

**Joint Progress Report by the European Commission and General Secretariat of the
Council to the General Affairs and External Relations Council
on the implementation of the EU Strategy for Africa**

1. INTRODUCTION

Responding to encouraging signals coming from Africa in recent years, and based on a new determination to significantly step up its efforts the European Council in December 2005 adopted a new EU Strategy for Africa. With this new Strategy, the EU reaffirmed its commitment to peace, stability and development and defined a single comprehensive, integrated and long-term framework for its relations with the whole of Africa. Building on the key principles of *ownership, responsibility* and *mutual accountability*, it is the first European political framework to address Africa as a single entity. The Strategy is also a solid platform to improve the coordination, coherence and consistency of the EU's policies and instruments supporting Africa with those of its Member States.

To review progress and to keep Africa at the top of the political agenda in Europe, the European Council pledged to review implementation of the Strategy at the December 2006 European Council, and at least every two years thereafter. During 2006, both Austria and Finland have made the implementation of the EU Strategy for Africa a central priority of their respective Presidencies. This has created conducive conditions for a constructive dialogue with Africa and for the implementation of the Strategy by the Commission, the Council General Secretariat and individual Member States.

This joint Progress Report takes stock of the progress made and summarises the main actions taken at Community and Common Foreign and Security Policy level to implement the Strategy. The activities of individual Member States are currently being reported and collected and will be included in a comprehensive report to the December 2006 European Council.

2. INTENSIFYING THE EU/AFRICA DIALOGUE

The Ministerial EU/AU Troika Meeting in Bamako in December 2005 welcomed the newly adopted EU Strategy for Africa. Ministers in Bamako also agreed that, for the purpose of monitoring specific commitments introduced in the Strategy, an EU-AU *joint implementation matrix* should be prepared. The matrix takes the African policy agenda as a starting point and demonstrates that the EU commitments, as set out in the Africa Strategy, meet African concerns and respond to African policy objectives. The matrix has been regularly updated, and its most recent version was endorsed by the local troika of Ambassadors meeting in Addis Ababa on 22 September 2006. In the context of preparing the December 2006 European Council, EU Member States have agreed that their activities at pan-African level in the relevant areas should also be reported and monitored. The aim is that the information provided by the Member States will subsequently be reflected in the joint matrix.

Ministers also agreed that, in the spirit of the new EU-Africa partnership, it would be appropriate to also develop a "*Joint EU/Africa Strategy*" and an outline for this future Strategy was discussed at the Brazzaville Ministerial Troika meeting on 10 October 2006. Following its political endorsement, the outline will be subject to a consultation process, involving important stakeholders on the European and African sides. Taking into account the outcome of these consultations, a draft Joint Strategy will be prepared and submitted for adoption by the future second EU/Africa Summit.

The Africa Strategy has also further intensified the cooperation and partnership between the Commission, the Council General Secretariat and the AU Commission as an integral part of the EU/Africa dialogue. The biannual *Joint Task Force* meetings at the level of senior officials held in May in Addis Ababa and in September in Brussels have covered the whole range of issues from an exchange of views on conflict situations to practical cooperation projects in the field of education, migration and budgetary planning. The most recent meeting also served the purpose of preparing the third meeting of the two Commission Colleges on 2 October 2006, this time held in Addis Ababa. The participation of President Barroso and a number of other Commissioners, including Commissioner Michel, as well as the Director of the Policy Unit as representative of the Secretary General/High Representative. This high-level visit – in fact the first meeting of the College of the European Commission on another continent – certainly demonstrated the interest and commitment of the EU institutions to the partnership and cooperation with the AU. A concrete outcome of the meeting was that the two Commissions agreed on an institutional support programme of €55 million for the African Union and also launched a programme for the exchange of officials and trainees to further strengthen the ties.

Not yet resolved is the role and participation of *Morocco* as the only African non-AU member state in the EU/Africa dialogue. It must be borne in mind that the EU/Africa dialogue was only able to develop to today's intensity due to the emergence of the AU as a central interlocutor and driving force. At the same time, Morocco is an important partner for the EU in Africa and therefore practical ways have to be found to ensure adequate involvement of Morocco in the dialogue. Such involvement however needs to be compatible with the pace and working method of the EU-Africa dialogue.

Furthermore, it is important to recognise that the EU/Africa partnership goes beyond the dialogue between the institutions, and it is very positive that *non-governmental stakeholders* and the *Pan-African and European Parliaments* show a great interest in the Strategy. In an effort to step up the information on the EU Strategy for Africa for the general public, and improve the platform for dialogue with these partners, the European Commission launched a dedicated website (www.europe-cares.org/africa) in July 2006, which is continuously updated with information on new initiatives and developments.

3. IMPLEMENTING THE AFRICA STRATEGY VIA EU AID INSTRUMENTS

In 2006, the Commission has sought to align its planning and tools for dialogue with partner countries with the Strategy. The main vehicle is the *10th European Development Fund* (€22 billion for the period 2008–2013, out of which approximately €20 billion will be allocated to Sub-Saharan Africa outside South Africa). The programming of the 10th EDF was initiated in January 2006 and will be concluded during 2007. The other main instrument for translating the Strategy into practice at Community level is the *European Neighbourhood and Partnership Instrument* (ENPI). The support under the ENPI for partner countries in North Africa for the period 2007–2013 is currently being programmed. For both instruments, the EU Strategy for Africa is one of the key strategic frameworks that set the programming agenda for dialogue with individual countries and the focal sectors chosen for are expected to fall predominantly within one of the three areas of the Strategy.

Africa will also remain an important beneficiary of other budget funded *external actions instruments* covering the period 2007-2013. The new Development Cooperation Instrument shall not only cover the geographic cooperation with South Africa and all other developing countries outside the ACP region, but will also provide significant additional support to the ACP sugar protocol countries and to Africa as a whole through various thematic programmes focusing on food security, on environment and sustainable management of natural resources, including energy, on migration and asylum, on 'Investing in people' and on non-state-actors and local authorities . Africa will also access the new Instrument for Stability and the new Instrument for the Promotion of Democracy and Human Rights, while ECHO will continue providing humanitarian and emergency aid. All in all, those instruments will add at least another €4 billion to the Community's support to Africa.

In order to link other specific instruments with the new overarching objectives for Africa, and to further develop and deepen the relationship between the EU and specific sub-regions and key countries, the Commission also proposed a *Strategy for South Africa* in June 2006 (Document COM2006(347)), and will shortly propose a *Strategy for the Horn of Africa*. The latter will propose a European Union regional political partnership for peace, security and development. Furthermore, the North African countries are partners in the European Neighbourhood Policy (ENP), a policy which aims at building a deeper political and economic relationship with the EU's neighbours to the East and South, supporting their reform processes to increase mutual prosperity, stability and security.

4. PROGRESS IN THE FIELD OF FOSTERING PEACE AND SECURITY

The Strategy attaches key importance to the development of African capabilities to prevent, manage and resolve conflict and to keep peace in their own continent and has resulted in an intensified dialogue on these matters with the AU. Generally, it has become established practise that SG/HR Solana and Commissioner Michel consult AU Commission Chairperson Konaré and AU Peace and Security Commissioner Djinnit on important African political issues. This has also led to two meetings on Darfur, organised in Brussels in April and July 2006, with high level attendance and producing important results.

In view of the specific commitments made in the EU Strategy, the Council in April decided to increase the short term funding of the *African Peace Facility* (APF) by €50 million and to further strengthen the APF with substantial, long-term, flexible and sustainable funding: it was agreed to provide an amount of €300 million for the APF from the 10th European Development Fund (EDF) for an initial three-year period (2008-2010). The procedures for implementing for this new APF will be discussed between Council, the Commission and ACP partners in the coming months.

Responding to the emerging African Peace and Security Architecture (APSA) and to implement the Strategy's commitment to work with the AU, the Sub Regional Organisations (SRO) and African countries on these issues, the Council General Secretariat and the Commission in June 2006 presented a proposed "*European Union Concept for strengthening African capabilities for the prevention, management and resolution of conflicts*". The Concept builds on the ESDP Action Plan for Africa and describes the framework and objectives for EU support as well as possible measures to be taken. While the Commission, the Council General Secretariat and Member States are already actively supporting capacity building of the AU and the SROs, the Concept in

particular aims at combining EU and Member States resources and instruments more effectively in a coordinated, coherent and consistent EU approach.

Meanwhile, the EU has been active since the end of 2005 in financially and technically supporting AU and SRO efforts to draw up the concept for the future *African Stand-by Force* (ASF) which is developed in a series of workshops. The EU assumed the role of a "lead partner" with the responsibility of partner coordination and of ensuring the financing of two of the workshops: Doctrine - organised by SADC and Standard operating procedures (SOPs) - organised by ECOWAS. The EU also made available financing and expertise on civilian police and financial aspects of the ASF. This support was provided in coordination with a number of EU Member States and non-EU countries and organisations who are involved in supporting the establishment of the ASF.

To identify potential areas for further support under the capacity building envelope of the APF the AUC, with the active support of the Commission, has launched an *assessment of long-term African needs in the field of Peace and Security*. The two Commissions fully associated the Council General Secretariat in this work in order to benefit from its expertise and to ensure a coherent EU approach to strengthening African capabilities for conflict prevention, management and resolution. The needs-assessment should lead to a comprehensive support programme for the AU and relevant Sub-Regional Organisations (SRO). A Capacity building workshop (Addis Ababa, 28 September) that brought together the AUC, the Commission, the Council General Secretariat and SROs was an important step in this process.

The EU provided direct support to AU, sub-regional and UN *peace support operations*. In Darfur, the EU has provided a total of € 242 million for the AU mission in Sudan and a significant number of military and civilian police personnel. In addition the APF has been used to fund the CEMAC-led FOMUC-operation in the Central African Republic and a short-term AU-led mission in the Comoros during the election period in the spring of 2006. Last but not least, at the request of the UN, the EU in 2006 deployed a military force (EUFOR) to protect the electoral process in DRC complementing the efforts of MONUC.

Progress has also been made in the area of *post-conflict reconstruction*: The EU now has a policy framework for support to *Security Sector Reform (SSR)* that combines to the extent possible the potential of Community and CFSP/ESDP instruments.¹ This policy framework is based on the 'Concept for European Community support for Security Sector Reform' and the EU concept for ESDP support to SSR². The EC has supported SSR reforms in South Africa in areas of policing and justice reform. Similar support is also provided in 25 other African countries and includes capacity building of law enforcement agencies and key ministries in the areas of justice reform, rule of law and civilian oversight.³ ESDP involvement with SSR in Africa is taking place in the DRC through its EUSEC and EUPOL missions. Both missions closely interact with EC programmes and actions in the DRC which are significantly oriented at supporting SSR, in particular the reforms of the Justice and Police sectors. A joint comprehensive overview of the security

¹ Council Doc 9967/06

² Council Doc 13565/05

³ Angola, Benin, Burkina Faso, Burundi, Cameroon, Chad, DRC, Eritrea, Guinea Bissau, Equatorial Guinea, Guinea Conakry, Ivory Coast, Kenya, Liberia, Madagascar, Malawi, Mauritius, Mozambique, Niger, Nigeria, Republic of Congo, Rwanda, Sierra Leone, South Africa, Sudan, Somalia, and Uganda.

sector in DRC has been developed by the Commission and the Council General Secretariat and a joint Council/Commission assessment on further EU involvement in SSR in DRC is currently being developed. Furthermore, the presidency has launched the initiative of defining the role of the EU in *Disarmament, Demobilization and Reintegration (DDR)*, building on the considerable ongoing EC support to DDR since the early 1990s (involvement in 16 countries including e.g. amounting to almost €150 million in Mozambique, €25 million in Liberia and considerable support to Eritrea, Liberia and Namibia) as well as active participation in multi-donor efforts such as the current programme for the Great Lakes, to which the EC has contributed €20 million.

The *UN Peacebuilding Commission* will shortly begin its substantive work on two African countries (Burundi and Sierra Leone). Efforts are ongoing to ensure a coherent and meaningful EU contribution to the newly created UN body.

The European Commission and the Council General Secretariat are also working on the provision of assistance to the *counter-terrorism* centre of the AU (the African Centre for Study and Research on Terrorism; CAERT) to increase the capacity of both the centre and of the Member States of the AU.

To stem the illicit flow of *small arms and light weapons*, the EU Joint Situation Centre has provided an analysis of the main suppliers, trading routes and recipients of illicit small arms and light weapons in Europe and Africa, which is the basis for further joint, conceptual work between the Commission and the Council General Secretariat in this area. Furthermore, the Commission and the AU have agreed to strengthen their practical cooperation by for example establishing data-bases combined with GIS (Geographic Information System) and satellite imagery for areas affected by antipersonnel landmines and explosive remnants of war.

5. PROGRESS IN PROMOTING HUMAN RIGHTS AND GOOD GOVERNANCE

In accordance with the Strategy much attention was devoted to the promotion of human rights, the rule of law and good governance. These issues, which for the ACP countries are addressed through the strengthened political dialogue in accordance with Article 8 of the revised Cotonou Agreement, are flanked by practical approaches such as support to the consolidation of civil society, the strengthening of parliaments, programmes for decentralisation that strengthen the voice and power of municipalities. The Commission has approved new programmes in African countries that increasingly address governance support in a holistic way, working with all three branches of government and with civil society on increasing capacity and linkages to each other, without forgetting support to electoral processes. For example, in 2006, EU Election Observation missions (EOM) have been active in the DRC, Uganda, and Zambia. In addition an election support mission was deployed to monitor the constitutional referendum in Mauritania and the Presidential elections in Madagascar. More needs to be done, however, to promote democratic accountability and participation beyond elections.

However, where political dialogue has failed to prevent or adequately address situations of serious violations of human rights, the rule of law or democratic processes, such violations have continued to be addressed through ongoing consultations under *Article 96 of the Cotonou Agreement* with Guinea, Mauritania, Togo and Zimbabwe. Progress can be observed in Guinea, Togo and Mauritania, while relations with Zimbabwe continue to be problematic.

The *UN Convention on Corruption* has been ratified by 18 African and 6 EU Member States. The EU needs to continue working towards the objective of full ratification by EU and African States.

The EU currently serves as Vice-Chair of the *Kimberly Process* alongside Botswana, the 2006 Chair, before taking up the Chairmanship on 1 January 2007. The EU must provide the necessary leadership to implement the recommendations of the review to be completed by the end of 2006.

The 2003 *EU Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT)* establishes an innovative approach to tackling illegal logging, which links good governance in developing countries with the legal instruments and leverage offered by the EU's own internal market. The EU will provide support for improved governance in wood-producing countries, a licensing scheme to ensure only legal timber enters the EU. This licensing scheme will be implemented through a series of partnerships with wood-producing countries. Participatory consultations are underway in Ghana, Cameroon, Gabon and Congo to put in place such agreements. Informal discussions promoted by the private sector, civil society and Member States are also on-going in Central Africa Republic, DRC, Liberia, Cote d'Ivoire, Kenya and Tanzania. These informal discussions are raising awareness, challenging inequitable policies, focusing on ways to improve transparency and already starting to change the perspectives of industry in the region. The Commission expects to start formal negotiations soon in some countries and to conclude agreements in late 2007.

However, despite these numerous interventions, of which this report can only give some examples, the time is ripe for a debate to identify new operational approaches to supporting democratic governance processes more effectively in developing countries.

This is the objective of the Commission *Communication "Governance in the European Consensus on Development - towards a harmonised approach in the EU"* (COM 2006(421)). The Governance Initiative is first of all a new incentive mechanism that will give ACP partner countries access to additional funding according to their commitments to achieve concrete results in their democratic governance reform programmes. €2.7 billion from the 10th European Development Fund will be reserved for such incentives. A "governance profile" will be established by the Commission and EU MS for each ACP country. It is an analytical tool that gives an overview of nine areas⁴ and facilitates both assessing the governance situation and identifying the main weaknesses, the priority areas and needs for reform. The profile's conclusions will be shared as appropriate with the partner government in the programming dialogue. The partner country is expected to undertake relevant, ambitious and credible commitments for reform. An "evaluation grid" will provide the quantitative elements to assess the present situation and its trends as well as the commitments for reform. These will be used to decide the amount of the incentive allocation per country. Secondly, through the Governance Initiative, the EU will also provide political and financial support for the African Peer Review Mechanism, with due regard for the African countries' ownership of the process. It is a participatory self assessment tool for encouraging reforms, mutual learning and strengthening ownership. The EU is ready to continuing support to the process and the reforms it generates at the

⁴ (1)Political governance: human rights, fundamental freedoms, electoral process, constitutional democracy; (2)The rule of law: judicial and law enforcement system; (3)Control of corruption; (4)Government effectiveness: institutional capacity, public finance management, (5)Economic governance: private sector/market friendly policies, management of natural resources; (6)internal/external security; (7)social governance: decent work, gender, HIV/AIDS; (8)international/regional context: regional integration, involvement in regional initiatives, migration; (9)quality of the partnership: political and programming dialogue

national level. The Council is expected to adopt Conclusions on governance on the basis of this Communication.

6. ADVANCING IN THE AREAS OF REGIONAL INTEGRATION, TRADE AND INTERCONNECTIVITY.

In setting out its new EU Strategy for Africa, the European Council concluded that rapid, sustained and broad-based growth is crucial for development and for fighting poverty. An essential aspect is the development of trade and increased economic integration within African regions, which stimulates growth by increasing market size and exploiting economies of scale. Transparent, predictable rules for economic operators will also be essential to attract more investment as a precondition to growth on African markets.

Negotiations for *Economic Partnership Agreements (EPA)* have progressed with all four African EPA regions. With *Eastern and Southern Africa (ESA region)* discussions have focussed on market access, agriculture, fisheries and development and resulted in first joint conclusions outlining general positions and areas for further work. The ESA group confirmed its desire to move quickly and to start talks on all possible issues including trade related issues. A first outline of the future agreement is under discussion **The SADC region:** Further to a series of exchanges the region has recently submitted a novel proposal that would involve an approach based on SACU (including South Africa) as a core group for negotiations and the single issue of market access while discarding negotiations on trade-related rules. The Commission is currently in the process of analysing the proposals and defining its position. **Central Africa region:** Work has begun towards drafting the text and legal provisions of the EPA concerning trade in goods, services and trade related areas. The common objective is to present a draft EPA text in early December 2006. The impact of the EPA on productive sectors in Central Africa is also being analysed, in order to prepare the future market access discussions. A particular challenge is the decision by the DRC (Kinshasa) to participate in the Central African EPA negotiations. **West Africa region:** The regional integration phase of negotiations has been completed on issues directly related to trade in goods. Progress has been achieved in trade-related areas and on the EPA impact on production sectors. The move to the second phase of the negotiations, which will consist in drafting a first complete version of the EPA text and preparing for the negotiations on market access, has recently been accepted by the region.

In spite of this relative progress, it is however in general terms worth noting that atmosphere surrounding the EPA negotiations is not good and that major political difficulties may arise unless the EU as a whole scales up its financial effort to support the process. It is positive to note that Member States are committed to provide further support for *Aid For Trade*, in addition to the existing programmes financed with EDF resources, as part of their commitment to reach a collective target of 1 bio € per year in aid for trade by 2010 and to devote a substantial share to ACP countries.

Another main action in this area is the proposal by the Commission for an EU-Africa *Partnership on Infrastructure* (COM(2006) 376 final, 13 July 2006). The Partnership, a joint EU effort, responds to the development goals of the AU and the New Partnership for Africa's Development (NEPAD), which is the socio-economic programme of the AU. It aims to substantially increase the EU's investment in African infrastructure and to support programmes that facilitate interconnectivity at a continental and regional level; including efforts to identify and address missing links in existing networks, harmonise transport policies, develop integrated water management, develop cross-border and regional energy infrastructure and promote efforts to bridge the digital divide. An

estimated amount of up to €5.6 billion from the 10th EDF (2008 – 2013) will be allocated to support the Partnership. This support will be part and parcel of the national and regional EDF programmes. The Council is expected to adopt Conclusions defining the position on the Commission's proposal in the General Affairs Council on 16 and 17 October 2006.

In addition, two important instruments financed from the Intra-ACP programme, which are in addition to national and regional programmes are supporting the Infrastructure Partnership. The 9th EDF *ACP Energy Facility* (€220 million) which was launched in 2006 will facilitate cross-border interconnections and assist the regional Power Pools with capacity building; and the 9th EDF *ACP-EU Water Facility* (€500 million) supports trans-boundary water management and the establishment and reinforcement of river basin authorities as well as investments at the national and local level.

But these EC-driven financing instruments alone will not be sufficient. They should be complemented by other collective ways of working with Member States, by stepping up the pace for reinforced coordination and expanding joint co-financing, pooled funding and parallel financing opportunities. The Partnership will therefore also be supported by a *new financial fund for infrastructure in Africa*, implemented jointly with the European Investment Bank (EIB). This Fund is an innovative way for the Commission and interested Member States to co-finance projects with the EIB and European and African financial and development institutions. In the short term, the Commission will allocate €60 million from the 9th EDF. The EIB will initially allocate €260 million in loan financing to the Fund.

Finally, Africa is in need of much more foreign investment to promote economic growth. The African private sector also needs more visibility in Europe to improve their chances of creating business opportunities. The *first EU-Africa Business Forum*, which will take place in November 2006 in Brussels in the context of the EU Development Days, will provide an opportunity to boost private sector development and encourage European investors to consider opportunities in Africa. The Forum may become an annual event, like similar Forums that already exist for cooperation between the private sectors in Europe, Asia and Latin America.

7. ADDRESSING MIGRATION

Migration is one of the key topics of the current dialogue between the EU and the AU. The subject appeared on the agenda of the EU/AU Ministerial Troika in Bamako in December 2005 and the EU/AU Ministerial Troika in Vienna in May 2006, as well as at the AU summits in Khartoum and Banjul.

On 3-5 April 2006, experts of the AU and its Member States met in Algiers to establish a common strategic framework on migration and development. The meeting agreed on a comprehensive strategy, encompassing all elements and dimensions of the migration phenomenon. This policy paper was formally adopted and endorsed by AU ministers at their Summit in Banjul on 1-2 July.

In Bamako in December 2005, AU and EU Ministers agreed to organise an *EU-pan African Ministerial Conference on Migration and Development*. This conference, will be complementary to other (sub)regional initiatives and is expected to take place in November 2006. Joint arrangements for steering the preparations have been put in place.

The Commission and the Council General Secretariat have welcomed the associating and involving of the AU in the EU/African regional conference on migration that took place in Rabat in July 2006 and its follow-up.

In the context of the *ECOWAS-EU political dialogue*, it has been agreed to create a joint ad-hoc working group on migration to examine possible course of action between the two organisations.

In more general terms, the EU aims to integrate the subject of migration in the political dialogue with the North African and ACP countries and the African regional organisations. The aim is to work in partnership to make best possible use of the opportunities that migration offers. For the ACP countries the agenda for the dialogue builds on the broad concept of Article 13 of the Cotonou Agreement. A similar integration process will take place in the context of EDF programming, where the new generation of Country and Regional Strategy Papers will include 'migration profiles' and will identify, where appropriate, agreed avenues for further actions in this field (including activities linked to the Governance Initiative and the allocation of the incentive envelope of the 10th EDF).

8. STRENGTHENED COOPERATION ON OTHER KEY DEVELOPMENT ISSUES

A range of other initiatives, by the Commission, detailed in the Joint Implementation Matrix, are also under way at pan-African level, including:

- Discussions are taking place on modalities for Community support to the AU in setting up the *Nyerere Programme* (a student exchange programme between African Universities and research institutions), and an *"ACP window" in the Erasmus Mundus programme* is likely to be provided for 2007 to enable more African students to take part in post-graduate courses in Europe;

- As concerns the *fight against HIV/AIDS and communicable diseases*, the Commission is partly working through the Country Strategy Papers for the 10th EDF, which shall translate the EU programme for action on confronting HIV/AIDS, malaria and TB at the country level, aiming at reduction of newly infected people, more affected people on treatment and strengthened health systems and prevention efforts across sectors in African countries. Partly the EU action comes via participation in the Global Fund to fight AIDS, TB and Malaria. In 2006/2007 the EU is likely to provide more than 65% or total contributions, which represents a considerable increase. Not including additional Member States' bilateral efforts, the EU contribution to the Fund in 2006 amounts to €90 million (out of which €62 million comes from the EDF and €28 million from the EC budget).

- The cooperation with African authorities regarding *Avian Flu* has been stepped up. During the Beijing conference, the Community and its Member States pledged a total of €210 million in response to Highly Pathogenic Avian Influenza (HPAI), out of which €10 million is financed from the MEDA programme and €30 million from the EDF. A further €30 million come from the 6th Research Framework Programme. The EDF funds are implemented through two existing operating mechanism in Africa: firstly the ALive platform, which comprises several development partners, is chaired by the AU and supported by a Trust Fund (which is managed by the World Bank and will receive an EDF contribution of €8 million) and secondly a contribution agreement with the

AU/IBAR⁵ amounting to €22 million. It is proposed to utilise these mechanisms for an integrated response to Avian Flu in Africa, covering immediate and short-term needs, animal and human issues, surveillance, communication, preparedness, prevention and response. In addition, funds from other financial tools are already mobilised on a country basis for emergency needs: B-envelop (Chad, Cameroon, Ghana, Mali) TCF/FAO (Ivory Coast, Nigeria) for a total amount of € 12 million.

- In the area of **agriculture**, the Commission has held initial discussions with the AU on ways to support the revitalisation of African agriculture with the emphasis on the role of continental and regional organisations. A first issues paper was a shared initiative and joint work with the AUC's Department of Rural Economy and Agriculture is being undertaken. Support orientations will be aligned with the AU vision on agriculture and the Comprehensive Africa Agriculture Development Programme (CAADP). Further discussions with African organisations, including Africa's RECs, EU Member States and other donors, are planned for the coming months. In addition, the Commission is finalising the programming 2007-2010 of its Thematic Programme on **Food Security**, with a special emphasis on Research and Technology on Global Public Goods, supporting continental and regional approaches to food security, promoting innovation to fight food insecurity, improving food security response strategies through better linking information and decision making and supporting advocacy, harmonisation and alignment.

- Discussions on the **environment** are ongoing, covering issues such as desertification, sustainable water and forest management, climate change, environmental security and environmental monitoring through observatories. The decision to fund the African Monitoring of the Environment for Sustainable Development (AMESD) programme (€21M) that will be implemented and coordinated by the AU is a first step in increasing the use of Earth Observation data in natural resource management and in moving towards a continental approach to cross-border issues. Support to the AUC's department responsible for environment is foreseen in the area of environment integration as a component of the larger € 55 million programme to develop AU capacity. The preparation of a pan-African strategy to integrate environmental measures in support of African poverty reduction and development policies is underway.

- A dialogue is ongoing between the EU and African partners to identify mutual benefits and needs for cooperation in the area of **Science, Technology and Research**. In addition to numerous activities within previous framework programmes for research (in particular, the management of natural resources, food security, environment and the currently implemented "European and Developing Countries Clinical Trials Partnership, EDCTP, which is a research programme for development of new vaccines and drugs to tackle major communicable diseases like HIV/AIDS, tuberculosis and malaria), the 7th EU Framework Programme for Research and Development (FP7), which will come into force in 2007, is open to participation by third countries for research activities in all areas of the framework programme. As is currently the case for the EDCTP, a key area for closer cooperation between the EU and Africa will include research activities, biomedical and epidemiological studies as well as applied research in the fight against HIV/AIDS and other communicable diseases, climate change and biodiversity sustainable use. In addition, several capacity building activities are being undertaken with the EDF and other thematic budget instruments that complement those financed through the Framework Programmes for Research and Development and will be pursued under FP7.

⁵ Interafrican Bureau for Animal Resources

9. IMPROVING AID EFFECTIVENESS

The EU stands at the frontline of the scaling up of aid and is a leading actor in the international debate on effectiveness. The implementation of these initiatives forms an integral part of the EU Strategy for Africa.

As demonstrated in the 2006 Commission Communication on the follow-up to the Monterrey commitments⁶, the EU remains well on track to achieve its initial collective 0.39% ODA target by 2006 and its intermediate collective 0,56% ODA target by 2010, and to ensure that half of the envisaged collective aid increases as of 2006 will be allocated to Africa. Today 51% of EU ODA is allocated to sub-Saharan Africa and that seven Sub-Saharan countries are among the top ten recipients of EU aid.

In parallel, the EU endorsed the commitments on aid effectiveness set out in the March 2005 Paris Declaration on aid effectiveness. These commitments have been translated in 2006 into a set of detailed and concrete measures to be implemented by 2010⁷, including a second version of the Donor Atlas, a format for joint multi-annual programming and a mandate to make further progress on complementarity. Joint Country Strategy Papers are being prepared in South Africa, Somalia, Ethiopia and Mali. It is worth noting, however, that EU coordination in the field remains scattered and should be improved. This process should remain open to all other donor partners and should be linked to broader donor coordination mechanisms where these already exist.

The EU as a whole remains determined to implement the 2005 Paris Declaration on aid effectiveness in Africa, such as the objective to support ownership and capacity building through a 50% use of local systems for the implementation of its aid. The Commission has decided to adopt even tougher standards and has set up an ideal target of channelling 50% of its aid through budget support. This objective is at the centre of the ongoing programming of the 10th EDF, although its implementation depends on the capacity of the partner country and requires improved availability of reliable socioeconomic outcome indicators for surveillance.

10. CONCLUSION

Since its adoption in December 2005, the EU Strategy for Africa has become the central reference for action by the Commission and the SG/HR Solana in the planning and implementing of their activities with, or in, Africa. Subsequent EU Presidencies have played a major role in keeping the implementation of the Strategy high on the agenda in policy discussions with EU Member States.

As demonstrated above, important steps have been taken to implement the Strategy. However, there are still many areas where the EU needs to reinforce its efforts and many initiatives where the EU urgently needs to move ahead. On some commitments the EU still has to deliver, such as the foreseen review of the remit of the EU Electoral Observation Missions, the ambitious 0.7% of EU GNI ODA target fixed for 2015, as well as on the reinforcement of the EU humanitarian and disaster response capabilities. In

⁶ Doc. 7066/06- COM(2006) 85 Final + ADD 1 - DEC(2006) 294.

⁷ Council Doc. 8388/06.

some areas new activities have been identified. Also some developments could not be foreseen when the Strategy was adopted, such as the urgent need to better measure and manage cross-border migration flows from Africa to Europe. But even then the Strategy has proved that it provides the appropriate political framework and the guidance needed for collective EU action.

The challenge is to maintain the momentum and dynamism created by the adoption and implementation of the EU Strategy for Africa. Firstly, it is crucial that the implementation of the Strategy increasingly becomes a matter not only for the "Brussels" institutions but also for each of the 25 Member States. The Commission and the SG/HR therefore look forward to the upcoming discussions with Member States on how they intend to move ahead with the implementation of the Strategy through their individual programmes and contributions. Secondly, the European partnership with Africa and its institutions must be deepened. In this regard, the process of formulating an EU/Africa Joint Strategy, which hopefully can be adopted at a second EU-Africa Summit, will be a key initiative.
