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## **DRAFT REPORT**

on One year after Lisbon: The Africa-EU partnership at work  
(2008/2318(INI))

Committee on Development

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on One year after Lisbon: The Africa-EU partnership at work (2008/2318(INI))

*The European Parliament,*

- having regard to the Joint Africa-EU Strategy ("Joint Strategy") and the first Action Plan (2008-2010) for the implementation of the Africa-EU Strategic Partnership, adopted by EU and African heads of state and government meeting in Lisbon on 8 and 9 December 2007,
- having regard to the Commission Communication entitled "One year after Lisbon: The Africa-EU partnership at work" (COM(2008)0617),
- having regard to the General Affairs and External Relations Council conclusions of 10 November 2008 on "One year after Lisbon: The Africa-EU partnership at work",
- having regard to the Joint Progress Report on the implementation of the Joint Africa-EU Strategy and its first Action Plan (2008-2010) adopted by the Africa-EU ministerial Troika in Addis Ababa, Ethiopia, on 21 November 2008,
- having regard to the note of 17 December 2008 from the Pan-African Parliament's ad-hoc committee for relations with the European Parliament and the European Parliament's ad-hoc delegation for relations with the Pan-African Parliament to the Presidencies-in-office and Commissions of the African Union (AU) and EU (2 words deleted) on the role of the Pan-African and European Parliaments in the implementation and monitoring of the Joint Strategy,
- having regard to its resolution of 25 October 2007 on the state of play of EU-Africa relations<sup>1</sup>,
- having regard to its resolution of 17 November 2005 on a development strategy for Africa<sup>2</sup>,
- having regard to the Partnership Agreement between the members of the African, Caribbean and Pacific Group of States, of the one part, and the European Community and its Member States, of the other part, signed in Cotonou on 23 June 2000, as amended by the Agreement amending the Partnership Agreement, signed in Luxembourg on 25 June 2005 (the "Cotonou Agreement"),
- having regard to Regulation (EC) No 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation<sup>3</sup>,

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<sup>1</sup> Texts Adopted, P6\_TA(2007)0483.

<sup>2</sup> Texts Adopted, P6\_TA(2005)0445.

<sup>3</sup> OJ L378, 27.12.2006, p. 41.

- having regard to Articles 177 to 181 of the EC Treaty,
  - having regard to Rule 45 of its Rules of Procedure,
  - having regard to the report of the Committee on Development and the opinion of the Committee on International Trade (A6-0000/2009),
- A. whereas half the population of Africa still lives in poverty and whereas Africa is the only continent that is not progressing towards the Millennium Development Goals (MDGs),
  - B. whereas the Joint Strategy aims to go 'beyond development', 'beyond Africa' and 'beyond institutions' to cover a broader range of African and global issues than in the past, such as energy, climate change and security, and to involve a wider spectrum of non-institutional actors,
  - C. whereas, despite the Joint Strategy's explicit recognition of the fundamental role of the Pan-African and European Parliaments “to review progress and provide political guidance to the partnership”, they have yet to be involved in any structural and meaningful way in the establishment, adaptation and monitoring of the Joint Strategy,
  - D. whereas there has been minimal involvement of civil society, particularly on the African side, in the implementation of the Joint Strategy,
  - E. whereas very little new funding has been made available to implement the Joint Strategy and, indeed, the relevant sources of funding were already fully programmed before the Joint Strategy was adopted,
  - F. whereas Africa's share of global trade is falling and Africa is being excluded from the opportunities offered by globalisation,
  - G. whereas food production and food security in Africa have been declining as political priorities and have been starved of investment over the last decade, with potentially disastrous consequences, as the recent food-price crisis highlighted,
  - H. whereas it is essential to find synergies and avoid overlap between the institutions of the Joint Strategy and those of existing relationships, such as the Cotonou Agreement, the Euro-Mediterranean Strategy and the South Africa-EU Strategic Partnership,
  - I. whereas levels of awareness as to the aims and actions of the Joint Strategy are worryingly low and whereas – mainly in Africa – public awareness of and adherence to the Africa-EU Strategic Partnership are directly linked to the Joint Strategy’s ability to deliver immediate and tangible results capable of improving the standard of living of African people,

### **Setting up of EU-Africa architecture**

1. Welcomes the fact that, one year after the adoption of the Joint Strategy, the main components of the institutional architecture for its implementation are finally in place and

have started to function, underpinned by an action plan with deliverables and timetables, and that some progress has been made towards implementation of the Joint Strategy and its thematic partnerships;

2. Calls on the Commissions and the Member States of the EU and the AU to complete as a matter of priority this institutional architecture by developing the parliamentary and civil society components that should drive and sustain the process by giving it transparency and democratic legitimacy;
3. Urges the institutions of the Joint Strategy to concentrate fully on the necessary deliverables, given that the first action plan only runs for less than three years (2008-2010);

### **Role of parliaments**

4. Reiterates its request to the EU and AU Commissions to take active steps to involve the European and Pan-African Parliaments in implementing, monitoring and providing political guidance for the Joint Strategy, in line with their status as key components of its institutional architecture;
5. Takes note of the fact that the 11th Africa-EU ministerial Troika meeting endorsed the first annual progress report on the implementation of the Joint Strategy and its first Action Plan, to which the above-mentioned Commission Communication constitutes the EU contribution;
6. Regrets however that that report has been established without any consultation of or formal contribution from the European or Pan-African Parliaments;
7. Suggests that representatives of the competent bodies from the Pan-African and European Parliaments attend the ministerial Troika discussions prior to the adoption of the joint annual progress report, that they present to the ministerial Troika those Parliaments' suggestions and recommendations on the joint annual progress report and that subsequent annual reports indicate how these have been taken into account;
8. Welcomes the fact that the European Commission has established a EUR 55 million budget line for strengthening the capacities of the AU institutions; insists once again that part of this budget must be made available for strengthening the administrative and operational capacity of the Pan-African Parliament and the regional and national legislatures of the AU regions and member states;
9. Invites the EU and AU Commissions to simplify procedures to ensure that the dialogue with Parliaments is effective and fluid and not dogged by unacceptable delays, taking due account of their procedural specificities;

### **Civil society and non-state actors**

10. Believes that if the Joint Strategy is to be a genuine "broad-based and wide-ranging people-centred partnership", it must effectively involve civil society and facilitate civil society's effective participation in the work of its implementing bodies;
11. Welcomes the ECOSOCC<sup>1</sup> as a vehicle to build a partnership between African governments and civil society; is however concerned at the low level of involvement of African civil society in the implementation of the Joint Strategy and calls for immediate efforts, particularly on the African side, to set up, in close cooperation with interested stakeholders, procedures for the identification, mapping and effective involvement of representative African non-state actors;

## **Partnerships**

12. Notes that the Joint Strategy should also address issues which, although formally belonging to a different institutional architecture, have a profound influence on the future of Africa and which shape the relationship between the two continents, such as the economic partnership agreements (EPAs) and the relationship between the EPA regional groupings and other existing regional groupings in Africa (including the Regional Economic Communities), the second revision of the Cotonou Agreement, the Euro-Mediterranean Strategy, the EU-South Africa Strategic Partnership, Africa's relationship with new global players such as China and Brazil;
13. Stresses that, to combat poverty effectively, which must remain at the heart of the joint strategy, the EU-Africa Strategic Partnership must help stimulate economic growth, attract foreign investment, promote equitable international trade and contribute to creating the conditions whereby African countries can gradually take their place in the global economy;

### **I. Peace and security**

14. Welcomes progress on the peace and security partnership; takes note of the AU-EU political dialogue on crisis situations in Africa and beyond; stresses that this dialogue needs to address the whole range of peace and security issues from conflict prevention and conflict resolution to post-conflict reconstruction and peace-building, including in-depth dialogue on the implementation of the Responsibility to Protect principle;
15. Calls for due priority to be assigned to implementing the African peace and security architecture; stresses once again that the European Development Fund (EDF) is not an adequate financing source for future replenishment of the African Peace Facility; is of the view that EDF spending should comply with the OECD Development Assistance Committee (OECD/DAC) criteria for official development assistance; reiterates its call for a definitive solution for African Peace Facility financing;

### **II. Governance and human rights**

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<sup>1</sup> African Economic, Social and Cultural Council

16. Points out that the concept of governance goes beyond merely fighting corruption and should be a measure of how well a society functions, through law and order, respect and active promotion of human rights, wealth creation and transparent and equitable wealth distribution and essential health and social services; stresses that external actors must not assess governance solely on externally-imposed criteria but instead on the basis of mutually agreed and shared values and standards;
17. Calls for the dialogue under the governance and human rights partnership to address impunity for human rights abuses, looking at best practice under national or international law, including the work of the international criminal courts established in Sierra Leone and Rwanda;

### **III. Trade and regional integration**

18. Considers, as regards the partnership on trade and regional integration, that under the right conditions, increasing trade is an essential driver of economic growth;
19. Insists that the final EPAs signed with African states must be first and foremost tools for development which respect the various beneficiaries' different capacities and levels of development;
20. Underlines the fact that EPAs must promote rather than undermine African regional integration; supports the AU's efforts to strengthen the Regional Economic Communities as the fundamental building blocks for the regional integration of the continent;
21. Insists that the European Commission and the Member States honour their commitment to provide by 2010 at least EUR 2 billion a year in genuine 'aid for trade', the largest share of which must be for Africa;
22. Calls on the partnership to address the wider aid-for-trade agenda, including the promotion of business development and regulation;
23. Calls on the partnership also to address economic aspects that although they are not necessarily trade-related, have important consequences for African economies, such as the necessity to take action to stem illicit capital flight and to promote international regulation of tax havens;

### **IV. Key development issues**

24. Insists, as regards the partnership on the MDGs, that even with more and better aid it will be difficult to meet these goals, and therefore urges EU Member States to uphold the commitments they recently restated at the Doha Conference on Financing for Development, as well as at the Accra High-Level Forum on Aid Effectiveness, particularly as regards the volume of their aid, policy coherence, ownership and division of labour between donors;

25. Notes that basic health and primary and secondary education are crucial catalysts to achieving the MDGs; consequently encourages African countries to make these areas one of the main priorities of their poverty reduction strategies;

### **Other aspects of the strategy**

26. Recalls, as regards climate change, that developed countries are primarily responsible for climate change, while its negative impact is greatest on developing countries; insists, therefore, that fresh funds are necessary if African states are to avoid being forced to pay a disproportionate price for adaptation to and mitigation of its effects;
27. Demands, in the context of the migration and employment partnership, a fair and workable solution to the 'brain drain', which deprives many African nations of large numbers of skilled workers, particularly in the health sector;
28. Stresses that, if the Joint Strategy is to go 'beyond Africa', with greater EU-Africa cooperation within international bodies and in multilateral negotiations on issues like trade, human rights or climate change, the EU and Africa should work towards making international institutions, such as the World Bank, the International Monetary Fund and the World Trade Organisation, more democratic and more representative and ensuring Africa can finally exert an influence in line with its size and status;

### **Looking ahead**

29. Looks forward to a meaningful involvement of the European and Pan-African Parliaments in the run-up to the third Africa-EU summit in 2010 and their active participation in the summit itself;
30. Intends to generate inside the European Parliament the necessary coordination and synergy between all its bodies to support the implementation and monitoring of the joint strategy; repeats, in this respect, its intention to transform its ad-hoc delegation for relations with the Pan-African Parliament into a fully-fledged interparliamentary delegation;
31. Instructs its President to forward this resolution to the Council, the Commission, the governments and parliaments of the Member States, the EU Economic and Social Committee, the AU Commission, the AU Executive Council, the Pan-African Parliament, the ACP Council of Ministers and the ACP-EU Joint Parliamentary Assembly.

## EXPLANATORY STATEMENT

The European Parliament has a longstanding commitment to the development of Africa and to improving relations between the EU and Africa. Strengthening the bonds that unite our two continents brings significant added value for both sides and is a vital challenge, particularly in times of global uncertainty and economic turbulence.

The European Parliament has focused on the EU-Africa relationship in two recent reports. In 2005 Parliament adopted its resolution on a "Development strategy for Africa" which criticised the recently adopted EU strategy for Africa as excessively unilateral. Two years later, Africa and the EU adopted a new joint strategy whose intention was to achieve a more bilateral approach with the two players on a more equal footing.

The joint strategy aims to take dialogue and cooperation "beyond development" (i.e. focusing on a wider range of policy areas, such as peace and security, energy or climate change), "beyond Africa" (looking at a series of global issues which directly affect Africa's development) and "beyond institutions" (involving a wider spectrum of non-traditional actors from civil society, the private sector and academia).

Parliament adopted its resolution on this new joint strategy in December 2007. It welcomed the joint strategy, whilst underlining that poverty reduction should remain at the very heart of Africa-EU relations, given that Africa is still the world's poorest continent and that most African nations are lagging behind as regards the MDGs. Parliament also stressed the importance of the parliamentary dimension of the joint strategy.

In addition to the two abovementioned resolutions, the European Parliament has been extremely active in enhancing cooperation and dialogue between Africa and the EU. For instance, Parliament has regularly sent delegations to sessions of the Pan-African Parliament, contacts between the two institutions have been frequent and their two Presidents have met on a number of occasions. In October 2008 President Pöttering addressed the Pan-African Parliament plenary.

Furthermore, both Parliaments have set up delegations for relations with each other and a number of joint actions and events have been organised. The European Parliament has also provided technical advice for the Pan-African Parliament, as well as capacity-building assistance through its Office for the Promotion of Parliamentary Democracy.

The European and Pan-African Parliaments jointly addressed the issue of the necessary (but lacking) parliamentary dimension in the preparation of the second EU-Africa Summit in Lisbon in 2007. They issued a joint statement, which was extensively discussed with the Commissions of the two Unions at a special joint parliamentary Summit, and which was formally presented to the African and EU Heads of State during the Summit.

In view of this significant and lasting parliamentary dimension to the EU-Africa relationship, it is disappointing that the parliamentary component has yet to be fully incorporated into the joint strategy in a meaningful way. It is essential that the joint strategy allows both the

European and the Pan-African Parliaments to become full players and to play their necessary role by providing political guidance and monitoring implementation.

In future, the Pan-African and European Parliaments should feed in to the ministerial Troika's discussions on the joint annual progress report which logs progress in implementing the joint strategy. Subsequent annual reports should explain how the Parliaments' observations were taken on board and, if not, why not.

The two Parliaments should also play a full role in the joint expert groups and the AU-EU task force, the body driving the implementation of the strategy.

For the Parliaments to exercise correctly and efficiently their scrutiny function, it is vital that they are effectively allowed to participate in the institutional dialogue at a sufficiently early stage for their considerations to be taken into account. In this context, it is important to bear in mind the specificities of their decision-making procedures.

As regards the joint strategy itself, one year after its adoption, we note that, whilst the different components of the institutional architecture have been more or less put in place, there has been very little actual progress on the ground for most of the eight thematic partnerships. Given that the first action plan spans the period running up to 2010, some acceleration will be required if the ambitious targets are to be met. In Africa, but also in Europe, the credibility of a "peoples to peoples" strategy depends on its capacity to deliver tangible results, which constitute a real improvement in the quality of life of the African populations.

The report also flags four areas where effective results are particularly important in order for the joint strategy to be successful: peace and security, governance in the broadest sense, trade issues, including 'aid for trade', regional economic communities and capital flight, and key development issues, such as health and education.

The joint strategy explicitly commits to involving civil society. However, this promise has yet to materialise in practical terms, especially on the African side. Action needs to be taken urgently in this regard.

Finally, the report calls for a specific financial instrument for implementing the joint strategy, centralising all existing sources of funding, in a clear, predictable and programmable way, as well as the budgetisation of the European Development Fund.