU Commissions have been well established. The participants agreed on the priorities included in the AUC -EC Joint Statement and to proceed, on the basis of the Joint Statement, on the elaboration of the a Road Map for the Implementation of the Partnership;
44. During the elaboration of the road map, bilateral energy dialogue with specific African countries or regions will be continued. To this end, an important result of the JEG is the establishment of Working Parties (WP) as sub-groups of the JEG which will propose the elements and actions to be included in each one of the key themes identified by the Road map: a) Energy Security and Regional Integration and energetic interconnections within Africa and between Africa and the EU, b) Renewable Energy and Energy Efficiency, c) Increased Access to Energy, d) Scaling up Investments on Energy, and e) Capacity building and technology transfer. For the EU side, France is considering coordination for topic a) and Germany volunteered to lead on b) with Austria. This latter WP will prepare suggestions for a "major cooperation programme on renewable energy" and other related points by the next JEG.
45. In 2008, several energy projects in support to the implementation of this Partnership have been or will be contracted under the existing financial instruments and thematic programmes of the EU Commission, including the Energy Facility, Africa-EU Infrastructure Partnership and its Trust Fund, bilateral and regional EDF programmes, Environment, sustainable management of natural resources including energy - ENRTP programme. Many related MS bilateral and other donor-programs are also underway.
46. The governance set-up of the partnership is basically complete and important next steps for 2009 have been agreed upon. During the first Joint Experts Group meeting, it was agreed that the next JEG should take place in late February 2009. Furthermore, the first High-Level Africa-EU Meeting on Energy is now agreed to take place in the second semester of 2009, probably back to back with the Energy Partnership Forum which will include civil society and the private sector. The EU and African Implementing Teams are described below.
47. The EU Implementation Team (EU-IT) is being co-chaired by Austria and Germany for the EU-Member States in close coordination with the EU Commission. The EU-IT also coordinates with the EUEI Advisory Board and is supported by the EUEI Partnership Dialogue Facility (EUEI-PDF). The EU-IT met three times in Brussels in advance of the Joint Experts Meeting (JEM) and will meet again on 24 November 2008 to plan further actions resulting from the JEM. Active member states are Austria, the Czech Republic, France, Germany, Sweden and the UK, plus the EU Directorates for Development, Energy and External Relations. The EU-IT reports regularly to the Council's Africa working group.

48. The African Implementation Team (Af-IT) can be seen to have had its first meeting at the JEG. The Af-IT was not able to meet in advance, but the basic composition had been discussed and communicated. The following groups will take part in the Af-IT: AUC, African Energy Commission (AFREC), African Forum for Utility Regulators (AFUR), the Regional Economic Communities (RECs), member states (based on regional representation), and the Union of Producers, Transporters and Distributors of Electric Power in Africa (UPDEA). Egypt, Congo Brazzaville, South Africa, Senegal and Uganda were present at JEG. The African JEG participants agreed that a formal Af-IT meeting would be held as a next step so that substantive work can begin and working arrangements (focal points, communication structures etc) can be set up.

49. General Comments on JEG and Conclusions: The atmosphere of the discussions was open and positive and there was a sincere interest on both sides in making progress to meet the Partnership objectives. Participants agreed that work already done to prepare the Action Plan and the EC-AUC Joint Statement from September provided useful guidance. The meeting was politically important as the Energy Partnership was the pioneer in holding the first JEG. Thus, the meeting was visited or attended by the EU Ambassador to the AU, the French Ambassador for the Africa-EU Partnership, and several other European Ambassadors as well as by Commissioner Ibrahim, adding visible political commitment. The meeting itself was concerned to a large extent with bringing all sides up to date on the work done previously on a higher political level for the Partnership and on the many existing efforts on energy in Africa, in particular through NEPAD and the RECs. The AUC also presented a list of project suggestions related to the Action Plan which indicated a strong interest from African stakeholders in topics such as capacity building, regional integration and renewable energy. The meeting conclusions emphasised the need for enhancing communication and avoiding duplication of work already been done. All members showed strong interest in making substantive progress in the next months. Ways to involve the private sector and civil society still need to be discussed and elaborated, as well as other important stakeholders such as development banks and multilateral donors like the UN-family. Elaborating the Road Map, mapping exercises, establishing the relevant Working Parties, as well as organising the first High-Level Africa-EU Meeting on Energy are high priorities for the next months as well as broadening and deepening communications between the African and European members of the JEG.

50. The Partnership on Climate Change under the 2008-2010 Action Plan of the Africa EU Joint Strategy includes, as decided in Lisbon in December 2007, two priority actions:

- a. building a common agenda on climate change policies and cooperation;
- b. fighting against land degradation and aridity including the Green wall for the Sahara initiative.

51. Following the Bali Action Plan the objective of the international negotiations on climate change under the UNFCCC is to conclude negotiations on a strengthened, fair and effective global agreement for the climate change regime after 2012 by the end of 2009 in Copenhagen. The Africa-EU Joint Experts Group (JEG) emphasised that the elements of the future climate change agreement should contribute to the necessary economic development of Africa.

52. The IV.IPCC Assessment Report confirmed the particular vulnerability of Africa. It highlighted that the increase in extreme events (hurricanes, droughts, and floods), the variations of temperature and rainfall changes, and the exposition to rising sea levels are extremely diverse from one region of Africa to another. Therefore it stressed the necessity for more measures, research and analysis of the impact of climate change in the different eco-climatic regions of Africa.

53. **Initial results:** Several meetings of the European and African Implementation Teams took place in 2008, followed by the first JEG in Addis on 13-14 November 2008 that was co-chaired by Morocco and France. The main outcomes of the Addis meeting were:
- a. Agreement on internal working arrangements for the group (frequency of meetings every six months where possible back to back with international climate change workshops and conferences, reporting, coordination and sharing of information);
  - b. Emphasis on the necessity to associate in the partnership climate change negotiators as well as development practitioners. Their knowledge of the international process and technical expertise is considered critical to the success of the partnership;
  - c. Necessity to deepen at a later stage dialogue with other stakeholders, namely Civil Society, private sector and parliaments, as well as international partners.
54. The JEG acknowledged ongoing mapping work at EU level aiming to identify relevant activities currently supported, their strengths and weaknesses. On the African side a strategic reflection is ongoing in order to improve the prioritisation of climate change activities. These exercises are complementary and the respective results should be merged at a later stage.
55. The JEG considered the following list of themes, still requiring a prioritisation by the Group :
- a. Capacity building for climate change;
  - b. Water resources management and adaptation in agriculture;
  - c. Desertification and land degradation;
  - d. Urban development;
  - e. Reduction of deforestation and degradation of the forests;
  - f. Sustainable management of firewood supply;
  - g. Access to energy and energy efficiency: development of renewable energy, notably solar in the Sahara;
  - h. Sea level rise, small islands and deltas adaptation;
  - i. Support and cooperation to pollution inventories including GHG;
  - j. Natural resources management;
  - k. Disaster Risk Reduction.
56. The JEG acknowledged and discussed some African project proposals related to capacity building in CDM; prediction of climate change impacts on water resources in Nile Basin countries; and waste-water management with emphasis on South-South cooperation (Africa to Africa). The Group agreed to discuss at the next occasions the details of these projects and the issue of their implementation. It stressed also that opportunities will be given in its next meetings to discuss other project proposals.
57. **Early deliverables:** The 10<sup>th</sup> Africa-EU Ministerial Troika meeting in September 2008 agreed to adopt a joint EU-Africa declaration on climate change as soon as practicable before the Poznan UNFCCC Conference in December 2008. The JEG carried out a first assessment of the draft Africa-EU declaration on climate change. In line with the principles of the declaration the JEG supported the idea of enhancing consultations in Poznan, in particular on the following items: Adaptation Fund, REDD +, mid term goal for emission reduction and financial architecture.
58. **Activities for 2009 and beyond:** The JEG agreed that its work plan for the incoming year will focus on :
- a. CLIMDEV: this African initiative (currently finalised) is designed to mainstream climate information into development planning and practices, focussing on climate observations, climate services, climate risk management and national policies related to climate. Information needs;
  - b. Great Green Wall of Sahara: follow-up of the finalisation of the pre feasibility study (to be launched before end of 2008) on institutional and financial issues;

- c. Climate change planning: Africa is working on approaches for the integration of climate change in planning processes at all levels. JEG agreed to foster consultations for the preparation of these plans;
- d. Capacity Building for UNFCCC negotiators (African Roadmap for UNFCCC negotiations...);
- e. Improvement of African access to carbon credit and carbon market;
- f. Implementation of the Global Climate Change Alliance in Africa as a supporting framework for the achievement of the objectives of the partnership;
- g. Strengthen the cooperation on the definition and implementation of EU and AU disaster risk reduction policies.

59. The partnership on migration, mobility and employment (PMME) is aimed at providing global responses to issues relating to migration, mobility and employment, both within and between the two continents, in order to better organize migrating movements and foster the creation of more jobs of higher quality in Africa. As a reminder, the partnership covers three priority areas:

- a. implementation of the Tripoli Conference Declaration on Migration and Development;
- b. implementation of the EU-Africa Plan of Action on Trafficking of Human beings;
- c. implementation and monitoring of the Ouagadougou 2004 Declaration and Plan of Action on Employment and Poverty Reduction in Africa;

60. At European level, four experts' meetings were organized under the auspices of Spain, the "facilitator" country, during the Slovenian and French presidencies of the Commission. The first meeting was held on 25 April 2008 and reflected the priority attached by participating Member States (Belgium, the Czech Republic, France, Germany, Italy, Malta, the Netherlands, Portugal, Spain, Sweden, the United Kingdom, as well as the Commission) (DG DEV and JLS). (It should be noted that since then, Norway informed the Commission of its intention to be part of the European Group). As much as possible, the experts meetings were organized on the fringes of meetings of the "High Level Asylum and Migration Group". However, partnership no. 7 was not approached from the migration dimension alone: in June 2008 a meeting was specifically devoted to employment related issues.

61. These meetings made it possible to catalogue various initiatives already undertaken in Europe in furtherance of the priority actions outlined in the Plan of Action. Pending more thorough discussion with the African party, the actions discussed and identified by the European Group related mainly to :

- a. obtaining better information on the phenomenon of migration through improved joint use of the migratory profiles of African countries as well as better knowledge, exchange of information and coordinated use among all current actors of existing observatories and their relations with regional organizations;
- b. combating unlawful immigration and trafficking in human beings, particularly through the establishment of border control authorities and others;
- c. transfer of savings. There are increasing continental, regional, national and local initiatives in this respect. They should be better coordinated while the capacities of the African partners should be strengthened;
- d. finding a solution to mobility by improving the management of migration and of the labour market (including cooperation between national employment agencies in order to facilitate the adjustment of supply to demand, and to avoid the "brain drain", while enabling countries of origin to formulate appropriate policies to keep back qualified personnel);

- e. sustain relationship with the African Diaspora in Europe in order to boost its vital role in the development of countries of origin;
  - f. design development strategies that can lead to the generation of more employment and decent work programmes;
  - g. promoting regional cooperation schemes between countries of origin, transit and destination along migration routes which is also included in the PMME. Accordingly, the Euro-African process pursued by the Paris Conference of 24-25 November 2008 stands as a good example for the West African route. Other initiatives are also under way for other migration routes.
62. In any case, the group has expressed the desire to include actions and priorities identified in the Global Approach and the needed balance between the three dimensions. Similarly, the actions and priorities should also be in line with the guidelines and requirements for coherence defined in the conclusions of the Council on the implementation of the Global Approach submitted for consideration by the November HLG. It should moreover be noted that the actions identified are reflected in the Communiqué "Lisbon one year after: the EU-Africa Partnership in action" (Com (2008) 617) adopted last 17 October by the Commission.
63. At African level, the AUC has conducted some activities :
- a. African Institute for Remittances (AIR): consultation and discussion between AUC, ECA and ADB are going on. A Steering Committee at AU level, and a technical committee composed of AUC Departments, stakeholders, and partners, including the EU, World Bank, ILO and IOM, will be set up soon.
  - b. Consultative visits to RECs – IGAD, ECOWAS, CENSAD, and UMA - have been conducted and others will follow soon.
  - c. Diffusion and advocacy at continental level in support of the implementation of AU Instruments on Migration and Development, namely the Tripoli Joint Declaration, the Strategic Framework on Migration, the African Common Position on Migration and Development, and the Africa-EU Plan of Action on Trafficking of Human Beings.
64. The first joint meeting, co-chaired by Egypt and Spain together with the EU-Troika members, is scheduled for 26 November in Brussels. It will discuss, among other issues, a procedure leading to the preparation of the November 2010 Summit (group organization, agenda, calendar), the possibility of setting up an African Remittances Institute and the feasibility of a Migration Fund. The implementation and monitoring architecture to be presented to the African party could be composed from the leading countries. The latter could in turn steer the debates and propose outcomes for each priority, while maintaining the general coherence of the informal group. The priorities proposed to the African party will, in principle, be those adopted by the European group (cf. para.3). The relationship between migration and employment is also vital but the manner of approaching the specific aspects of employment issues needs to be discussed with the African partners. The European group agreed to sound the opinion of the African party on the timeliness of organizing a special ministerial follow-up meeting to the Tripoli Conference, besides the Africa-EU strategic partnership specific monitoring mechanisms.
65. The Partnership on Science, Information Society and Space must contribute to reducing the digital and scientific divide, to reinforcing the African capacities in the area of science, ICTs, Space Technology and its application and to facilitating their use as key tools for the fight against poverty and to promote growth and socio-economic development. The priority actions of this partnership are identified in the action plan attached to the Africa-EU Strategic Partnership agreed in Lisbon in December 2007. This document services as a fundamental

reference to partners. The JEG8 reaffirmed the integral link between science, information society and space as instruments for sustainable development.

66. The first JEG8 met in Addis Ababa from 13<sup>th</sup> to the 14<sup>th</sup> of November 2008, co-chaired by Tunisia and France. It formulated recommendations for the upcoming Troika meeting designed to ensure the optimal functioning of this very promising partnership. The recommendations are:

- a. Implementation of Lighthouse Projects: The JEG8 highly appreciated the presentation of the book of lighthouse projects and consider it as a fundamental tool for dialoguing amongst EU and African partners. The JEG8 took note of the six deliverables proposed by the College-to-College meeting – African Research Grants & Scientific Awards, Water and Food Security in Africa, African Connect, the African Internet Exchange System (AXIS), the African Global Monitoring for Environment and Security (KOPERNICUS-AFRICA), Capacity Building in the AUC in Geo-spatial Sciences - as milestone achievement in the implementation of the 8<sup>th</sup> Partnership and therefore undertook to recommend to the Troika to recognize these early deliverable projects. The comments of African countries and the EU Member States on both the six early deliverables and the remaining lighthouse projects will be considered by the two Commissions in their enhancement of these proposals. The JEG8 will also develop criteria, specifically related to the 8<sup>th</sup> Partnership, which would be used in its consideration of new proposals to be submitted by partners, with regard to the feasibility of such proposals for implementation as part of the Partnership.
- b. Financial Instrument For the 8<sup>th</sup> Partnership: JEG8 recommends to the Troika that the existing financial instruments should be exploited in an optimum manner in order to demonstrate the potential of this partnership. However JEG8 would like the Troika to consider in the long-term setting-up a common dedicated financial instrument for the 8<sup>th</sup> Partnership on Science, Information Society and Space of the Joint Strategy.
- c. Africa-EU Science and Technology Dialogue: The JEG8 welcome the Africa-EU Science and Technology Dialogue Initiative and is fully convinced that this high-level policy dialogue could be adopted as a running initiative that could serve as a platform for deliberation on Africa-EU joint efforts as there is a strong demand for dialogue and need to widely engage the Commissions and EU Member States and African countries. However due to the need for greater participation of the stakeholders it was recommended to postpone it to take place in the next coming six months when a successful meeting can be arranged
- d. Communication and Composition of JEG8:
  - i. Recalling that JEG8 composition is open, it was recommended that existing diplomatic channels and platforms (Troika, AMCOST, CITs, AU/PRC etc) could be used to sensitize other key stakeholders, especially Member States, RECs and NEPAD to voluntarily join the JEG8 and emphasis more on expertise required by the 8th Partnership on Science, Information society and Space.
  - ii. There is a need to disseminate information on the 8<sup>th</sup> Priority Partnership as widely as possible both internally and externally using the partnership website and frequent meeting.

### III. CONCLUSIONS AND WAY FORWARD

67. At the Lisbon Summit in December 2007, EU and African leaders stressed the importance of early progress and concrete deliverables in implementing the Joint Strategy and its Action Plan. 2008 has been a significant year in Africa-EU relations: long-standing cooperation has been further strengthened and important new policy initiatives have been launched. The basis for the long-term success of the Strategy – an innovative policy approach and effective working arrangements – is in place. Both sides have already started to implement the ambitious operational agenda of the thematic partnerships. The initial progress needs to be accelerated, broadened and consolidated. Today, both sides need to intensify efforts so that this partnership delivers all expected results.
68. An important next step is completing the establishment of all Joint Expert Groups (JEGs) which coordinate and implement the 8 partnerships. This requires effective working arrangements on the both sides, including a clear definition of the respective contributions, roles and responsibilities of countries participating in JEGs, of the EC and the AUC, other pan-African bodies, the RECs and other relevant stakeholders. Parliaments, civil societies, the private sector, multilateral organisations and committed international partners need to engage in the implementation process. Last, but not least, both sides should promote greater policy coherence and complementarity between the thematic partnerships, and step up their communication and information sharing efforts, so that stakeholders, interested citizens, journalists and researchers can monitor the progress and results of this partnership.
69. Based *inter alia* on inputs from the EU Implementation Teams, JEGs should urgently establish comprehensive and precise roadmaps for the implementation of the Action Points agreed at the Lisbon Summit for each of the 8 thematic partnerships. These implementation roadmaps should in particular identify how and when the agreed initiatives will be realized, who will be the driving actors, which financing contributions and other resources will be used, which concrete outcomes - including priorities and early deliverables - are expected, and which benchmarks will be used to measure progress towards the attainment of the objectives. These roadmaps, as well as first concrete deliverables, will provide guidance for the joint work over the coming month, and will constitute a critical input into the next Ministerial Troika which will take place in April 2009 in Europe.
70. Taking account also of the discussions between the European Commission and the AUC at their College-to-College meeting on 1 October 2008, Ministers have identified additional recommendations for the way ahead:
- a. The success of the partnership relies on sustained collective efforts. Therefore, African and European members of the JEGs need to underpin their political commitment to the process with concrete contributions, including human and financial resources and technical expertise – in Brussels, Addis Ababa, and at regional and national level.
  - b. Both sides should promote wider African and European ownership of the Joint Strategy and proactive involvement in its implementation, and should promptly set up and consolidate effective internal working arrangements.
  - c. Before spring 2009, first consultative discussions should be held with key non-institutional actors, including civil society, academia and the private sector, to enable them to play an active role in the implementation and monitoring of the Joint Strategy.
  - d. Both sides need to pursue efforts to "treat Africa as one" and to gradually adapt relevant policies and working arrangement, as well as legal and financial frameworks to the needs and objectives of the partnership. This should foster continent-wide projects as well as cooperation between Northern and Sub-Saharan Africa, taking into account the



diversity in Africa's economic development and the need to reinforce inter-institutional cooperation.

- e. The Joint Strategy and its Action Plan were adopted by the Heads of State and Government, and must be collectively owned as whole-of-government commitments. Coordination should be improved to reflect the Joint Strategy as a cross-cutting priority for all ministries and departments, in political as well as in financial terms.
- f. European and African actors should integrate the principles, objectives and priorities of the Joint Strategy into the programming of financial and technical cooperation, as well as into their political dialogue and meetings with third parties.
- g. European and African actors should also live up to their commitments to enhance contacts, coordination and cooperation in UN and other international bodies and multilateral negotiations, and set up efficient consultative and coordination structures.
- h. The EU should reaffirm its political and financial commitments to Africa, despite the current difficult economic situation. Half of the EU's pledged additional ODA for 2010 and 2015 should be destined for Africa.
- i. The African side, too, needs to provide the necessary leadership in, and responsibility for, the effective delivery of its commitments and pledged contributions to the implementation of the Strategy and Action Plan.
- j. Organize a structured dialogue with the European Parliament and the Pan-African Parliament, including regular hearings on the progress of the Strategic Partnership.

71. Finally, as overarching common elements that should be mainstreamed in all the 8 partnerships, more emphasis should be placed on the gender dimension and on communication. A successful and people-centred partnership requires transparency on both the achievements and challenges of the process. Process and progress should be presented in simple and accessible language on paper, through television and radio, and online. In this regard, the new web-site dedicated to the Joint Strategy and its Action Plan (<http://www.africa-eu-partnership.org/>) can play a particularly useful role. It should be updated regularly and designed to cater to the information needs of all stakeholders.

72. Based on the work of the Joint Expert Groups, the Ministerial Troika later in 2009 will undertake a comprehensive mid-term review of the progress made since Lisbon, and will take the necessary decisions to address possible shortfalls. This mid-term review should focus on the progress being made on the principles and main objectives of the Joint Strategy as compared to the first Action Plan. It should allow - if necessary - for taking appropriate measures for ensuring best possible delivery not only on the Action Plan but also on the objectives and principles of the Joint Strategy.



FOLLOW-UP TABLE OF EU/AFRICA ACTION PLAN 2008-2010 (situation as of 20/11/08)

PARTNERSHIP	EU PARTICIPANTS	EU COORDINATOR	EU IT MEETINGS	AFRICAN PARTICIPANTS	AFRICAN COORDINATOR	JEG MEETINGS
1. PEACE AND SECURITY	AUS, BE, BG, CZ, DE, FR, HU, IRL, IT, NL, PT, SWE, UK, FI, EC, GSC	<u>GSC: Pierre-Michel Joana</u> ; pierre-michel.joana@consilium.europa.eu; +32-2-281 6344 <u>Commission</u> (daniela.dicorradonandroni@ec.europa.eu); (tel: +3222994167) <u>UK</u> (duncan.mccombie@fco.gov.uk); <u>France</u> (richard.zabot@diplomatie.gouv.fr), <u>Italy</u> (garcadu@sssup.it)	27.05.08 27.06.08 10.09.08	ALG, ANG, ETH, MOR, UGD, BUR, GAB, EGY, CAM, AUC	Algeria: Ambassador Nouredine Aoum Mobile : 0911202647  AUC: Mr.El Ghassim Wane elgghwane@yahoo.com Mobile: 0911508348	18.11.08, Addis Ababa
2. DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS	BE, CZ, DE, IRL, FI, FR, PT, UK, LU, NL, SE, BE, ES, IT, EC, GSC	<u>Germany, Portugal, Commission</u> DE: Gregor Schotten; vn06-4@diplo.de; +49-30-50004128; Michael Feiner, 320-0@diplo.de; +49-30 50002232; Anke Oppermann; anke.oppermann@bmz.bund.de; +49228995353125; PT: Carolina Quina; cfq@reper-portugal.be; +32-2-2864304; Maria João Coutinho; maria.coutinho@foreignministry.pt; +351-21394368; EC: Alfonso Pacual; dev-governance@ec.europa.eu; +32-2-2994717	23.05.08 11.07.08 20.10.08	ZAM, EGY, ETH, GHA, NIG, SEN, BF, KEN, MOR, UGD, BUR, ALG, RSA, ZIM, AUC	Egypt Mr. Maged Mosleh Ministry of Foreign Affairs tel. + 202 25747239 maged.mosleh@mfa.gov.eg	18.11.08, Addis Ababa
3. TRADE, REGIONAL INTEGRATION, AND INFRASTRUCTURE	BE, FR, IT, CZ, SWE, EC	<u>Commission</u> Guillaume Durand; Guillaume.DURAND@ec.europa.eu; +3222998971; Isabelle Garzon Isabelle.Garzon@ec.europa.eu Tel: +32 2 295 63 01	24.07.08 6.11.08	RSA, KEN, NIG, SEN, BF, MOR, UGD, GAB, CAM, ZIM, MAU, AUC, EAC	South Africa. South African Embassy in Addis, Alfred Tau, tel: + 251 (0)11 3711330, or mobile +251 (0)911 504 474  AUC Nadir Merah 0911720502	14.11.08, Addis Ababa
4. MILLENNIUM DEVELOPMENTS GOALS	UK, ES, DE, FR, IT, MT, RO, LU, GSC, PT, EC	<u>UK</u> Joanna McDonald; joanna-mcdonald@dfid.gov.uk; 020 7023 0431	28.04.08 10.11.08	TUN, GAB, MOZ, ETH, KEN, EGY, SEN, TAN, ZIM, ANG, AUC	Tunesia First contact: Ambassador Hatem Atallah, tel: +251 (0)11 6612063, email: hat6891@yahoo.fr	19.11.08, Addis Ababa
5. ENERGY	AUS, DE, FR, UK, CZ, NL, GSC, EC	<u>Austria+Germany</u> AUS: Simone Knapp;	20.05.08 12.06.08	UGD, BF, BUR, GAB, GHA, EGY, ALG,	Phillipe Nyongabo AUC/head of energy division	15./16.10.08, Addis Ababa

PARTNERSHIP	EU PARTICIPANTS	EU COORDINATOR	EU MEETINGS	AFRICAN PARTICIPANTS	AFRICAN COORDINATOR	JEG MEETINGS
		simone.knapp@bmeia.gv.at; +32-2-2356435 DE: Franz Marré; Franz.Marre@bmz.bund.de; +49-228-99-535 3783	16.07.08 24.11.08	BEN, RSA, CAM, SEN, AUC, CEMAC, ECOWAS, COMESA, CEEC, UEMOA	Office phone: +251 11 551 93 10 (direct), +251 11 551 7700 ext. 369 Fax:+251 11 551 02 90 Mobile: +251 911 12 67 63 E-mail AUC: nyongabop@africa-union.org E-mail personal: phniyongabo@yahoo.fr	
6. CLIMATE CHANGE	FR, BE, FI, DE, SWE, CZ, GSC, EC, IT, DK, UK	<b>France</b> Jean-Claude GAZEAU, Jean- Claude.Gazeau@developpement- durable.gouv.fr; Franck Paris Franck.PARIS@diplomatie.gouv.fr; +32-2 229 8325,	17.07.08 18.09.08 21.10.08	MOR, BUR, GAB, EGY, RSA, CAM, AUC	<b>Morocco</b> Driss ISBAYENE Phone: +251-11- 550 84 40 Mobile: +251-913 286 555 isbayene@gmail.com	13./14.11.08, Addis Ababa
7. MIGRATION, MOBILITY AND EMPLOYMENT	DE, UK, MT, IT, PT, ES, FR, HU, DK, CZ, BE, NL, EC, GSC, CY, SWE	<b>Spain + Troika</b> ES: Felix Fernandez; felix.fernandez-shaw@reper.mae.es; +322.509.8830 FR: Javier Conde javier.conde@diplomatie.gouv.fr GSC: Paolo Martino Cossu; +32-2-281- 8113 EC: Rob Rozenburg (+32 2 296 1831); Robertus.Rozenburg@ec.europa.eu; Marie-Laure de Bergh, +32-2-2992492; Marie-Laure.DE-BERGH@ec.europa.eu	25.04.08 20.05.08 10.06.08 9.10.08	SEN, BF, EGY, ALG, GN, RSA, MOR, ZIM AUC	<b>Egypt:</b> Mr. Amin HASSAN +201-060 976 34 egydipto@gawab.com  AUC Mr Khalid Mohamed Tayeb Mobile: 0911223897	26.11.08, Brussels (tbc)
8. SCIENCE, INFORMATION SOCIETY AND SPACE	FR, PT, FI, DE, EC, AUS, BE, SWE, GSC	<b>France + Portugal (for Space GMES)</b> FR: Jean-François Girard president@ird.fr Franck Paris, Franck.PARIS@diplomatie.gouv.fr +32-2 229 8325 PT: Carolina Quina; cfq@reper- portugal.be; +32-2-2864304	23.06.08 17.09.08 23.10.08	TUN, SEN, RSA, AUC	<b>Tunisia:</b> Mr. Mohamed BOUGAMRA Mobile: +251-911 683 226 Mail: mbgaddis@yahoo.fr  AUC Dr. Ahmed Hamdy Mobile: +251-911 022 134	13./14.11.08 Addis



## **12<sup>TH</sup> AFRICA - EU MINISTERIAL TROIKA MEETING**

**Luxembourg, 28 April 2009**

Within the framework of the Africa-EU Dialogue, the 12<sup>th</sup> Ministerial Meeting of the African and EU Troikas took place in Luxembourg on 28 April 2009. The Meeting of Ministers was co-chaired by H.E. Jan Kohout, Deputy Minister for Foreign Affairs of the Czech Republic and current President of the Council of the European Union (EU), and H.E. Dr. Ali A. Treki Secretary for African Union Affairs of the Great Socialist People's Libyan Arab Jamahiriya and current Chairperson of the African Union (AU) Executive Council.

The EU Troika was also composed of H.E. Javier Solana, the EU High Representative for Common Foreign and Security Policy, H.E. Mr. Louis Michel, EU Commissioner for Development and Humanitarian Aid and Relations with African, Caribbean and Pacific States and H.E. Frank Belfrage, State Secretary to the Minister for Foreign Affairs, Sweden.

The African Troika was also composed of H.E. Ambassador Ramtane Lamamra, AU Commissioner for Peace and Security and H.E. Ambassador Mohammed Omar Maundi, Ambassador of the United Republic of Tanzania to Ethiopia and the African Union.

### **I. Global challenges**

#### **I.a. Economic and Financial crisis**

1. Ministers welcomed the outcome of the London G20 Summit and stressed the need for a global and concerted approach and for sustainable answers to the current global economic turmoil. They underlined that economic recovery was impossible to achieve without strong solidarity between developed and developing countries. In this respect, they recalled that the Africa-EU partnership had been instrumental to ensure the involvement of the AU, AUC and NEPAD Chairman in the London Summit.

2. The EU side reiterated its willingness to deliver upon its ODA commitments despite the crisis, and recalled the increase in EU Member States' total ODA to approximately 0.40% of their GNI in 2008, recalling the essential role of ODA as a complement to other sources of financing for development. Both sides looked forward to the discussions at the G8 Development Ministers' meeting on 21-22 May 2009, leading to the G8 Summit in Italy (8-10 July 2009).
3. Ministers noted with interest the European Commission's initiative of 8 April 2008 on "Supporting developing countries in coping with the crisis", putting forward timely, targeted and coordinated actions for the European Union as a whole. Ministers underlined that the initiative reflected the strong solidarity between EU and the developing world and the EU's determination to lead in helping developing countries to weather the current crisis. In their discussions, Ministers identified the following measures as being of primary importance to help developing countries facing the crisis:
  - respect the commitments to reach their ODA targets by 2010 and 2015;
  - develop new ways of delivering aid so as to stimulate private sector activity, social development and provide greater leverage of other sources to official assistance; in this context innovative sources of financing should be further developed and mobilized;
  - protect the most vulnerable developing countries with the help of all available instruments including via the possible setting up of a vulnerability FLEX and through budget support to ensure delivery of key social services;
  - stimulate growth and job creation through i) closing of infrastructure missing links, most recently discussed at the AU summit in Addis Ababa in February 2009, for which the EU aims to provide support via a reinforced and reshaped Infrastructure Trust Fund, ii) revitalising agriculture, including through the recently launched EU €1 billion Food Facility initiative, iii) supporting trade and investment including by continuing to provide €2 billion level Trade Related Assistance in 2009 and 2010, iv) exploiting the potential of the informal sector in job creation;
  - support foreign direct investment as an important component of development financing and poverty alleviation in Africa, and
  - continue to address the debt issue through the various existing initiatives and international fora in order to reach an adequate and lasting solution to this problem which continues to be a serious obstacle to the development of many African countries.

4. Ministers recalled the importance of progressing towards full Economic Partnership Agreements (EPAs), in the spirit of the Cotonou Agreement and the provisions of the Joint Africa-EU Strategy.
5. Ministers stressed the importance of 'better aid' and agreed to fully exploit possibilities for greater aid effectiveness, policy coherence and donor coordination. The efficient implementation of the Joint Africa-EU Strategy was a test case for this key issue.
6. Ministers welcomed the decision made by Leaders at the London G20 Summit to meet again by the end of the year and called for appropriate African representation both at national and regional level at this meeting. They asked furthermore for the AU and its socio-economic program NEPAD to be continuously involved in this process. Ministers stressed the need for Africa and EU to make use of the Joint Strategy to further enhance the political dialogue on common interests and possible measures to overcome the financial and economic crisis.
7. Ministers took note of the increase of IMF resources agreed at the recent G20 summit in London. They noted in this regard the views expressed by the African side who called for greater flexibility for accessing new resources including through a review of the macroeconomic debt sustainability framework and rating system.

#### **I.b. Climate change agenda: preparing the Copenhagen conference**

8. Ministers agreed that Africa's and the EU's common vision regarding the climate change agenda should be pursued in the framework of the Joint Strategy and the Joint Declaration on Climate Change adopted in Addis Ababa on 1 December 2008 prior to the conference in Poznan (Poland) as an early deliverable of the implementation of the Africa-EU Partnership on climate change. They also called for the implementation of the Joint Declaration as an appropriate framework for advancing the Africa-EU common effort regarding the Copenhagen UN Climate Change Conference in December 2009 and beyond.
9. Ministers agreed on the imperative of ensuring that the final rounds of United Nations negotiations scheduled for 2009 make tangible progress and pave the way for an ambitious new global agreement to combat climate change to be concluded at the Copenhagen UN climate conference in December.
10. Ministers noted that the Bonn meeting that ended on 8 April 2009 marked the first round of negotiations since last December's UN climate conference in Poznan, which agreed to move the process into 'full negotiation mode.'

11. Ministers considered that discussions in Bonn allowed to identify areas of convergence, explored options for addressing areas of divergence and highlighted gaps that need to be filled before agreement can be reached. The outcome of the March-April Bonn negotiations will inform a first draft of the chair's negotiating texts which is to be tabled in time for the next negotiating session in June. The EU recalled its comprehensive position on the Copenhagen agreement in a series of Council conclusions.
12. Ministers took note that the EU remains committed to playing a leading role in bringing about a global and comprehensive climate agreement in Copenhagen in December 2009 designed to limit global warming to below 2°C. To this end, the EU recalled its commitment to a 30% emission reduction as its contribution to such an agreement provided that other developed countries commit themselves to comparable emission reductions and that advanced developing countries contribute adequately according to their responsibilities and respective capabilities. Significant domestic and external sources of finance, both private and public, will be required for financing mitigation and adaptation actions, particularly in the most vulnerable developing countries. The EU will take on its fair share of financing such actions in developing countries. Future discussions on generating financial support should focus on, inter alia, different approaches, including a contributory approach based on an agreed scale, market-based approaches based on auctioning arrangements or a combination of these and other options. The EU expressed the view that climate change should be integrated into relevant national development plans and policies. The EU stressed the need to enhance women's participation in climate change related activities and decision making processes.
13. The African side stressed the need for increased public awareness of the social, economic and environmental implications that climate change posed and the urgency for action in terms of implementing adaptation and mitigation measures. The African side emphasised ongoing efforts at the level of the African continent to ensure that African countries and Regional Economic Communities (RECs) prepare timely and speak with one voice during the 2009 rounds of negotiations.
14. Ministers underlined that Africa's and EU's common interests regarding the climate change agenda should be pursued in the framework of the Joint Strategy, as recommended by the Joint Task Force.

- b) welcomed the positive results of the informal meetings held between the EU and AU Presidencies and Commissions and the European and the Pan-African Parliaments (EP and PAP). Ahead of the Troika, Ministers held a fruitful meeting with representatives from the EP and PAP, and discussed in particular the Parliaments' latest joint proposals on their active involvement in the implementation and the monitoring of the Joint Strategy referring in particular to:
- the participation of representatives of the EP and the PAP in informal JEG meetings and meetings of the Africa-EU Joint Task Force (JTF);
  - both Parliaments being heard and having the opportunity to comment or issue recommendations and suggestions on the annual progress report or regarding specific subjects and actions pertaining to the partnerships for the consideration of the ministerial Troika;
  - the Presidents of the PAP and of the EP being invited to attend the solemn opening of these Summits and to present to the participants in the Summit their Parliaments' conclusions on the implementation of the Action Plan and their suggestions for the future orientations of the Strategy.

Ministers endorsed these proposals as a sound basis for further work (cf. Annex 1) and looked forward to further regular exchanges with the two Parliaments on this matter.

- c) welcomed and endorsed the results of the JTF held in Brussels (17-18 March 2009) for the first time in the new format, bringing together the services of the two Commissions, African and European JEG co-Chairs, national coordinators/focal points, and representatives of the EU and AU Presidencies, the EP and PAP, and civil societies from both continents. Ministers underlined the importance of the JTF in addressing cross-cutting issues and enhancing cooperation, coordination and synergies amongst the key stakeholders of the Joint Strategy. They therefore endorsed the new format and invited the two Commissions to organize the next JTF meetings accordingly and ahead of the Ministerial Troikas in the future.
- d) noted the Decision of the African Union Assembly on the Africa-EU Dialogue taken at the last AU Summit in Addis Ababa (1-3 February 2009). Ministers urged once again African States and EU Member States, African RECs and other stakeholders to become effectively involved in the implementation and monitoring of the Joint Strategy, and to ensure the allocation of the necessary resources to foster its effective implementation.

## **II. Implementation of the Joint Strategy/First Action Plan:**

15. Ministers welcomed the progress made since the last Ministerial Troika in the implementation of the Strategic Partnership between Africa and the EU. They underlined their continued strong commitment to this ambitious and far-reaching endeavour, and stressed the need for further tangible progress both at the political and the technical-operational level. In the current international context, it is imperative for Africa and the EU to join efforts and to address together the complex economic and financial crisis. More than ever, both sides must also seize new opportunities to work together on burning issues such as Peace and Security, Climate Change, Energy access and Energy security. Finally, Ministers reiterated their determination to develop the people-centred dimension of the Partnership. They encouraged Parliaments and non-State actors, and in particular the civil society and the private sector, to participate actively in the Lisbon agenda and invited the Joint Expert Groups (JEGs) to associate them in their respective work and facilitate their effective participation.
16. With regard to the Strategy's first Action Plan (2008-2010), Ministers:
  - a) welcomed the results achieved by the 8 thematic partnerships agreed in Lisbon. They acknowledged the delivery of the 8 draft implementation roadmaps elaborated by the informal JEGs as living documents. Detailed documents will be posted on the joint website. Ministers looked forward to receiving regular updates on the progress made in all initiatives agreed in Lisbon. They agreed to use the updated roadmaps as a basis for the mid-term review of the Joint Strategy implementation. Ministers invited all informal JEGs to urgently
    - further refine the roadmaps so as to better identify their priorities, projects, actors, resources, timelines and results,
    - tackle shortfalls in terms of resources, implementation mechanisms or support arrangements,
    - proactively reach out to stakeholders and international partners who have not been sufficiently involved,
    - undertake a mid-term assessment in their respective partnerships;



The involvement of RECs and of other regional organisations is key for delivering results in all partnerships, notably those of Peace and Security and on Trade, Regional Integration and Infrastructure. Ministers endorsed in particular the holding of a workshop on the financing aspects of the Joint Strategy in Addis Ababa after 21 September 2009, back to back with the enlarged JTF, and asked the two Commissions to start the necessary preparations. Ministers invited all other relevant stakeholders to contribute to these preparations.

- e) last, but not least, Ministers welcomed the substantial progress made on both sides to better involve representatives of the African and European Civil Societies in the Joint Strategy. They noted that the AU Civil Society Interim Steering Committee, established in Accra in March 2007 and reconstituted within the framework of ECOSOCC in Nairobi in March 2009, was following actively the implementation of the strategy and that a European counterpart has been constituted in spring 2008. They also noted that Civil Society representatives had started to participate in the first JEGs. Ministers therefore invited the Civil Society representatives and JEG co-Chairs to speedily set up effective dialogue and cooperation mechanisms between them, and to ensure that at least one representative from each side participates in each of the JEGs.

17. On the basis of the above, Ministers agreed to undertake a comprehensive mid-term review of the Joint Strategy and the Action Plan at their next meeting in Autumn 2009.

### **III. Recent developments since the last Troika Meeting**

#### **III.a. Peace and Security issues in Africa**

##### **Sudan**

18. As regards Sudan, Ministers reaffirmed the strategic importance of the implementation of the Comprehensive Peace Agreement (CPA) which holds the perspective of a peaceful national, political and democratic transformation of Sudan. In this context, Ministers welcomed the announcement that nationwide elections will be held in February 2010.
19. Ministers welcomed recent efforts of the international community to re-launch the Darfur peace process. They in particular expressed their appreciation for the central role of the joint AU/UN mediator Djibrill Bassolé and the support of regional and international initiatives in this process. Ministers stressed the importance of reaching progress in the peace talks and called on all Sudanese actors to rapidly overcome the current deadlock and to live up to their responsibilities. The ministers stressed the need to ensure the continuity of the humanitarian

assistance to the most vulnerable people of Sudan, especially women and children. In this context, the EU underlined its position calling upon the Sudanese government to reverse its decision to revoke licenses of the 3 local and 13 international NGOs. Ministers called on the Government of Sudan to promote an environment conducive to effective humanitarian operations and called on all stakeholders to respect the humanitarian rules, including the Joint Communiqué on the facilitation of humanitarian assistance in Darfur.

20. Ministers discussed the implications of the decision taken by the International Criminal Court (ICC) on Sudan. They reiterated the importance of fighting impunity in accordance with established principles and international law. Ministers recalled their respective positions with regard to decisions taken by the ICC. The EU recalled that the International Criminal Court (ICC) is an independent judicial institution and plays a fundamental role in the promotion of justice, and reiterated its call on the Sudanese government to cooperate with the ICC. The African side reiterated its position calling for the deferral of the ICC process in conformity with the Article 16 of the Rome Statute on the ICC and underlined that the search for justice should be pursued in a way that does not impede or jeopardize the promotion of lasting peace and security and the Peace Process in Darfur. Both sides welcomed the establishment of the AU High Level Panel on Darfur, led by former President Thabo Mbeki, with the mandate to examine the situation in Darfur.

#### **Chad /Sudan**

21. Ministers emphasised the importance of normalisation of relations between Sudan and Chad. The spill-over effects with ongoing rebel groups' activities on both sides of the border remain a serious concern. They called on all actors in the region to intensify their efforts, including within the Dakar Agreement, in finding a political solution to the tensions.

#### **Chad**

22. Ministers underlined that serious engagement from both the government and the opposition in Chad is required in the framework of the Political Agreement of 13 August 2007 in order to consolidate the democratic process. They welcomed the progress made with the adoption of crucial legislation and called on the parties to continue their effort with a view of holding free and fair elections within a reasonable timeframe. Ministers also welcomed the successful transfer of authority from EUFOR Tchad/RCA to MINURCAT on 15 March 2009. They acknowledged the deployment of EUFOR as a contribution to an improved overall security environment for international and humanitarian aid workers as well as the local population in its area of operations.

## **Somalia**

23. Ministers agreed that the election of President Sheikh Sharif Sheikh Ahmed and the establishment of the new Transitional Government create a window of opportunity for achieving peace and stability in Somalia. They called on all parties still opposing the political process to refrain from violence and seize this opportunity to bring peace and development to Somalia. Both sides welcomed the positive results of the Somalia Conference held in Brussels on 22 and 23 April 2009 to assist the transitional government in creating the necessary security conditions, the building of state institutions and the promotion of national reconciliation. The EU contributed during the conference US \$ 123 million out of the total pledged amount of US \$ 215 million. They stated their continued commitment to supporting the new Government to, inter alia, rebuild infrastructure, provide humanitarian assistance, and to create new employment opportunities.
24. The EU commended the work of the AU in Somalia through AMISOM, highlighting the courage of the troops from Burundi and Uganda. The African side expressed its appreciation for the support given by the EU to AMISOM and called for a speedy implementation of UNSC Resolution 1863 (2008). In the interim the AU calls upon the UN to provide logistical support to the AU in conformity with UNSC 1863 (2008). Ministers emphasised the primary importance of developing the Somali security sector, while simultaneously strengthening good governance and the rule of law in the country. The Ministers called upon the countries that had made troop pledges to AMISOM to urgently deploy them to Somalia to help achieve AMISOM's originally mandated troop strength of 8000 troops in order to stabilize the security situation in the country.
25. Ministers noted that piracy off the Somali coast line and in the Gulf of Aden continues to be a major threat to regional security and international trade. In this regard, the African side commended the EU's contribution to international efforts to improve maritime security off the coast of Somalia through the deployment of the naval operation EU NAVFOR ATALANTA. This contribution which is part of the internationally coordinated action against piracy is essential to ensure the protection of the vessels of the World Food Programme delivering food to the displaced persons in Somalia as well as to curbing piracy off the Somali coast and in the Gulf of Aden in particular. Ministers agreed that there was a link between piracy, security and development and that regional cooperation as well as capacity building for the Somali Transitional Federal Government were necessary to address the root causes of piracy.

### **III.b. Scourge of Coups d'Etat**

#### **Madagascar**

26. The two sides discussed the situation in the country following the unconstitutional deposition of President Ravalomanana. The African side informed about the mediation efforts it was undertaking together with the UN, SADC, IOC and Council of the Churches and the representative of the Francophonie. The meeting discussed the outcome of the SADC Summits on 19 and 30 March. Both sides informed about measures they had put in place concerning the country and discussed ways to contribute to a solution to the crisis. Ministers called for a rapid holding of national elections and the return to constitutional order. The EU expressed its support for the International Contact Group to be convened by the AU on 30 April 2009.

#### **Mauritania**

27. Ministers commended the recent efforts undertaken by the AU and noted the decision of the Peace and Security Council of the AU at its meeting on 24 March 2009 of imposing sanctions against all persons, both civilian and military, whose activities are designed to maintain the unconstitutional status quo in Mauritania. The Parties discussed further the decision of the EU to close Cotonou article 96 consultations and adopt appropriate measures regarding its cooperation with Mauritania, replacing the general freeze of the cooperation in force since de Coup. They took note of the decision of the chairman of the "High State Council" to resign from this office and of the transfer of presidential powers *ad interim* to the President of the Senate despite the fact that the legitimate President has never relinquished his mandate. Ministers expressed concern over the lack of positive steps towards a consensual solution to the crisis based on a transparent, inclusive, representative and fair political process leading as soon as possible to the restoration of constitutional order in Mauritania.

#### **Guinea**

28. Ministers took note of the President of CNDD Dadis Camara's preliminary announcement to organize legislative and presidential elections on 11 October and 13 December 2009, respectively. They encouraged the authorities to respect this calendar as it constitutes an important step in the process of a return to constitutional order. They welcomed the recent lifting of the ban on political activities, as a precondition for free and fair elections in the country. On another note, Ministers while stressing the need to end impunity in Guinea, expressed concern in the manner that the authorities are conducting the arrest and prosecution

of suspects of corruption and organized crime. Respect for legal procedures is essential. The EU announced that consultations under article 96 of the Cotonou Agreement will be undertaken on 29 April in Brussels to which the AU has been invited to participate.

### **III.c. Zimbabwe**

29. The two sides welcomed the progress in the implementation of the Global Political Agreement (GPA) in particular the formation of the Government of National Unity in Zimbabwe. They urged the parties to strictly abide by the provisions of the GPA, including the respect for the rule of law, and to do whatever they can to ensure the successful conclusion of the process they have initiated and create a conducive environment to this end, in the best interest of the people of Zimbabwe.
30. Ministers exchanged views on the international efforts related to Zimbabwe, including the visit of the International Monetary Fund mission on 9-24 March. They discussed the reengagement with the Zimbabwean government, relations with the International Finance Institutions and ways of maintaining and strengthening the involvement of the UN, AU, SADC and South Africa in the process. The EU welcomed the decision of the Government of National Unity of Zimbabwe to engage in a political dialogue with the EU.
31. Ministers discussed the humanitarian situation in the country and noted that the need for humanitarian assistance would persist for a long time. The African side urged the EU to continue to provide the much needed assistance to alleviate the suffering of the people of Zimbabwe and help the social economic recovery of the country and reiterated its call for the immediate lifting of all sanctions imposed on Zimbabwe. The EU reaffirms its commitment to the Zimbabwean people through a substantial and long standing programme of humanitarian aid. The EU reaffirms that it stands ready to support the economic and social recovery of Zimbabwe once it shows tangible signs of a return to respect for human rights, the rule of law and macroeconomic stabilization. The EU stressed that it has not imposed sanctions on Zimbabwe as a country but restrictive measures targeted at individuals and entities related to atrocities and electoral violence. The EU called upon the Zimbabwean authorities for the immediate release of all political prisoners. The African side reiterated its urgent appeal to the EU to address the situation in Zimbabwe with the required flexibility in order to facilitate the early social economic recovery of the country and the consolidation of the progress made so far.

### **III.d. Other issues**

32. Ministers generally welcomed the exemplary cooperation among the international partners in their efforts to support the transition to democracy in Mauritania and Guinea. Ministers were of the view that maintaining the constitutional order in the case of Guinea-Bissau could be accomplished, especially with the adequate support of partners in areas such as organization of elections, security sector reform and fight against drug trafficking.
33. Ministers emphasised that political instability, fragile institutions and lack of resources give rise to organised crime, particularly the trafficking of drugs, small arms and light weapons and human beings. They stressed the need for continuing cooperation with national administrations, the regional organisations and the UN in assisting States in the area, especially those in a post-conflict situation, to build up the necessary capacity to effectively meet these challenges. Ministers stressed the need for an independent investigation into the killing of President Joao Bernardo Vieira, and encouraged the AU, ECOWAS and CENSAD to take the necessary steps to that end.

### **III.e. Peace and Security Issues in Europe / Western Balkans**

34. The African side took note of the position of the EU that the European perspective of the Western Balkans as set out in the Stabilisation and Association Process, the 2003 Thessaloniki Agenda for the Western Balkans and the 2006 Salzburg Declaration remains essential for the stability, reconciliation and the future of the Western Balkans. The EU presence in the Western Balkans within the ESDP framework is a key part of the EU's comprehensive approach. Sustaining stability is necessary for achieving progress on the way to European integration.
35. The EU side stressed that the Stabilisation and Association Process remained the overall framework for the European course of the Western Balkan countries all the way to their future accession. Stabilisation and Association Agreements and Interim Agreements have been signed with six Western Balkan countries.
36. Referring to the elections in the Western Balkans region, the EU side recalled the importance of ensuring free and fair elections in line with international standards and commitments. The EU assists the economic and political development of Kosovo through a clear European perspective, in line with the European perspective of the region. Kosovo's full involvement in regional initiatives needs to be ensured in a constructive manner. Regional cooperation among

the whole of Western Balkans is key as it contributes to a shared understanding in the region and to finding solutions for issues of common interest.

#### **IV. African integration process after the AU Summit in Addis**

37. Ministers welcomed progress made in the integration of NEPAD into the AU structures and processes and encouraged the AU Commission to finalize this process. Ministers further welcomed progress in the development of a Minimum Integration Programme, aimed at intensifying current economic cooperation initiatives and measures to accelerate integration in the selected priority sectors or areas, removing barriers to free flow of people, goods, services and capital, and improve the conditions necessary for an integrated continent to function as a single market. The African side informed the EU about its ongoing efforts towards the transformation of the AU Commission into an AU Authority in line with the decision of the 12th Ordinary Session of the Assembly of the African Union in February 2009.

#### **V. Legal issues**

38. Ministers recalled the necessity to fight impunity in the framework of national and international law to ensure that individuals who commit grave offences such as war crimes and crimes against humanity, genocide and torture do not do so with impunity but are brought to justice.

39. Ministers took note of the report of the independent technical expert group to clarify the respective understandings on the principle of universal jurisdiction. The Ministers recalled that the group was set up in the light of the recognition that the issue has negative consequences for the relationship between the EU and the African side. They expressed their gratitude to the six independent experts for their work and expressed their hope that this undertaking had served the purpose as requested by the Ministerial Troika meeting in November 2008. They agreed that the report should be shared with the organs of the EU and the AU as well as Member States.

#### **40. Hissene Habré**

Ministers took note of the decision adopted by the AU Assembly of Heads of State and Government in February 2009 concerning the trial of former Chadian President Hissene Habré in Senegal inviting the African Union in conjunction with the Government of the Republic of Senegal and in close coordination with the European Commission to produce the final budget of the trial and to engage forthwith with other partners on this basis. Ministers underlined the need to produce this budget as soon as possible.

**VI. Date and venue of the 13th Ministerial Troika Meeting**

41. Ministers agreed to hold the 13th Africa-EU Ministerial Troika Meeting on 14 October 2009 in Addis Ababa.

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H. E. Jan Kohout,

Deputy Minister for Foreign Affairs of the  
Czech Republic

For the EU side

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H.E. Dr. Ali A. Treki ☉

Secretary for African Union Affairs of the  
Great Socialist People's Libyan Arab  
Jamahiriya

For the African side





PAN-AFRICAN PARLIAMENT  
PARLEMENT PANAFRICAIN  
PARLAMENTO PAN-AFRICANO  
P A P



EUROPEAN PARLIAMENT  
EUROPÄISCHES PARLAMENT  
PARLAMENTO EUROPEO  
EUROPEES PARLEMENT

*Ad-hoc committee for relations with the European Parliament*

*Ad-hoc delegation for relations with the Pan-African Parliament*

**Note for the attention of:**

- the Presidencies-in-office of the African Union and of the European Union
- the Members of the African Union Commission and of the European Commission responsible for the Joint Africa-EU Strategy

**On:**

**THE ROLE OF THE PAN-AFRICAN PARLIAMENT AND THE EUROPEAN PARLIAMENT IN THE IMPLEMENTATION AND MONITORING OF THE JOINT AFRICA-EU STRATEGY**

Through the Pan-African Parliament's ad-hoc committee for relations with the European Parliament and the European Parliament's ad-hoc delegation for relations with the Pan-African Parliament, the two Parliaments discussed their role in the implementation and monitoring of the Joint Africa-EU Strategy and the "First Action Plan (2008-2010) for the implementation of the Africa-EU Strategic Partnership".

In a correspondence between the Chairs of the parliamentary delegations and the Member of the European Commission and of the African Union Commission responsible for the Africa-EU strategy, several suggestions for the involvement of the parliaments in the implementation and monitoring were made, both by the Parliaments and by the Commissions.

This exchange of views culminated in an informal meeting between the EU and AU institutions on the role of Parliaments in the Africa-EU Strategic Partnership, in Addis Ababa on 31 January 2009.

At this meeting, the institutions decided to continue their exchange of views on the basis of the joint PAP-EU note of 17 December 2008, which had also served as the basis for their exchange of views on 31 January. Participants, however, requested the EP and the PAP to adapt their first note to include the agreements reached during the Addis Ababa meeting. The Pan-African Parliament's ad-hoc committee for relations with the European Parliament and the European Parliament's ad-hoc delegation for relations with the Pan-African Parliament therefore suggest that the present revised note serve as a basis for the next meeting between all institutions, which – as agreed – will in principle take place at the European Parliament in Strasbourg on 23 March 2009.

## I. Principles

1. For all AU and EU institutions, the starting point is the recognition of the fact that the Pan-African and the European Parliament are part of the institutional architecture of the Africa-EU Strategic Partnership<sup>1</sup> and that, in line with their specific remits in relation to the joint Africa-EU Strategy<sup>2</sup>, this reality should be reflected in the manner in which the two Parliaments are involved in the implementation and monitoring of the Action Plans established under the Joint Africa-EU Strategy.
2. All institutions also recognize that the success of the Strategic Partnership requires the commitment from all European and African stakeholders involved. All stakeholders should therefore actively contribute to the implementation of the Strategy and the Action Plan, in line with their institutional role and competencies and with their capacity to mobilize the necessary resources.

## II. Specific role of the Pan-African and the European Parliaments in the implementation and monitoring of the Joint EU-Africa Strategy and the First Action Plan

Paragraphs 116 and 117 of the Joint Strategy lay down the monitoring and evaluation mechanisms:

"116. The two Commissions and the EU Council Secretariat will – on an annual basis and in cooperation with the AU and EU Presidencies – coordinate the preparation of a joint report on the progress made in the implementation of the Joint Africa-EU Strategy, focusing on the policies and actions outlined in the Action Plans and using clear indicators and concrete benchmarks and timetables to ensure that implementation is on track. These reports will be presented to the Africa-EU Ministerial Troika meetings which will monitor progress and ensure that implementation is on track: every third year, these reports will be presented to Heads of State and Government, meeting at Summit level; alternately in the EU and in Africa.

117. In parallel, the European Parliament and the Pan-African Parliament are invited to organise joint hearings and to prepare political reports on progress made."

In conjunction with the mandate established in paragraph 96 of the Joint Strategy for the two Parliaments, together with the EU Council and the AU Executive Council and the Commissions, to "review progress and provide political guidance to the partnership", this leads to the following concrete proposals for the involvement of the Pan-African and European Parliaments and their relationship with the other institutions of the Joint Africa-EU strategy:

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<sup>1</sup> As acknowledged in paragraph 104 of the Joint Africa-EU Strategy

<sup>2</sup> See inter alia paragraph 96 of the Joint Africa-EU Strategy: "The political momentum and visibility of the new partnership will also require political engagement and commitment of the leaders of Africa and the EU in the period between the Summits. To this end, the Presidents of the EU Council and the AU, of the European and the Pan-African Parliament and of the European and AU Commissions, will – in the period between Summits and on a regular basis – meet their institutional counterparts, alternately in Africa and the EU, to review progress and provide political guidance to the partnership."

## 1. Participation in the informal Joint Expert Groups

The European Parliament and the Pan-African Parliament identified jointly four priority partnerships for their initial parliamentary involvement<sup>3</sup>, and both Parliaments are keen to participate at an adequate level in the meetings of the corresponding Joint Expert Groups (JEGs).

The work of the Joint Expert Groups is prepared on the European side by Implementation Teams bringing together technical experts from the Commission, the Council Secretariat and interested Member States. The African side is setting up a similar structure as the basis for the African contributions to the Joint Expert Groups.

The European and Pan-African Parliament therefore propose that they be also represented at an adequate level in these preparatory teams for the partnerships which are of particular interest to each Parliament.

The JEG co-Chairs, the EU Council Secretariat and the two Commissions are therefore requested to ensure that Parliaments' representatives receive the agendas, minutes and all other documents related to the work of the JEGs and the respective Implementation Teams (or equivalent bodies on the African side) at the same time as the other members of these bodies, and well enough in advance to allow for internal consultations and for an informed participation by the Parliaments in the meetings of these bodies.

## 2. Annual progress reports

Parliaments propose that the main "political report on progress made" should consist of the analysis, recommendations and suggestions relating to the annual joint progress reports on the implementation of the Strategy. The following format and timing are proposed:

- (Parliaments request to receive in advance the relevant preparatory documents for the annual joint progress report, allowing them to prepare for an informed dialogue with the members of the Troika.)
- i) The starting point is the adoption of the annual joint progress report by the ministerial Troika (normally during its second meeting of the year). It is suggested that the chairs of the competent parliamentary bodies from the PAP and the EP for the follow-up of the Joint Strategy (in principle the chairs of the ad-hoc delegation/committee for relations with the other parliament) be invited to an informal meeting with the members of the Troika immediately before the adoption of the joint annual progress report;
  - ii) After its adoption, the annual joint progress report will be formally forwarded to the Pan-African and European Parliaments;

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<sup>3</sup> Peace and security, Democratic governance and human rights, Trade and regional integration, MDGs.

iii) Parliaments can react in the form of a parliamentary report or resolution by each of the two parliaments, or – whenever feasible – a joint report or resolution by both parliaments, indicating Parliaments' assessment of the progress made as well as recommendations and suggestions for the continuation of the work on the Joint Strategy;

iv) The individual or joint parliamentary report(s)/resolution(s) will be presented by the chairs and/or rapporteurs of the appropriate parliamentary bodies from the PAP and the EP at an informal meeting with the members of the ministerial Troika, immediately before the subsequent Troika meeting; an exchange of views on the follow-up to give to the parliamentary report(s)/resolution(s) will be included in the agenda of that ministerial Troika meeting;

v) The next joint annual progress report should reflect how Parliaments' suggestions and recommendations have been taken into account.

Whenever necessary, Parliaments will also draft joint reports, resolutions or any other form of joint parliamentary document containing recommendations and suggestions on specific subjects or actions pertaining to the partnerships for the consideration of the ministerial Troika.

### 3. Participation in the AU-EU Task Force

The First Action Plan describes the AU-EU Task Force as a part of the institutional architecture and as the body in the framework of which monitoring of progress in the implementation of the Action Plan will take place. Parliaments indicated that, if this is the case, they feel that they ought to be represented in this Task Force.

As pointed out by the Commissions, the Task Force has until now been functioning as a working body in charge of promoting the technical and administrative cooperation between the two Commissions. At the Addis Ababa meeting it was indicated that this discrepancy will be rapidly resolved.

Parliaments feel that there is a need to ensure greater coherence between the work of the eight thematic Joint Expert Groups as well as better coordination between the technical and the political / decision-making level. They suggest that this function could be carried out by a reformed Task Force and therefore propose that the function of the Task Force be adapted to the reality of the Lisbon arrangements and the requirements on the ground, and that all bodies with a mandate to "review progress and provide political guidance to the partnership" be duly involved in its work.

### 4. Parliamentary involvement in the Africa-EU Summits

The Summits are the supreme policy setting bodies for the Africa-EU Partnership. It is therefore only logical that all relevant institutions be able to attend these Summits.

The Parliaments therefore suggest that, following the precedent set at the 2007 Lisbon EU-Africa Summit, and in accordance with the Rules of Procedure of the Assembly of

the African Union<sup>4</sup> and in line with the established practice for the European Council, the Presidents of the Pan-African Parliament and of the European Parliament be invited to attend the solemn opening of these Summits and to present to the participants in the Summit their Parliaments' conclusions on the implementation of the Action Plan and their suggestions for the future orientations of the Strategy.

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The necessary alignment of procedures between the Pan-African and the European Parliaments in order to enable them to take joint action will be examined at the next joint meeting of the two competent parliamentary bodies in Strasbourg on 23 March 2009.

Following the adoption by the European Parliament of the report by Mrs. Martens on "One year after Lisbon: The Africa-EU partnership at work" the ad-hoc delegation for relations with the PAP will submit to the EP's competent bodies proposals to ensure that the follow-up of the Joint Africa-EU Strategy is mainstreamed in the work of the relevant parliamentary committees and delegations and in Parliament's administrative bodies.

16.2.2009

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<sup>4</sup> Rules of Procedure of the Assembly of the African Union, adopted at the First Ordinary Session of the Assembly, Durban (South Africa), 9-10 July 2002, Rule 17 ("Attendance and participation")



## 13<sup>TH</sup> AFRICA - EU MINISTERIAL TROIKA MEETING

Addis Ababa, 14 October 2009

Within the framework of the Africa-EU Dialogue, the 13<sup>th</sup> Ministerial Meeting of the African and EU Troikas took place in Addis Ababa on 14<sup>th</sup> October 2009. The Meeting of Ministers was co-chaired by H.E. Gunilla Carlsson, Minister for International Development Cooperation of Sweden and current President of the Council of the European Union (EU), and H.E. Mr. Mohamed Tahir Sialla, Secretary of International Cooperation at the General People's Committee for Foreign Liaison and International Cooperation of the Great Socialist People's Libyan Arab Jamahiriya.

The EU Troika was also composed of H.E. Karel de Gucht, EU Commissioner for Development and Humanitarian Aid and Relations with African, Caribbean and Pacific States and H.E. Angel Lossada, Secretary of State for Foreign Affairs, Spain, and the representative of the General Secretariat of the Council of the EU, Mr Jose Costa Pereira.

The African Troika was also composed of H.E. Dr. Maxwell Mkwezalamba, AU Commissioner for Economic Affairs, and H.E. Ambassador Ramtane Lamamra, AU Commissioner for Peace and Security, and H.E. Ambassador Mohammed Omar Maundi, Ambassador of the United Republic of Tanzania to Ethiopia and the African Union.

### I. Implementation of the Joint Africa-EU Strategy/First Action Plan

Ministers reaffirmed their commitment to strengthening the **Strategic Partnership between Africa and the EU**. In this context Ministers welcomed the progress made since the last Troika in the implementation of the Joint Africa-EU Strategy.

Ministers welcomed the assessment report as annexed and endorsed by the Joint Task Force on 8/9 October 2009. Regarding the way ahead, the Ministers stressed the need for:

- a) a broader, geographically balanced and more significant buy-in of African countries and RECs and of European Member States, as well as an improved coordination and communication amongst co-chairs, members of Joint Expert Groups and both Commissions as well as the participation of key stakeholders;
- b) to jointly examine ways of better mobilizing the necessary resources including EC instruments such as EDF, ENPI, DCI, TDCA; policy, human resources and financial resources from EU Member States and from the African side, in particular Member States, RECs, and financial institutions; other international partners; and the private sector.

Furthermore, Ministers made the following recommendations:

Regarding the fostering of the political dialogue, Ministers emphasized the need

- a) to provide focus on the overall strategic objectives through clear guidelines on the strategic dimension of the partnership and a strengthening of adequate arrangements in bridging political and technical domain;
- b) To enhance coordination on conflict prevention and response, including unconstitutional changes of Governments, between the AU and the EU in support of Africa's efforts;
- c) to seek additional synergies in cooperation with the UN, including in the support of peacekeeping activities and the Humans Rights dialogue; this should lead to re-enforcing the EU-Africa dialogue and the trilogue with the UN in New York, Geneva and Addis Ababa;
- d) to establish a joint position on key issues and a coordinated approach for the UN-FCCC in Copenhagen and beyond;
- e) to put in place standing procedures for exchanging views on global issues in order to identify common interests to be pursued in global policy fora;
- f) to strengthen the impact of the pan-African dimension in the EU political dialogue under the Cotonou Agreement (CA; at regional and national level) and the Action Plans of the European Neighbourhood Policy, and to work towards greater compatibility of the Cotonou Agreement and the ENPI with pan African and AU related objectives;

Addressing the challenge of resources and finances, Ministers agreed that,

- a) EU and African partners should liaise more closely to gain clearer picture of resources mobilized and planned by all actors, within each partnership and towards each relevant institution, seeking to coordinate and align the different strands of cooperation in a timely and predictable manner;
- b) Both sides should examine the need to expand innovative financing mechanisms such as the African Peace Facility, the Infrastructure Trust fund, and pool funding.;
- c) JAES priorities should be mainstreamed in EU financial instruments (Commission and Member States), and in the joint programming process with African partners;
- d) Problems of management as well as technical and absorption capacity should be urgently addressed so that available but insufficiently used funding sources can better contribute to the implementation of the Strategy;
- e) Involvement of other partners should be encouraged and both sides should enable the African Development Bank and the European Investment Bank as well as international partners such as the World Bank and the relevant UN agencies to contribute to the implementation of the JAES Action Plan.

As regards the working methods, Ministers underlined that priority should be with EU and African partners

- a) to step up information and cooperation with RECs regarding the ongoing work in the 8 partnerships; to better use the ICT tools in place; underpinning of the work of JEGs and African ITs with sufficient technical assistance and human and financial resources, and to make better use of the €55m EC funded capacity-building program to the AU to strengthen the institutional capacity of the AUC in the context of the JAES;
- b) to fully exploit synergies between the thematic partnerships;
- c) to ensure that the Joint Expert Groups provide proposals for operational priorities during the final phase of the 1st Action Plan and in view of the 3rd Africa-EU Summit and the Second Action Plan; this should take into account that future JAES implementation activities should draw increasingly on key policy and planning documents from Governments and institutions on both sides, and on existing EU-Africa networks, and thus facilitate the process of aligning the JAES agenda, objectives and structures to the wider partner cooperation with AU and other regional bodies.

Ministers urged all stakeholders concerned to swiftly implement these recommendations.

Ministers further invited the EU and AU Presidencies and Commissions as well as the EU Council Secretariat to present in time for the Ministerial Troika in the first half of 2010 options on improving the implementation of the Joint Strategy in view of a possible 2nd Action Plan to be endorsed at the Africa-EU Summit in 2010, addressing i.a. possible content, structure and institutional framework as well as the challenges and shortfalls identified so far. These options should be based on a fundamental review of the structures in place for the 1<sup>st</sup> Action Plan and should include proposals for significant changes if these are deemed necessary to ensure the effectiveness and credibility of the 2<sup>nd</sup> Action Plan.

Ministers encouraged Parliaments, Regional Economic Communities and all stakeholders, including the civil society, and the private sector, to participate actively in the Lisbon agenda in particular through participation in the Joint Experts Groups and the early organization of an Africa-EU Civil Society Forum.

Ministers welcomed the holding of the **Africa-EU Experts Workshop on Resources for the Joint Strategy** (Addis Ababa, 5-7 October 2009), that examined the issue of improving the mobilization of all resources necessary for the implementation of the Joint Strategy and the thematic partnerships of its Action Plan. They agreed on the need to pursue the discussion and to ensure appropriate follow-up in the relevant EU and AU bodies.

They further welcomed the holding of the **Africa-EU Joint Task Force Meeting** (Addis Ababa, 8-9 October 2009) and invited the two Commissions to organize the next JTF meeting sufficiently early ahead of the next Troika.

Ministers also welcomed the meeting between the **AU Peace and Security Council and the EU Political and Security Committee** held in Addis Ababa on 12 October and encouraged the further intensification of cooperation between the two bodies.



## **II. Recent Developments since the 12th Troika Meeting**

### **Peace and Security in Africa**

Ministers discussed Sudan and exchanged views on the situation in Darfur. While noting some improvements on the ground in Darfur, they recognised that the situation remains volatile. The Ministers stressed the need for speedy progress in the search for peace, security, justice and reconciliation in Darfur, bearing in mind that civilians, in particular women and children, in the region continue to be exposed to an unacceptable risk of violence, millions of people continue to live in IDP camps or as refugees in neighbouring Chad.

Ministers welcomed the progress made in the deployment of UNAMID and condemned attacks targeting UNAMID personnel and equipment, as well as humanitarian workers. They stressed the urgent need to address the critical gaps facing the Mission in the area of aviation and force enablers and, in this respect, called on all the countries having the necessary capabilities to provide UNAMID with the required military enablers. They underlined the need to continue making sustained efforts to address any problem regarding the deployment in the context of the AU/UN/Government of Sudan Tripartite Mechanism.

Ministers called on all the Sudanese parties to demonstrate the necessary political will and engage in dialogue without preconditions. In this context, they reiterated their support to the efforts to unite rebel groups and to facilitate their participation in the political talks. In line with the Plan of Action adopted by the Special Session of the Assembly of the Union, held in Tripoli, Libya, on 31st August 2009, they stressed the need to significantly move the process forward by the end of 2009, in advance of the national elections. Ministers expressed their support to the efforts of the joint AU-UN Chief Mediator Djibril Bassolé to reach an inclusive framework agreement in Darfur.

Ministers expressed their support of the work of the AU High-Level Panel on Darfur (AUPD) and expressed the hope that their recommendations that will be presented will provide a roadmap on how best to achieve peace, justice, reconciliation and healing in Darfur, thereby contributing to the overall objective of sustainable peace and stability in Sudan as a whole. Ministers look forward to the forthcoming AU PSC meeting at Summit level which will consider the report of the High Level Panel.

Ministers called upon the Governments of Sudan and Chad to implement previous commitments and to take urgent action to restore confidence and good neighbourliness between the two countries. They welcomed the recent visit of a Sudanese high-level delegation to N'djamena and encouraged the two countries to build on this positive development.

While welcoming the progress made in the implementation of the CPA, including the acceptance by the parties of the Ruling of the Permanent Court of Arbitration on Abyei, Ministers noted that this process has now entered a critical phase, with the elections

scheduled in April 2010 and the referendum of 2011. They urged the parties to the CPA to resolve the outstanding issues in its implementation, in particular as they relate to the demarcation of the North-South border, the enactment of the remaining legislation for the elections, the full redeployment of forces, the disarmament of militias and the operationalization of the Joint Integrated Units (JIUs), as well as to work towards finding an agreement on the results of the census. Ministers underlined the need to create viable conditions conducive for the successful holding of the April 2010 elections, including Darfur, as provided for by the Comprehensive Peace Agreement (CPA). They reiterated the AU and EU's commitment to support the parties in holding free and fair elections.

Ministers expressed grave concern at the deteriorating security situation in South Sudan and other war affected areas, emphasizing the need to deploy all efforts to address this situation.

Ministers discussed **Somalia** and condemned in the strongest terms possible the terrorist attack carried out on 17 September 2009, by Al-Shabaab, on the Force Headquarters of the AU Mission in Somalia (AMISOM) in Mogadishu. They presented their heartfelt condolences to the families of the victims, as well as to their national Governments, and once again expressed their appreciation to AMISOM personnel for their courage and dedication.

Ministers expressed their strong support for AMISOM and called for renewed efforts to meet the requirements of AMISOM to effectively discharge its mandate.

Ministers had an exchange of views on the decisions taken by the AU ordinary Summit in Sirte and Special Session in Tripoli. In this respect, Ministers called for the early deployment of the three remaining battalions of AMISOM, to enable the Mission to reach its authorized strength; the early elaboration of an integrated and well coordinated training plan for the Somali Security Forces and Police within an overall security strategy consistent with the outcome of the Security Sector Assessment; the review of the rules of engagement of AMISOM to enable it to provide increased assistance to the TFG and facilitate the extension of the latter's authority; the intensification of efforts to promote reconciliation and a broad based and representative political process within the framework of the Djibouti process; the implementation of sanctions against spoilers, in accordance with relevant UN Security Council Resolutions; to pursue efforts to prevent the flow of arms and other forms of support to the insurgents in Somalia; the need for early disbursement by all the countries and institutions that made pledges during the Brussels Conference of the funds committed; and the mobilization of resources for the enhancement of the capacity of the Somali state institutions.

Ministers expressed the priority of an improved security situation, for the benefit of the Somali population and for the consolidation of the political process, and they called attention to the need to address the humanitarian situation. Both sides underlined the need to provide adequate support to the TFG, in particular with respect to the security sector.

Ministers renewed their strong support for the TFG and welcomed progress in the field of national reconciliation, drafting of a constitution and building a national security apparatus, and encouraged the Government to intensify its efforts in this regard.

Both sides welcomed the conduct of the EU NAVFOR ATALANTA operation, which is playing a leading role in international anti-piracy efforts. They agreed that the existing links between piracy, security and development motivated an approach that should be comprehensive, including efforts on land as well as at sea with a view to building up the national and local capacities.

The African side briefed the EU side on the ongoing efforts in Africa to address the issue of the payment of ransom to hostage takers, in light of the decision adopted by the AU Summit in Sirte and reaffirmed by the Tripoli Special session.

Ministers welcomed the progress made towards the promotion of lasting peace, stability and security in the **Great Lakes Region**. They welcomed the visible improvement of the relations between the Democratic Republic of Congo (DRC) and Rwanda. Ministers stressed the need to mobilise further support towards post-conflict reconstruction and development efforts in the region, including the mobilisation of the required resources and technical assistance, particularly in support of cross-border projects.

Expressing their full support for the peace process in Burundi, including the organisation of free and fair elections in 2010, Ministers welcomed the progress achieved so far and encouraged the Burundian parties to pursue their efforts.

Ministers expressed concern about the continued severe humanitarian situation and the widespread sexual violence in Eastern DRC. They encouraged all parties to fully implement the 23 March 2009 Agreements between the Government of the DRC and Congolese armed groups. They stressed the importance of security sector reform and called for continued support by the international community for the implementation of the Pact on Security, Stability and Development.

Ministers welcomed the efforts made by the countries of the region to resolve the problem of the FDLR, including measures to curb propaganda, military activity and retaliation actions by the FDLR against the local population in Eastern DRC. They called for the implementation of appropriate military, judicial and political measures to that end. They also underlined the need for further initiatives to ensure protection of exposed civilians in LRA affected areas in the DRC, Southern Sudan and Central African Republic (CAR). Ministers expressed support for the efforts to implement the already applicable provisions of the Juba Peace Agreement.

Ministers reiterated the importance of increasing efforts in order to promote security and development in the **Sahel region**. Ministers welcomed ongoing efforts to strengthen the rule of law and combat terrorism, organized crime and trafficking within and transiting through the region and to mobilize the necessary resources accordingly, stressing the

need to intensify those efforts. They called on all states in the region to increase and deepen their cooperation in order to combat and prevent cross border illegal activities. Ministers also noted the particular impact that climate change might have on security and development in particular with regard to sustainable development.

### **Coordinated responses to unconstitutional changes of government**

Ministers reiterated their firm rejection by of unconstitutional changes of Government. In this vein, they welcomed the efforts being made by the AU to enhance both prevention of, and response to, this phenomenon, as well as the commitment of AU Member States, as expressed in the Tripoli Declaration of 31st August 2009, to promote good governance, to abide by the rule of law and to respect their own constitutions, especially when it comes to introducing constitutional reforms.

Regarding the situation in Guinea, Ministers expressed their deep concern over the events that took place on September 28 in Conakry. Both sides condemned in the strongest terms the violent repression by Guinean security forces of a political demonstration, resulting in loss of life, a high number of injured people and material damages. Furthermore, they expressed their deep concern over the deteriorating human rights situation in Guinea, arbitrary arrests and restrictions of freedom of speech. Both sides were seriously preoccupied by the intention of Captain Dadis Moussa Camara, President of the National Council for Development and Democracy (CNDD), to stand for forthcoming presidential election. They agreed that the democratic legitimacy of the new institutions will require the strict neutrality of the transitional authorities in the electoral process and called upon the President of the CNDD to confirm and to formalize his earlier commitments, that neither he, the members of the CNDD, nor the Prime Minister will stand for office. Ministers welcomed the communiqué issued by the International Contact Group meeting held in Abuja, on 12 October 2009.

The EU informed that consultations under article 96 of the Cotonou agreement were concluded in July 2009, linking the gradual resumption of cooperation between the EU and Guinea to the transition process, but also support to the transition process to commitments made by Guinean authorities. Both sides agreed that the international community should continue to closely follow the situation and to push forward democratic transition in Guinea, in particular in the framework of the International Contact Group.

The two sides discussed the situation in Madagascar and the mediation led by former President Chissano of Mozambique. Both sides welcomed the progress achieved recently during the third meeting of the International Contact Group on Madagascar, held in Antananarivo, on 6 October 2009, under the auspices of the AU. They urged the Malagasy parties to strictly comply with the commitments made to facilitate the full implementation of the Maputo Agreements of 9 August 2009 and the early return to constitutional order.

The EU side conveyed its concern regarding the situation in Niger and informed the African side of the negative consequences on the cooperation between Niger and the EU if essential elements of the Cotonou Agreement are violated. The AU side informed that its policy organs have not pronounced themselves on the situation in Niger and furthermore noted that ECOWAS is convening a Summit meeting on 17th October 2009 to discuss the issue.

### **Elections in Africa and in the EU**

Both sides welcomed the holding of regular elections in Africa, and witnessed the irreversibility of the commitment of the continent to democracy. They have, in this context underlined the significant number of elections to be held this year and stressed the need to support them.

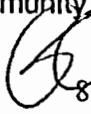
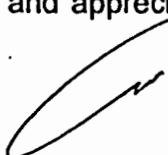
Ministers exchanged views on election-related conflicts and violence and ways of strengthening democratisation processes on the continent. In this respect, they stressed the need for the early entry into force of the AU Charter on Democracy, Elections and Governance. Furthermore, they welcomed the report submitted by the AU Panel of the Wise on strengthening the role of the African Union in the prevention, management and resolution of election-related disputes and violent conflicts in Africa, and endorsed by the AU Assembly in Sirte, in July 2009. They highlighted the recommendations contained therein, in particular as they relate to preventive and early warning mechanisms, electoral governance and administration, coordination of electoral assistance, post-election conflict transformation mechanisms and international cooperation and partnerships, and called for their effective and speedy implementation.

Ministers recalled that when improving the electoral environment, the African Peer Review Mechanism's (APRM's) recommendations should be taken into account. The recommendations from European Union and other Election Observer Missions should also be taken into account by the concerned countries. On both sides, the follow-up to these processes should be improved.

The two sides welcomed the good cooperation between the EU and the AU in the electoral field and in particular the initiatives to strengthen the capacities of African observers, by providing appropriate training, and also through launching of invitations to observe the elections in Europe. Both sides underlined that independent, comprehensive and credible election observation remains a key instrument and agreed to strive for ensuring a high degree of cooperation between the different independent observers missions deployed.

### **Zimbabwe**

Both sides noted progress in the implementation of the Global Political Agreement (GPA) in Zimbabwe and share concerns about the environment in which it is taking place. The Ministers urged all parties to remove all obstacles to the full implementation of the GPA and the effective functioning of the Inclusive Government. The Ministers further recognised and appreciated the humanitarian and other assistance that the international community



continues to provide to the people of Zimbabwe. Both sides agreed to continue to engage in the political dialogue with the Inclusive Government to support its efforts in respect of the economic challenges and the democratic process in the country. In this regard, the EU side informed of the recent Ministerial Troika visit to Zimbabwe. The Ministers noted and welcomed the continued engagement of SADC in supporting and monitoring the GPA.

### **III. Global challenges**

#### **Climate change agenda: preparing the Copenhagen conference**

Ministers noted recent developments in relation to the collective and bold move that African countries have agreed to make. In particular appreciation is made to decisions on Africa's common position on Climate Change that the AU Assembly of Heads of State and Government have adopted during the 12th and 13th Sessions of the Assembly, as well as progress being made to implement those decisions. It was noted that Africa will field a team with full mandate to negotiate on climate change during the COP15 in Copenhagen, Denmark, in December 2009. Ministers welcomed this development as it is believed to facilitate for a better outcome consistent with the framework of the Joint Strategy and the Joint Declaration on Climate Change adopted in Addis Ababa on 1 December 2008. The African side recalled the AU decision on an African common position highlighting the need for compensation for damages due to climate change.

Ministers emphasized the importance of reaching a comprehensive and ambitious agreement at the climate negotiations in Copenhagen, especially on the issues concerning Africa: adaptation, mitigation, technology development and transfer, financing arrangements and capacity building, highlighting the importance of addressing deforestation and degradation of forest and land as well as erosion of coastal areas. They recognized the broad scientific view that the increase in global average temperature above pre-industrial levels ought not to exceed 2°C. They noted that adaptation to the adverse effects of climate change is an urgent global problem that requires long term and coordinated actions, based on solidarity, and a common but differentiated responsibility for facilitating and mobilizing support and action on adaptation.

The African side underlined the importance of providing support in the areas of institutional capacity strengthening for effective implementation of the relevant AU decisions on Climate Change. Significant domestic and external sources of finance, both private and public, will be required for financing mitigation and adaptation actions, particularly in the most vulnerable developing countries. The EU will take on its fair share of financing such actions in African countries.

Ministers stressed that fast start, pre-2013; financing will be required to enable capacity building and early actions and to facilitate the integration of climate change issues into national development planning and strategies. Capacity building should be a country-driven process and respond to national circumstances.





The EU side reiterated its commitment to provide support in the areas of institutional capacity strengthening for effective implementation of the relevant AU decisions on Climate Change, including in particular support for the establishment of the Unit for Climate Change and Desertification Control, for the ClimDev Africa Initiative, and for development of national action plans to implement the Great Green Wall for the Sahara and Sahel Initiative.

Implementation of adaptation action should be flexible, bottom-up, and involve all relevant stakeholders, and should be integrated with development cooperation. To support the implementation of adaptation actions, existing institutions at the international and regional level should be enhanced in order to leverage greater resources and to allow for a more country driven process.

Cooperation to promote the wider use of the Clean Development Mechanism (CDM) in Africa should be initiated. The regional disparity is one of the main weaknesses of the CDM, Africa having benefited only marginally from this flow of technology and financing. Greater domestic capacity and institutional support would facilitate further access by African countries and the reform of the CDM, to make it administratively less burdensome, while ensuring its integrity, should facilitate this further. Joint efforts between the EU and the AU, at regional as well as sub-regional and national level would be beneficial.

Ministers stressed the need to enhance women's and youth's participation in climate change related activities and decision making processes.

Assessing the impact of climate change at regional and sub-regional level provides a useful basis for designing policies and measures at countering climate change at national and regional level, and also for the global discussions in the United Nations Framework Convention on Climate Change (UNFCCC) context. Exchanging information on methodologies, elaboration of reports and results of reports should be explored. Cooperation between and among scientific institutions and think tanks should be promoted.

### **The global economic and financial crisis**

Ministers expressed serious concern over the impact of the global economic downturn on developing countries and forecasted long-drawn effects which will delay recovery and roll back key achievements in reducing global poverty and attaining the MDGs. Many developing countries, already badly affected by the impacts of the high fuel and food prices immediately before the global financial crisis, are now in a particularly vulnerable position. Ministers welcomed the EU's leadership in coming forth with a joint and rapid response framed within global crisis mitigation efforts under UN, G20 and G8 auspices.

In this context, Ministers re-iterated that the timely delivery of crisis response measures take into account the specific needs of low-income countries, as well as the issue of the capacity to access financial resources. Acknowledging that the crisis created an

opportunity for greater inclusion of developing countries in the governance of international financial resources, the Ministers further emphasized the need for rapid progress to be made on this front.

While welcoming the various achievements to date, Ministers underscored the need to do more in strengthening financial supervision and regulation, ensuring that the multilateral development banks have adequate capital, resisting protectionism, promoting global trade and investment, and delivering ODA commitments, Aid for trade and debt relief to low income countries, including those in Africa. Ministers further called for the fulfillment of the London and Pittsburg G20 commitments.

In this context, the EU expressed its support to Africa's call for an increase in voice and representation at the Bretton Woods Institutions, early capital increase of regional and multilateral development banks where needed, streamlining of conditionalities agreed with international financial institutions and multilateral development banks, review of the debt sustainability framework, balanced and early conclusion of the WTO Doha Round of Trade Negotiations, and support for regional integration in Africa.

#### **IV. Legal issues and the fight against Impunity**

##### **Universal Jurisdiction**

Ministers underlined their commitment to fighting impunity at the national, regional and international level in conformity with the principles of international law. The AU side recalled that this commitment is in conformity with the relevant provisions of the Constitutive Act of the AU.

The AU side emphasized that only marginal progress had been made in the discussions between the AU and the EU on the matter of universal jurisdiction and observed that a greater spirit of cooperation was necessary in order to address the AU concerns on the exercise of the principle of universal jurisdiction. It recalled that the last Ministerial Troika had taken note of the negative consequences that this issue could have on the relations between the EU and the AU. The AU side called for finding durable and urgent solutions to its concerns and to avoid the matter being addressed as a political issue only.

The EU underlined that the exercise of universal jurisdiction is a matter exclusively of national competence, which falls outside EU competence. At the request of the AU, the issue of the principle of universal jurisdiction is now on the agenda of the UN General Assembly and will be debated in the Sixth Committee during this autumn. The EU is of the opinion that the Sixth Committee is the correct forum in which this issue should be discussed and looks forward to the upcoming discussions.





## The Hissein Habre case

Ministers took note of the revised estimated budget for the Hissein Habre trial as prepared by the AU mission led by special envoy Robert Dossou and comprising officials from relevant departments of the AU Commission together with representatives of Senegalese Authorities. Ministers welcomed the decision of the African Union to make a token contribution to the revised budget of the trial and encouraged the Senegalese authorities, together with the AU, to rapidly agree on the contribution of Senegal to the reduced budget. They further welcomed the organisation of the proposed Donors' Round Table and invited all partners, particularly the European Union and its Member States as well as other partner countries and institutions to support this process and participate in the Donors Round table that will be organised in Dakar, Senegal in the last quarter of 2009.

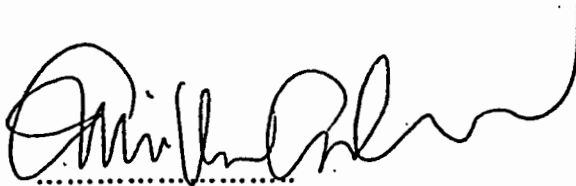
## The fight against impunity

Ministers reaffirmed the unflinching commitment to combating impunity in the framework of national and international law.

## V. Date and venue of the 14<sup>th</sup> Ministerial Troika Meeting

Ministers agreed to hold the 14<sup>th</sup> Africa-EU Ministerial Troika Meeting on 27 April 2010 in Luxembourg.

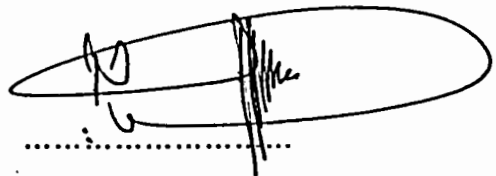
Addis Ababa, 14<sup>th</sup> October 2009



H. E. Gunilla Carlsson

Minister of for International Development  
Cooperation of Sweden

For the EU-side



H.E. Mr. Mohamed Tahir Sialla

Secretary of International Cooperation at  
the General People's Committee for  
Foreign Liaison and International  
Cooperation of the Great Socialist  
People's Libyan Arab Jamahiriya

For the African side

**CHAIRMEN'S SUMMARY REPORT**  
**Joint Africa EU Strategy (JAES) RESOURCES WORKSHOP**  
**Addis Ababa, 5-7/10/2009**

The Africa EU Workshop on resources for the JAES and first Action Plan took place in Addis Ababa from 5-7 October 2009. The Workshop was held by the AUC and chaired by the AU and EU presidencies and Commissions. This report reflects a summary of the discussions and was agreed by the chairmen.

**Session 1 & 2: Introductory session (co-chaired by the Swedish EU presidency and Libyan AU presidency) and thematic breakout sessions.**

After an introductory plenary session, the partnerships broke up into individual sessions. The objective was to discuss the resourcing of the JAES and Action Plan, notably by addressing the 3 following issues: obstacles to the implementation of the Strategy, potential identified shortfalls in terms of resources and suggestions to improve the overall situation at partnership level. Key outcomes were reported to plenary and the following points have repeatedly been identified:

- Roadmaps: most of the roadmaps are now ready, the priority now is to speed up the delivery of quick wins before the next summit. Overall shortfalls exist at global level, but only a few have been identified in relations to the activities included in the roadmaps
- Capacity constraints, in terms of human resources, technical expertise...
- Synergies and communication within and between different thematic partnerships are crucial
- Functioning of JEGs: lack of continuity in the participation; need to sustain work between meetings; need for greater participation of MS and RECs, especially at expert level; key role of the co-chairs; improved communication exchanges (notably in the preparation and follow-up of meetings), more use of internet tools to facilitate communication; language and translation issues should be worked on; need to involve other multilateral institutions and associated technical implementation agencies.
- Furthermore, there is a need to clarify the scope and mandate of the JEGs. For example, some concern was raised that the JEG architecture is inappropriate for implementation. Relevant implementing structures should therefore be identified and used.

**Session 3: identifying key challenges to the implementation of the JAES and Action Plan (co-chaired by AUC ambassador to the EU Institutions and the EU HoD to the AUC)**

1. Critical evaluation of progress (Resources /implementation mechanisms).
  - Noted the importance of holding this Workshop on resources to get things moving on both sides.
  - It was noted that the JAES is an overarching, long-term, political framework for relations between Europe and Africa, with the objective of focusing on issues of common interest

both at policy and (development) technical cooperation level. It does not substitute for the whole development cooperation relation between Europe and Africa. Principles of the ambitious agenda were recalled (new relations and cooperation in international fora, beyond development, and intensified political dialogue.)

- However, some participants insisted on the need to address the poverty reduction and development of Africa in the JAES framework.

### Implementation

- Successful cooperation has taken place at the policy and political level. Examples have been referred to, such as the joint Africa EU declaration on Climate Change before the Poznan conference. The Peace and security partnership was also often cited as a positive example. This success was largely attributed to the existence of APSA, demonstrating the need for functioning African structures to be in place.
- Noted also that within most of the partnerships, there are projects already implemented or in the pipeline.
- However, concern was raised that although the roadmaps have come far, the implementation process is very slow.

### Resources

- While some partnerships expressed concerns over the lack of financing, an overall appreciation was that there is no fundamental lack of financing for implementation of roadmaps activities.
- The financial issue was raised as a shared responsibility. Availability of funds was often recognized, but the difficulties in accessing the resources were seen as a big obstacle.
- Issue raised on the number and variety of financial instruments: complexity of procedures and lack of information on their functioning and access modalities.
- Several references were made to weak capacity and lack of human resources, not only on the African side
- There was a call for greater efficiency and effectiveness in the use of the available resources

### Harmonisation and alignment

- Necessity to prioritize the proposed programs and projects taking into account their relevance for the major development issues in Africa
- Several speakers highlighted the need to ensure that the roadmaps and their projects should be integrated into Africa's strategic plans and national/regional development programs and budgets and linked with existing on-going policies. In this regards, the need for better communication about roadmaps activities in the relevant national and regional body was stressed.
- A strong opinion was expressed that it is important to build on existing mechanisms and paradigms rather than to create new ones for the strategy.

### Architecture

- The setting-up of the innovation architecture was noted as an achievement: formation and elaboration of guidelines for the functioning of the JEGs
- The innovative architecture put in place for the Strategy has been recognized to be flexible, but the role of the JEGs has to be further defined, so as to improve their functioning, effectiveness and added-value.
- It was suggested that in the future the issues of the number and thematic content of the JEGs could require further reflection.
- Participation in the JEGs is irregular and often not at expert level, sometimes because of a mere lack of resources to travel.
- Some participants expressed the need for the functioning of the JEGs to be more deeply analyzed.
- Several speakers noted the need for greater active engagement from the member states on both sides.
- Too many parallel meetings make it difficult for smaller member states and regional partners to fully participate at expert level: sequencing of the meetings should therefore be improved in this sense.

## 2. Treating Africa as one

- It was expressed that treating “Africa as one” is a Lisbon commitment and has to be taken as a shared responsibility.
- The question was posed whether both sides have a common understanding of the Lisbon consensus and declaration.
- Some participants felt that financial instruments did not respect this principle, notably because of the variety of frameworks for the different regions.
- In the roadmaps, continental added-value should be better identified and the means of articulation with the regional and national levels should be ensured.
- Several RECs noted that treating Africa as one did not mean that specific regions of Africa do not also have issues that are specific to themselves.
- There was a common feeling that more attention needed to be paid towards strengthening the AUC in terms of its human resources and its mandate to be able to play a more active, central and coordinating role on the African side.
- Increased synergies between the different instruments were called for in order to increase their efficiency in dealing with the pan-African challenges.

## 3. Buy in from the stakeholders

- Participants concurred with the Mid-Term Review point that the implementation obstacles do not only lie on in the financing of the JAES and that major challenges remain in terms of policy guidance and inputs, human resources, technical expertise and institutional and management capacity.
- Substantial political will has already been demonstrated through the creation of JAES and its architecture, but sometimes it is not fully exercised by all the stakeholders.
- The parties expressed appreciation for the participation of RECs, Parliaments, Civil Society, the AfDB, the private sector and other institutions in the meeting and called for an increased involvement in the different partnerships.

- ECOSOCC stated its involvement in the JAES: its members have already met several times in Africa and are open to meet the EU civil Society and will get organized to strengthen its participation. But concern was expressed over the fact that as of yet no joint Africa-EU civil society meeting has been held, although funding for such an event is still available.
- Partners mentioned positively the openings and possibilities for third parties like the UN, China, India and Brazil to be brought into tripartite arrangements within the framework of the strategy
- As regards absorption capacity of resources, it was noted that there are problems of efficiency and flexibility to be addressed on both sides
- African participants suggested that the partnership required Africa to prioritize participation of MS in JEGs.
- [Based on needs assessments in each of the partnerships, it was suggested that an envelope per partnership is set-up. Another suggestion was to use part of the African oil revenue.]

#### **Session 4: accessing instruments (co-chaired by AUC ambassador to the EU institutions and the EU HoD to the AUC).**

- The session started with the reporting of the partnerships breakout sessions. Main points are mentioned under session 1's report.

- A series of presentations from the EU side provided explanations and clarification on the existing resources and instruments as well as their access and functioning.

- EC presentation of relevant Community instruments contributing to the Africa-EU Strategy and its 1st Action Plan (powerpoint presentation)
- EU MS cooperation with Africa: SW, FR, DK, UK
- EIB presentation on accessing EIB Resources (powerpoint presentation)
- AUC presentation on budget and finance (powerpoint presentation)

#### **Session 5: mobilising resources (co-chaired by Senegal and Spain)**

- Presentations

- AfDB (powerpoint presentation)
- EC efforts in mainstreaming the JAES into the existing instruments: EDF10 Intra-ACP & RIPs, ENPI, EDF10 Mid-term Review of NIPs, Cotonou Revision
- COMESA (powerpoint presentation)
- ECCAS

- Discussions:

- MS recalled their political commitment to the JAES
- Aid effectiveness principles should be applied at the continental level

- Need to integrate the JAES priorities in the continental and regional organisations' action plans.
- Suggestion to work together on improving the articulation of the African continental cooperation structure, between AUC, RECs and MS
- The RECs reiterated their fundamental role in coordination and implementation. In this regard AUC and RECs were urged to ensure the full involvement of the RECs in the implementation process.
- The meeting recognized the JAES as a novel approach to cooperation between Europe and Africa. Hence the need for appropriate instruments to meet the demands of the new partnership was expressed in a number of interventions.
- Inspiration can be taken from best practices on the implementation of strategies at national level
- Awareness building needed at national level on the JAES so that it is appropriately taken into consideration in policy and resource allocation.
- One participant suggested to try and speed up projects, by looking for innovative ways, such as joint audit and monitoring of projects, to ease disbursement bottlenecks.
- A concrete way of addressing the communication, transparency and knowledge about accessing existing instruments would be for the parties to better post this information on the website of the JAES
- The question was repeated of parties holding different perceptions of the objectives and rationale of the JAES (and thus a need to refer to the Lisbon text).
- Political cooperation should not be forgotten: JAES is broader than development cooperation and there is a huge potential for political cooperation between Europe and Africa, for example in the UN fora. It is important to build on the model of climate change joint declaration, for example to address the global challenges in the area of food crisis, financial crisis.
- Need for greater consultation and for strengthening of existing instruments for purposes of broader mobilisation and implementation of resources, as well as to involve other donors and the private sector
- Again, concerns on the complexity of modalities for accessing the different instruments were raised.

## **JAES RESOURCES WORKSHOP**

Addis Ababa, 5-7/10/2009

### **Reports from the thematic breakout sessions by partnership**

#### **Partnership 1: Peace and Security**

The partnership is progressing and the joint implementation peace and security group recognizes that significant achievements have been accomplished. RECs/RMs have been involved from the beginning. The main resources shortfalls are primarily in the area of human resources, coordination and exchange of information and not in the area of financial resources.

#### **I Main Obstacles for implementation of the partnership**

- 1) Inadequate human resources from a qualitative and quantitative perspective
- 2) Insufficient coordination AU-RECs/RMs- EU
- 3) Need for a joint AU-RECs/RMs-EU consolidated strategic framework in order to determine/establish the priorities and needs at continental and regional levels for operationalisation of APSA, based on relevant AU decisions
- 4) Problem of coordination, coherence, synergie, complementarity (with sometimes double use) of support by partners concerning the African Peace and Security agenda

#### **II Identified resources shortfalls :**

- 1) Insufficient knowledge regarding available resources/instruments and procedures to manage funds
- 2) Weak financial and administrative capacities to face the multiple contributions by multiple partners (not harmonised financial management procedures and reporting)
- 3) Limited flexibility of financial instruments and complexity in rules pertaining to the flow of funds, eligibility constraints
- 4) Insufficient capacity (personnel, infrastructure, equipment,...) in order to be able to work in a good environment and allow a certain anticipation
- 5) Need for encouraging to mobilise resources from within Africa

#### **III Proposals :**

- 1) Improve the exchange of information between AU-RECs/RMs-EU-Member States of AU and EU and other partners on the knowledge of financial resources and the reinforced coordination of the use of these resources
- 2) Support the reinforcement of capacities : improve the quality based recruitment of human resources in order to ensure transversality of APSA (link between the different elements of the overall framework), financial and administrative management
- 3) Work out a joint AU-RECs/RMs-EU consolidated framework with priorities and needs of APSA (trilateral roadmap)
- 4) Review the concept of the JEG : improve the participation of RECs/RMs and the MS (AU, EU) to thematic sessions (EWS, Centres of excellence, seminars on ongoing work regarding ASF,...) and organise the overall JEG in a more comprehensive and systematic way in Africa with a joint secretariat in order to review the progress or needed orientations of the roadmap for the partnership peace and security.
- 5) Encourage mobilising resources, incl financial ones, from within Africa

### **Lessons learnt/acknowledgements**

1. New participation of African Member States, RECs and other African institutions (18) shows great interest in this partnership; decrease of EU-MS participation has been noted.
2. The Roadmap (encompassing the three pillars democratic governance, human rights and cultural goods) as a living document has been agreed upon.
3. The African Group agreed to finalize its common position on Human Rights and Governance before the next iJEG-meeting.
4. Agreement in principle to hold a workshop to refine respective positions and agree on a consolidated approach of launching the platform.
5. Both sides noted the progress made in the area of cultural cooperation.

### **Obstacles**

**Workshop agreed that:**

1. Communication needs improvement.
2. Human resources shortfalls need to be addressed in a timely manner, incl. in the field of cultural cooperation.
3. The continuity of participation in iJEGs needs to be ensured aiming at increasing the institutional memory of the partnership.
4. In addition, the Workshop stated that the pace of implementation is not as fast as expected, mainly due to the complexity and sensitivity of the issues dealt with in this partnership (democratic governance, human rights, cultural goods).
5. Furthermore, the three distinct policy areas of the partnership require the mobilization of special expertise respectively, which implies too high a demand for national administrations and the two Commissions.
6. The difficulties in accessing, incl. the lack of flexibility of existing financing instruments and programmes, to fund the activities of this partnership is seen as a handicap.
7. Last but not least, the Workshop identified the need for further strengthening the capacities on the African side, namely African MS, AUC-organs and RECs, in the field of the three pillars of the partnership.

### **Suggested solutions/way ahead**

1. Regarding the communication problem, the EU side presented Guidelines on Communication and Working Methods that will be discussed during the next iJEG-meeting.
2. The identification of focal points in all MS-administrations, Commissions, RECs, Parliaments, and civil society organizations involved in this partnership is requested.
3. Further thoughts need to be given to reducing the complexity of this partnership.
4. Financial needs and gaps have to be identified in a timely manner to ensure adequate implementation.
5. Further work and thoughts are needed to increase better and more flexible access to available funds and to think about potential new funding mechanisms in response to the above mentioned needs assessment.
6. Common agreement that the problem of capacity building needs to be tackled with utmost priority; further work needs to be done in order to identify the needs covering all three pillars of the partnership in this regard.



## List of participants

### AU Members

1. Mr. Mohammed MONIR, Egypt
2. H.E. Amb. Nkoyo TOYO, Nigeria
3. Mme. Lebbaz KAHINA, Algeria
4. Ms. Maphoi KOMANYANE, Botswana
5. Madame Eliane COMPAORE, Burkina Faso
6. Mr. Mulusew LIBSEWORK, Ethiopia
7. Mr. Faradj Djadda MAHAMAT, Chad
8. Ms. Angela REITMAIER, Ph.D., Kenya
9. Ms. Mahlapho Diabo ELIAS, Lesotho
10. Mr. Hassan ABOUTAHIR, Morocco
11. Amb. Rossette Nyirinkindi KATUNGYE, Uganda
12. Mrs. Juliet Semambo KALEMA, Uganda
13. Mr. Kokou MINEKPOR, Togo
14. Mr. Kenneth Dumazi MARIVATE, South Africa
15. Mr. Thokozani THUSI, South Africa
16. Mr. Prince CHOABI, South Africa
17. Ms. Clara KIESEWETTER, South Africa
18. Dr. Mataywa BUSIEKA, South Africa
19. Mr. Brian NYIRENDA, Zambia
20. Mrs. Sienzeni MATETA, Zimbabwe
21. Mr. Salvator MATATA, COMESA
22. Mr. Joseph SHILENGI, ECOSOC
23. Mr. Nzamwita GAKUMBA, AfCHPR
24. Mr. Mohammed FADEL, PAP
25. Ms. Mariama CISSE, Social Affairs-AUC
26. Mr. Jalel CHELBA, CIDO-AUC
27. Amb. Emile OGNIMBA, Director, DPA-AUC
28. Mr. Salah S. HAMMAD, DPA-AUC

### EU Members

1. Mr Wouter DETAVERNIER, BE
2. Ms. Lasia BLOSS, DE
3. Ms. E. MILDEBERGER (BMZ, Bonn), DE
4. Mr. Armin NOLTING (GTZ), GE
5. Ms. Ilaria ALLEGROZZI, IT
6. Ms. Carolina QUINA, PT
7. Mr. Alfonso PASCUAL, EC
8. Mr. Christophe PELZER, EC
9. Ms. Melis Sandrine ALGUADIS, EC
10. Mr. Victor MADEIRA DOS SANTOS, EC
11. Ms. Emma ACHILI, EC
12. Ms. Morgan TOM, EP
13. Mr. Joaquim NEVES, PT

Meeting as a breakout session of the Joint EU-Africa Resources Workshop (5-7 October 2009), the JEG was asked to address a number of questions as a contribution to the plenary sessions of the Workshop. On the basis of the roadmaps:

1. What are the main obstacles to the implementation of the partnership?
2. Based on the review of the roadmap, are there identified resources shortfalls for agreed activities of the roadmap?
3. What are the suggestions/envisaged solutions to address the overall situation?

regards the first question, a number of weaknesses and challenges were identified:

- Organisation of African Member States: insufficient structuring of work; insufficient information on the Partnership; lack of identified experts for the relevant items of the roadmap.
- Participation of RECs: more active participation of RECs in AU meetings is required; more active participation of AUC in regional meetings is required; insufficient communication between RECs and AUC (tendency to undermine each other's efforts).
- Other institutions: insufficient involvement of specialized bodies such as ADB, UNIDO, UNICA.
- JEG format: the JEG format is adequate, but it is not suited for implementation.
- Handling of Infrastructure: despite the all embracing character of the Partnership on Infrastructure (Pillar 3 of the Action Plan), Infrastructure is dealt over different Partnerships, thus stretching scarce human resources and putting at risk the innovative all embracing character of the Infrastructure Partnership.
- Some argued that funding arrangements did not reflect the principle of treating Africa as one.

regards Question 2, following the review and update of the Roadmap (Point 1 of the JEG Agenda), no source shortfalls were identified.

regards Question 3, the following recommendations were identified:

- Member States focal points should be identified and ensure continuity of participation and involvement.
- Technical expert teams for key areas of the roadmap (regional integration, capacity building in policy management, norms and standards, trade) will be formed to ensure coordination at technical level.
- In the area of infrastructure, more technical meetings should be held between the meetings of the Steering Committee of the Infrastructure Partnership. The AUC will be welcome to take part in the Steering Committee and is invited to liaise closely with ADB in view of presenting projects for funding by the EU Infrastructure Trust fund.
- The JEG should remain a broad-based platform for technical engagement, actual implementation work being done by relevant structures. On the African side, implementation should be coordinated by AUC and other agencies, including RECs.

### Main Obstacles to Implementation of Partnership

1. The scope of the Partnership is far too broad (Finance & Policy, Food Security, Education, Health) and well beyond the sensible remit of one joint experts group (JEG) and Partnership
2. The Partnership does not have a clear niche and is not adding value to the very diverse institutional and financing architecture at the international level that is supporting achievement of the MDGs in Africa.
3. There are serious weaknesses in participation and engagement, with a lack of continuity in representation, variable levels of expertise, many Member States not represented and very limited engagement in the Roadmap and wider mapping exercises. There is a lack of awareness and engagement at country level in Africa and in Europe.

### Financing Issues

1. Detailed mapping has shown that specific activities in the MDG Action Plan are mostly well or reasonably well financed. However, the international community is currently not on track to fulfil the financial commitments it had made to Africa, including in relation to Food Security, Education and Health.
2. Further, more needs to be done to comply with commitments made under the Paris and Accra agreements on Aid Effectiveness, including in relation to predictability and timeliness of financing.
3. On the African side, there was a recognition that countries need to fulfil financial commitments they have made, such as allocating 15% of budget for health (the Abuja Declaration)

### Solutions

If the MDG Partnership is to add value in future, including in a 2<sup>nd</sup> JAES Action Plan, the following measures are needed:

1. A much sharper focus on a very small number of issues.
2. Within these, precision about what we are aiming to achieve, i.e. making clear the niche and added value.
3. The chosen issues should be selected on the basis of clear criteria that test whether the Partnership can genuinely add value.
4. This focus and specificity might deliver greater credibility of and engagement with the Partnership and contribute to resolving the problems of participation and awareness. It might also result in stronger engagement of important stakeholders, notably civil society, parliamentarians, and regional economic communities (REC).
5. The 2010 MDG Summit presents an important opportunity to put this new focus into practice.
6. In the short term, the MDG Partnership will continue to arrange sectoral JEG's in Food Security, Education and, if possible, Health alongside other events that are attended by relevant experts, thus securing a high quality of discussion and decisions.

## I. Participants

Africa: AUC, Mauritius (IT co-chair), Uganda, South Africa, Cote d'Ivoire; Benin, Algeria, Burundi  
EU: EC, Austria (IT co-chair), Germany (IT co-chair), France, Italy, EU delegation  
Others: EIB, EUEI PDF

## II. Questions to be addressed

- What are the main obstacles to the implementation?
- Are there identified resources shortfalls for agreed activities of the roadmaps?
- What are the suggestions/envisaged solutions to address the overall situation?

## III. Outcomes

### Obstacles

The partnership is facing a problem of human resources capacity, planning capacity and sustained work/follow-up on the African side that has led inter alia to a slower than expected process of agreeing to the road map. This lack of resources was expressed in particular for the AUC, but also mentioned as affecting RECs and ministries responsible for energy at the national level.

Lack of capacity and structure at the African side to coordinate and implement with various partners. Difficulties in strengthening the Department of Infrastructure and Energy at the AUC might slow down the implementation of the partnership.

Another obstacle concerns the use of the €55 million from the EC for capacity building at the AUC, which is currently facing some difficulties which need to be solved.

Difficulty to transform ideas and proposals into bankable projects. In addition, stringent environmental and social criteria as well as financial sustainability of the debtor must be adhered to. There is a lack of understanding of the requirements and availability of financing instruments.

Delays in launching the PIDA study due to financing problems were highlighted. Need to coordinate between the energy partnership and PIDA process was mentioned.

Lack of an enabling environment for private sector investment in the energy sector.

### Needs and shortfalls

There is need for urgent joint approval of the road map through the agreed procedure.

There exists a substantial investment gap in energy infrastructure in Africa. Only about €1bn in ODA is available annually compared to identified African energy investment needs of about €35 bn per year.

Participants underlined that resources involve more than funds for physical energy projects and also include resources for institutional, human resource and management capacity, creating an enabling environment for private investments and project preparation capacities.

### Suggestions/envisaged solutions

- A quick examination of ODA figures shows that ODA alone cannot fill the investment needs. Private sector investment must be mobilized by inter alia creating a conducive environment. Furthermore, domestic surplus revenues from natural resources should be used to co-finance the implementation of the partnership.
- As a partial solution to bridge the resource shortfalls, many participants stressed the need to use and strengthen existing structures by using inter alia RECs, the IPPF, and regional banks, to organize future African Implementation team meetings, and in order to better involve civil society, research institutions and the private sector.
- Encourage development partners, African countries and their institutions to contribute resources to IPPF for preparation of bankable projects.
- The energy partnership needs to advance from discussing its content to implementation of joint actions. Therefore the framework of the partnership needs to be agreed as soon as possible (i.e. the Road Map should be approved while remaining a living document that will be further Improved).
- The need was clearly expressed by participants to move the partnership to a higher political level in light of a High-level Ministerial Meeting on Energy envisaged for early 2010.
- A comprehensive mapping of ongoing EU-supported energy activities in Africa has been undertaken on the European side. Partnership activities should support African capacity to contribute to this process in view of the completion of the mapping.
- Necessary financial and political support should be provided to complete the study on PIDA as soon as possible, as PIDA will be the African framework for infrastructure and provide guidance to the partnership.
- Operational improvements on the African side could be achieved by strengthening and streamlining the implementation set-up and through budgeting of sufficient funds from 2010 on onwards by the AUC, including from the €55 million. Similarly, RECs and African countries budget for participation in partnership activities.
- The AUC will regularly update partnership participants on progress in the PIDA process.
- Links with other partnerships were discussed, in particular with the infrastructure and climate change partnerships. Namely carbon financing, inter alia via CDM projects on renewable energy, and energy efficiency in Africa was mentioned as an incentive to increase linkages between partnerships. Need was highlighted for a particular chapter under CDM to enable increased access for African countries to the mechanism.

Contexte : le JEG 6 Climat dont la présidence est assurée conjointement par le Maroc et par la France a été constitué et a donc démarré ses travaux plusieurs mois après les autres JEG.

## 1. Quels obstacles liés au fonctionnement du JEG 6

Les problèmes identifiés :

a. Problèmes de langue : fort risque de non implication des pays francophones, voire de sous-régions pourtant très vulnérables aux effets du changement climatique (prise en compte érosion côtière en Afrique de l'Ouest par exemple)

↳ VEILLER A AVOIR UNE REPRESENTATION EQUILIBREE DE TOUTES LES SOUS REGIONS D'AFRIQUE

b. Compétences des membres, participants réguliers et non occasionnels

↳ IDENTIFIER UN « CŒUR » DE MEMBRES PRESENTS TOUT EN MAINTENANT LE CARACTERE OUVERT DU JEG

↳ ELARGIR LA COMPOSITION DU JEG : INTEGRER DANS LE « CŒUR » REPRESENTANT Banque Africaine de Développement, quelques représentants de RECs ..

c. Gérer les interférences avec les réunions Climat UNFCCC (Bonn et Conférences Climat annuelles)

↳ MENAGER UNE REUNION DU JEG LORS DE CES CONFERENCES

Objectif : faire en sorte que le JEG constitue une composante à part entière (comme les workshops portant sur des thèmes de la convention ou territoires spécifiques)

d. Difficulté de déplacements physiques pour tenue du JEG 6 en un même lieu

↳ POURSUIVRE MIX REUNIONS « PHYSIQUES » ET VIDEOCONFERENCES

↳ FAIRE TOURNER LIEUX DE REUNION ENTRE SOUS-REGIONS

e. Manque d'informations ou d'accès à l'information (infos validées ou documents de travail)

Site Web pertinent mais mal connu et peu utilisé et peu consulté

↳ VEILLER A UNE BONNE ARTICULATION REGULIERE ENTRE WEBMESTRE ET CO-CHAIRS DU JEG 6 POUR IDENTIFIER DOCUMENTS A METTRE EN LIGNE

↳ FAIRE PLUS DE PUBLICITE SUR L'EXISTENCE ET LE ROLE DU JEG 6

## 2. La feuille de route du JEG 6 :

Elle est composée de la déclaration conjointe (le pilier) identifiant les priorités, le plan d'action et la sélection à partir de la déclaration conjointe de 5 blocs prioritaires

a. Projets prioritaires à affiner et enrichir (le JEG ayant démarré plus tard, les remontées de premières consultations de pays sur les projets ont été parfois incomplètes)

↳ LES CONTRIBUTIONS SUPPLEMENTAIRES AUX FICHES SERONT L'OCCASION D'ACTUALISER ET D'INTEGRER LES OBSERVATIONS DES « NOUVEAUX » PARTICIPANTS (sans remise en cause des 5 thèmes identifiés)

b. Disponibilité de bases de données statistiques ou techniques permettant d'identifier plus aisément les projets africains de manière concrète

↳ SITE WEB PEUT VISER REMPLIR CE BESOIN + LIEN A MENAGER AVEC AUTRES SITES UNFCCC, BANQUE AFRICAINE DE DEVELOPPEMENT, AIE, UNECA..)

### **3. Recommandations complémentaires :**

**3.a**      ↳ PARTENARIAT DOIT PERMETTRE DE PROMOUVOIR CERTAINES INITIATIVES OU PROGRAMMES : GRANDE MURAILLE VERTE, CLIMDEV...)

**3.b**      ↳ PARTENARIAT DOIT ETRE OCCASION D'UNE MEILLEURE RECONNAISSANCE DU ROLE DES RECs (Communautés économiques régionales) ET PERMETTRE LEUR RENFORCEMENT POUR UNE MEILLEURE EXPERTISE ET IDENTIFICATION DES PROJETS MIS EN ŒUVRE AU NIVEAU REGIONAL

↳ MOBILISER EGALEMENT LES AUTRES INSTITUTIONS REGIONALES : ACMAD, ..

↳ DIMENSION « REGIONALE » DES PROJETS DOIT ETRE CLAIREMENT VALORISEE AU SEIN JEGs (exemple développement de certaines énergies renouvelables dans une région donnée ; mesures d'adaptation...)

**3.c**      ↳ PROMOUVOIR LA MISE EN RELATION DES PROJETS CONSIDERES COMME PRIORITAIRES DANS DIFFERENTS JEGs

exemple : CDM et projets accès à l'énergie pays Afrique ou projets énergies renouvelables

**3.d** Financements : multiplicité des structures de financement nuisant à lisibilité et transparence

↳ RECHERCHER UNE CLE ENTREE UNIQUE D'ACCES AUX DIVERS FINANCEMENTS ET SPECIFIQUE AU PARTENARIAT

↳ RECHERCHER MOBILISATION INSTANCE COORDINATION POUR LE MONTAGE DE PROJETS REGIONAUX (ou capacité disposer de groupes experts mobilisables à la demande)

**3.e** Important potentiel de petits projets (énergie renouvelables, utilisation de la biomasse...) qui ne peuvent être finalisés faute de portage adéquat ; coût dissuasif (1/3 du coût total du projet) du recours à des experts extérieurs (européens, etc..)

↳ PROMOUVOIR COOPERATION TRIANGULAIRE permettant de porter des projets sur une même sous-région AVEC UN (OU DES) PAYS AFRICAIN(S) AVEC MOBILISATION D'UN FONDS FINANCIER ET REALISATION PAR DES EXPERTS D'AUTRES PAYS

↳ PERMETTRE AUX PAYS AFRICAINS DE MIEUX EXPRIMER ET IDENTIFIER LEURS BESOINS EN MATIERE DE CHANGEMENT CLIMATIQUE ET D'ACCES A L'ENERGIE (approche Bottom up) EN MOBILISANT EN TANT QUE DE BESOIN LES RECs, CDAO, COMESA, SADC, CILSS ACMAD, Banque de Développement Africaine..)

**3.f** GCCA s'intéresse prioritairement aux pays du monde les plus vulnérables ; d'autres pays voisins peuvent avoir identifié les mêmes besoins

↳ REFLECHIR AUX CONDITIONS POUR PERMETTRE, EN ADEQUATION AVEC RESSOURCES FNANCIERES DISPONIBLES, AU PARTENARIAT D'APPORTER UNE REPONSE SIMPLE A DES PAYS AYANT DES PREOCCUPATIONS COMMUNES NOTAMMENT EN MATIERE D'ADAPTATION MAIS DONT CERTAINS NE SONT PAS ELIGIBLES AU GCCA

Remarque : d'une certaine manière ClimDev peut potentiellement apporter une partie de la réponse.

**3.g**      ↳ SE DONNER LES MOYENS LOGISTIQUES D'ASSURER UNE PERIODICITE SATISFAISANTE DES REUNIONS DU JEG 6.

## **1. Participants**

**Africa:** Algeria, Burundi, Chad, Egypt, Lesotho, Libya (co-chair), Morocco, Niger, Nigeria, Senegal, South Africa, Sudan, Zimbabwe, AU Commission, ECOSOCC

**EU:** Denmark, Germany, Italy, Portugal, Spain (co-chair), Sweden, European Commission

## **2. Identified obstacles to the implementation of the partnership**

### **(a) In relation to the functioning of the JEG:**

- No continuity in the membership of the JEG;
- Lack of internal coordination amongst Ministries in Member States;
- Problem to access documents and relevant information
- Lack of Human Resources (in AUC) to manage JEGs.

### **(b) As regards implementation of Roadmap:**

- Limited involvement of RECs and civil society;
- No links with existing processes (e.g. Rabat and Tripoli);
- Insufficient articulation of Pan African projects that add value to existing national / regional initiatives.

## **3. Identified resources shortfalls for agreed Initiatives**

### **(a) Financial resources**

- No shortfalls identified;
- But multiplicity of EU financial instruments is considered confusing and intransparent => need for rationalisation of financial resources.
- Joint commitment to quickly complete the feasibility assessment related to the Tripoli Fund.

### **(b) Human resources**

- Capacity problems on all levels (including within civil society, trade unions etc).

## **4. Suggestions / envisaged solutions / outcomes to be reported**

1. Improve the functioning of the JEG: secretarial support structure; Identification of focal points in countries participating in JEGs; electronic communication system (intranet); meetings between experts on specific subjects identified in road map;
2. Strengthen the Pan African focus of the Road Map: joint effort to better articulate truly Pan African challenges and programmes;
3. Reach out to the RECs: actively associate the RECS as full members of the Partnership;
4. Rationalise financing: increase visibility, transparency and accessibility of existing financial instruments;
5. Protect what has been achieved: recognize that this partnership is a historical stepping stone in the political dialogue and cooperation between the EU and Africa in the area of Migration, Mobility and Employment, and continues to offer a window of opportunity to address the challenges identified in this partnership.



**1- Participants :**

Afrique : Tunisie (co-président), Afrique du sud, Côte d'Ivoire, Kenya, COMESA, Commission de l'Union Africaine.

Union Européenne : France (co-président), Portugal, Finlande, Commission Européenne.

**2- Questions soulevées :**

Les obstacles majeurs à la mise en place de ce 8<sup>e</sup> partenariat :

- Manque de règles de fonctionnement courant et de circulation de l'information au sein du groupe conjoint d'experts relatifs à ce partenariat
- Difficulté à mobiliser plus d'Etats membres, plus d'organisations régionales, la société civile et le secteur privé.
- Les trois thèmes de ce partenariat ne sont pas actuellement traités avec le même degré d'importance.
- Difficulté à réunir les ressources opérationnelles pour le fonctionnement du groupe de travail notamment pour le côté africain.
- Inadaptation des Instruments financiers existants pour les projets déjà identifiés.
- Besoin de meilleure compréhension des mécanismes existants pour l'identification et instruction des projets et désir de mise en place d'un nouveau mécanisme pour le 8<sup>ème</sup> partenariat.

Le manque de ressources pour la mise en œuvre des projets déjà identifiés :

- Quatre des six projets « early deliverables » ont pu bénéficier d'une identification de sources de financement existants et vont commencer à être mis en œuvre dès 2010. Il est impératif pour les deux projets restants d'identifier une source de financement pour le 6<sup>ème</sup> (projet AXIS et Observatoire UA pour données géospaciales)
- Pour les treize autres projets phares, l'identification de ressources est partielle pour certains et inexistante pour d'autres.

**3- Décisions et recommandations à rapporter en plénière :**

- 3.1- Mise en place d'un groupe ad-hoc pour l'élaboration d'un document sur le fonctionnement interne du JEG8 et des procédures de circulation de l'information. Ce document sera discuté en vue d'approbation lors de la prochaine réunion du JEG8 qui se tiendra le 23 Novembre 2009 à Hammamet (Tunisie) en marge du forum ICT4all. Ce document fera partie intégrante de la feuille de route de ce Partenariat.
- 3.2- Mise en place d'un groupe d'experts parmi les membres du JEG8 pour préparer les termes de référence en vue de choisir un bureau spécialisé qui sera chargé de l'étude de faisabilité de la création d'un nouveau fonds spécifique au financement des activités liés à ce partenariat. Ce document sera également discuté lors de la prochaine réunion du JEG8.
- 3.3- Il est nécessaire de considérer les trois thèmes de ce partenariat avec le même degré de priorité en impliquant des spécialistes de chacun de ces thèmes afin d'en aborder les spécificités.
- 3.4- Il est requis d'identifier des points focaux pour ce partenariat dans chaque Etat membre africain et européen.

- 3.5- Il est recommandé d'inviter le EU-Africa Business Forum à prendre part aux travaux du JEG8 et de faire participer les deux co-chairs du JEG8 aux travaux de ce Forum.
- 3.6- Il est recommandé d'encourager les Etats Membres de l'Union Européenne et de l'Union Africaine et toutes les autres parties prenantes à suivre l'exemple de l'Espagne et de la Guinée Equatoriale dans le financement direct de projets identifiés dans le cadre de ce 8<sup>ème</sup> Partenariat.
- 3.7- Il est recommandé d'encourager toutes les parties prenantes à suivre l'exemple des Etats Membres d'ores et déjà impliqués dans la mise en oeuvre du 8<sup>ème</sup> Partenariat.
- 3.8- Il est recommandé d'établir des mécanismes de coordination avec les autres partenariats, notamment celui chargé des Infrastructures and MDGs.
- 3.9- Il est recommandé d'encourager la mise en place d'un mécanisme d'identification et de validation de nouveaux projets en appui de ce Partenariat.
- 3.10- La mise à jour de la feuille de route est en cours de finalisation pour être portée à l'attention de la prochaine réunion de la Troïka UE-Afrique du 14 Octobre 2009.

4. **Nom du Rapporteur désigné : CHELLY Fahmi, Tunisie, co-Président du JEG8.**

- I. Introduction**
  - II. Progress and challenges in the implementation of the Joint Africa-EU Strategy and its thematic partnerships of the first Action Plan (2008-2010)**
  - III. Assessment of Joint Africa-EU Strategy structures, modalities and follow-up mechanisms**
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## **I. Introduction**

This document provides additional detailed information on the state of play in 8 thematic partnerships of the Joint Africa-EU Strategy (JAES) first Action Plan 2008-2010, covering also the efforts made by the EU and the African side to adapt their respective internal working methods and to put in place the innovative joint institutional architecture. Together with the political Mid Term Review Report, this stocktaking paper will inform the competent African and European bodies and stakeholders on the progress made in the implementation of the Joint Strategy and of its First Action Plan (2008-2010).

## **II. Progress and challenges in the implementation of the Joint Africa-EU Strategy and its thematic partnerships of the first Action Plan (2008-2010)**

### **Peace and Security**

- (1) More than two thirds of the 24 activities agreed in the three priority actions of the first Action Plan have now been launched. Significant progress has been made in many partnerships, while others are at an advanced stage. The political dialogue intensified remarkably: regular consultations on crisis and conflict and operational and strategic discussions on country situations are held as required under the circumstances (for instance the AU-EU/EC collaboration in International Contact Group to assist Madagascar returning to internal peace and stability); the second meeting between the AU Peace and Security Council and the EU Political and Security Committee will take place in the margins of the October 2009 Ministerial Troika and will be pursued on an annual basis. At country level, for example, between the EU and Nigeria and between the EU and South Africa where a specific structured Peace and Security dialogue in the form of a yearly EU PSC Troika meeting is being held and where South Africa has advocated closer links between EU PSC and RECs.
- (2) The Africa Peace and Security Architecture (APSA) is making progress under the joint working structures; activities underway and already programmed, in the political dialogue such as on counter-terrorism, disarmament and non-proliferation, conflict prevention and post-conflict reconstruction, etc. EU support to and joint activities focusing on the AU capacity to plan, conduct, manage and deploy Peace Support Operations, such as the AMISOM mission to Somalia and the Multinational Mission in the Central African Republic (MICOPAX) managed by ECCAS, also serve this objective. Moreover, the

training and evaluation, of the African Stand-by Force (police, civilian, military) using the Amani Africa cycle as a vehicle to assist the AU in the certification and training of the continental decision makers' process, as a key feature of the APSA has reached a crucial phase: the ASF should reach an initial operational capability in 2010. The civilian and police components are lagging behind the military one, but progress is being made. The preparation of a support package to the African Training Centres is expected to make progress based on the results of an ongoing joint study aimed at identifying needs and gaps compared to the existing training capabilities in order to set priorities. Support to the Continental Early Warning System, in particular through the Joint Research Centre and major contributions by some EU Member States should help in making it operational. Based on the jointly conducted CEWS mapping, a continued reinforcement of this cooperation will be ensured, including through the MIVAC initiative, in particular through closer co-operation with EU structures. At a regional level, IGAD's capacity to manage an early warning conflict prevention project for the Horn of Africa region is also supported; initiatives in the field of Mediation activities and related capacity are being co-ordinated with EU lead countries; SSR policies as well as the AU Border Programme are being added as areas of prime interest to the current scope of the Partnership and Action Plan. The Nairobi Summit for the Great Lakes region in November 2008, which resulted in the appointment of UN and AU facilitators, illustrates well the close cooperation between the EU and AU in this area. Moreover, at regional level, the AU-RECs/RMS interaction is being supported, notably through the RECs/RMs Liaison Offices to the AU that will be further expanded. Support to the RECs, provided through the regional indicative programmes (RIPs), constitutes an important element in the operationalisation of the APSA. Efforts are under way to develop a joint AU-RECs-EU roadmap for the APSA, which should then also serve as a basis for further enhancement of coordination of the different instruments at the EU's hands in the area of peace and security. From the EC side, the implementation of this Partnership is underpinned by a financial envelope of approximately €1 billion. Under the new African Peace Facility alone, €65 million is earmarked for the operationalisation of the APSA (continental and regional) and for enhancing dialogue on challenges to peace and Security. South Africa, a major player in Peace and Security on the African continent, but not present yet in the coordination team on the African side, contributes via the DCI to the AFP under the 9<sup>th</sup> EDF - €7.5 million, which has funded a specific capacity-building programme on conflict prevention (RECs Liaison Offices to the AU). Under the more specific area of conflict prevention, the EC has supported the establishment of an early warning mechanism and mediation activities in Central Africa through €4 M allocated to ECCAS under the 9th EDF. Further support of € 15 M in the area of peace and security will be provided to the region under the 10th EDF. In addition, the political dialogue conducted with individual countries or regional organisations under Article 8 of the Cotonou Agreement frequently covers peace and security-related issues and supports the objectives of this partnership. Regular exchanges with ECOWAS on the situation in countries such as Mauritania, the Republic of Guinea and Guinea Bissau are cases in point.

- (3) The Commission, in co-operation with EU MS and the CSG to the AU and UN, has also provided substantial support for the work of the High Level UN SG Panel on the predictability, flexibility and sustainability of funding of Africa led Peace Support Operations, leading to the Prodi Panel Report, on which follow up work is proceeding. Additional contributions from EU Member States and African countries are expected.
- (4) Coherence and co-ordination, internally (within EU) and externally with international partners is progressing thanks to specific fora where the EU plays a key-role: the UN, the G-8, the African Clearing House, the US, China, Japan and at local level through the Addis

Ababa-based AU Partners Support Group. This Group might be convened in higher level formats on a regular basis in order to better link it to decision-making processes.

- (5) 2010 will be a crucial year for the Africa Peace and Security Architecture and thus for our Partnership. While the African Stand-by Force will to a certain extent be validated, much remains to be done at continental and regional levels in order to reach full operational capability. The policy papers on e.g. post-conflict reconstruction and development are expected to become operational, harnessing the resources and potential of the RECs into the comprehensive and balanced operationalisation of the APSA. The APSA framework could be underpinned by greater coherence and co-ordination of the international community, ensuring an integrated approach thus direct efforts on the civilian and police components of the ASF, on its connections with the implementation of conflict prevention policies (including early warning and early reaction such as mediation) and with post-conflict stabilisation, recovery and reconstruction. With EU Commission support and continental plus regional coherence between EU funding mechanisms, major results are expected from an advanced implementation process of the 2008 AU-RECs-RMs Memorandum of Understanding on cooperation in the area of Peace and Security.. In this context, the EC Regional Seminars, bringing together representatives from Headquarters and the Delegations, together with a tripartite AUC-EC-RECs event could boost coherence and create more synergies. In 2010, co-operation on Small Arms and Light Weapons (SALW) could result in the formulation and adoption of an AU-wide Strategy on SALW to be considered as the basis for more co-ordinated positions in the international arena and more practical co-operation programmes. Similarly, concrete co-operation activities on counter-terrorism could become more tangible and support the implementation of the EU and AU respective policies in this area.
- (6) **Challenges and opportunities:** Insufficient communication on the scope, role and mechanisms of this Partnership to the African stakeholders, the inadequate financial and human resources at regional and national levels are still the main obstacles to broader ownership and participation by African partners. The reinforcement of the AU-RECs links and greater capacity through the elaboration of a joint, AU-RECs/RMs-EU, consolidated framework of priorities and needs will contribute to the operationalisation of the APSA. With a focus on military operations and an until now insufficient implementation of the preventive and post-conflict reconstruction policies makes it more difficult to attract attention to the need to prioritise civilian and police capacities; in order to balance benefits and commitments (political, financial and administrative) from the two partners mobilisation of resources, including financial ones, from within Africa will be encouraged. Further "thematic sessions" on Early Warning, training centers, ASF, etc with participation of RECs/RMs, Member States (AU/EU) will enhance ownership and allow close follow up.

### **Democratic Governance and Human Rights**

- (7) The EU has undertaken a mapping exercise which highlights initiatives aiming at implementing the activities under the 3 priority actions of this partnership, the African Side will comment on the mapping before the next iJEG. This should facilitate strengthening synergies, avoiding duplications and drawing attention to priorities that are not yet covered. The AUC is organizing the 2<sup>nd</sup> Pan-African Cultural Congress in Addis on November 9-11, concentrating on the "Inventory, Protection and Promotion of African Cultural Goods". This expert meeting will also see experts discussing relevant issues and therefore will contribute to the state-of-play of the cultural goods cooperation.

- (8) 2009 has seen a significant reinforcement of cooperation in the area of election observation, including consultations on the ground between AU and EU Election Observation Missions (EOMs), support to the AU's Electoral Assistance Fund (€1 m), AU observers' participation in EU Parliamentary elections in June 2009 and their training in EU Election Observation missions. Capacity building for election observation is also an area of cooperation between the EC and RECs such as in the case of ECCAS MS.
- (9) A joint workshop (EC funded) will be organised to develop a common approach on the content, format and modalities of the "Platform on democratic governance and human rights". This workshop will facilitate an exchange of views among key stakeholders, including JEG members, experts from African capitals and 30 civil society representatives from Africa and Europe.
- (10) The Joint Expert Group is developing a proposal to enhance the role of local authorities as drivers of development, as the first step to enhancing the local dimension of the Joint Strategy. A concrete initiative proposed under this heading is the organisation of an Africa-EU side event at the annual assembly of local authorities in December 2009 hosted by the EU Committee of Regions.
- (11) The following initiatives have been organised and will be developed further:
- (a) The April 2009 Africa-EU Civil Society Human Rights dialogue, which tackled critical issues such as torture and the freedom of association.
  - (b) An EU-AU ambassador-level Troika coordination meeting was held to discuss the possibility of joint positions before the 11th session of the Human Rights Council.
  - (c) The joint Africa-EU round-table on women and conflict (UNSCR 1325 and 1820) in New York on 27 February 2009.
  - (d) The EU side presented a paper proposing areas and formats of enhanced cooperation in international fora, which the African Group is still considering. Forthcoming initiatives in other areas such as the fight against corruption and the Universal Periodic Reviews on human rights will also be organised, with a view to enhance strategic cooperation in international fora.
- (12) The "governance initiative" under the 10th EDF has been discussed, confirming its potential to promote dialogue on governance and reforms, formalized in governance action plans put forward by partner countries. It has also contributed to increase the resources allocated in NIPs to support governance from 10% to 14%. The ongoing mid-term review is the opportunity to assess the implementation of the governance action plans and the evolution of the overall governance situation at country level. These will be the two elements to assess country performance in this area. General progress on the commitments taken by individual countries as part of the programming framework is furthermore being discussed on a regular basis in the relevant fora for political dialogue, i.e. article 8 of the Cotonou Agreement.
- (13) Political and financial support for the African Peer Review Mechanism (APRM) is being delivered through an increased Governance Incentive Tranche (€2.7 billion) and through the support of the implementation of 'national programs of action' through the NIPs. The EC is also contributing € 2 m to the UNDP-managed Trust Fund in support of the functioning of the APRM Secretariat and has provided support to some national APRM Structures. To date,

29 African countries have formally joined the APRM1. Other ways in which support for the Pan-African governance and human rights architecture could be provided will be developed on the basis of a proposal submitted by the African side.

- (14) The EU will support the African agenda on Good Financial Governance, and concrete options to back the project led by the AfDB will be reviewed by the informal JEG.
- (15) An inventory of activities in the field of cultural goods and fight against illicit trafficking will be launched in 2009. A number of other activities in the field of cultural goods will be discussed in 2009, namely cooperation between museums in Africa and the EU in line with the conclusions of the EC-sponsored Colloquium on culture and creativity as vectors for development (April 2009). 38 African ministers participated at the colloquium, which yielded concrete recommendations for reinforcing actions in the area of culture and development.
- (16) Challenges and opportunities:
  - (a) Delays in the preparation of consolidated African positions have been a challenge, slowing progress under certain priority actions and in particular on the implementation of the recommendations of the APRM process. In this respect, support to pan-African governance and human rights architecture in particular must be based on an African strategic vision. The AUC is taking promising initiatives in this respect, such as the process launched in Yaoundé in March 2009 aiming at developing a pan-African approach to governance with the involvement of a wide range of African stakeholders in the debates. Outcomes of these discussions, once submitted to the African Implementation Team meetings, are expected to facilitate the formulation of consolidated African positions to be presented to the informal JEG and lead to deliverables in this crucial component of the thematic partnership.
  - (b) Given the delicate and political nature of issues addressed under this partnership, a pragmatic approach is needed to enhance cooperation in international fora, which is one of the expected deliverables under the priority action "enhanced dialogue at global level". The informal JEG should focus on areas in which Africa and EU have identified a common interest and privilege work that contributes positively to the realisation of this partnership's objectives and leads to concrete deliverables. Synergies should be sought in areas where coherence and cooperation could be strengthened across partnerships. For instance, the recommendations of the Panel of the Wise on the prevention and management of electoral crises offer a good opportunity to strengthen links with the work undertaken by the Partnership on Peace and Security. Parliaments, civil society and local authorities from Africa and the EU are expected to play a major role in the work of the informal JEG as key stakeholders in the implementation of this partnership. Both Africa and the EU put "participation" at the heart of their approaches to democratic governance. African and EU civil societies and local authorities' networks need to continue their efforts to understand each other's concerns and find ways to work constructively on the upcoming debates on democratic governance and human rights. The upcoming 10th EDF mid-term review of the Country Strategy Papers (CSP) and the National Indicative

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<sup>1</sup> Algeria, Burkina Faso, Republic of Congo, Ethiopia, Ghana and Kenya signed the MOU in March 2003; Cameroon, Gabon and Mali in April and May 2003; Mauritius, Mozambique, Nigeria, Rwanda, Senegal, South Africa, Uganda, Egypt and Benin in March 2004; Malawi, Lesotho, Tanzania, Angola and Sierra Leone in July 2004; Sudan and Zambia in January 2006; Sao Tome and Principe in January 2007; Djibouti in July 2007, Mauritania in January 2008, and Togo in July 2008. This is more than half of the AU's 53 countries. Mauritania was however suspended in October 2008, due to its suspension from the AU due to a coup earlier in the year.



Programmes (NIPs) as well as of other relevant financial instruments will also constitute an important opportunity to strengthen synergies with democratic governance and human rights initiatives at the national level.

### **Trade, Regional Integration, Infrastructure**

- (17) The Partnership on Trade, Regional Integration and Infrastructure rests on three main pillars: support for the African Integration Agenda, the strengthening African Capacities in the area of rules, standards and quality control, and the implementation of the EU-Africa Infrastructure Partnership.
- (18) In the area of African integration, four main achievements have been made:
- (a) Regional Integration gained momentum, in particular in East and Southern Africa as well as West Africa. Strong commitments have been taken by COMESA-EAC-SADC to align and harmonise their respective Integration Agendas through the tri-partite process. The tri-partite FTA Roadmap, currently being finalised, is a clear testimony that the region feels bound by its commitments and are keen to realise them.
  - (b) The signature of "Regional Strategy Papers" for the period 2008-2013 between four African regions and the European Commission. The EDF's "Regional Indicative Programmes" are the EC response to these strategies and translate our political commitment to support regional integration in Africa into concrete operational programmes. The 3 programmes signed represent an amount of €1.5 billion: Eastern and Southern Africa (€645 m); West Africa (€598 m); SADC (€116 m), Central Africa (€165 m).. In addition, steps have already been taken to ensure the swift and effective implementation of the programmes and a close coordination with actions and financial allocations at national level.
  - (c) The AUC presented the study on the Minimum Integration Programme (MIP) to the Conference of African Ministers of Integration (COMAI) of Yaoundé on 7-8 May 2009. The Conference adopted this study which was later endorsed by 13<sup>th</sup> AU Assembly held in Sirte (Libya)/
  - (d) The African Charter for Statistics was adopted in February 2009 by the Heads of State and Government of the AU. It provides a policy framework and an advocacy tool for statistics in Africa.<sup>2</sup> The implementation of the Charter will also be relevant for the measurement and achievement of the MDGs.
- (19) In view of the monitoring mandate of the AUC in the area of trade, regular dialogue took place on the ongoing trade negotiations between the EC and African regional groupings.
- (20) Concerning the exchange of experience on regional policies and cross-border cooperation, an AU Border Programme Regional Workshop took place in Ouagadougou on 23-24 April 2009 and similar workshops will take place in Libreville and Windhoek.

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<sup>2</sup> The Charter also assures statistical quality and comparability for economic and social integration; coordinates statistical activities and statistics institutions in Africa; builds institutional capacity in statistics and ensure operational autonomy; serves as the best practice framework for the African statistician professional; and promotes culture of evidence-based policy formulation, monitoring and evaluation



- (21) With regard to the strengthening of African Capacities in the area of rules, standards, and quality control, the main progress registered so far is in the area of sanitary and phytosanitary (SPS) measures. The AU Commissioner for Rural Economy and Agriculture and the European Commissioner for Health launched a high-level conference on the harmonization of SPS measures. The conference underlined the importance of harmonisation of SPS frameworks to spur regional trade links with positive effects on Africa's food export potential, which will be also beneficial for regional and national sanitary levels. The conference was preceded by a 4-day intensive training course for African experts on "Better Training for Safer Food Africa". A comprehensive set of training activities covering the entire food chain, from control activities, laboratories, legislative frameworks to direct support to small and medium enterprises (SMEs) is now being implemented in Africa with a total budget of around €10 m (until the end of 2010), aiming at complementing activities funded by EU Member States, African regional organisations and States. Work has been initiated in the area of standards and certification for industrial products, even if this is still at an early stage. A preliminary study is being launched. As in other areas, the involvement of and ultimate ownership by the regional organizations and member states is of key importance for the success of these initiatives.
- (22) EU-Africa Infrastructure Partnership: The European Commission Vice-President responsible for transport participated in the infrastructure debate that was the theme of the AU Summit of February 2009. On this occasion, the broadening and deepening engagement between the two continents through the Infrastructure and Energy Partnerships was highlighted in the Summit Declaration and in the Commission Communication "Partnership between the EU and Africa 'Connecting Africa and Europe'; working towards strengthening transport cooperation"<sup>3</sup>. This enhanced engagement will be supported by some €3 billion that have been programmed under the 10th EDF NIPs. With respect to the Infrastructure Trust Fund, financial contributions from the EDF and 13 EU Member States today amount to €165 m in the form of grants; an additional €200 m will be available under the intra-ACP funds as the EC contribution to reach €500 m foreseen by the Commission Communication "Supporting developing countries in coping with the crisis"<sup>4</sup>. EU Member States are expected to contribute additional €140 m to this goal. Since it became operational, the Trust Fund has agreed to support 12 regional projects for total grants of 77 ME, leveraging a total project financing of around 1 bn Euros.
- (23) Challenges and opportunities: The main challenge for the first two components of this Partnership remains the lack of broad ownership by stakeholders beyond the two Commissions and the South-African Co-Chair. This concerns not only European and African member states, but also African regional organisations which should be key actors in a Partnership on regional integration. However, the process of regional integration is advancing under the responsibility of African regional organisations and with a significant support by the EU. In the area of infrastructure, the main challenges are to establish a dedicated implementation process to identify a pipeline of concrete 'bankable' initiatives in the field of trans-African networks, to mobilize contributions from other donors and from the private sector, and to set the work in motion. To increase the effectiveness of this partnership, information-sharing and coordination mechanisms could be strengthened. A stronger participation by technical experts from both sides in the JEG could also contribute to ensure concrete results and continuity of the work.

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3 COM (2009) 301 Final 24.06.2009

4 COM (2009) 160 Final, 08.04. 2009

## Millennium Development Goals (MDGs)

(24) The MDG Partnership contains a particularly extensive set of activities divided between four priority actions: (i) finance and policy base (ii) food security (iii) health, and (iv) education. In most cases, large financial commitments have already been made on the African and European sides and extensive action is underway to deliver the activities in the Partnership. In most cases, Africa and EU are part of a wider effort in which the World Bank, United Nations bodies and other bilateral donors are playing important roles. Detailed mapping of activity shows that important progress is being achieved. Examples are given below.

### (25) Finance and Policy Base

The High Level Forum of aid effectiveness in Accra in September 2008 was an important step forward for this agenda, with African and EU actors playing a major part in securing a successful outcome. A number of Member States are now working on an International Aid Transparency Initiative (IATI). IATI commits donors to improving transparency by agreeing a set of common information standards applicable to all aid flows.

– The EU Agenda for Action reaffirmed in 2008 the EU 's readiness to fully support African and other developing country efforts to achieve the MDGs and outline concrete progress that should be expected.

(26) Food Security: The EU has mobilized €1 billion through the new EC Food Facility, of which approximately €560 m is destined for Africa; these substantial additional resources will directly benefit the implementation of this partnership. EU Member States have committed to and financed activities to address the food price crisis. Other resources are also available under the EDF including an allocation of nearly €200 m from the B-envelope in response to the food crisis that benefit approximately 30 African countries and the Food Security thematic programme. The Food Security thematic programme has an annual allocation of approx. €220 m, out of which more than 40% goes directly to Africa, while much of the remaining amounts support global programmes and initiatives such as the centres of the Consultative Group on International Agricultural Research which benefit Africa, too. Under this thematic programme, a series of concrete activities agreed in Lisbon are being financed:

(a) Demand-driven agricultural research enhanced through support to the Forum for Agricultural Research in Africa (FARA) and African sub-regional research organisations (SROs like CORAF and ASARECA) that will strengthen institutional cooperation and coordination with CAADP; the EC alone has mobilised over €45 m for agricultural research and extension at continental and regional levels in Africa.

(b) Accelerated progress in implementation of the Comprehensive Africa Agricultural Development Programme (CAADP), including through the mobilisation of support in the form of a Multi-Donor Trust Fund with funding from EC (€5 m), the Netherlands (€5 m) and additional contributions expected from Germany, UK and Sweden. The recent Addis Consensus between development partners on how to implement CAADP process at a country level in a coordinated way heralds significant progress in implementing CAADP.

- (c) Strengthening of regional farmers' organisations in East, West, Central and Southern Africa through a project that started in early 2009 (€5 m).
- (d) Other projects that will support the implementation of the Partnership are being identified or formulated, financed from either the Food Security thematic programme (e.g. on food security information systems, nutrition) or the 10th EDF (further support to CAADP priorities). Moreover, agriculture and food-security highlighted for possible increase and reallocation in the context of the ongoing mid-term review of the 10th EDF-NIPs.

(27) In the area of health MDGs, substantial efforts have been undertaken in the context of the EU Programme for Action to Confront HIV/AIDS, Malaria and Tuberculosis Through External Action (2007-2011), including action to enhance access to safe and affordable quality medicines in Africa, address the critical shortages of health care workers and contribute to bridging the financing gaps for the three diseases. This is also in line with the 2006 Abuja Call for Accelerated Action towards Universal Access to health services by 2010. Although the 2001 Commitment Towards 15% national budget allocation to health has not been reached most countries have advanced significantly from respective 2001 levels. Other areas where action has been initiated include: (i) GHWA: Global Health Workforce Alliance and (ii) Medicines registration programme under the Pharmaceutical Manufacture Plan for Africa. The EU has contributed to the Global Fund to fight AIDS, Tuberculosis and Malaria (GFATM), with the EC alone contributing approximately € 100 m per year in 2008 and 2009 through thematic financing and intra-ACP funds, and committing 9.5 million in 2008 to the Global Fund for Vaccines and Immunization. Africa has received some 60% of all GFATM financing since 2002. A recent progress review by African and European stakeholders have identified a series of collaborative efforts required to reach the 2015 targets for HIV/AIDS, malaria and tuberculosis expressed in the MDGs. The EC, together with other stakeholders, support activities related to the review processes of the Maputo Plan of Action on Sexual and Reproductive Health and rights of African countries. In line with the multi-stakeholder approach upheld by the Joint Strategy, representatives of the African Union and European Commission are working together with civil society and international partners (IPPF/African Regional Office, UNFPA, South to South Partnership for Population & Development (Africa Region), and Women Deliver) to learn from best practices; mobilize support and resources; and secure a recommitment by African ministers and Heads of State. The EC also contributes to the realisation of the MDGs through the 7th Framework Programme (FP7) and its international cooperation on health research. The 2007-2008 call for proposals under FP7's Health Theme will lead to €121 m being allocated to successful proposals with €27 m for neglected diseases and €16.36 m allocated for strategies and interventions for improving reproductive health, access to medicines, Innovation and IP, integrating diseases surveillance and health systems response. The 4th call of FP7's Health Theme (July 2009) includes a special coordinated call on Africa – "Better health for Africa" - with an indicative budget of €39 m. This call builds on the Global Ministerial Summit on Health Research held in Bamako in November 2008 and collaboration with WHO.

(28) In the area of education MDGs, the EC has contributed to the catalytic Fund of the Education for All Fast Track Initiative €22 m in 2007; €5.6 m in 2008 and €4.5 m in 2009. 21 out of 30 countries that have benefited from the FTI Catalytic Fund are in Africa. As part of its support (€1.45 m) to the International Task Force Teachers for EFA, the EC will also support a conference in Africa on Teacher policy issues with African Ministers of Education in mid-2010. The conference will be arranged with the Association for the Development of

Education in Africa (ADEA) under a MoU with the AUC supporting the Second Decade of Education in Africa. Stronger links have been established between the UNESCO regional offices, the AUC and ADEA. The Commission's involvement with ADEA has been revitalised, where it now stands as a steering committee member. We are presently exploring possibilities to consolidate these links so that Anglophone and Lusophone Africa can benefit more from the expertise available within UNESCO / BREDA. At a regional level the partnership has agreed to support collaboration in SADC and EAC on quality management of education and linkage between education and economic growth strategies. The EU is supporting through bilateral instruments the improved management of non-formal education and exchange of best practice, through pathways to good quality primary education and exchange of good practice to address the needs of marginalised groups, especially those with disabilities.

- (29) Challenges and opportunities: The MDGs Partnership covers a broad scope. Global and regional initiatives in food security, health, education and the finance and policy base are numerous, and despite the detailed mapping exercise undertaken under the MDGs Partnership it can be difficult to keep informed and updated on all initiatives and activities, not least because the bulk of these initiatives are implemented at the national level. On the resources side, the EC supports MDG-related initiatives through general and sectoral budget support and MDG contracts (€1.8 billion)<sup>5</sup>. With 37 initiatives under Health alone there have been calls for focussing on a limited number of priorities, even if consensus has not been reached yet. The Partnership requires active ongoing co-ordination between the two Co-Chairs and Commissions. The existing mechanisms of the JTF and informal JEGs should be reviewed. A significant change in structure is needed for the new Action Plan (2011). In the short term, greater effort is needed to ensure a regular and substantive policy dialogue and joint strategy process. For the future, it will be important to focus on a much smaller number of priority issues where there is a real opportunity for the JAES and the informal JEG to make a substantive impact. A strengthened capacity is also required at the level of the AUC, to play an overall coordinating role as well as to facilitate the participation of African member states. Information sharing across and within AU countries is a key challenge as evidenced by the reaction from Education Ministers at the 2nd Education JEGs meeting in Tunis, informal JEGs meetings for each priority action have been adversely affected by limited participation from EU and African sector experts.
- (30) There are several key opportunities which should not be missed: Links between key institutions involved in making progress on the MDGs have been strengthened through the Africa-EU Strategy. In Education, for example, the Partnership has facilitated the building of stronger links between the UNESCO regional offices, the AUC and ADEA and has also revitalised the Commission's involvement with ADEA. Disability and gender have been highlighted under the Partnership as one of the key cross-cutting issues and there is potential to address this gap. The functioning of the MDG Partnership could be further enhanced by strengthening African capacity to jointly coordinate and support the initiative, as well as by building strong and effective participation of all stakeholders and making more effective use of communication and networking tools. The Partnership has the potential to act as a platform to develop a shared analysis of issues, co-ordination of policy responses, and joint

<sup>5</sup>

Following a detailed assessment of eligibility in 10 candidate countries, the Commission has finalised proposals for MDG-Contracts in 7 countries [Burkina Faso, Ghana, Mali, Mozambique, Rwanda, Uganda, and Zambia], which were presented to and approved by EU Member States in Nov/Dec 2008. A further MDG-C in Tanzania is scheduled for presentation in early 2009. Collectively these account for about €1.8bn, representing 50% of all General Budget Support, and some 14% of total EDF 10 national programme commitments.

EU-Africa advocacy on key MDG issues at the international level, including the 2010 UN MDGs Review Summit.

## Energy

- (31) The Africa-Europe Energy Partnership (AEEP) is a long-term framework for structured political dialogue and cooperation between Africa and the EU on energy issues of strategic importance, reflecting African and European needs. The AEEP aims at mobilising increased financial, technical and human resources in support of Africa's energy development, scaling up European and African investments in energy infrastructure and in energy interconnections within Africa and between Africa and the EU. AEEP actions address both institutional and capacity issues, as well as investments in infrastructure. AEEP actions include promoting renewable energy and energy efficiency, improving the management of energy resources, and mainstreaming climate change into development cooperation.
- (32) As examples of ongoing initiatives at the sub-regional level, the EC is supporting gas markets in Maghreb countries, integration of electricity markets in Maghreb countries and, through the ACP-EU Energy facility access to energy services in sub-Saharan Africa. A continental energy policy and master plan for Africa will be prepared as part of the AU Programme for Infrastructure Development for Africa (PIDA), supported under the 55ME budget support to AU. Through instruments such as the Energy Facility, the EDF's RIPs and NIPs, the EU-Africa Infrastructure Trust Fund, the EUEI Partnership Dialogue Facility (EUEI PDF), and bilateral instruments those African countries interested in launching or intensifying efforts to improve the business climate for energy investments, in areas such as development of appropriate tariffs, or regulations on Independent Power Producers can be supplied. A concept note on a Renewable Energy Cooperation Programme was considered and will be further discussed in view to adoption at the next JEG meeting in 2010. The EU is already working with some African countries on a Mediterranean Solar Plan – with an EC project for improving the framework conditions being launched - that supports solar energy development in the region, and a Commission Communication on the Med-Ring for gas and electricity is planned for 2010, in line with the Spring Summit Conclusions of March 2009.
- (33) Some concrete achievements of this partnership include:
- (a) The JEGs have met twice and debated the substantial and detailed Energy Partnership roadmap, which is based on the Action Plan 2008-2010 and the Joint Statement of the AU and EU Commission of September 2008. The African IT met and discussed African priority proposals in a workshop in Uganda. An African Co-Chair, Mauritius, was named and has played an active role since June 2009. A cross-section of RECs and related bodies have also taken part in meetings. A technical expert has been selected and will be seconded to AUC for Partnership related activities. A detailed mapping activity was undertaken by the EU and is being updated periodically. A contribution by the AUC to the mapping is expected. Discussions on the scope of a High Level Meeting on Energy, planned for early 2010, are being further developed.
  - (b) Integration of energy systems and markets: integration is a key topic of discussions and many concrete projects in this area are underway, for example, Caprivi interconnector, 1250 km (Namibia and members of SAPP, support from EU – Africa

Infrastructure Trust Fund); Felou run-of-river hydropower plant (EIB, OMVS WB, support from EU – Africa Infrastructure Trust Fund).

- (c) **Energy Access:** the Partnership is discussing options for building on the success of programs such as "Energising Development", financed by the Netherlands and Germany, and implemented by GTZ. Actions in 13 African countries, benefiting 3 million people is currently being extended to supplying an additional 2.5 million people with sustainable energy services. France recently announced commitment to defining a new programme for access to sustainable energy for Africa. Denmark has also embarked on a new Initiative for Sustainable Energy as a result of the Africa Commission, particularly targeting SMEs.
  - (d) **Africa-EU Interconnections:** examples are the Trans-Sahara Gas pipeline (under feasibility study/consideration); the Mediterranean ring for electricity and gas (under definition).
  - (e) **Scaling up investments, mobilising private capital:** the Emerging Africa Infrastructure Fund will be supported by KfW, DFID and Sida. The new ACP-EU Energy Facility will focus on renewable energy for access at local level and is attempting to attract even more co-funding from EU MS as well as the private sector. Useful dialogue has begun with some private sector groups on encouraging more investment in sustainable energy services in Africa.
  - (f) **Renewable Energy and Energy Efficiency:** for instance Olkaria Geothermal Power Plants in Kenya (Germany/KfW, France/Proparco-AFD, Netherlands/FMO), the ECOWAS Renewable Energy Center (Austria, Spain, UNIDO). The EU Member States' commitment to renewable and energy efficiency investments in African countries continues to grow, and exchanges on scaling-up efforts and on starting a major new programme in this area have begun.
- (34) **Challenges and opportunities:** The key opportunities offered by the Africa-EU Energy Partnership (AEEP) are closely linked to the main themes defined in the Lisbon Action Plan. Through improved dialogue and cooperation, the AEEP can play a significant role in increasing the effectiveness of African and European efforts to a) ensure secure, reliable, affordable, climate friendly and sustainable energy services for both continents in the coming decades; and to b) extend access to modern energy services to the African population and companies. As part of the process leading to the elaboration of the AEEP Roadmap, an analysis of current trends in energy policy and planning documents, in major infrastructure investments and regional integration, in energy access programmes, and in diversification of energy sources and renewable energy revealed the following gaps: Investment in energy production and energy transport infrastructure is insufficient, diversification of energy sources is not proceeding adequately, safe and sustainable household/cooking energy is lacking for the majority of Africans, access to modern energy services is not growing rapidly enough to reach the MDGs; and dialogue and exchange on energy issues is inadequate to achieve AEEP objectives.
- (35) In order to achieve AEEP objectives and to overcome the gaps in current trends, priority policy actions need to be implemented – both for institutions and investments - in the following areas:
- (a) **Mobilising additional resources, improving efficient use of existing resources and support for access to energy services.**



- Create adequate political and regulatory frameworks.
  - Support implementation of regional and national energy access policies.
- (b) **Regional and intercontinental integration of energy systems and markets.**
- Support priority "win-win" projects, as identified by NEPAD, PIDA, RECs, RPPs, TEN-E, etc.
  - Build institutional capacity to plan and implement integration plans.
- (c) **Enabling environment for scaling up investments and mobilising private capital.**
- Implement stable, equitable and transparent investment conditions.
  - Intensify efforts to attract European investment to Africa's energy sector.
  - Improve economic governance and investment climate to build Africa's economic strength, notably by facilitating public private partnerships (PPPs).
- (d) **Renewable Energy and Energy Efficiency.**
- Create appropriate institutional and technical capacity: renewable energy/energy efficiency policies; support centres; resource mapping.
  - Support renewable energy and energy efficiency programmes and projects
- (e) **Reduction of gas flaring and venting.**
- Support the World Bank Global Gas Flaring Reduction Partnership.
- (f) **Develop institutional and technical capacity.**
- Support capacity building for national, regional and continental institutions (RECs, power pools, UPDEA, AFUR, AFREC, AFSEC) for instance on information systems, databases, planning, standardisation, etc.
- (g) **Political and technical dialogue, contacts and exchanges.** Support technical and political dialogue on:
- projects and programmes for interconnections, access, capacity building;
  - evaluate possible specific European contribution to priority actions;
  - encourage twinning between homologue agencies and authorities.

## Climate Change

- (36) The Joint Declaration on Climate Change ahead of the Poznan Conference in 2008 has been a major political achievement, identifying concrete opportunities for future cooperation and dialogue. The ongoing joint work has been pursued to prepare the ground for a successful

outcome at Copenhagen. The areas identified in paragraph 29 of the Joint Declaration on Climate Change required further prioritisation under the corresponding Roadmap input (the so-called "Plan of Action" of the Declaration).

- (37) The thematic priorities of the joint roadmap, endorsed at the 12th Africa-EU Ministerial Troïka of 28th April 2009, have been translated into the following five components (fiches):
- (a) Capacity Building of African countries, RECs and AUC for climate change, including strengthening African capacities to better exploit opportunities (fiche A1) under the carbon market (fiche A2) ;
  - (b) Support to adaptation and mitigation initiatives in Africa, including :
    - water resources management and adaptation in the field of agriculture (fiche B1)
    - sustainable land management, fight against desertification and avoided deforestation (fiche B2)
    - implementation of the Global Climate Change Alliance in Africa (fiche B3)
- (38) With regard to **Capacity Building**, the following items represent some relevant outcomes :
- (a) Under the €20 M EC-ACP capacity building programme for Multilateral Environmental Agreements (MEAs), the EC, through specific € 3,3M component is supporting the operationalisation of the "African Hub" at the African Union Commission to enhance African capacity related to MEA implementation and compliance of African countries in the climate change, biodiversity, desertification and chemicals agreements. The activities planned for the inception phase of the project have been executed accordingly.
  - (b) Joint discussions to strengthen the capacity of the department of rural economy and agriculture of the AUC to establish the unit for climate change and desertification control, and to conduct joint training, are ongoing.
  - (c) Preparatory work with AUC, UN-ECA and the African Development Bank for support to the ClimDev Africa Programme and the establishment of an African Climate Policy Centre to strengthen resilience to short-term climate variability are on-going. The expected outcome from ClimDev Africa is improved availability and use of quality climate information and services addressing needs of local, national and regional scale decision-makers throughout the continent. Further financial resources made available by DFID, recruitment of staff for the ACPC is ongoing. Discussion for additional funding from the European Commission and Sweden is taking place.
  - (d) Implementation of the EU-funded €20 M African Monitoring of Environment & Sustainable Development (AMESD) Programme is ongoing according to Plan. Consultation with RECs and the Partners has been conducted on possible continuation of the program post-AMESD. Discussions are also going on to ensure linkages with the joint partnership on Science and Technology on AMESD, post-AMESD and GMES.



- (39) **Great Green Wall of the Sahara and Sahel initiative:** a pre-feasibility study for this initiative with cross-sectoral actions aimed at the sustainable land- and natural resource management, was finalised in June 2009. In light of the recommendations of the study, possible avenues for implementation are being explored, including on institutional and funding mechanisms, inter alia, to complement FAO's contribution for the project. Several of the GGWSSI countries, particularly in West Africa, have already designated "key" Ministries, institutions or committees and "entry points" for the Green Wall initiative.
- (40) **Disaster Risk Reduction (DRR)** is a central aspect of Climate adaptation. Exchanges on DRR policies and strategies have taken place between the African and EU sides. The 10th EDF intra-ACP Strategy includes an allocation of €180 M for disaster risk reduction. Its programming, in particular in Sub-Saharan Africa, is being finalised. This is relevant in view of the outcomes of the recent African Regional Platform for DRR held in May 2009 which among other things agreed on extensions of the Africa Program of Action for the implementation of the Africa Strategy for DRR until 2015.
- (41) **FLEGT** : Negotiations with African countries for the implementation in Africa of initiatives such as the EU Forest, Law enforcement, Governance and Trade (FLEGT) intended to curb illegal logging and foster sustainable forest management through trade mechanisms are ongoing.
- (42) **GCCA** : The Global Climate Change Alliance (GCCA)<sup>6</sup>, is aimed at enhancing political dialogue on climate change, promoting an exchange of experiences and increasing support for LDCs and SIDS particularly in the adaptation and capacity building domains. The implementation of the GCCA in Africa is one of the main contents of the Roadmap of the Africa-EU Climate Partnership. Seven African countries have been identified so far for cooperation under the GCCA for 2009 and 2010: Mali, Madagascar, Mauritius, Mozambique, Rwanda, Senegal and Seychelles. Work undertaken in some of the GCCA pilot countries allowed some similar pioneering experiences to start emerge and should be up-scaled.
- (43) **International negotiations on Climate Change** : in accordance with the Joint Declaration on climate change, dialogue for exchange of the Africa and EU respective positions is ongoing with the aim to an optimal outcome of the negotiation process.
- (44) The Copenhagen UNFCCC is an important milestone, the main challenge being the conclusion of an ambitious agreement. But while the December UNFCCC Copenhagen meeting represents the culmination of the current international climate negotiations, it will be by no means the end of a process: commitments will have to be implemented as a medium and long-term process. In the meantime, work is on going towards climate proofing of Country and Regional Strategy Papers and mainstreaming the environment dimension. The Mid-term review notably of the African CSPs and RSPs offers an opportunity to keep a close eye on this integration in coherence with the linkages between environment and development (conflict prevention, food security, governance, etc.). Climate change remains a wide domain with potential synergies with several other Partnerships of the Joint Strategy (e.g. environment security and satellite observatories, renewable energy, food security, migration, environmental governance, water management, etc.). These linkages, not only strengthen the efforts to reach MDG 7 (environmental sustainability) but of most other

MDGs. They need to be seen jointly to reinforce the objectives of each action rather than operating in isolation

## **Migration, Mobility and Employment**

- (45) The Euro-African dialogue on migration is underway at continental level within the scope of the Africa-EU Partnership, at the regional level in the context of the Rabat process, and at bilateral level with several African countries. The second Euro-African conference on migration and development that took place in Paris was an important opportunity, whereby the EU and Africa confirmed their political commitment to work together on migration issues along the entire West African route. The joint EU-ECOWAS working group is also a case in point of the developing dialogue and cooperation on migration related issues at the sub-regional level. Africa and the EU are committed to speed up the implementation of the Tripoli Joint Declaration (priority action 1 of the Migration, Mobility and Employment section of the Action Plan of the Africa-EU Strategic Partnership agreed in Lisbon in December 2007. In this context the two Commissions are examining the feasibility of setting a fund to implement measures set out in the Tripoli Declaration.
- (46) The AU Commission launched the AU Commission Initiative against Trafficking (AU.COMMIT) Campaign on June 16, 2009. The decision to hold this launch on the specified date is due to the significance of June 16 as the Day of the African Child. The launching of the AU.COMMIT Campaign on the same day was meant to reinforce the celebration of the day as the campaign aims at the elimination of trafficking in human beings especially women and children. The AU.COMMIT Campaign was launched under the Slogan: *"Let's Combat Trafficking in Human Beings Especially Women and Children"*.
- (47) Consultative visits were conducted to Regional Economic Communities and Member States in 2008-2009 including to IGAD, to the Community of Sahel-Saharan States (CEN-SAD), the Economic Community of the West African States (ECOWAS), the Republic of Senegal and Popular Democratic Republic of Algeria, and the Federal Democratic Republic of Ethiopia. The purpose of the consultative visits was to follow-up and monitor the implementation of the four AU policies on migration and developments. The consultation visits have allowed the AU Commission to assess the level of implementation of the AU policies, and to discuss on how to harness and increase the efforts RECs further. Recommendations were also made for joint activities. Furthermore, a report on the consultation visits has formed a basis for consolidation of Strategic Plan and Budget for 2009-2012. Moreover, the report of the visit and the consolidated plan of action will be submitted to the EU as part of progress report on the European Commission Support Programme. As output and outcome of the visit includes that the AU policies disseminated and Regional Consultative Process on Migration (IGAD-RCPM) was established for IGAD and joint projects are identified with RECs and Member States.
- (48) Design and funding for the establishment of the African Remittances Institute are under way. Implementation modalities are under discussion between key partners. The Institute will be instrumental in supporting cheaper, faster and more secure remittances flows from Europe to Africa. With the support of ECOWAS, France, Spain and the European Commission, the Centre for Migration Management and Information in Mali has been inaugurated in October 2008. The Commission is willing to consider supporting similar initiatives tailored to the specific needs and features of other interested African countries. At

a broader level, the pilot Mobility Partnership that was agreed between the EU and Cape Verde provides a framework for facilitating mobility of people between the two parties and at the same time develop cooperation on a broad set of migration-related initiatives. An operational network of migration observatories across Africa will be launched in 2009 and become fully operational at the end of 2010. A project entitled 'Link emigrant communities for more development' was launched in The Hague on 23-24 June 2009. At this occasion the Dutch government also hosted a meeting of the MME Implementation Team specifically dedicated to diasporas. More projects are under consideration, including a proposal to work towards the establishment of EU African Diaspora Network to ensure better dialogue with African Diaspora in Europe and a stronger involvement of the Diaspora in the development of their countries of origin. IOM and UNITAR organised a workshop on 4 June 2009 in Brussels on the question of how to better involve non-State actors and international organisations in the implementation of the MME Partnership. Preparations are underway to make further progress towards (joint) compilation, updating, dissemination and utilisation of migration profiles on African countries. The AUC has launched an Initiative Against Trafficking which will include an AU Campaign to fight against trafficking of human beings and organised crime – issue which the EC is addressing through a number of projects in Africa, in particular in Benin and Nigeria. In addition, the Commission is willing to support African countries' efforts to deal with irregular migration, as exemplified by EC support to the Ghana Immigration Service in improving the reliability of travel documents or to Mali to upgrade border control posts. On mobility and cooperation in higher education, EC programmes such as Erasmus Mundus (and its African windows), Tempus and Edulink have allowed the mobility of an increasing number of students and academics between Europe and Africa and have led to strengthened ties between African and European higher education institutions. The EU-Africa higher education conference held in Brussels in December 2008, in which African and European officials and academics participated, highlighted the challenges and opportunities brought about by increased mobility and exchanges between Africa and Europe and underlined the potential for further cooperation in the field. The possibility of an African Tuning project was welcome by participants. A study on the feasibility of a Tuning approach could be launched early 2010. Furthermore, an identification study on the feasibility and design for the Commission contribution to the Nyerere programme is under way with a view of starting implementation in the academic year 2010/11. The EC is also providing support to programs fostering employment at the national level (e.g. Senegal). Most of the above initiatives are being funded under the 10th EDF and the thematic programme on "Migration and Asylum".

(49) Challenges and opportunities: Significant progress has been made in the implementation of each of the 33 actions identified in the 2008-2010 Action Plan. In recent years the EU Commission alone has allocated some €266 m on projects related to migration in Africa. Substantial bilateral contributions by EU Member States can be added to this. Even though many of these interventions are not strictly presented under the banner of the Africa-EU Partnership on Migration, Mobility and Employment, in material terms they do contribute to it. This convergence is further underpinned by the fact that political dialogue on migration issues between the EU and Africa has made major headway, on both the continental, regional and national level, with the ministerial conferences in Rabat, Tripoli and Paris as the major landmarks. Against this largely positive assessment, three challenges stand out:

(a) To strengthen the implementation mechanisms of the Partnership: At the African side the absence of an operational coordinator / lead country is an obvious obstacle for further progress, including for the organisation of an informal Joint Expert Group meeting and the preparation of a draft road map. A further issue is the need to better

involve non-state actors and international organisations in the work of the informal JEG. There is also a necessity to build up facilitating mechanisms for dialogue and exchange of information. Finally, the commitment of EU and African States to lead on specific actions could and should be further improved.

- (b) To develop the employment strand of the Partnership: This challenge is particularly important in these times of economic crisis. The Action Plan contains priorities, but implementation needs to be speed up in view of consolidating progress made on the implementation of the Ouagadougou Plan of Action and remove constraints as reflected in the 1<sup>st</sup> Comprehensive Report (Seventh Labour and Social Affairs Commission-LSAC, October 2009). There is needed active involvement of EU and African States, organisations such as ILO, as well as civil society notably social partners. In this respect, the AUC Labour and Social Affairs Commission (LSAC) adopted in 2009 an Agenda for Productivity in Africa, Guidelines for Social Dialogue in Africa and a Programme on upgrading the Informal Economy in Africa. In addition, within the framework of the Four Year Priority Programme (4YPP), actions will be undertaken for improvement of the labour market governance through enhancing and modernizing the labour market institutions (Public Services employment, social protection, Labour Administrations and Labour Market Information Systems). These strategic initiatives will accelerate the implementation of the Action Plan. Identified relevant Civil Society Organizations will be involved in the actions. EU and AUC are initiating preparations for a workshop on employment and decent work issues, aiming at sharing best practices/ particular focus on informal economy, productivity and labour market governance. The workshop could feed into a proposal for an African Labour Market Governance Project (ALMGP). A workshop will be held on the 8<sup>th</sup> – 10<sup>th</sup> December 2009 on harmonizing the labour market information system, and a study undertaken on the preparation of a Strategic Document on resources mobilization for the implementation of the Ouagadougou Plan of Action.
- (c) To ensure visibility and sustainability of the process: In this context it is considered crucial, both by African partners and by the European Commission that a ministerial conference on migration and development is organised in 2010, as a follow up to the Tripoli conference of 2006, that could focus on the East-African migratory route, and an input into the 3rd Africa-EU Summit scheduled to take place the second half of 2010.

## Science, Information Society and Space

- (50) On Science, two main early deliverables have been identified: ① the project on Water and Food Security in Africa supported by the 7<sup>th</sup> Research Framework Programme (2007-2013) through a call for proposals dedicated to Africa published in July 2009. The EU will support research efforts focusing on water and food security, and on better health for Africa with a total allocation of €63 m. Special rules have been introduced and communication efforts have been made in order to encourage the maximum participation of African researchers. ② the African Research Grants to be funded with €15 m drawn from the Science and Technology allocation of 10th EDF intra-ACP indicative programme.

- (51) The first year of the project Popularisation of Science and Technology and Promotion of Public Participation is being funded from the AU capacity building programme. Notably, the first continental African Women and Young Scientist Awards were made on African Union Day, 9 September 2009. Equatorial Guinea has offered to host, champion and allocate a seed fund of US\$ 3.6 m to the African Observatory on Science, Technology and Innovation "Lighthouse Project".
- (52) On Information Society, Africa Connect (€12 m) will be submitted in 2009 for financing from the 10th EDF Intra ACP indicative programme whilst the African Internet Exchange System (€3 m) under consideration in the Infrastructure Trust Fund. In collaboration with UNESCO, the African Virtual Campus project whose initial phase was partially funded by Spain is being implemented and national virtual campuses are being established in 11 countries in West Africa. The HIPSSA project contracted from the EC to the ITU for the harmonization of ICT policies and regulatory frameworks in Sub-Saharan Africa was aligned with the Partnership objectives through the direct involvement of the AUC and the RECs. EASSy, a 10.000Km submarine fibre-optic multi-point cable system that is under construction along the East coast of Africa, will be operational the first half of 2010. Its multiple landing points between Sudan and Mozambique provide better communication connections between Africa, Europe, and India. EASSy received a contribution from the Infrastructure Trust Fund of €3.6 m In 2008, the EC has also commissioned a connectivity study on the Africa Connect Phase 1 (interconnection of Regional African Research Networks to GEANT, the European computer network for research and education). The objective is to contribute bridging both digital and scientific divides in Africa, providing the African scientific community with better access to research and education resources and peers around the globe and higher capacity transit to the Internet as well. The EC has also provided support to the Telemedicine initiative led by ESA and WHO. The African Union Summit to be held in January 2010 in Addis Ababa will address ICT for development as its main theme, giving a new impetus to this component of the partnership.
- (53) As far as Space is concerned, the GMES<sup>(7)</sup> and Africa initiative is being pursued through the strong support by the Commission and several Member States. This initiative aims at using Space-based earth observation in support to sustainable development, helping to manage the continent's environment, its natural resources and supporting crisis monitoring and humanitarian operations. This will directly contribute to the objectives of other partnerships, too. Following the roadmap agreed in Lisbon in late 2007, a consultation process led by African and European experts has now started in predefined thematic areas to prepare a detailed Plan for Action which should be finalized in time for the next EU-AU Summit in 2010. This will be supported through regional workshops in Africa starting end-2009. Meanwhile, €3 m have already been made available through EU's FP7 research budget to joint African-European projects in support of the Action Plan on GMES and Africa. In addition, a project for using geospatial data via a "Pan-African geo-information observatory in support to sustainable development," is also being defined. The mobilization of the private sector has also been initiated through interaction with the ICT Group of the EU-Africa Business Forum, which issued recommendations for public-private partnerships in the context of this partnerships.
- (54) Challenges and opportunities: This partnership has expanded the horizon of Africa-EU relations, and has drawn attention to a key area which so far did not constitute a priority for traditional cooperation. The Partnership has made a good start in terms of project

implementation with the African Research Grants/Popularisation of Science/Food Water and Food Security/Africa Connect and GMES & Africa projects moving into the first stages of implementation in 2010. However, most of the results so far are the outcome of the work of the two Commissions and it is clear that Member States, civil society and the private sector on both sides must become much more involved. It is essential that the three components of the Partnership are addressed in a balanced manner through the involvement of corresponding relevant national Ministries.

### **III. Institutional aspects and working methods**

#### **A. Introduction**

- (55) Since the adoption of the Joint Strategy and the First Action Plan at the Lisbon Summit in December 2007, much effort has been exerted, with mixed results. Innovative institutional arrangements and flexible working methods were set up to bring together European and African stakeholders at the national, regional and continental level from governments, parliaments and civil society. Overall progress has been made, although the rating of performance varies for the different eight partnerships. It is clear that much progress has been made in partnerships such as peace and security. However, such progress cannot be ascribed solely to the new strategic framework. Rather, much of the credit can be linked to the fact that some of the programmes within the framework of this partnership predate the Joint Strategy. As such, the Joint Strategy brings together pre-Lisbon and new initiatives in a comprehensive policy framework. Any evaluation of performance must take such factors into account.
- (56) More than a year and half have passed since Lisbon and the third Africa-EU Summit is scheduled for next year. At this juncture, it is worthwhile asking what has been achieved to date, what remains to be done, what are the existing bottlenecks and how to address these. In examining these questions, the institutional structures and follow-up mechanisms must be thoroughly evaluated. Hence, this section of the report examines the various institutional arrangements and working methods with a view to determining their effectiveness in engaging committed European and African stakeholders at the national, regional and continental level, and in opening the process to civil societies, parliaments, the private sector and others in order to make it the broad partnership it is intended to be. Specific recommendations on improving the functioning of the architecture are to be found in the annex to the Troika Communiqué report.

#### **B. Decision making bodies:**

- (57) Political decisions regarding the Joint Strategy and Action Plan are taken at Summit and Troika levels. Heads of State and Government are scheduled to meet every three years at Summit level to take stock of progress made in implementation of Action Plans and give political guidance for further work. The next Summit, scheduled for 2010, will evaluate performance of the 2008-2010 Action Plan and approve a possible Second Action Plan.
- (58) In between Summits, dialogue between Africa and Europe is conducted through half-yearly Ministerial Troika meetings, aimed at reviewing and monitoring the implementation of the Joint Strategy and its successive Action Plans. These meetings are prepared by experts and senior officials, taking into account inputs from JEGs and the Joint Task Force. On the EU side, the Troika consists of the current and incoming EU Presidency, the European



Commission, and the EU Council Secretariat, while on the African side, the Troika consists of the current and outgoing Presidencies of the AU and the AU Commission, expanded to include *chef de file* countries at the expert and senior official levels.

- (59) Given that Heads of State meet only once every three years, the half-yearly Troikas are vital in giving political guidance in a dynamic and rapidly changing environment. In its current form, however, the Troika being composed at Foreign ministerial level, may not necessarily have the mandate to make binding decisions for all member states on both sides, for example because the process does not foresee the involvement of sectoral ministers or because there is no clear direct link with national or bilateral programming cycles. This issue needs further reflection.
- (60) The 10<sup>th</sup> Ministerial Troika meeting held in Brussels on 16 September 2008 endorsed the proposed implementation architecture, developed following wide ranging consultations of all stakeholders on both sides. In line with Lisbon documents, the key actors identified are the two Commissions, EU Council Secretariat, African countries, and EU Member States, AU and EU Permanent Delegations, the two continental Parliaments (PAP and EP), Regional Economic Communities, ECOSOCC, EESC, civil society, private sector, and international partners, including the UN and other specialized agencies. *etc.*
- (61) With regard to the functioning of the institutional architecture and working arrangements, the following evolution has taken place:
- (62) *African and European States:* The level of participation of EU Member States and African countries varies significantly. On the African side, for example, some countries are active in several partnerships while some have not expressed interest in any. The same applies on the EU side where some Member States are more active than others. It is necessary for Member States on both sides to boost their capacities to deal with the complex requirements of the partnerships.
- (63) On the African side, African countries are becoming increasingly active in the implementation of the strategic partnership. In addition to their participation in the JEGs at technical level, Member States are directly involved, through the AU Permanent Representatives Committee (PRC) which continues to be fully engaged in the process by working closely with and giving political guidance to the AU Commission in the implementation of the strategic partnership. The African *chef de file* countries have also demonstrated their relevance in the Africa-EU dialogue by, among others, continuing to play a central role in preparing the half-yearly Africa-EU Ministerial Troika Meetings. The Follow-up Committee, a sub-Committee of the AU-PRC, also continues to work with the AU Commission on all issues pertaining to the implementation of the strategic partnership. However, national line-ministries and administrations seem not yet to have been mobilized.
- (64) On the EU side, the Council's Africa Working Group (AWG) is playing its role as the central, cross-pillar coordinating and monitoring body for the implementation of the Strategy and for the pan-African dimension of the EU's relations with Africa. The Group has enhanced the frequency of its meetings dedicated to the Strategy, and has regularly discussed cross-cutting issues. It has met with the European JEG co-Chairs to review progress in the thematic partnerships and prepared the key Africa-EU meetings including Ministerial Troikas. This work has been instrumental to ensure the necessary transparency and information flow, both between Brussels and national capitals and between JEGs (in which only a limited number of EU Member States participate) and the full EU-27 format. The Africa Working Group has already started to link the political level and the expert level of the Joint Expert Groups. The Group has also started to meet with the AU's Representative

to the EU and with the Group of African Ambassadors in Brussels. However, national line-ministries and administrations seem not yet to have been mobilized.

- (65) ***The AU and European Commissions:*** These have a central role as the driving forces behind the partnership. Each side has its own approach to the issue of internal coordination with different mechanisms set up to handle the management of the Joint Strategy Implementation. Given the wide range of areas covered by the Joint Strategy and its first Action Plan, effective coordination of different functional areas within the two Commissions is vital in ensuring coherence and effective participation of all internal actors.
- (66) In recognition of the importance of mainstreaming the Joint Strategy and effectively coordinating the activities of the different Departments, the AU Commission has established a functioning Interdepartmental Task Force within the framework of the implementation of the Joint Strategy. Comprising focal points from all Departments of the Commission, the coordinating body, whose members also participate in the JEGs, ensure coherence between activities and measures pursued within the framework of the Joint Strategy on the one hand and the broader policy objectives being pursued by the AU and the AUC, for example through the AU Strategic Plan, on the other. Information sharing and preparation of key documents have become more effective as a result of the activities of the focal points.
- (67) Within the European Commission, efforts have been pursued to strengthen the coordination between the different services involved in the JAES implementation, and in particular with Directorates General which are not part of the 'Relex-Family' such as RDT, INFSO, SANCO, TREN, EAC, JLS, ADMIN and others. European Commission Delegations in Africa (in particular those working with African Regional Organisations), have become closely involved in this work. The network of designated Focal Points has been particularly useful to share information, to address cross-cutting issues, and to prepare key documents such as the present report and meetings such as the Resources Workshop and the Joint Task Force. Good progress has also been made in bringing together the thematic and geographic experts on the various partnerships, and to mainstream the Strategy's priorities into the programming of the various Community instruments and in the mid-term review of the European Development Fund's (EDF) national and regional indicative programmes; similar efforts should be pursued during the identification phase in order to progressively align EDF Annual Action Programmes and other European financial instruments with the Strategy. However, the situation is not entirely satisfactory when it comes to "treating Africa as one": additional efforts are required to ensure coordination since the current division of geographic responsibilities for sub-Saharan vs. Northern Africa are shared between several services. Further narrowing operational and policy gaps would facilitate the design of pan-African projects, initiatives and policies more challenging.
- (68) ***The AU and EU Delegations:*** These two delegations are critical in the implementation of the Joint Strategy. They play the role of enhancing the AU-EU relations as well as facilitating communication and coordination between the institutions of the AU and the EU and their respective Member States. In order to perform these functions adequately, their capacities must be built to the fullest. Both sides have embarked on measures to this end and such moves should be encouraged.
- (69) **The AU Delegation to the EU:** The AU has upgraded its Brussels Office to the rank of Permanent Mission to the EU and the ACP Group, and has aligned its structure to its extended mandate. Today, the Mission follows the Africa-EU cooperation, the coordination of the group of African ambassadors in Brussels and the implementation of the Cotonou ACP-EU partnership agreement, and represents the AU in the 27 EU Member States.



- (70) The establishment of the EU Delegation to the AU is one of the most important decisions taken by the EU in implementing the Partnership. The Delegation has quickly established an effective and trustful working relationship with key AU and AUC interlocutors. Today, it plays a central role in providing analysis and reports from Addis to the EU and in making the two-way communication and information flow more efficient. Its staff ensures a systematic follow-up on the implementation of the Joint Strategy and its first Action Plan. The Delegation also makes a major contribution to ensuring better coordination and coherence of EU Member States' representations in Addis Ababa, and to reaching out to international partners. Last, but not least, the Delegation is instrumental in the annual implementation of the €55 mio. EC-funded capacity-building programme and various EC technical and administrative assistance initiatives for the AUC. Both EU Member States and the Commission have delivered on their commitment to second significant numbers of new staff to this Delegation, in particular in the Political, Peace & Security and Operations Sections.
- (71) **Regional Economic Communities (RECs):** Defined as the building blocks of Africa's continental integration, RECs have a vital role to play in all African continental engagements, and the Africa-EU Strategic partnership is no exception. However, involving them in the implementation of the Joint Strategy remains a major challenge. Following concerted effort by the AU Commission to bring them on board, to date, four out of eight RECs are involved. To some extent, the difficulty of involving them could be explained by the lack of ownership of the process, as is the case with many Member States. Given that activities to be implemented within the framework of the successive action plans are largely of regional and continental nature, the active participation of RECs, particularly in the work of the JEGs will surely bring much added value.
- (72) **The Parliaments:** PAP and the EP are two of the key stakeholders in the Joint Strategy. The principle of a closer involvement of the European and Pan-African Parliaments (EP, PAP) in the institutional architecture of the Joint Strategy and its Action Plan was endorsed by the Ministerial Troika of 28 April 2009. This represents a major step forward and enables the Parliaments to fully play their role in the implementation and monitoring of the Strategy, in line with the principles agreed in Lisbon. These institutions can play a key role in influencing the executive at national level in promoting the Africa-EU partnership agenda, as well as help in the popularisation of the Joint Strategy on both continents. The two Parliaments will be actively involved in the next Summit and in the follow-up to the annual joint progress reports; in addition, representatives of the EP and PAP are encouraged to actively participate in JEGs and Joint Task Force meetings. It is therefore hoped that Parliaments will follow through their commitments. In that regard, the creation of a fully-fledged EP Delegation to the PAP is a positive move.
- (73) **Non-state actors:** The Joint Strategy provides for the empowerment and active participation of non-state actors, including civil society and the private sector). The conditions are in place to enable them play an active role, in particular in development, democracy building, conflict prevention and post-conflict reconstruction processes. The role of the private sector is key in several areas, including energy, climate change, and the ICT partnership. The AU Civil Society Interim Steering Committee, established in Accra in March 2007 and reconstituted within the framework of ECOSOCC in Nairobi in March 2009, was following actively the implementation of the strategy. Since then, the AU-ECOSOCC has been identified by the African side as its key interlocutor for civil society engagement and a Steering Group set up some years ago has now been revived. Clusters have been set up

within ECOSOCC to work on the eight thematic partnerships of the First Action Plan. Participation of civil society actors in those clusters is based on interest and competence. This is indeed a significant step in the right direction. However, feeding the output of the work of such clusters as inputs into the work of the JEGs remains a challenge.

- (74) In Spring 2008, EU Civil Society Organisations (CSOs) set up a Steering Group to follow the Strategy, and designated specific CSOs as the main contact points for the thematic partnerships. Some of these organizations have already started to produce analyses and take part in expert meetings, based on their expertise in areas such as conflict prevention, governance, human rights, employment, migration, climate change or MDGs.
- (75) In Spring 2009, first attempts were made to revive the cooperation between the European Economic and Social Committee (EESC) and the AU-ECOSOCC, its African 'sister-institution', through mutual invitations and participation in the respective events. In April 2009, the AU-EU civil society seminar preceding the Human Rights dialogue took place in Brussels and issued common recommendations, directly related to the Democratic Governance and Human Rights Partnership. It is hoped that it will be possible, by end 2009, to have a joint Africa-EU Civil Society Forum. Finally, an Africa-EU policy research network (EARN) was set up in Spring 2008.
- (76) But despite this good overall progress, a number of shortfalls still need to be addressed: The modalities of civil society involvement in the various informal JEGs continue to vary significantly, despite the reiterated call by Ministers for JEGs to associate civil society and the private sector more closely in their respective work and to facilitate their effective participation. So far, the private sector's participation has been limited. The Africa-EU Business Forum on 28-29 September 2009 in Nairobi has been an important step forward, reinforcing linkages with specific partnerships of the Strategy and raising awareness on possibilities for enhanced cooperation. The private sector's engagement could be concretized along two lines of actions: improving the business climate through better economic governance, and identifying programmes for public-private partnerships.
- (77) *Joint Expert Groups.* The 11<sup>th</sup> Ministerial Troika meeting held in Addis Ababa on 20-21 November 2008 endorsed the guidelines for the informal Joint Expert Groups (JEGs), which form a core part of the institutional architecture. These JEGs have been identified as the motors of the implementation process and have been tasked with carrying out crucial technical work regarding implementation, coordination, mobilization of actors and resources, including identifying sources of financing. The pace of implementation of the Joint Strategy can, therefore, be largely attributable to the effectiveness of these JEGs, in view of the heavy responsibilities entrusted to them. Identification of weaknesses of these JEGs and correcting such weaknesses must be at the centre of any efforts towards improving implementation performance.
- (78) *Ownership and participation:* In the view of a number of Member States on both sides, the link between the informal technical level of the JEGs with the decision-making at the political and policy level, is insufficiently defined. In addition, in the case where there are already numerous international institutions and funding mechanisms dedicated to the same issues, the added value of the JEGs to ensure policy coherence remain unclear. As a result, member states and RECs have not attributed a high enough priority to expert participation. This has led within most JEGs to a slow pace in development and implementation of concrete programs. However, if they are to deliver on the mandate entrusted to them, it is of paramount importance that the right calibre of experts take part in their deliberations. Their

task is of essentially technical nature and participants must therefore have the competence to deliver.

- (79) Some shortfalls to be urgently addressed include preparation and coordination of meetings, matching the agenda with participants' level of expertise and decision-making authority, more sustained work, and a clear focus to deliver the expected outcomes and results in a balanced manner. JEGs working methods should be improved through better use of modern information- and communications technologies such as e-mail, video-conferences and the dedicated intranet-workspace (specifically designed for this purpose), and avoiding frequent turnover of participants. A sharper focus on results and on a more limited number of issues where the JEGs can genuinely add value is needed.
- (80) The decisions of the April 2009 Ministerial Troika have allowed JEGs to involve representatives from civil society, private sector, and the European and Pan-African Parliaments in their work. But these actors still need to become actively involved. More needs to be done to reach out to the RECs, the private sector and to international partners (UN agencies, International Financial Institutions and key donors) who share the objectives of the Action Plan and who can make a major contribution to its implementation.
- (81) Finally, it is imperative that a full review of the role of the JEGs and the eight Partnerships takes place well before the current action plan expires, since some fundamental changes may be needed to ensure that the next Action Plan has credibility and full support from Member States and other stakeholders.
- (82) ***Financing the implementation architecture:*** In 2007-2008, the issue of financing the architecture of the Partnership was not addressed. Consequently, even whereas many Member States on the African side have expressed interest in actively participating in the JEGs and have designated competent experts based in their respective capitals, the participation of such experts in JEG meetings have remained a difficulty due to the problem of financing. As a first measure, a decision was taken recently to finance the cost of participation of the African experts in JEG meetings from the US\$ 1 million available for the Africa-EU Dialogue (from the EC-financed 55 million Euro support programme in the AU Commission's 2009 Budget). Both sides should work together to find more sustainable answers to finance the functioning of the architecture.
- (83) ***Implementation Teams (ITs):*** The African and European ITs continue to make a necessary contribution to the coordination of the Commissions' and Member States' inputs to the implementation process, as well as to the establishment of consolidated positions. ITs continue to meet on a regular basis, and play a key role in the preparation and follow-up to JEGs. Well-functioning ITs on both sides are therefore a pre-condition for the successful work of JEGs.

### C. Coordination

- (84) The overall technical coordination for the implementation of the Joint Strategy is ensured through Joint Task Force meetings, which is a forum for technical level discussions and coordination which comprised initially staff of the two Commissions as well as the EU Council Secretariat. Since 2009, however, the JTF meets in a new extended format (first meeting in Brussels on 17-18 March 2009, second meeting on 8-9 October 2009 in Addis Ababa), bringing together the services of the European and AU Commissions, the EU and AU Presidencies, the JEG co-Chairs and national coordinators, as well as representatives of the European and Pan-African Parliaments and civil society organisations. This broad participation in the JTF was instrumental to enhance cooperation, coordination and

synergies amongst the 'key actors' of the Joint Strategy and to effectively address cross-cutting issues. It also allowed to further enhance the institutional cooperation and capacity building between the European and AU Commissions, and to prepare the subsequent Ministerial Troika meetings. In April 2009, the Ministerial Troika welcomed the JTF results, endorsed the new format and invited the two Commissions to organize subsequent JTF meetings accordingly. However, the real value added of the JTF, as an informal technical cooperation mechanism, is not yet proven.

- (85) At the level of the two Commissions, an annual **College-to-College** meeting is also organised aimed at strengthening policy coordination and technical cooperation between the two Commissions, including for the implementation of the Joint Strategy. It provides an opportunity for the exchange of views, particularly with respect to eliminating bottlenecks in the implementation of the Joint Strategy and provides political leadership and impetus to the work of the Joint Task Force.
- (86) **Institutional cooperation:** The AU and the EU gave a new impetus to their commitment to develop their relations in the area of administrative and linguistic cooperation. In October 2008 they formally agreed to proceed with the exchange of best practices in a number of specific areas through the development of joint trainings and seminars, the exchange of information and the reinforcement of the dialogue between the two Commissions, in particular on IT developments, communication and audit. A training seminar for AUC representatives, focusing on EC budget, accounting systems, financial management and controls of the EC have been organized in 2009. Moreover, following the 8th AU-EU task force of March 2009, the European and AU Commissions are finalising an action plan for 2009-2010 that will indicate more precisely the specific actions to undertake. The main issues of this action plan are General Administration, Budgeting Planning and reporting, Communication, Control management (Internal control system, accountability, risk management, ethics and fight against fraud and corruption), Human Resources management, Crisis Management and security. The two institutions have also decided to proceed with a programme of exchange of officials through short term secondments to allow each organization to get better acquainted with the functioning of the other one.
- (87) **Translation and interpretation:** In the course of 2009, tangible progress was made on several priorities which had been identified in the Action Plan by AUC-CSD and the EC's DGs SCIC and DGT.

#### **D. Communication and public outreach**

- (88) **Communication, web-site and other outreach activities:** A truly people-centred partnership requires first and foremost that citizens, the media, researchers and other interested stakeholders are adequately informed on the Strategy's substance and progress. Both sides have therefore stepped up their efforts in the field of communications and outreach activities. Various presentations have been made at events organised by civil society, foundations and think-tanks, both in Europe and in Africa. A workshop on the people-centred dimension of the partnership will take place on 23 October 2009 in the framework of the European Development Days in Stockholm, and will give greater visibility to the Partnership. Most importantly, the joint website developed by the European and AU Commissions is on-line since 1st October 2008 ([www.africa-eu-partnership.org](http://www.africa-eu-partnership.org)). This regularly updated site contains not only all key JAES documents and achievements, but

presents also the latest agendas and meetings, background material and multimedia (video, photo) sections, as well as regular features and editorials. However, the website is underused for communication within the Partnerships. The main challenges in this regard are to consolidate the ownership of the different stakeholders, to regularly update the thematic partnerships pages, and to give better overall visibility to the website. In order to facilitate the internal communication of Joint Expert Groups, and to enable a more continuous work through document sharing and discussion forums, a collaborative workspace with restricted access has been developed as part of the JAES website. But for the time being the full potential of this tool has not yet been used.

## **E. Resources**

- (89) **A workshop on resources** for the implementation of the JAES was held in Addis Ababa on 5-7 October 2009, following its endorsement by the 12<sup>th</sup> Africa-EU Ministerial Troika in Luxemburg on 28 April 2009. Attended by experts from Member States, the two Commissions, RECs, the Parliaments and other stakeholders, the workshop discussed the resourcing of the JAES, identified key challenges to implementation, various financing instruments on both sides, and resource mobilization, among others. The Chairmen's summary report which reflects the discussions of the Workshop is herewith annexed to this Assessment Report for information.

## LIST OF ACRONYMS

ACP	Africa, Caribbean, Pacific
ADF	Asian Development Fund
AFLEG	Africa Forest Law Enforcement and Governance
AIDS	Acquired Immunodeficiency Syndrome
APF	African Peace Facility
APRM	African Peer Review Mechanism
AU	African Union
AUC	African Union Commission
CAR	Central African Republic
COMESA	Common Market for Eastern and Southern Africa
CSP	Country Strategy Paper
DDR	Disarmament, Demobilisation and Reintegration
DRC	Democratic Republic of Congo
EC	European Community
ECOWAS	Economic Community of West African States
EDF	European Development Fund
ENPI	European Neighbourhood and Partnership Instrument
EPA	Economic Partnership Agreement
EIB	European Investment Bank
EU	European Union
G8	Group of 8
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus
ICT	Information and Communications Technology
ILO	International Labour Organization
MDGs	Millennium Development Goals
NAPA	National Adaptation Programme of Action
NEPAD	New Partnership for Africa's Development
NIP	National Indicative Programme
ODA	Official Development Assistance
REC	Regional Economic Community
RIP	Regional Indicative Programme
SADC	Southern African Development Community
SALW	Small Arms and Light Weapons
SMEs	Small and Medium-sized Enterprises
SSATP	Sub-Saharan Africa Transport Programme
SSR	Security Sector Reform
SWD	Staff Working Document
UNCCC	United Nations Climate Change Conference



## **14<sup>TH</sup> AFRICA - EU MINISTERIAL MEETING**

**Luxembourg, 26 April 2010**

Within the framework of the Africa-EU Dialogue, the 14<sup>th</sup> Ministerial Meeting took place in Luxembourg on 26 April 2010. The Meeting was co-chaired by H.E. Catherine ASHTON, the High Representative of the European Union for Foreign Affairs and Security Policy and Vice-President of the European Commission, and H.E. The Honorable Professor Eta E. BANDA, Minister of Foreign Affairs to the Republic of Malawi.

The African Troika was also composed of H.E. Dr Maxwell. M. MKWEZALAMBA, AU Commissioner for Economic Affairs, H.E. Ambassador Ramtane LAMAMRA, AU Commissioner for Peace and Security and H.E. M. Hadeiba A. ALHADI, Ambassador of the Great Socialist People's Libyan Arab Jamahiriya.

### **1. Implementation of the Joint Strategy and preparation of the 3rd EU Africa Summit**

Ministers launched the preparations for the 3rd Africa EU Summit 29/30 November 2010 in Libya. Heads of State and Government will take note of progress and challenges in the implementation of the Joint Strategy and will provide political guidance on how to address those challenges and to deepen the partnership. They agreed that both sides will actively coordinate further preparations and report back for the next Ministerial meeting in October 2010 in Lilongwe, Malawi.

Encouraging further implementation work, Ministers agreed on the options for improving the implementation of the Joint Africa-EU Strategy. They endorsed the general options for the Action Plan 2011-2013 (annexed), and tasked all actors of

the Joint Strategy to speed up their implementation efforts, and to present a consolidated draft Action Plan 2011-13 for the next Ministerial meeting.

Ministers exchanged views of the coming into force of the new Lisbon Treaty and its possible implications on the Africa-EU partnership.

## **2. Peace and security issues**

Ministers exchanged views on peace and security issues of common concern and highlighted in particular the following points:

Sudan: Ministers welcomed the largely peaceful conduct of the recent elections in Sudan and commended the people of the Sudan for their active participation. Ministers noted the efforts to form a new government and called upon all parties to settle outstanding differences and to establish a broad political basis in view of the implementation of the remaining elements of the CPA. Both sides stressed the need for all parties to fully respect the CPA, to address the remaining implementation issues, in particular the holding of the referendum on Southern Sudan's self-determination in January 2011 and the necessary arrangements for the post-referendum period. Ministers appealed to all parties to abstain from any initiatives which might destabilize this process and to pursue confidence building. They stressed the importance of a close AU - EU cooperation. They encouraged the African Union High Level Implementation Panel for Sudan (AUHIP), led by President Thabo Mbeki, to continue to play an active role in contributing to a smooth conclusion of the CPA and assisting in the democratic transformation of the country. Ministers stressed that good cooperation and coordination between the UN missions in Sudan, the AU and IGAD as well as the other international actors remains essential.

Somalia: Ministers recalled the significance of the Agreement between the Transitional Federal Government (TFG) and Ahlu Sunnah Wal Jamaah signed in Addis Ababa on 15 March 2010 and emphasized the need to scale-up support for the initiative. They encouraged the signatories to ensure speedy and effective implementation, and called upon the TFG to pursue its policy of inclusiveness with a view to accommodating all Somalis committed to peace and national reconciliation in the framework of the Djibouti accord. The EU expressed its continued sup-



port for and appreciation of AMISOM and the AU's political engagement in Somalia. The AU expressed its appreciation for EU's efforts, and in particular for the support to the Somali security sector.

Democracy and Unconstitutional Changes of Government in Africa: Ministers recognized the recent initiatives and measures taken by the AU and reiterated their readiness to pursue active coordination and cooperation to promote democracy throughout the continent and to combat unconstitutional changes.

African Peace and Security Architecture (APSA): Ministers expressed appreciation for the continuous operationalization of the APSA, including the future elaboration of the roadmap agreed in Akosombo (Ghana in December 2009) and welcomed the effective assistance provided by the EU to this effect. Ministers welcomed the ongoing work in combating the proliferation of small arms and light weapons.

### **3. Development challenges**

Energy and infrastructure: Ministers were looking forward to the holding of the postponed High Level Meeting of the Africa-EU Energy Partnership and the envisaged endorsement of operational energy targets for the coming years. Ministers welcomed the forthcoming Africa-EU Renewable Energy Cooperation Program and encouraged the use of climate funding to support it. Ministers agreed to pursue the development and the implementation of infrastructure priority projects and services as key drivers for regional integration and trade.

Climate Change: Ministers welcomed ongoing efforts in the implementation of the fast-start component of the Copenhagen Accord with focus on Africa, recalling the African Group's proposals presented in Copenhagen. Ministers agreed to pursue this dialogue in order to build a common EU-Africa vision towards a global legally binding Agreement on Climate Change. They underscored the need to link such efforts with relevant international initiatives such as the High-Level Advisory Group on Climate Change Financing. Ministers acknowledged the joint efforts made with regards to the ongoing African initiatives such as the Program of Action for the implementation of the Africa Regional Strategy for Disaster Risk Reduction, the African Monitoring of the Environment for Sustainable Development

(AMESD), and the Great Green Wall for the Sahara and Sahel Initiative as well as the Clim-Dev Africa Program.

MDGs: Ministers underlined the importance of the UN High Level Plenary Meeting (HLPM) to be held in September 2010. Both sides committed themselves to pursue close consultations and a joint approach with the overall shared objective to secure a joint European African position on an ambitious action-oriented outcome for achieving the MDGs by 2015 to be taken forward at the MDGs September Event and thereafter. Ministers stressed that the Africa-EU Summit in November 2010 will be an important opportunity to follow-up on the HLPM.

Agriculture and food security: Ministers welcomed the priorities set out by the Chairperson of the AU, President Bingu Wa Mutharika, notably the vision of Africa being food secure by 2015. They underscored the need to reflect such priorities in the Joint Africa EU framework, including those set out in the Comprehensive African Agriculture Development Program (CAADP) . They further stressed the need to honor their commitments on agriculture and food security made in the L'Aquila G-8 Summit.

Economic and financial crisis: In light of the continuous difficult situation emanating from the economic and financial crisis, Ministers put particular emphasis on the situation of African countries and stressed the need to honor the commitments made, including those at the London and Pittsburgh G20 Summits and underlined the urgency to conclude the Doha Development Round of Trade Negotiations.

#### **4. Date and venue of the 15th Ministerial Meeting**

Ministers agreed to hold the 15th Africa-EU Ministerial Meeting in October 2010 in Lilongwe, Malawi.

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**H. E. Catherine ASHTON**

**The High Representative of the European Union for Foreign Affairs and Security Policy and Vice-President of the European Commission**

**For the EU side**

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**H.E. The Honorable Professor Eta E. BANDA,**

**Minister of Foreign Affairs to the Republic of Malawi**

**For the African side**

## **Draft Joint Options Paper**

### **Options for improving the implementation of the Joint Africa-EU Strategy**

#### **Introduction**

The 13th Africa-EU Ministerial Troika of 14 October 2009 invited the EU and AU Presidencies and Commissions as well as the EU Council Secretariat to present in time for the next Ministerial Troika in the first half of 2010 options on improving the implementation of the Joint Strategy in view of a possible Action Plan 2011-13 to be endorsed at the Africa-EU Summit in 2010. The options should address inter alia possible content, structure and the institutional framework as well as the challenges and shortfalls identified so far and should be based on a fundamental review of the structures in place for the Action Plan 2008-10 and to include proposals for significant changes if these are deemed necessary to ensure the effectiveness of the Action Plan 2011-13.

Since then, the draft paper has been developed and agreed by both sides. The Ministerial Political dialogue meeting held in Luxemburg on 26 April 2010 has therefore agreed on the following options to improve the implementation of the Joint Africa-EU Strategy:

#### **1. The Joint Strategy**

The text of the Joint Strategy should remain unchanged in substance. While some areas may require an update so as to reflect for example the institutional changes on the EU side<sup>1</sup>, both sides agree in view of the political nature of the Joint Strategy not to reopen the text of the Strategy, but to implement these factual changes in a pragmatic manner and to reflect possible revised arrangements as necessary in the next Action Plan.

#### **2. The Second Action Plan 2011-2013**

We agree to maintain the current priority areas of cooperation. There is no need for a second Action Plan that is fundamentally different in substance from the first Action Plan. Given the length of time it took to negotiate the objectives and expected results of the first Action Plan, the debate on which ones to pursue during the second phase of implementation should not dominate Summit discussions. However, both sides will

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<sup>1</sup> Section V of the Joint Strategy defines the composition of the Troika on both sides. Following the adoption of the EU Lisbon Treaty, however, the Troika format no longer exists on the EU side, and the EU will be represented in Political Dialogue meetings at Ministerial level by the High Representative of the European Union for Foreign Affairs and Security Policy and Vice-President of the European Commission. The African side will maintain the existing Troika format.

continue to reflect in the run-up of the Summit on the substance and the working arrangements of the eight thematic partnerships, and make the appropriate suggestions with a view to reaching agreement before the next Ministerial Political Dialogue meeting between the Africa Troika and the EU in October 2010. These suggestions should

- take into account key planning and policy documents such as the AU strategic Plan, work plans of the regional organizations and consider as appropriate major global and regional events during the time period covered by the action plan;
- prioritize possible rolled-over or new actions, based on the existing thematic roadmaps, and should be accompanied by a detailed "implementation plan" with timelines, benchmarks, deliverables, actors, cost estimates, financial resources available, etc.
- allow for flexible and dynamic partnerships, taking on new tasks with well identified added value and scope in time during the course of the second Action Plan 2011-13.

This will make implementation of the next Action Plan more focused, realistic, manageable, and effective.

Primary focus of the Action Plan should be given to activities that

- Have a clear regional, continental, or global dimension, which is where the added value of the Joint Strategy lies. Adequate steps should be taken to ensure coordination and coherence among activities at continental, regional, and national level;
- Have a clear added value, are focused and streamlined, and are reinforcing complementarity and coherence with existing initiatives and fora (subsidiarity), and align with African strategic priorities, their structures and their mechanisms (for example Ministerial Conferences, the PIDA program in infrastructure, etc.); and
- Have a proven buy-in of a critical mass of competent actors on both sides, including the necessary political, human and financial resources.

In the drafting of the next Action Plan 2011-2013 both sides will look into possibilities to make adjustments to improve operational efficiency of the partnership

We will also seek to identify more synergies and maximize linkages among activities from different partnerships.

### **3. Enhancing implementation**

Since the adoption of the Joint Strategy and first Action Plan in December 2007, much effort has been deployed by the African and EU sides to realize the objectives

of the partnership. An implementation architecture was elaborated and adopted following extensive consultations. Joint Expert Groups (JEGs) were formed and actual implementation work of the JEGs commenced. This structure took time to develop and affected the pace of implementation. Some partnerships were more successful in realizing key objectives than others. Now that the implementation architecture is in place we should expect a higher rate of implementation during the second Action Plan phase. We also agree to preserve the inclusive and flexible character of the institutional architecture.

In this regard, it is worth recalling the need to balance the political and policy with the development dimension in order to ensure that these mutually reinforce each other and that both European and African strategic interests are adequately addressed.

Implementation should be improved through the following:

*i. Enhanced Political and Policy Dialogue*

We agree to enhance the quality, scope and effectiveness of political dialogue and cooperation on Peace and Security issues, for example PSC-PSC meetings, ad hoc high-level contacts, cooperation in International Contact Groups. Furthermore, we agree that there is a need for additional arrangements in order to improve our dialogue in multilateral fora in view of establishing a structured dialogue.

We agree to further strengthen political dialogue and development cooperation by enhancing frequency, scope and effectiveness of thematic policy dialogue in key priority areas. We also agree to consider introducing the possibility of sectoral Ministerial / SOM meetings, leading to higher commitment and active involvement of key stakeholders on both sides;

We agree on the need to link the JAES implementation to African and international high-level meetings more effectively.

*ii. Enhanced involvement of JAES Actors*

We agree to strive for more substantial engagement of European and African Member States, as well as Parliaments, international or regional organizations, the private sector, and representatives of civil society from both sides, while building on the greater involvement of both sides, in particular the European and African Union Commissions..

We also agree that full participation of the African regional and sub-regional organizations (RECs) is critical to the success of the Joint Strategy. There is a need to rigorously engage all eight RECs. In the framework of the next phase of Implementation, RECs are invited to come forward with proposals for fast tracking the implementation of the Action Plan. Prioritizing regional and continental activities and effectively communicating the added value of the Joint Strategy will be key to ensuring broader buy-in. The AU Commission could also take concrete steps to actively involve RECs, for example, by putting the Joint Strategy as a permanent item on the agenda of the AUC-RECs Coordination meetings as well as other sector ministerial meetings, such as the Conference of AU Ministers of Economy and Finance (CAMEF) and the Conference of AU Ministers in charge of Integration (COMAI).

We agree on the need to identify and ensure the regular participation of core experts in meetings to guarantee a critical mass of competent actors for both continents. We also agree that capacity building should be enhanced in this regard.

We agree to enhance the role of EU and African Heads of Missions in Addis, Brussels and in African capitals including the RECs in order to promote the Joint Strategy and create conditions for a greater involvement of all stakeholders.

### *iii. Joint Expert Groups (JEGs)*

Reform of the JEGs will help in improving the pace of implementation of the second Action Plan. The disconnect between activities carried out by JEGs and other activities and processes taking place at other levels needs to be addressed. Hence, linkages with national and regional levels, as well as existing structures in the thematic areas are critical. There is therefore a need to better link the implementation to existing structures/bodies that could be of use in each partnership. This will help determine the added value and usefulness of each JEG and how the work of each JEG could effectively feed into other processes.

In addition, there is the need to review the JEG mandate and guidelines in order to make these more effective and operational, to engage more national experts (versus generalists) and to ensure their continuous participation.

Better connection of the JEGs with the political decision making process is necessary. There appears to be over-reliance on, and over-expectations from the JEGs which remain informal and are not mandated for the policy dialogue. This guidance should come from the political level, but its current form is not best suited for thematic issues hence the possibility of sectoral SOM or Ministerial meetings. JEGs should be used flexibly so as to make best use of experts' capacities and should contribute to the preparations when involving of the political level (for example the Ministerial high level energy meeting in Vienna).

When it comes to the functioning of JEGs, we agree that:

- The role and responsibilities of the co-chairs should be more clearly defined;
- A broader participation and ownership in JEGs should be ensured by both sides;
- Their functioning could be improved through co-chairing by a format which includes one institution and two member states on both sides as appropriate (like the proposal for the governance of the MDG partnership).
- there is a need for secretarial support and technical assistance (on a demand-driven basis) to ensure a better flow of information, continuity of work and preparation of meetings. These support structures should only require modest financial resources from existing Member States and EU/AU instruments, and should not finance project implementation or similar operational costs; and

- Financing the participation of experts in JEG meetings continues to be a problem. Both sides agree to continue to explore the various possibilities of financing experts' participation in such meetings.

#### *iv. Resources*

Unless adequate funds and human/technical resources are available, limited progress can be made in implementation of the technical cooperation aspects. This is a collective responsibility and, hence, both the EU and Africa must make the necessary efforts to commit adequate resources to implement the Joint Strategy. More progress needs to be made in this regard. Following the workshop on resources for the implementation of the Action Plan (5-7 October 2009 in Addis Ababa), there is a need to address the various shortfalls identified and to find a solution to this question. Consultations should, therefore, continue in this regard.

Africa and Europe agreed in the Joint Strategy to work together to build synergies between existing cooperation agreements in support of the Partnership, including through the progressive establishment of a Pan-African financial support program. While the two sides continue to pursue efforts to secure adequate and predictable funding, the implementation of the Joint Strategy will continue to be supported by existing EU financial instruments and institutions such as the European Investment Bank (EIB), complemented by further contributions of EU Member States and, whenever possible, by African financial instruments, African countries and institutions, including the African Development Bank (AfDB). The better utilization of these facilities and instruments depends on providing detailed information on ways of accessing them as much as on the proposal of concrete projects fitting the relevant criteria. We also agree about the need to explore innovative financing arrangements including pool funding when necessary.

Steps should be taken by the AU to improve its relationship with the ACP and ENPI bodies and enhance communication with the African Group of Ambassadors in Brussels to ensure coherence between activities pursued within the framework of the Joint Strategy and those within the framework of other cooperation frameworks such as the ACP and ENPI. Furthermore, the entry into force of the EU Lisbon Treaty should be used to the advantage of the Joint Strategy, for example with respect to *treating Africa as one*. Similarly, and on the initiative of the African partners, possibilities of applying the funding model of the African Peace Facility to other areas of the Action Plan implementation should be examined.

#### *V. Communication*

We agree on the need to communicate better and to increase the visibility of the Joint Strategy both in Africa, in the EU and internationally. The media is a key multiplier of information and can contribute to enhance the people-centred dimension of the Africa-EU partnership. We also agree to build on the recently adopted communication strategy and to use all available tools to strengthen the visibility and impact of the partnership.



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