Pan African programme – Multi annual Indicative Programme (MIP) 2018-2020

Summary

The Pan-African Programme (PanAf) is based on Regulation (EU) No 233/2014 establishing a financing instrument for development cooperation (DCI) for the period 2014-2020. It is based on the Treaty on the Functioning of the European Union (TFEU), which establishes the fight against poverty as the primary objective of EU development policy and refers to the New European Consensus on Development (2017/C 210/01) [30.06.2017], and related relevant Commission communications.

The PanAf is in step with the overall Joint Africa EU Strategy (JAES) adopted at the Lisbon Summit (2007), with the Joint Communication "for a renewed impetus of the Africa-EU Partnership" (JOIN/2017/017) [04.05.2017] and with the conclusions of the AU-AU Abidjan Summit (November 2017). The DCI-PanAf is a specific instrument supporting the JAES and the PanAf MIP 2014-2017 the first programme treating Africa as one. The new MIP 2018-2020 is allocating EUR 400 million.

The objective of the PanAf MIP 2018-2020 is to support the strategic partnership between Africa and the European Union. The MIP aims at contributing to the implementation of the strategic priorities identified at the 5th AU-EU Summit held in Abidjan in November 2017.

The following guiding principles will apply to the identification of actions: pan-African added value (subsidiarity) and complementarity with national, regional and thematic envelopes; mutually beneficial cooperation and EU expertise/ comparative advantage; and alignment with the new policy agenda.

As a contribution to "political dialogue and continental governance", the MIP will contribute to increased dialogue and engagement in areas of joint interest, including migration, and to the development of an effective system of good governance at pan-African level.

As a contribution to "Investing in People – education, science, technology, skills", the MIP will contribute to enhancing young people's employability and mobility, and promote technological innovation.

As a contribution to 'continental economic integration', the MIP will facilitate trade and investments, and contribute to the development of inter-regional infrastructure.

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ANNEX

Pan-African Programme

Multi-annual Indicative Programme 2018-2020

Contents

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Abbreviations

AAAA: Addis Ababa Action Agenda
AfCFTA: African Continental Free Trade Area
AfDB: African Development Bank
AFIP: African Investment Platform
AGA: African Governance Architecture
AMIF: Asylum, Migration and Integration Fund
ASS: African Statistical System
AU: African Union
AUC: African Union Commission
AURG : African Union Research Grants
CAADP: Comprehensive African Agriculture Development Programme
CSO: Civils society organisations
D4D: Digital4Development strategy
DCI: Development Cooperation Instrument
EDF: European Development Fund
EFSD: Fund for Sustainable Development
EGNOS : European Geostationary Navigation Overlay Service
EIP: External Investment Plan
EU RF: European Union Results Framework
FPI: Foreign Policy Instrument
GAP: Gender Action Plan
GEO: Group on Earth Observation
GI: Geographical Indications
GMES : Global Monitoring for Environment and Security
GPGC: Global Public Goods and Challenges
FNSSA : Food & Nutrition Security and Sustainable Agriculture
H2020: Horizon 2020 - EU Framework Programme for Research and Innovation
ICT: Information and communication technologies
IPR: Intellectual Property Rights
ISF: Internal Security Fund
JAES: Joint Africa-EU Strategy
MIP: Multiannual Indicative Programme
NIP: National Indicative Programme
NREN: National Research and Education Network
PIDA: Programme of Infrastructure Development in Africa
REC: Regional Economic Community
RIP: Regional Indicative Programme
SAATM: Single African Air Transport Market
SDG: Sustainable Development Goal
ShASA: Strategy for Harmonisation of Statistics in Africa
SPS: Sanitary and Phytosanitary measures
STI: Science, Technology and Innovation
TVET: Technical and Vocational education and training
UNECA: United Nations Economic Commission for Africa
VET: Vocational education and training

Section 1 - Executive Summary

The objective of the Pan-African Programme (PanAf) is to support the strategic partnership between Africa and the European Union (EU). The Multiannual Indicative Programme (MIP) aims at contributing to the implementation of the strategic priorities identified at the 5th AU-EU Summit held in Abidjan in November 2017.

The following guiding principles will apply to the identification of actions: pan-African added value (subsidiarity) and complementarity with national, regional and thematic envelopes; mutually beneficial cooperation and EU expertise/ comparative advantage; and alignment with the new policy agenda.

As a contribution to *'political dialogue and continental governance'*, the MIP will contribute to increased dialogue and engagement in areas of joint interest, including migration, and to the development of an effective system of good governance at pan-African level.

As a contribution to *'Investing in People – education, science, technology, skills',* the MIP will contribute to enhancing young people's employability and mobility, and promote technological innovation.

As a contribution to *'continental economic integration'*, the MIP will facilitate trade and investments, and contribute to the development of inter-regional infrastructure.

Section 2 - Overall Context

2.1. New priorities

The level of participation and engagement at the **5th AU-EU Summit** held in Abidjan on 29-30 November 2017 highlighted that Africa is present on the international scene with more confidence, dynamism and optimism. It also confirmed its importance for Europe's security and prosperity, and the EU's willingness to strengthen and modernise its partnership, as set out in the Joint Communication *'for a renewed impetus of the Africa-EU Partnership'*, adopted in May 2017[1], and the subsequent Council conclusions[2].

Whilst reaffirming that the Joint Africa – EU Strategy (JAES)[3] adopted at the Lisbon Summit in 2007 remains the broad framework for the partnership, at the 5th AU-EU Summit, Heads of States and Government agreed on **a political declaration**[4] ('the Abidjan Declaration') **which updates the priorities for the coming years** and which engages both parties in a more intensive political dialogue. They also agreed to prepare an Action Plan ('the Abidjan Action Plan') with concrete priority initiatives that both sides agree to implement. Furthermore, the decision to align the Africa-EU Partnership with the African pillar of a new Post-Cotonou agreement is expected to ensure more coherence in EU-Africa relations.

The Summit also demonstrated our African partners' political ambition to give a growing importance to the **African Union** (AU), as illustrated by their request to change the Summit terminology from 'Africa-EU' into 'AU-EU'. African countries acknowledge the role that regional integration can play both as a stabilising factor and as a driver for growth. Over a short (15 years) period, the AU established itself as an important player on the political, peace

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[1] http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52017JC0017
[2] http://www.consilium.europa.eu/en/press/press-releases/2017/06/19/conclusions-africa-eu-partnership/
[3] COM/2007/0357 final of 27.06.2007
[4] http://www.consilium.europa.eu/media/31991/33454-pr-final_declaration_au_eu_summit.pdf

and security, and socio-economic fronts. The AU's Agenda 2063[5] in particular lays out an ambitious long-term vision for the continent. A reform agenda is under way to review the mandate and functioning of AU institutions, focus on key priorities with continental scope, clarify division of labour with Regional Economic Committees (RECs) and secure adequate financing by AU Member States.

Finally, the overarching Summit theme, "Investment in Youth for Accelerated Inclusive Growth for Sustainable Development" and the AU 2017 theme of the year, "Harnessing the Demographic Dividend through Investments in Youth" have laid the foundation for a strengthened and meaningful inclusion of **youth** in the partnership, taking into consideration the recommendations made by youth representatives in Abidjan ('Youth Declaration' and 'AU-EU Youth Agenda').

2.2. Main achievements and lessons learnt

1) Background

The PanAf was adopted in 2014 as a response to the call for the creation of **a dedicated financial instrument to support the Africa-EU Partnership**. It has a budget of EUR 845 million for the period 2014-2020 under the Development Cooperation Instrument (DCI). Its objective is to support the strategic partnership between Africa and the Union, to cover activities of a trans-regional, continental or global nature in and with Africa[6].

The **MIP 2014-2017**[7] was adopted in July 2014 as one of the main instruments in implementing the Roadmap adopted by the 4th EU-Africa Summit[8] in Brussels in April 2014. Its strategic areas were aligned to those of the roadmap, that is: i) Peace and security; ii) Democracy, Good Governance and Human Rights; iii) Human Development; iv) Sustainable and inclusive development and growth and continental integration; v) global and cross-cutting issues.

Under the first MIP, four annual action programmes were adopted, together with individual measures, allowing for the adoption of 32 actions for an initial amount of EUR 403,45 million. These actions contributed primarily to growth (42%) and human development (29%), as well as global issues (13%), governance (12%), and peace and security (4%). About twenty percent (20%) of the actual commitments contributed to Climate Change mitigation and adaptation (EUR 81,45 million) and another 20% contributed to Gender Equality activities (EUR 80,24 million).

2) DCI evaluation

The evaluation of the Development Cooperation Instrument (DCI), carried out in 2017[9], underlines that the DCI is in too early a stage for the impact to be assessed. However, it draws some recommendations of interest for the PanAf in terms of i) relevance, ii) added-value, and iii) risks.

Firstly, the evaluation considers that the introduction of the PanAf has proven to be **relevant**. It considers that the PanAf shows potential to deliver results against the four strategic objectives of the JAES and to contribute to the effectiveness of EU external assistance in the region: 'It filled a critical gap in the strategic partnership between Africa and the EU,

[5] http://archive.au.int/assets/images/agenda2063.pdf
[6] art 9 of the Regulation No 233/2014 establishing a financing instrument for development cooperation for the period 2014-2020
[7] C(2014)5375 final of 30.07.2014
[8] http://www.consilium.europa.eu/en/meetings/international-summit/2014/04/02-03/
[9] See: Evaluation Report on External Financing Instruments - Development Cooperation Instrument (DCI), 2017

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particularly to cover activities of a trans-regional, continental and global nature in and with Africa. It thus complements activities funded through the European Development Fund (EDF) at national and regional levels and has, for example, played a significant role in promoting migration dialogue (...) It allows for capacity building at the African Union and for establishing linkages between North Africa and the rest of the continent'.

Secondly, the evaluation underlines the **added-value of the EU** compared to other actors lacking supranational status.

Thirdly, the evaluation identified **risks** related to the institutional **capacity of the AU** and to its ability to translate its continental mandate into Regional Economic Communities (RECs) and Member States' policies and actions.

3) Lessons learnt

The MIP 2014-2017 was driven by political priorities aligned with the 2014 Summit roadmap. It therefore covered a wide range of policy areas, which translated subsequently into a high number of actions increasing the risk of limiting their impact. These actions were also justified by a broad mandate of the PanAf as per DCI regulation: *'focus on activities of a trans-regional, continental or global nature in and with Africa'*. On the basis of the experience in the implementation of the first MIP, it is suggested to **concentrate** in MIP 2018-2020 on actions that will further increase the relevance and the added-value; and mitigate the risks identified in the DCI evaluation.

Besides, future EU support should further take into account the following insights:

i) **Continental policies:** Initiatives embedded in continental policy frameworks foster African ownership. EU's own principles (subsidiarity, proportionality) and integration experience can provide an interesting benchmark in assessing which AU policies to support most efficiently in line with the set joint priorities.

E.g. the first MIP provided support to the implementation of continental policy frameworks in the fields of governance, agriculture, higher education, statistics, trade, and infrastructure.

ii) **AU's capacity:** the AU has adopted an ever increasing number of policies, while the capacity of its institutions to follow through has not increased at the same pace. This resulted in a discrepancy between the adoption of policies at continental level and the effective implementing and monitoring capacity of the AU. This has been acknowledged by the proposed reform agenda of the AU. The PanAf should support the AU core policies through a multi-faceted approach that fully takes into account AU's mandate and capacity.

E.g. the two- pronged approach provided in support to the AU governance agenda proved an interesting case in point. On the one hand, direct support to AU organs dealing with human rights and to the AUC on governance and elections, coupled with technical assistance, allowed to strengthen these institutions. On the other hand, a call for proposals allowed for CSOs to support AU institutions in terms of policy development and monitoring of AU decisions.

iii) **EU's experience and know-how**: The African continent can also benefit directly from a number of EU success stories.

E.g. The PanAf allowed to meaningfully 'export' several European success stories in the fields of i) education: Erasmus ('intra-Africa mobility'), the Bologna Process (harmonisation of curriculas and recognition of credits), Eduroam (global wireless roaming service for students, professors and researchers), ii) research and innovation: AU research grants, use of EU satellite technology (Global Monitoring for Environment and Security -

GMES/Copernicus for earth observation and European Geostationary Navigation Overlay Service - EGNOS/ for satellite navigation).

Section 3 - Overall Strategy

3.1. Overall objective

As stated in the DCI Regulation (art 9), the objective of the assistance under the PanAf shall be to *'support the strategic partnership between Africa and the Union, and subsequent modifications and additions thereto, to cover activities of a trans-regional, continental or global nature in and with Africa'.*

3.2. Guiding principles

Annex III of the DCI regulation specifies that *'the Pan-African programme shall support the objectives and general principles of the strategic partnership between Africa and the Union. It shall promote the principles of a people-centred partnership and 'treating Africa as one', as well as coherence between the regional and continental levels. It shall focus on activities of a trans-regional, continental or global nature in and with Africa, and support joint Africa-EU initiatives in the global arena'.*

Based on the lessons learnt from the MIP 2014-2017 (see 2.2. *supra*) and in order to focus the PanAf support to actions with the highest EU added value, it is suggested to apply more stringently the following guiding principles:

i) Added-value of a Pan-African approach

The principle of subsidiarity, as defined in the EU treaty,[10] will be strictly applied. The added value of a Pan-African approach will be determined on the basis of a qualitative assessment linking up to policies or strategies aimed at targeting Africa as a whole, and in particular the AU's *Agenda 2063,* and its First Ten-year Implementation Plan 2014-2023. Such assessment would evaluate the capacity of the AU to drive such policies and political will for AU Member States and RECs to implement them.

ii) Mutually beneficial cooperation

The initiatives financed through the PanAf will be systematically assessed against the criteria of shared interest: they will reflect the key objectives, priorities and principles of the Partnership.

iii) Complementarity

Complementarity with national, regional and thematic envelopes will be applied in a systematic manner, seeking to better align actions at national, regional and pan-African level, and through increased coordination with thematic and intra-ACP programmes. Such increased coordination will allow concentrating PanAf actions on a more limited number of priority thematic areas with an increased impact.

iv) EU experience in regional integration

In addition, the PanAf will seek to focus in particular on initiatives that build on European expertise. With 28 Member States and 50 years of experience in regional integration, the EU is a natural and credible partner in support of the continental integration agenda in Africa.

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[10] Article 5(3) of the Treaty on European Union (TEU) and Protocol (No 2) on the application of the principles of subsidiarity and proportionality.

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v) Alignment with the new policy agenda

The policy priorities of the MIP will be based on the political declaration adopted at the 5th AU-EU Summit in Abidjan on 29-30 November 2017. The preparation of the declaration has been guided by international frameworks, such as the UN's 2030 Agenda for Sustainable Development[11], the Addis Ababa Action Agenda (AAAA) on financing for development[12] and the Paris Agreement on climate change[13], as well as the African Union Agenda 2063 and its first ten years implementation plan.

These priorities are consistent with other relevant EU policies, including notably the Global Strategy for the EU's Foreign and Security Policy[14], the new European Consensus on Development[15], the European neighbourhood policy, the European agenda on migration, the Partnership Framework with third countries[16] and the Valletta action plan[17], the EU action plan on human rights and democracy[18], the EU Gender Action Plan II[19] (GAP II) and the existing agreements with North African countries and ACP countries. The PanAf shall contribute to the European External Investment Plan (EIP) adopted by the Commission in 2016[20]. It will also contribute to the objective stated in the DCI regulation of addressing at least 20% of the Union budget to a low carbon and climate resilient society.

3.3. Implementation modalities

As in the previous MIP, the programme will rely on a wide array of implementation modalities. Each action will be implemented through means best adapted to its specificities, such as a wide geographic coverage, a strong EU added-value or identity, a specific mandate provided by continental institutions, or a high degree of technicity. A number of actions will be managed directly by the European Commission or, where relevant, executive or regulatory agencies, through direct awards, tenders or calls for proposals. Other actions will be implemented in indirect management through the African Union, EU Member States agencies or, when duly justified, through international organisations.

Support to cross-regional infrastructure projects will be undertaken through a contribution to the newly created European Fund for Sustainable Development (EFSD), which is the financing mechanism used to support investment by public financial institutions and the private sector in partner countries.

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[11] UN, 2030 Agenda for Sustainable Development, 2015

[12] UN, Addis Ababa Action Agenda, *2015*

[13] UN, the Paris Agreement, 2015

[14] Council conclusions on the Global Strategy on the European Union's Foreign and Security Policy adopted by the Council at its 3492nd meeting held on 17 October 2016

[15] The new European Consensus on Development adopted by the Council on 7 June 2017.

[16] COM (2015) 240; COM(2016)385; COM (2017) 558

[17] http://www.consilium.europa.eu/es/press/press-releases/2015/11/12/valletta-final-docs/

[18] Council conclusions on the Action Plan on human rights and democracy 2015 – 2019, Foreign Affairs Council, 20 July 2015 (http://www.consilium.europa.eu/en/documents-publications/publications/eu-action-plan-on-human-rights-democracy/)

[19] Council Conclusions on the Gender Action Plan 2016-2020 of 26 October 2015 (http://www.consilium.europa.eu/en/press/press-releases/2015/10/26/fac-conclusions-gender-development/)

[20] Strengthening European Investments for jobs and growth: Towards a second phase of the European Fund for Strategic Investments and a new European External Investment Plan. COM(2016) 581 final of 14.09.2016.

3.4. Monitoring

Building on the lessons learned from the MIP 2014-2017, the MIP 2018-2020 defines a more limited set of indicators that are realistic, can be monitored and are linked to the SDGs where relevant. These indicators will feed into the regular reporting on the implementation of the European Consensus on Development and of the Africa-EU Partnership.

Continued policy dialogue with the African Union and its RECs, as appropriate, will provide the necessary platform for strategic engagement on the actions, and ensure adequate ownership and alignment with joint priorities.

Furthermore, the setting up of a monitoring mechanism is foreseen in the Abidjan Declaration for all joint priorities initiatives, including the PanAf actions. To avoid duplications, it is proposed to discontinue the consultative committee established under the MIP 2014-2017 with the African Union Commission (AUC), the RECs, the United Nations Economic Commission for Africa (UNECA) and the African Development Bank (AfDB), which met on a yearly basis between 2014 and 2016. Among the difficulties faced by the committee was the fact that its members were also potential beneficiaries of funding.

Coordination with EU Member States will continue through the regular meetings of Heads of Cooperation in Addis-Ababa.

Section 4 – MIP priorities and sectors of cooperation

Based on the Abidjan Declaration, on the lessons learnt from the first MIP and on the guiding principles stated under 3.2., the MIP is structured around the following 3 areas of concentration:

1. Political dialogue and Pan-African governance

2. Investing in People – education, science, technology, skills

3. Continental economic integration

4.1. Sector of Cooperation 1: Political dialogue and Pan-African governance

Problem analysis

The effectiveness of the AU–EU partnership depends largely on the intensity and quality of **dialogue** and interactions between the EU and the AU at different levels: first and foremost at the highest political level i.e. via the Summits of Heads of State and Government, at the level of their Member States (Ministerials) and between institutions on both sides (annual meetings of Colleges of Commissioners and a number of structured interactions at officials' level in order to translate the political priorities in actions in the field in different areas). As such the Partnership has the potential to become a formidable platform for political dialogue to discuss mutual bilateral interests, issues of concern and the possibility of adopting joint positions on global issues.

The political dialogue in-between Summits needs to be revitalised. The Abidjan Summit invited the AU and the EU to reinforce that dialogue, which is also expected to regain momentum with the negotiation of a new partnership with the countries of Africa, Caribbean and Pacific[21].

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[21] See: Joint Communication on A renewed partnership with the countries of Africa, Caribbean and Pacific JOIN(2016) 52 final

Given its legal basis, the PanAf is in a unique position to support the two unions in advancing this institutional dialogue in joint **priority areas** for both EU and Africa.

The inclusion of **non-state actors** as part of the dialogue has proven sensitive. The Abidjan Declaration (§50) acknowledges however the important contribution brought by civil society, including diaspora organisations and youth, the private sector and local authorities. It is therefore essential to provide adequate platforms for dialogue with these stakeholders.

For the political dialogue to be meaningful, it must rely on **partners capable to ensure the effective implementation** of their commitments. Despite the existence of ambitious legal and policy norms at continental level, the AU is faced with a number of challenges driven notably by inadequate means and the complexity of its multi-layered membership and governance architecture (55 Member States, 8 Regional Economic Communities). It results in a very low domestication of AU policies by its Member States. The AU should be supported in effectively coordinating and monitoring policies, and making its member States accountable for their implementation.

Accountability is particularly relevant in the field of **good governance and human rights**, which is a priority for the EU. The AU adopted a number of instruments, such as the African Charter on Democracy and Governance or the Maputo Protocol on Women's rights. It established several institutions aimed at monitoring or enforcing these instruments as part of an 'African Governance Architecture' (AGA). But progress remains uneven in many African countries when it comes to important democratic parameters such as integrity of elections, sustainable management of natural resources, alternation of power, effective state institutions and justice systems, instability and conflict risks, protection of human rights or the ability for women to participate in policy and governance processes.

Policy framework

The Abidjan Declaration commits to a 'stronger mutual engagement and a more coordinated approach to ensure effective multilateralism (§3)' and to the establishment of joint mechanisms and structures (§19), including a joint follow-up mechanism.

The Abidjan Declaration foresees to *pursue cooperation on effective, inclusive and accountable governance at all levels* (§11), and, in particular, to support the AGA (§48).

Goal 16 of the Sustainable Development Goals (SDGs) is the new benchmark at the global level. This goal commits the partners to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. These commitments are reflected in the aspirations set out in the AU's Agenda 2063, "An Africa of good governance, democracy, respect for human rights, justice and the rule of law" (Aspiration 3).

In order to address the issues mentioned above, the MIP will contribute to:

4.1. 1. Political dialogue

Objective: Strengthen the Africa-EU Partnership through increased political dialogue and engagement in areas of joint strategic interest.

Expected results:

1. A more effective framework for dialogue and cooperation is achieved for the benefit of both continents, including in the field of migration
2. Strengthened engagement as part of the Partnership with civil society, including youth, women and diaspora, local authorities and private sector
3. The Abidjan Action Plan is effectively implemented and monitored

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Actions will provide support to the **political dialogue** as part of the partnership on strategic issues, including the development of common positions in international fora. Actions will also provide support to the resulting dialogue at policy/operational level. Particular emphasis will be put on the dialogue on **migration** in line with the Abidjan Declaration *'we commit to deepen our cooperation and dialogue on migration and mobility'* (§10). Actions will sustain the ongoing dialogue between Africa and the EU on strategic migration issues, including the engagement with African diaspora in Europe and offer support to key AU migration priorities. It will build on the Khartoum and Rabat Processes, the follow-up to the Valletta Summit and the strengthened continental dialogue on migration and mobility (MMD).

Support will be provided to **platforms for engagement** with Non-State Actors such as civil society organisations (CSOs, including youth, women and diaspora) and private sector.

Finally, support will be provided to the establishment and effective implementation of a **monitoring mechanism** for the Abidjan Action Plan.

Complementarity

An assessment of the existing modalities of intervention will be undertaken when deciding to provide support to the dialogue in a given sector. On migration, support to the dialogue, to diaspora involvement and to the AU as essential actor of such dialogue, will complement the operational activities implemented as part of the EU Emergency Trust Fund for Africa, the Global Public Goods and Challenges (GPGC), the Foreign Policy Instrument (FPI) as well as the EU Home Affairs Funds (the Asylum Migration and Integration Fund –AMIF and the Internal Security Fund -ISF).

Proposed Indicators:

1.1. Number of joint EU-AU declarations and common positions in multilateral fora

2.1. Number of consultations held with civil society, private sector, diaspora, youth, women representatives and local authorities as part of the Africa-EU Partnership

3.1. Number of joint priority initiatives comprehensively reported upon as part of the Abidjan Action Plan

4.1.2. Pan-African governance

Objective:

Contribute towards the development of an accountable, responsive and effective system of good governance at the pan-African level

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Expected results:

1. The capacity of AU institutions to effectively develop and monitor policies in priority areas of common interest is enhanced
2. The elaboration, domestication, and implementation of policies on democracy, governance, human rights and rule of law, is accelerated across the continent
3. The accountability and reporting of African governments to their constituency and to pan-African and global institutions is improved

Priority Actions:

Actions will focus on providing **institutional support to the AU institutions** ('AU Support Programme') to fulfill their core mandate in priority areas of common interest. It will focus on institutional strengthening, on policy development and monitoring, and on cooperation with Regional Economic Communities (RECs) in strategic policy areas, as a clear division of

labour with RECs and Member States is a prerequisite for success. This will contribute to the implementation of the AU Reform Agenda. Areas of common interest to Africa and Europe would include notably the Comprehensive African Agriculture Development Programme (CAADP) and AU policies on climate change, natural resources management and environment.

The PanAf will provide a significant contribution to the implementation of the joint strategic priority areas of the Abidjan Declaration on governance by supporting the work of the various institutions of the **African Governance Architecture** (*e.g*. AU human rights organs, African Peer Review Mechanism). Support will be provided in a number of priority areas around the five clusters of the African Governance Architecture (AGA): democracy (including support to electoral observation methodology in line with the Declaration of Principles of International Election Observation and promotion of gender equality and youth empowerment), governance (public service and administration- e.g. cooperation on international tax governance and fighting illicit financial flows in line with the Addis-Ababa Action Agenda and Addis Tax Initiative), human rights (including by working with civil society on improving access to redress mechanisms), rule of law and humanitarian assistance.

The programme will continue to provide dedicated support to enhance institutional and **statistical capacity** in the African Statistical System (ASS), building on the Strategy for harmonisation of Statistics in Africa II (ShaSA II, 2017-2026). Strengthening the ASS is crucial to produce and disseminate high-quality and harmonised statistics. Qualitative statistical information at continental level is essential to assist in the designing, planning, implementation, monitoring and evaluation of integration policies for inclusive development.

Complementarity

In the field of governance, work with pan-African institutions will complement the calls for proposals targeting CSOs at country level under EIDHR and CSO-LA budget lines. It will also complement the support provided to RECs and governments under the EDF Regional Indicative Programmes (RIPs) and National Indicative Programmes (NIPs).

Proposed Indicators:

1.1 Key AU institutions, including AUC, compliant with EU Institutional Pillar assessment

1.2 Number of ratifications by AU Member States of AU legal instruments in joint priority areas

1.3 Number of AU Member States reporting on the implementation of AU strategic policy frameworks in joint priority areas

2.1 Number of cases referred or submitted by individuals or CSOs to the African Commission, the African Court on Human and People's rights, and the African Committee of Experts on the Rights and Welfare of the Child

2.2 Number of African states that have recognised the jurisdiction of the African Court of Human and Peoples' Rights and accepted the right of petitions submitted by individuals.

2.3 Number of comprehensive and analytical reports on election observation published by the AUC as a follow-up to the deployment of long-term observers

3.1 Number of African countries delivering harmonised validated statistical data in priority areas such as trade, migration, national accounts, climate change, natural resources management and environment, revenue statistics, governance and peace and security

4.2. Sector of Cooperation 2: Investing in People – education, science, technology and skills development

Problem analysis

By 2050, according to demographic projections, Africa's population will reach 2.4 billion and will predominantly be urbanized and composed of **young people** who will aspire to better living conditions and decent work opportunities. If the continent needs to generate millions of new jobs for the young population, young people will also need to have the relevant skills to seize those opportunities or to create their own.

In order to enhance Africa's economic and social prospects, it is therefore critical to support adequately **knowledge** and **skills development**.

In order to address youth unemployment and improve their occupational prospects, **skills development** should be given due priority. Vocational education and training (VET) is an adequate means for young people to get qualifications and develop skills which enhance their employability. It is thus important that it meets quality standards and that is relevant to the needs of the labour market. It is a sector which requires innovative practices to ensure young people are flexible in a changing world and is particularly conducive to exchange of best practices, notably with European partners which seek to address similar challenges.

The quality of the educational environment also needs to be addressed at all levels. While it is acknowledged that school education is the first vector through which children, in particular girls, can acquire essential foundation skills and constitutes the basis for all further learning, it is argued that primary and secondary education are better addressed at national level given the specificities of each African country.

What the European case has shown however is that harmonisation and collaboration mechanisms at continental level are highly relevant in improving quality and relevance in **higher education**. Increasingly, its importance is being recognised in developing countries as a sector, which provides significant social and economic returns, by building human capital and generating local knowledge and capacities meeting the needs of the society and the economy.

Development of adequate knowledge capacities and skills is also a prerequisite for **research and innovation** activities and facilitate the pooling of resources. Strengthening innovation capacities is not only a means to ensure that African initiatives are developed to address local issues, but it also enables **transfer of know-how** and collaboration mechanisms between African and European researchers to address global challenges.

Policy framework

The Abidjan Declaration recognises the necessity to invest in people: "*Quality jobs require skilled people. We will deepen our collaboration and exchange in education, technology development, knowledge, skills, research and in development to respond effectively to the specific needs of our economies and launch innovative actions in the fields of Scientific, Technical and Vocational Education and Training and, youth employment and entrepreneurship, aiming at increasing the employability of young people*" (§6).

The role of the citizens in driving the vision of the AU is underlined in the Agenda 2063 which states that educated citizens and skills revolution will drive growth and development (Aspiration 1) and highlights the potential offered by African people, especially women and youth (Aspiration 6). The importance of knowledge and skills is equally acknowledged in the 2030 Agenda for Sustainable Development under two specific goals, SDG 4 "Quality education" and SDG 8 "Decent work and economic growth", while innovation is covered

under SDG 9 "Industry, innovation and infrastructure". Besides, it is an area which clearly contributes to SDG5 "Gender equality" by promoting equal opportunities for all. This highlights the role of human capital as a critical transversal factor to achieve the other SDGs.

In order to address the issues mentioned above, the MIP will contribute to:

4.2.1. Skills for youth

Objective: To enhance young people's employability and access to decent work through improved job-oriented education and training and recognition of skills

Expected Results:

1. The quality and relevance of the VET offer in Africa is enhanced through improved exchange of good practices at continental level and between African and European organisations
2. Skills development and employment are supported through stronger private sector involvement

Priority Actions:

Actions will contribute to a "*AU-EU Skills initiative*", the primary objective of which is to ensure that African VET systems meet the needs of the labour market and contribute to socio-economic development.

To achieve this, it is first important to maximise the efficiency and impact of the various existing VET programmes and to ensure their sustainability at policy level by facilitating the exchange of good practices on skills and Technical and Vocational Education and Training (TVET) in Africa and with Europe through dialogue platforms and communities of practice, mobility schemes, and the production and dissemination of knowledge products. To that effect, the PanAf will support a coordination mechanism at continental level to increase the synergies between the different VET initiatives.

It will also facilitate knowledge sharing and the development of common tools for the establishment of qualification frameworks, which will aim at the recognition and portability of qualifications across various education systems, including VET.

This mechanism will be complemented by a pilot EU-AU VET mobility programme. This programme will support exchanges of experience and enable African VET staff to be exposed to European methodologies and tools so as to improve the quality of VET teaching and training in Africa. The programme will also support the mobility of VET learners, notably women, who will benefit from modernised training programmes.

The "Skills initiative" will also look into the role of the private sector can play, both by contributing to VET programmes' design in a way that connects with current and future labour demand, such as in the field of ICT, and by offering on-the-job training and workplace experience.

Complementarity

PanAf will build synergies with the GPGC initiatives on employment and particularly the "VET toolbox" that will support design of national employment and VET strategies and enhance VET service delivery systems.

Indicators:

1.1 Number of countries implementing the provisions of regional qualification frameworks in Africa

2.1 Number of people who have benefited from VET/skills development and other active labour market programmes (EU RF: Indicator 28)

2.2 Number of people (with gender disaggregated data) who are employed by enterprises which were supported through the programme

4.2.2. Higher Education

<u>Objective</u>: To modernise higher education institutions in Africa and improve the employability of students and their mobility across the continent and with Europe.

<u>Expected Results</u>:

1. Quality and relevance of higher education are improved through revision of curricula and more developed transparency and quality tools at continental level
2. Internationalisation and management practices of higher education institutions are enhanced through participation in intra-African partnership projects
3. The inputs of students and alumni associations in educational processes in universities are strengthened
4. Access of higher education as well as research institutions to adequate and affordable e-infrastructures is improved

<u>Priority Actions</u>

Actions will contribute to strengthen networks and exchanges programmes of African and European universities as well as the uptake of e-learning tools, in order to improve the overall quality of and access to higher education in Africa.

A continuation of two PanAf initiatives on **harmonisation** and **accreditation** will contribute to the efforts of supporting harmonization of higher education, aiming to ensure recognition and transparency of qualifications and improved quality assurance and relevance. The increase in the number of thematic subjects which are covered, compared to the current phase of the programme, will further expand the scope of the programme. Special attention will also be paid to measures supporting gender equity in higher education.

The **Intra-Africa Mobility** scheme, under which two calls for proposals have been organised so far, will be further supported and is expected to contribute to boost support and facilitate mobility of students, staff and academics across the African continent. This mechanism will in particular help to strengthen scholarship and exchange programmes between tertiary education institutions. As this was the case for the calls for proposals organised so far, special incentives will be included to encourage the participation of female applicants.

Building on the experience of the **alumni networks** which exist under Erasmus+, it is also proposed to expand the African Erasmus+ Alumni networks and enhance synergies with other networks of African students and Alumni having studied in Europe. Thanks to the exposure of its students to other study environments, this Pan-African network is expected to contribute to improving the relevance of academic programmes to the needs of the labour market. It will also manage pilot projects aimed at showing the importance of informal skills and will help disseminating information on EU higher education programmes.

Finally, it is proposed to support further the modernisation of African universities and research institutions through access to high speed **broadband and e-services** and connecting

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them with the rest of the world education and scientific communities, in line with the approach identified in the 'Digital 4 Development' (D4D) strategy[22].

Complementarity

It will complement Erasmus+ initiatives on "mobility" and "cooperation" through intra-African actions that will increase the number of African higher education institutions benefiting from EU support (over the period 2015-2017, 89 African institutions were involved in capacity building projects, while 770 mobility projects involving 14,000 people were financed).

Indicators:

1.1 Number of new or updated curricula using the Tuning methodology in the participating universities

2.1 Number of students (gender disaggregated data) participating to projects funded under the intra-Africa Mobility scheme who completed their degree during the programme

2.2 Number of higher education institutions which introduced changes in terms of management capacity, governance or quality assurance following their participation in the intra-Africa Mobility scheme

3.1 Number of awareness raising activities carried out in universities by members of the African alumni association

3.2 Number of pilot projects managed by the African alumni association;

4.1 Volume of intra-African and international communication traffic between National Research Institutions (NRENs) (average Mbit/s)

4.2 Number of new e-services and applications operational and used by African NRENs

4.2.3. Science, technology and innovation

Objective: Promote technological innovation, including through reinforced EU-Africa cooperation in the field of Science, Technology and Innovation (STI)

Expected Results:

1. Technology and know-how transfers in scientific fields of excellence such as space applications are enhanced
2. Continental policies and mechanisms for financing research and technological innovation in Africa are developed

Priority Actions:

The EU will continue to seize the opportunities offered by space-based technologies to strengthen its partnership with Africa.

The PanAf will continue to support earth observations under the Global Monitoring for Environment and Security and Africa (GMES & Africa) Initiative, contributing to the objectives of the Abidjan Declaration related to resilience to disaster and climate risk and environmental degradation (§35). It will build upon the **Copernicus** programme, as well as cooperation under the Group on Earth Observations' (GEO) initiative and the current phase of support to the GMES & Africa initiative, which enabled Africa to have the geographical

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[22] Commission Staff Working Document 'Digital4Development: mainstreaming digital technologies and services into EU Development Policy', SWD(2017) 157 final of 2.5.2017.

coverage of hardware needed to fully benefit from the information delivered from the satellites. The next phase will focus on the development of new applications for Food Security and Rural Development, Climate services, and Disaster risk reduction, and on their use by policy makers.

Space-based technologies will also improve "*transport connectivity*" across the continent. By building on the European EGNOS satellite-based navigation system, air navigation systems will be further modernised and extended to support and facilitate the implementation of a Single African Air Transport Market (SAATM).

In order to improve the ownership and sustainability of research activities in Africa, the programme will also seek to encourage the development of continental policies and mechanisms for financing research and technological innovation as a contribution to a joint EU-AU initiative on STI.

Complementarity

PanAf programme will mainly complement programmes supported under the intra-ACP envelope (e.g. 'Climate services programme', 'Global Climate Change Alliance Plus', 'Building Resilience of African Nations and Communities to Disasters', 'ACP-EU Programme to strengthen Research and Innovation capacity in ACP countries') and H2020 (e.g. Marie Skłodowska-Curie actions), as well as cooperation on agricultural research that will be benefiting from substantial GPGC funding.

Indicators

1.1 Number of centres in Africa receiving and using Copernicus data and products

1.2 Number of airports in Africa equipped with instrumental landing aids based on EGNOS technology

2.1 Number of research grants awarded to African institutions as a result of competitive calls for proposals

2.2 Research and development expenditure as a proportion of GDP (SDG indicator 9.5.1.)

4.3. Sector of Cooperation 3: Continental Economic Integration

Problem analysis

For Africa, the potential gains from increased regional integration are particularly substantial. Almost half of its 55 economies register a population of less than 10 million and more than a third being landlocked. The continent continues to register the lowest percentage of intra-regional trade. A mere 12% cent of total exports takes place within Africa, compared with 25% in ASEAN and over 60% in the EU. In addition, exports are often limited to natural resources with little added value from other sectors of the economies.

Regional economic integration is therefore a priority of the AU, who launched negotiations for an African **Continental Free Trade Area** (AfCFTA) in 2015. The objectives of the AfCFTA do include the creation of a liberalized market for goods and services, and the facilitation of trade and investment.

The EU is uniquely placed to support the African continental integration agenda considering its own experience in the establishment of a common market, and considering the fact that the EU is the first export market for African products and the first source of foreign direct investments in Africa.

For such regional integration to take place, Africa needs substantial investments in **infrastructure connectivity**. Through the Programme for Infrastructure Development in

Africa (PIDA), the AU is committed to developing the world-class infrastructure required to improve transport policy and networks, and deliver continent-wide interconnectivity and accessibility to energy, water and IC technologies.

Through the EIP, the EU has the capacity to support the development of infrastructure of strategic importance to the continental integration agenda. Such infrastructure will also contribute to the development, stability and resilience of some regions of strategic interest to the EU.

Policy framework

The Abidjan Declaration places strong emphasis on the need to promote intra-African trade, advance greater economic integration and support the establishment of the AfCFTA (§6), in line with AU's Agenda 2063 Aspiration 1 on inclusive growth and 2 on integration, and with SDG 8 "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all".

In addition, the Abidjan Declaration agreed to develop legal and regulatory frameworks in the field of ICT (§63), to promote the establishment of a single Africa Air Transport Market (§65), and to support the AU continental strategy to develop geographical indications (GI) in Africa (§67). This area of cooperation also contributes to AU's Agenda 2063 Aspiration 1 on inclusive growth and 2 on integration.

The Abidjan Declaration commits to implement PIDA to *'create the regional infrastructure necessary for continental interconnection'* (§6). Supporting infrastructure contributes also to SDG 9 "Build resilient infrastructure, promote sustainable industrialization and foster innovation".

In order to address the issues mentioned above, the MIP will contribute to:

4.3.1. Integrated markets

Objective: Facilitate intra-African trade and African and European investment through cooperation in the areas of standards and regulations and through the elimination of unnecessary and/or unjustifiable technical barriers to trade.

Expected Results:

1. International regulatory best practices are adopted and continental standards are developed or harmonized

2. The capacity for dealing with SPS issues in Africa is enhanced

3. Intellectual Property Rights (IPR) are reinforced, which includes the strengthening of IPR enforcement, the better protection for Geographical Indications (GI) and the promotion of international agreements in the area of IPR

4. Market integration of the digital economy in Africa is supported

5. Air transport policies in Africa do contribute to the establishment of an African Air Transport Market

6. The implementation of trade facilitation measures is enhanced.

Priority Actions:

Actions will contribute to the *fast tracking the implementation of the AfCFTA* and of the *CAADP Malabo Declaration*.

As a contribution to the **AfCFTA**, the programme will focus on lowering **technical and other non-tariff barriers** to trade, in particular by supporting the harmonisation and convergence

of African policies, standards and regulations, and their promotion. It will imply to foster coordination between the AU, the RECs, and other relevant organisations (e.g. African standardisation organisations, UNECA, African Trade Policy Centre, TRALAC, etc.). Particular attention will be given to trade regulations and standards of agricultural commodities and services. This is justified in view of the jobs creation potential of this sector and to complement our support to the development of agricultural value chains and agribusinesses from national and regional programmes.

Support to African standards will concentrate in particular in areas of mutual interest such as **Sanitary and Phytosanitary Measures (SPS)**. Having the experience of regional integration within the Union, the EU is well-placed to train others on the principles of building a safe food, plant and animal health system, and furthering SPS principles of international trade in such products. The programme will enable harmonisation of concepts, principles, procedures and laws of the AU Member States, thereby facilitating the functioning of the internal market, in line with CAADP's pillar 2 strategy to improve competitiveness through sound trade policies at the national, regional and AU levels, and strengthening capacities to meet international market access requirements.

In addition, the programme will support the harmonization and appropriate application of **Intellectual Property Rights** (IPR), through the strengthening of IP Enforcement, the better protection for Geographical Indications (GI) and the promotion of international agreements in the area of IPR. Strengthening IP enforcement in Africa is crucial, because the damages caused by counterfeiting and piracy cause significant financial losses to right holders and legitimate businesses also in Africa. The development and registration of GI products is a way to contribute to rural development and to consolidate the application of rules of origin to boost trade and comply with regional or international trade regimes. A continental approach to guarantee mutual recognition of registered GI is necessary, as well as the harmonisation between the regional economic communities involved.

In addition, the PanAf will contribute to the 'Digital 4 Development' (D4D) strategy by supporting the harmonisation of the policy and regulatory framework in the **digital domain.** It will contribute to laying the basis for a pan-African digital single market, based on harmonised rules, and by using the experience acquired in developing the EU Digital Single Market (DSM). The objective would be to work toward a trans-continental digital economy space in line with the recommendations of the Abidjan Business Forum. The PanAf will support the increase of capacity of the AU and RECs to develop and implement digital policies adapted to local needs.

Finally, the PanAf will provide support to the building blocks of the policy dialogue towards the Single African **Air Transport Market** (SAATM), such as improved air safety, cost reductions and lower carbon emissions, including through improvement of navigation systems and safety procedures.

Complementarity

Highly focused interventions shall add value to areas in which interventions at national or regional level would have very little chance of promoting harmonisation; on the contrary, the development of harmonised regulations and practices and common processes at supra-regional level via, for instance, platforms for exchange, targeted studies and training, shall strongly increase the chances of reaching common references at Pan-African level.

The action is complementary with the regional indicative programmes (RIPs) that are scaling-up private and public investments, supporting the value chain development and upgrading the regional economic integration through the RECs, while seizing the full potential of the Economic Partnership Agreements (EPAs). The support to the AfCFTA implementation is

indeed compatible with the objectives of the EPAs. During the first part of the multiannual period (2014-2017), EPAs negotiations have played a positive role, creating momentum and expertise / experience for the AfCFTA negotiation, which the first PanAf MIP has directly supported. In this new phase, any contribution to the implementation of the AfCFTA through harmonisation or elimination of barriers will simultaneously benefit both the integration of markets at regional and continental level, and the impact of EPAs with the EU.

The programme will look at the concentration sectors in Africa that are supported from national programmes, in order to prioritise those sectors and build synergies that can increase the impact of the NIPs. For example, simultaneously to the support to the AfCFTA negotiations, the PanAf programme has been supporting the CAADP process at continental level, developing the instruments and the policy framework for the elaboration of National Agriculture Investment Plans and their integration in the national budgets. At the same time, the NIPs are supporting the implementation of the Investment Plans in each country through specific projects or facilitating other public and private investments under the umbrella of the EIP.

Indicators

1.1 % of Intra-African trade to GDP (outcome)

1.2 Number of AfCFTA protocols and annexes negotiated, signed and implemented by AU Member States for the implementation of continental standards for trade

1.3. Reductions in non-tariff barriers to trade reported

2.1 Number of African countries establishing new harmonized national SPS policies consistent with international standards and AfCFTA protocols

3.1 Number of Geographical Indications registered and recognized by African economic or trade organizations

4.1 Number of new policies and/or regulations in the area of digital economy.

5.1 Number of African countries on the EU Safety list[23]

6.1 Number of trade-facilitation measures implemented

4.3.2. Cross-regional infrastructure

Objective: Contribute to regional integration through the development of resilient continental/inter-regional infrastructure

Expected Results:

1. Increased investments for resilient transcontinental infrastructure projects of relevance to the AU and EU

Priority Actions

Actions will contribute to PIDA and, in particular, to the priorities "*Support for transport connectivity*" and "*Digital for Development*".

The PanAf will support the development of integrated Pan-African networks by channelling funds to the Africa Investment Platform (AFIP) under the European Fund for Sustainable

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[23] list of airlines which the European Commission, pursuant to Regulation (EC) No 2111/2005 and on the basis of the opinion of the EU Air Safety Committee (ASC), decides to subject to either a complete or a partial operating ban within the European Union for failure to adhere to the applicable international safety standards.

Development (EFSD) of the External Investment Plan (EIP) for the financing of priority infrastructure projects as stated in the PIDA framework.

Complementarity

Complementarity with other EU funding sources shall be ensured by prioritizing support to the implementation of transcontinental networks, thus complementing financing contributions at national and regional level. Actions will be focusing on "missing links" vital to ensure full connectivity of corridors and trans-sectoral ("nexus") initiatives outside the scope of national and regional plans.

Indicators:

1.1 Euros of loans generated by euro of grants for cross-regional infrastructure projects in Africa supported through the Africa Investment Facility

Section 5 - Indicative financial allocations 2018-2020

In million Euros:

Years Areas & Results	2018	2019	2020	Total 2018-2020	Total %
Political Dialogue and Pan-African governance	**55**	**50**		**105**	**26.25%**
Political dialogue	25			25	6.25%
Pan-African Governance	30	50		80	20.00%
Investing in People – education, science, technology, skills	**80**		**55**	**135**	**33.75%**
Higher Education	53		10	63	16%
Skills for youth	27			27	6.75%
Science, technology and innovation			45	45	11%
Continental economic integration		**85**	**75**	**160**	**40.00%**
Integrated markets		50	20	70	17.50%
Cross-regional infrastructure		35	55	90	22.50%
Grand Total	**135**	**135**	**130**	**400**	**100.00%**