

# Chapter 1: Monitoring Implementation – a Trust-Building Exercise

**Summits are about follow-up not just build-up**, a sentiment shared by 57% of participants surveyed in AEF's #ReimagineAfricaEurope<sup>1</sup> consultations between July 2021 and January 2024. The agreement to establish a monitoring arrangement was a major outcome of the Summit as a tool with which to promote transparency and build trust: In their Joint Statement for the 6<sup>th</sup> EU-AU Summit "A Joint Vision for 2030" Heads of States and Government of EU and AU Member States have declared their commitment "*to monitor the implementation of the commitments undertaken during AU-EU Summits ... on a regular basis via existing AU-EU structures, including the AU-EU Ministerial Follow-up Committee*". President of the European Council Charles Michel proposed a monitoring mechanism consisting of AU and EU representatives, the private sector and civil society actors to review and report on which projects are "*coming to fruition in accordance with the established schedule, and which projects may need further impetus, adaptations and improvements.*" Building on this, political and operational monitoring mechanisms as well as tools for comprehensive commitment tracking are needed to build a reciprocal dynamic for Africa-Europe relations.

For twenty years there have been meetings between the African leaders and European leaders. (...) But what exactly has been happening? What commitments have each side made to the other? And did they live up to their commitments or not?"

Mo Ibrahim, Co-Founder of the Africa-Europe Foundation, AEF HLG Meeting, Nairobi 2023

The AEF has established an independent monitoring platform in complement to the institutional mechanisms established by the EU and the AU, with the aim, most importantly, to

encourage a renewal of trust through improving access to information and visibility of progress in delivering the commitments. The objective of AEF's monitoring function is to provide a basis to improve, not just report on, the joint performance of the AU-EU in delivering the commitments, thus contributing to strengthening the Africa-Europe partnership.

However, currently, the absence of common definitions, processes and tools, timelines for commitments, accompanied by significant data gaps - particularly on Member State actions - is hampering effective monitoring. The 6th Summit commitments did not articulate the state of play (the baseline) or, except for the vaccine roll-out and high-level financial contributions of the Investment Package, the expected outcomes (the targets). Accountability is not built into commitments and streamlined across the diverse stakeholders, and no clear criteria for SMART commitment-making and assessment have been yet defined to allow for effective and systematic reporting on progress. Information available on the Global Gateway Africa-Europe Investment Package, in an aggregated format, is still quite limited; some progress has been made on improved communication with dedicated online resources for specific initiatives (such as published factsheets and new project announcements) and new monitoring tools are under development. At AU level, while processes are being put in place to track progress, there is limited evidence such processes have been operationalised. And while EU and AU institutions are aware of their monitoring commitments, less attention is paid to it at national level and by other actors. This makes transparent and accessible sharing of data, evidence and best practices challenging.

<sup>1</sup> The #ReimagineAfricaEurope consultations aggregate a series of stakeholder surveys and focus groups carried out by the AEF between July 2021, leading to the 6<sup>th</sup> EU-AU Summit, and January 2024. The participants in the stakeholder surveys have included members from the AEF Strategy Groups and Working Groups from diverse organisational settings (civil society, policymaking, private sector, academia), strategic partners working on Africa-Europe relations, and youth platforms operating across the two continents.

# THE MONITORING FRAMEWORK

This report represents the baseline for commitment tracking, as current efforts to offer a ‘red, amber, green’ assessment of each goal have been limited by the current level of data and the fact that commitments were largely drafted without specificity (baseline and targets) and timelines. The AEF ‘commitment framework’ approach to monitoring of this report is therefore based on two dimensions:

- 1. Tracking developments on the key programmes**, in the first instance, and their contributing projects. This includes key examples of initiatives developed in the framework of the Global Gateway Africa-Europe Investment Package, including those designed and implemented through the Team Europe Initiatives and the 15 AU Flagships of Agenda 2063.
- 2. Undertaking contextual assessment**, which places the design and implementation of both EU initiatives and AU Flagships in the broader context of Europe’s and Africa’s current sectoral priorities. This provides opportunity for nuance based on the dynamic economic and geopolitical environment, perceptions and trends, taking into account also the diverse stakeholders involved in delivering on commitments beyond the institutional actors.

While it is important to look at political and institutional follow-up in the context of the ‘6<sup>th</sup> Summit commitments framework’, monitoring

progress of the Africa-Europe relationship also needs to look beyond. Many other projects are directly implemented by Member States and other diverse actors – from civil society to local actors such as cities. While they address the Summit priorities, they are not labelled EU-AU or presented as being in line with the 6<sup>th</sup> Summit commitments. Nonetheless, these projects, cooperation and exchanges in a wide range of priority fields contribute to the Africa-Europe partnership. The ‘6<sup>th</sup> Summit commitments framework’ approach is therefore complemented by analysis of the Africa-Europe relationship more broadly, including citizen trends and perceptions.

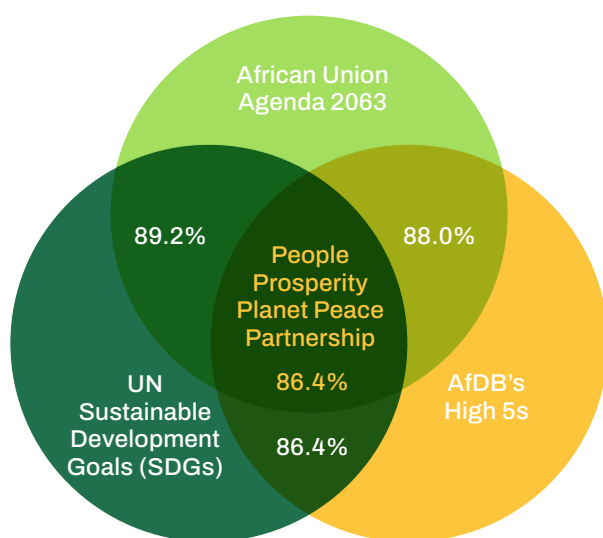
The report is structured into chapters which represent strategic pillars of the long-term partnership between Africa and Europe, policy areas which involve shared working and can yield mutual benefits for Africa and Europe. Each chapter captures data and information on progress of one or more of the 10 commitment areas defined by the Final Declaration of the 6<sup>th</sup> Summit (see Box 1) and focuses on the implementation of the AU flagships and key EU initiatives and joint policy coordination that best describe the institutional contribution to the areas of cooperation.

It is important to ensure AU-EU commitment tracking is aligned with and includes the AU’s Agenda 2063, not only to record African

contribution to the development agenda supported by the Joint Vision, but also to ensure that efforts are not dispersed, including on monitoring. There is a significant convergence and overlap of development strategies and related targets, including with UN Agenda 2030: the AU Agenda 2063 has 89.2% of convergence with the UN Agenda 2030 and 88% with the AfDB's High 5s, according to UNDP (see Figure 1).

This report data is therefore based on information provided by relevant institutional partners from both sides including:

*Figure 1: Convergence of key development strategies for Africa: AU Agenda 2063, UN Agenda 2030 (SDGs) and AfDB's High 5s*



Source: UNDP Africa Policy Brief Volume 1, No. 1. 2017

- Information on EU programmes, notably those announced under the Global Gateway Africa-Europe Investment Package.
- Data on the 15 AU Agenda 2063 Flagships included in the Agenda 2063 First Ten-Year Implementation Plan (FTYIP) - 2014-2023.
- Relevant project data and policy updates of the political actors of the partnership, including Members States on both sides.

This is complemented with broader observations going beyond just political and financial delivery and derived from AEF's extensive multi-stakeholder consultations including:

- The #ReimagineAfricaEurope campaign composed of perception stakeholder surveys, citizen focus groups and "#AUEUTracker Special Dialogue" broadcast series.
- Our interregional dialogue platforms including the AEF High-Level Group, the AEF Women Leaders Network, and the AEF "Strategy Groups" and "Working Groups" (sectoral leaders from civil society, business, policymaking, and the youth sector, from both continents).
- Media tracking (mainstream and social media) and the aggregation of data and policy analysis from leading African and European knowledge centres and Africa-Europe roundtable discussions.
- Sectoral assessment studies and expert analysis and assessments from African and European research fellows affiliated to AEF and its partners organisations.

## Box 2: AU and EU flagships and initiatives

There is no one common definition of 'flagships'. They often refer to long-term and large-scale initiatives underpinned by an ambitious vision and transformational impact. The most common feature is their visibility.

**AU Agenda 2063 Flagships** refer to the AU's flagships included in the First Ten-Year Implementation Plan (2014-2023) of Agenda 2063. The initiatives are designed to accelerate economic growth, foster a shared identity, and make visible the delivery of the Agenda 2063.

**Team Europe Initiatives (TEIs)** are the EU initiatives that are implemented through the Team Europe approach (EU institutions, EU Member States, and European DFIs) in partner countries. Besides initiatives implemented by the EU and individual Member State, TEIs are the main channel to deliver on the Global Gateway Africa-Europe Investment Package, with two TEIs expected per partner country and regional TEIs. As of end of 2023, 79 TEIs have been developed in Africa in support of Global Gateway priorities.

**EU Flagships** are prominent Global Gateway initiatives identified by the European Commission and Member States, and endorsed by the EU Council. They are adopted on an annual basis since 2023 in a form of a list of priority projects, which fulfil established criteria, such as: include an infrastructure component, are large-scale, transformative and prominent examples of concrete results of the Global Gateway, and have significant visibility. Not all Global Gateway projects are Flagships. 89 flagship projects were identified in Africa for 2023 and 2024.

## Towards a shared approach to monitoring progress

The upcoming 3<sup>rd</sup> EU-AU Ministerial meeting, together with 1<sup>st</sup> EU-AU Ministerial follow-up committee meeting, is an opportunity for institutions and member states to make progress on developing relevant joint monitoring tools - including indicators - and monitoring mechanisms. This will help start the process of

establishing a coherent monitoring framework with information being published in advance of the 7<sup>th</sup> AU-EU Summit scheduled for 2025. The Africa-Europe Foundation stands ready to support in this effort. The establishment of this coherent monitoring approach could follow the below steps:

### 10 POTENTIAL MONITORING TOOLS AND MECHANISMS

1. **Select appropriate policy priorities** to monitor which are genuinely shared and hold most promise to deliver meaningful on-the-ground impact. The grouping of Summit

commitments in strategic pillars of the long-term Africa-Europe partnership proposed in this Report is an example.

- 2. Map the relevant political initiatives** contributing to advancing these policy priorities: key initiatives on both sides, such as Team Europe Initiatives, AU Flagships, EU initiatives, bilateral and multilateral cooperation between member states.
- 3. Identify which additional forms of cooperation between African and European stakeholders** could contribute to advancing the priorities of the partnership, such as private sector cooperation, civil society exchanges, youth platforms, philanthropic work, university partnerships, city networks.
- 4. Formulate SMART** (specific, measurable, achievable, relevant, and time-bound) indicators which capture how both the political initiatives and other forms of cooperation (points 2 and 3) contribute to achieving delivery on the partnership's policy priorities (point 1). This will allow for comprehensive tracking of delivery on commitments over time.
- 5. Introduce a 'green, amber, red' assessment** (on target, in progress, off target) to allow for quick and transparent communication on the status across the different policy priorities, as captured by the respective SMART indicators.
- 6. Agree on the participating actors of the permanent monitoring mechanisms**, related processes and their operational functioning. This includes the political follow-up mechanisms, such as the AU-EU ministerial level meetings, including the Ministerial Follow-up Committee, with plenaries as well as thematic roundtables.
- 7. Establish permanent mechanisms** which complement existing political structures for follow-up and monitoring, such as regular working groups involving political actors, member states, experts who can champion the priority areas, as well as independent civil society organisations, (supporting the operational monitoring by using the monitoring tools described above) (points 1 to 5).
- 8. Ensure regular and reliable data sources** are provided to the larger public, with a central platform for registering and sharing progress of partnership priorities to ensure visibility, such as the AEF online Africa-Europe Tracker. This can streamline accountability across stakeholders – not only at institutional and member states level but also across private sector and civil society - contributing to this collective effort.
- 9. Allow for larger public dialogue forums involving diverse stakeholders**, cutting across sectoral silos and reaching citizens across both continents, enabling informed debate on the developments which are being monitored, for increased accountability and visibility.
- 10. Complement results of the monitoring processes** via technical expert analysis by independent think tanks which can identify constraints to progress in the different policy areas, and can then advise on how to unblock obstacles and accelerate joint action to deliver on priorities in line with the defined SMART indicators.

### Box 3: Global Gateway strategy and investment package

As referenced in the conclusions of the 6<sup>th</sup> EU-AU Summit and described by the European Commission, 'Global Gateway is a European strategy launched in 2021 to boost smart, clean and secure links in digital, energy and transport sectors and to strengthen health, education and research systems across the world'. Global Gateway aims to offer development opportunities for partner countries through investments in transformative projects aligned to partner's needs, at the same time promoting EU's interests and values, such as rule of law, human rights, international norms and standards, as well as creating opportunities for the EU's private sector.

The Global Gateway Africa-Europe Investment Package is the EU's commitment to mobilise at least EUR 150 billion in investments by 2027 to bolster cooperation in sub-Saharan Africa in priority sectors and in line with the AU's development aspirations and priorities under Agenda 2063, the EU-AU Joint Vision for 2030 as well as with the Sustainable Development Goals and Agenda 2030.

The Investment Package is being rolled-out through regional and country transformative initiatives in 11 priority areas:

- Accelerating the green transition: 1. Sustainable energy; 2. Environment, biodiversity and water; 3. Agri-food systems; 4. Climate adaptation and disaster risk reduction.
- Accelerating the digital transition: 5. Digital.
- Accelerating sustainable growth and decent job creation: 6. Transport; 7. Supporting private sector development and strengthening African economic integration; 8. Sustainable finance; 9. Science, technology and innovation.
- Accelerating human development: 10. Health: strengthening health systems and delivering on vaccines; 11. Education: investing in quality education and skills development.

For Northern African countries, the EU's *Economic and Investment Plan for the Southern Neighbours* is a comparable and complementing plan to the Global Gateway Africa-Europe Investment Package, with the objectives to foster sustainable development, address the region's structural imbalances, and tap into the region's economic potential.

#### Box 4: Enhancing EU Development Cooperation through Team Europe Initiatives – A View from GIZ, a TEI Implementing Partner

Team Europe Initiative is a collaborative effort involving the European Union (EU), the European Investment Bank (EIB), the European Bank for Reconstruction and Development (EBRD), and EU Member States and their agencies aiming to translate critical priorities into tangible outcomes on the ground, fostering collaboration and development.

After two years of experience implementing TEIs, GIZ's initial reflection on this novel approach is that TEI's greatest value is in improved coordination between development partners within partner countries. Through strategic project mapping along country and thematic portfolios, joint project planning can lead to more efficient resource allocation and better leveraging of existing expertise embedded among the TEI partners. This can help advance development goals in a more sustainable way.

Yet, the cost of assembling the TEI partners comes in a form of increased complexity of coordination and communication. A lack of a shared narrative hampers external communication, impacting the initiatives' effectiveness. Moreover, challenges persist in coordinating and communication about regional and continental TEIs that lack a natural 'country host', necessitating in developing innovative cooperation formats. The role of traditional partners involved in development cooperation, such as CSOs and NGOs, also remains unclear with their role at conceptualisation and design weaker than before.

Still, TEIs reflect EU Member States' solidarity, addressing global challenges collectively. Mobilising joint financial and technical expertise can generate critical mass transformative change. Next steps to optimise TEIs should include:

- a standardised implementation process that covers coordination and communication;
- a common monitoring framework and tools;
- equal visibility for participating organisations and partner countries;
- greater involvement of EU delegations, especially in communication and coordination;
- and in the longer term, better integrating vital European policy areas that are contingent upon a broad European consensus to tackle global challenges collaboratively.



### Box 5: Initial evaluation of the First Ten-Year Implementation Plan of Agenda 2063

Agenda 2063's aim is to achieve inclusive and sustainable development of the continent.

Its First Ten-Year Implementation Plan (FTYIP) comes to an end in 2023. The African Union Commission (AUC) and the African Union Development Agency (AUDA-NEPAD) have been tasked to lead the evaluation of Agenda 2063 FTYIP (2014 – 2023) and the development of the Second Ten-Year Implementation Plan (STYIP). The evaluation is ongoing with the results expected to be presented at the AU Summit in early 2024.

Following AEF consultations with involved stakeholders, initial observations from the evaluation process highlight mixed results so far:

- Agenda 2063 remains relevant to African development priorities, even as they have evolved over the past decade. The Agenda's goals are highly aligned with the continental strategic framework as well as other development frameworks, principally the UN SDGs of Agenda 2030 and the AfDB's Hi5s.
- Agenda 2063 has been mainstreamed into national development plans and related sectoral plans, albeit not always with explicit referral to the Agenda or related continental strategies.
- FTYIP (2014 – 2023) has not been adequately costed, which makes it impossible to assess the resource gap for full implementation.
- Implementation of the FTYIP has been uneven across the continent as it has been dependent on capacity, resources, and governance of the implementing member state and its agencies.
- Monitoring and reporting of the implementation has not been easy with opportunity to strengthen the process through better alignment of indicators between various regional and global development strategies (i.e. Agenda 2063 Goals and SDGs).
- Significant progress has been noted for the following flagships: African Continental Free Trade Area (AfCFTA), Pan African Virtual and E-University, and Pan African E-Network.
- Limited progress to date of the major infrastructure projects (Grand Inga Dam, African Integrated High Speed Rail Network) as well as key strategies for stronger pan-African integration (African Financial Institutions, African Outer Space Strategy, African Commodities Strategy, African Economic Forum) opens space for stronger partnership within the African community and with international partners, such as the EU, to improve implementation.
- The whole FTYIP remains relevant and critical for the next ten-year implementation plan with a focus on interconnected initiatives that promote African integration and which can have a significant contribution to Africa's ambition, such as AfCFTA, African Passport and Freedom of Movement, African Commodities Strategy, and Silencing of the Guns.
- STYIP (2024-2033) will consider key lessons from the implementation so far, including:
  - o the importance of a coordination and oversight mechanism, including the right governance at subnational, national, regional and continental levels for proper accountability;
  - o Leveraging partnerships, including the private sector, civil society, philanthropy, citizens, and academia;
  - o Resource mobilisation that is based on different financing models, not just direct funding;
  - o A monitoring framework that tracks delivery against key indicators covering development impact and outcomes, as well as organisational effectiveness.