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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 APRM<sup>1</sup>. 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 Tripartite 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 1bn 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 / BREDIA. 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

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<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 55M€ 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 Troika 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

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6 Communication on Building a Global Climate Change Alliance between the European Union and poor developing countries most vulnerable to climate change – 18.9.2007 COM(2007)540 and 15.7.2008 SEC(2008) 2319 Staff Working Document on the implementation modalities of the GCCA

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 3rdAfrica-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: ❶ 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. ❷ 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