

Title of the initiative: **Communication on the Joint Africa EU Strategy**

Type of initiative (CWP/Catalogue/Comitology): CWP

Lead DG/contact person/details: DG DEV C-2

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Initial IA screening & planning of further work

A. Context and problem definition

(i) What is the political context of the initiative? (ii) How does this initiative relate to past and possible future initiatives, and to other EU policies?

The EU and Africa concluded a Strategic Partnership at the Lisbon Summit in December 2007. The Communication will be instrumental to prepare the third EU-Africa Summit which will take place in Africa on 29-30 Nov.2010. This Summit will take stock of the progress made in the Partnership and in the implementation of its first Action Plan 2008-2010. It will also provide political guidance and impetus for further work, including through the adoption of the Action Plan 2011-2013.

The Communication will address EU-Africa relations in a broad perspective, including change in Africa, the evolving strategic issues at continental and global level, the key EU interests in this context, etc. The Communication will contribute to clarify our expectations from and objectives for the Summit and, more generally, for our political and economic engagement with Africa. It should also allow a proper political and strategic debate in Coreper, PSC and Council about Africa and EU-Africa relations. Finally, the Communication will evaluate the implementation of the Joint Africa-EU Strategy, assess the results and shortfalls of the Action Plan (2008-2010), make the necessary policy- and operational proposals for the next Action Plan (2011-2013), and make the necessary recommendations to enhance its effectiveness

What are the main problems identified?

The strategic partnership with Africa and the implementation of the Joint Strategy have made encouraging progress and has achieved the first tangible results both the policy level and in the 8 thematic partnerships. However, these results fall short of the ambition expressed by Leaders at the Lisbon Summit. The Communication will thus contribute to the timely reflexion on how to adapt the EU-Africa relationship to the new challenges and opportunities that have arisen since the Lisbon Summit in 2007 and how to enhance the delivery in key areas of the Partnership.

Who is affected?

All stakeholders of the Joint Strategy in Africa and the EU, and in particular European and AU Commission, Member States, Regional and sub-regional economic communities in Africa, EIB and AfDB, Parliaments and local authorities, Civil Society and other non-state actors.

(i) Is EU action justified on grounds of subsidiarity?

Yes. The ambition is clearly to reinforce the continent-to-continent dimension of the Partnership.

(ii) Why can the objectives of the proposed action not be achieved sufficiently by Member States (necessity test)?

Member States have explicitly requested concerted and consolidated action at EU level, as most of the challenges addressed in the Joint Strategy are of regional, continental or global dimension.

(iii) As a result of this, can objectives be better achieved by action by the EU (test of EU Value Added)?

Yes, the principle of coordination, cooperation, pooling of efforts and burden sharing between the EU level and Member States underpin the entire strategic approach.

B. Objectives of EU initiative

What are the main policy objectives?

To reinforce the Strategic Partnership between the EU and Africa, in particular through enhanced political and policy dialogue, the active involvement of non-State actors, and deepened political and technical operation in the thematic priority areas identified in the Joint Strategy.

Do the objectives imply developing EU policy in new areas or in areas of strategic importance?

No, the objectives build on existing EU policies, but aim to enhance their impact through the better involvement of international partners (in this case Africa) and through the mainstreaming of strategically important EU policy objectives in the cooperation with Africa.

C. Options

(i) What are the policy options?

a) No Commission action/initiative. The political process would lose momentum and Summit preparation would be delayed and complicated with a risk that serious shortfalls would not be adequately addressed and that new opportunities would not be seized.

b) Propose a Communication to the other Institutions to prepare the third EU-Africa Summit. The success of the Joint Strategy relies on the willingness and the capacity of the EU (Commission and Member States) and of the various African actors at national, regional and continental level to jointly address the challenges identified and to realize the agreed political and policy objectives through the implementation of successive joint Action Plans with clearly defined objectives, results, activities, actors and resources.

(ii) What legislative or 'soft law' instruments could be considered?

Not directly applicable. However, the successful implementation of the Strategy requires the gradual mainstreaming of its objectives into existing legislative, financial and cooperation frameworks between the EU and Africa, and needs to be underpinned by adequate financial, human and technical resources.

(iii) Would any legislative initiatives go beyond routine up-date of existing legislation?

No

Does the action proposed in the options cut across several policy areas or impact on action taken/planned by other Commission departments?

Yes, more than 20 DGs are involved in the various thematic partnerships of the Strategy, including AGRI, AIDCO, BUDG, CLIM, DEV, EAC, EMPL, ENV, ENTR, INFOS, JLS, LS, MOVE, REGIO, RELEX, RTD, SANCO, SG, TAXUD, TRADE and TREN,

Explain how the options respect the proportionality principle

The Joint Strategy and the thematic partnerships build on the subsidiarity principle and refer explicitly to the need to provide added value at regional, continental or global level. The planned activities and initiatives are proportionate to achieve the desired policy objectives and operational outcomes.

D. Initial assessment of impacts

What are the significant impacts likely to result from each policy option (cf. list of impacts in the Impact Assessment Guidelines pages 32-37), even if these impacts would materialise only after subsequent Commission initiatives?

Not directly applicable as the Communication is of an essentially political nature. However, Commission action should lead to enhanced mobilization of all European and African actors and stakeholders, including EU- and AU-Commissions, Member States, Regional Economic Communities (RECs), the European and Pan-African Parliaments, The AU Economic, Social and Cultural Council and the European Economic and Social Committee, local authorities, and non-State actors including civil society and the private sector etc., and should facilitate the preparation of a successful Summit with concrete deliverables (see Section C above)

Could the options have impacts on the EU-Budget (above 5 Mio €) and/or should the IA also serve as the ex-ante evaluation, required by the Financial Regulation?

No

Could the options have significant impacts on

(i) simplification: no

(ii) administrative burden: no

(iii) relations with third countries?

YES: per definition the Joint Strategy aims to improve relations with Africa and international partners

E. Planning of further impact assessment work

When will the impact assessment work start?

Given the essentially political nature of the Communication, no formal impact assessment will be carried out. However, progress of the Joint Strategy will be reviewed regularly at the appropriate level in political dialogue meetings between the EU and Africa, EU-internally in the Africa Working Group, and COM internally in the Africa Inter-service Task Force.

(i) What information and data are already available?

Mid-Term review of the Joint Strategy, as endorsed by Africa-EU Ministerial Troika of October 2009.

(ii) Will this impact assessment build on already existing impact assessment work or evaluations carried out?

Yes, see point (i) above

(iii) What further information needs to be gathered?

The thematic implementation roadmaps of the various partnerships will have to be adapted and updated in regular intervals.

(iv) How will this be done (e.g. internally or by an external contractor) and by when?

Existing informal Joint Expert Groups will review progress and update implementation roadmaps.

(v) What type and level of analysis will be carried out (cf. principle of proportionate analysis)?

Not applicable

Which stakeholders & experts have been/will be consulted, how and at what stage?

All stakeholders actively involved in the implementation process, through their participation in the informal Experts Groups, at a regular basis.

In addition, the European and PanAfrican Parliaments will elaborate (joint) reports assessing the progress and impact. Independent actors such as foundations (ECDPM), think-tanks and/or academic research institutes etc. will also produces analysis and assessments