



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

**Luxembourg, 26 April 2010**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **3. Development challenges**

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

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

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

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

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

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

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

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

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H. E. Catherine ASHTON

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

For the EU side

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

Minister of Foreign Affairs to the Republic of Malawi

For the African side

## **Draft Joint Options Paper**

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

#### **Introduction**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### 3. Enhancing implementation

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

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

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

Implementation should be improved through the following:

*i. Enhanced Political and Policy Dialogue*

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

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

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

*ii. Enhanced involvement of JAES Actors*

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

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

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

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

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

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

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

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

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

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

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

#### *iv. Resources*

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

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

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

#### *V. Communication*

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