



THE AFRICAN CAPACITY BUILDING FOUNDATION | FONDATION POUR LE RENFORCEMENT DES CAPACITES EN AFRIQUE

Assurer l'avenir de l'Afrique en renforçant les capacités
Securing Africa's future through capacity development



THE IMPERATIVE TO STRENGTHEN OUR UNION



Report on Proposed Recommendations for the institutional Reform of the African Union

Under the leadership of President Paul Kagame

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1. Introduction and Background

- The Assembly of Heads of States of the African Union Commission (AUC) decided to *to conduct a study on the institutional reform of the African Union (AU)*
- The responsibility for the preparation of the report was given to President Paul Kagame who put in place a Team of Experts with the objective to propose elements of reforms as well as governance systems required to address challenges facing the Union.
- As for methodology, the team
 - reviewed previous studies of the African Union's organs and institutions (notably 2007 Adedeji Report; 2016 Mekele Report)
 - Had Consultations and interviews with the former Chairperson and several Heads of States

1. Introduction and Background

The Team identified some weaknesses that need to be addressed by the proposed reform:

- crisis of implementation
- A perception of limited relevance to African citizens
- A fragmented organisation with a multitude of focus areas
- Overdependence on partner funding
- Underperformance of some organs and institutions due to unclear mandates or chronic underfunding
- Limited managerial capacity
- Lack of accountability for performance, at all levels
- Unclear division of labour between the African Union Commission, the regional economic communities (RECs), other regional mechanisms (RMs), and member states
- Inefficient working methods in both the Commission and the Assembly

2. REFORM RATIONALE AND RECOMMENDATIONS

FOCUS ON KEY PRIORITIES

Current situation

- Lack of focus
- The African Union is currently involved in almost every area related to the continent's development
- Fragmented and ineffective organisation.

Recommendations

- The AU should reduce priority areas to political affairs, peace and security, economic integration, and Africa's global representation and voice
- Clear division of labour between the African Union, regional economic communities (RECs), regional mechanisms (RMs), member states, and other continental institutions, in line with the principle of subsidiarity.

REALIGN AFRICAN UNION INSTITUTIONS AND ORGANS

Current situation

- **African Union** is a complex organization with:
 - ✓ **8** Commission Directorates
 - ✓ **31** Departments and Offices
 - ✓ **11** AU organs
 - ✓ **31** specialised technical agencies (STAs),
 - ✓ **20** high-level committees .

Recommendations

- The Commission's structures should be re-evaluated to ensure they have the right size and capabilities to deliver on the agreed priority areas
- The Commission's senior leadership team should be lean and performance-oriented
- An audit of bureaucratic bottlenecks and inefficiencies that impede service delivery should be conducted, and acted upon, without delay

REALIGN AFRICAN UNION INSTITUTIONS AND ORGANS

Current situation

Recommendations

- **New Partnership for Africa's Development (NEPAD)**

- ✓ NEPAD has not yet been fully integrated to the AUC.
- ✓ Coordination and Competition challenges
- ✓ The Commission and NEPAD have parallel reporting lines

- **Africa Peer Review Mechanism (APRM)**

- ✓ Weak institutional capacity

- NEPAD be fully integrated into the Commission, possibly as African Union's development agency,
- NEPAD be aligned with the agreed priority areas and underpinned by an enhanced results-monitoring framework

- The African Peer Review Mechanism (APRM) could be strengthened to track implementation and oversee monitoring and evaluation in key governance areas of the continent

REALIGN AFRICAN UNION INSTITUTIONS AND ORGANS

Current situation

Recommendations

- **Judicial and legislative organs**

- ✓ Lack of commitment to Pan African Parliament (PAP).
- ✓ The protocol merging the African Court on Human and Peoples' Rights with the Court of Justice of the African Union has not yet been ratified by member states

- **Peace and Security**

- ✓ Peace and Security Commission's decision-making, engagement, and impact do not meet the ambition envisaged in the PSC Protocol

- The roles of the African Union's judicial organs – the Court of Justice of the African Union, the African Court of Human and Peoples' Rights, and the Pan-African Parliament should be reviewed and clarified.
- The Peace and Security Council (PSC) to be reformed (membership, working methods, prevention and management of crisis)

REALIGN AFRICAN UNION INSTITUTIONS AND ORGANS

Current situation

Recommendations

- **Permanent Representatives Committee (PRC)**
 - ✓ Confused and unwarranted role for PRC
 - ✓ Increased implementation inefficiencies
- **Specialised Technical Agencies (STAs)**
 - ✓ An increasing number of STAs
 - ✓ Overlapping functions and misalignment with the African Union's priorities
- **Increase the Africa Union's relevance to citizens**
 - ✓ There is still some way to go in demonstrating real value and impact for African citizens.

- The PRC should facilitate communication between the African Union and national capitals
- The PRC should act as an advisory body to the Executive Council, rather than a supervisory body of the Commission
- The Specialised Technical Agencies (STAs) should be reviewed and streamlined
- Quotas for women, youth and private sector across African Union institutions
- Establishing an African Volunteer Corps
- Implement African passport

MANAGE THE AFRICAN UNION EFFICIENTLY

Current situation

Recommendations

Political level

- Inefficient working methods impede decision-making and implementation.
- Delayed Summit sessions and overloaded agendas without focus on the strategic issues
- Inadequate consultation with RECs
- No enforcement mechanism for implementing Assembly decisions

Operational level

- Poor leadership accountability, inadequate supervision and coordination,
- Weak staff recruitment and performance management systems,
- Inadequate selection process for top Commission leadership

- Reform working methods of Summit
- no more than three strategic items at each Summit
- One Summit per year should be convened at Assembly level, except for extraordinary sessions
- The second Summit of the year should focus on coordination with RECs,
- A Committee of Chairpersons of AU, AUC and RECs to represent Africa in partnership Summits
- A troika arrangement of chairpersons established to ensure continuity and implementation
- Strengthen and enforce sanctions mechanism
- Competitive recruitment.
- The Deputy Chairperson as a Chief Operating Officer
- Review of the structure and staffing needs of the organization

FINANCE THE AU OURSELVES AND SUSTAINABLY

Current situation

Year	AU Budget (\$millions)	Share of donor's funding (%)
2014	308	50
2015	293	63
2016	417	60
2017	439	74

- 97% of the AU 's programmes are funded by donors
- By December 2016, only 25 out of 54 member states had paid their assessment for the financial year 2016 in full. Fourteen member states paid more than half their contribution and 15 have not made any payment

Recommendations

- Immediate implementation of Kigali financing decision to ensure sustainability of the Union
- The current scale of assessment should be revised
- Effective oversight of the African Union's budget and finances.
- Implement the financial structure calling African Union member states to finance 100 per cent of the operating budget, 75 per cent of the programme budget and 25 per cent of the peace support operations budget.

IMPLEMENT FOR RESULTS AND IMPACT

Current situation

Recommendations

Previous recommendations have remained largely unimplemented.

- A high-level panel of Heads of State and Government should be put in place to supervise the implementation process
- A Reform Implementation and Change Management Unit should be established in the office of the Chairperson of the Commission to drive the day-to-day implementation of the reforms
- A legally binding mechanism should be established to ensure members honour their commitments to implement these reforms



The Imperative to Strengthen our Union: Report on the Proposed Recommendations for the Institutional Reform of the African Union

Under the leadership of
H.E. Paul Kagame, President of Rwanda

BACKGROUND

“We have everything needed to succeed.
To fail Africa again would be unforgiveable.”
Paul Kagame, President of Rwanda



Decision on the Institutional Reform of
the African Union
Assembly/AU/Dec.606 (XXVII) (2017)



Realigned and
re-energised African Union



PREVIOUS

- 2007 Adedeji Report
- 2016 Mekelle Report

4 Action areas:

1 FOCUS on key priorities

Recommendations

- Reduce priority areas to: political affairs, peace and security, economic integration, and Africa's global representation and voice
- Clear division of labour between AU, RECs, RMs, member states, etc.

2 REALIGN AU institutions

Currently

8 Commission Directorates	21 Departments and officers
11 AU organs	31 Specialised technical agencies (STAs).
20 High-level committees	↑ Increase AU relevance to citizens

Recommendations

- Re-evaluate structure
- Lean senior leadership
- Audit of bureaucratic inefficiencies
- Quotas for youth, women and private sector
- Establish African Volunteer Corps
- Implement African passport
- Review AU organs: NEPAD, APRM, Pan-African Parliament (PAP), etc.

3 MANAGE the AU efficiently

Recommendations

- Reform working methods of Summit
- Strengthen and enforce sanctions mechanism
- Competitive recruitment
- Role of deputy Chairperson > Chief Operating Officer

4 FINANCE the AU sustainably and by AU member states



AU budget
more than 50% funded
by donors

AU programmes
97% donor funding



A high-level panel of Heads of State and Government should be put in place to supervise the implementation process.



REFORM TEAM

- **Dr. Acha Leku**
Senior partner with McKinsey & Co
- **Dr. Carlos Lopes**
Former Executive Secretary of the UN Economic Commission for Africa
- **Cristina Duarte**
Former Minister of Finance and Planning of Cape Verde
- **Mariam Mahamat Nour**
Minister of Economy, Planning, and International Cooperation, Chad
- **Dr. Donald Kaberuka**
Former president of the African Development Bank
- **Strive Masiyiwa**
Founder and executive chairman of Econet Wireless
- **Amina J. Mohammed**
Former Minister of Environment, Nigeria
- **Vera Songwe**
Former Regional Director for West and Central Africa, International Finance Corporation
- **Tito Mboweni**
Former Governor of the South African Reserve Bank

3. IMPLICATIONS AND ROLE FOR ACBF

IMPLICATIONS AND ROLE FOR ACBF

- The proposed reform is a great opportunity for ACBF to demonstrate its relevance for many reasons:
 - ✓ The proposed reform is in line with the findings and recommendations of the study on Capacity imperatives for implementation of Agenda 2063 conducted by ACBF and commissioned by the AUC
 - ✓ The implementation of most of recommendations proposed by the reform requires institutional, human and organizational capacity development
 - ✓ ACBF is member of the coordination mechanism together with RECs, AUC, NEPAD, ECA and AfDB
 - ✓ In January 2017, the AU Assembly granted to ACBF the status of specialized for capacity development
- As a result, the Foundation is well placed to accompany the AUC in the implementation of the reform in many areas and thereby creating opportunity for resources mobilization

IMPLICATIONS AND ROLE FOR ACBF

- The following areas for intervention and support could be envisaged:
 - Support activities around the implementation of the reform
 - Identify specific capacity imperatives for successful implementation of the Reform
 - Provide technical assistance to the Reform Unit under the leadership of the Chairperson. For example design the M&E framework for the implementation of the reform, policy advisory services, organizational change
 - Enhance the relevance of the Foundation to AU by :
 - Taking the leadership in coordinating capacity related activities within the commission (commissions, departments and organs)
 - Rolling out the capacity implementation plan prepared for the 10 years implementation plan of Agenda 2063
 - Improving collaboration with AUC and organs (NEPAD, PAP, APRM...) with the view to undertake joint resources mobilization for the financing of capacity development activities (institutional building and human capacity)

4. Conclusion

- the AU stands at another crossroad in its history and it is time to change direction
- Importance of strong ownership and leadership
 - “The decision to change lies in the choices that African leaders make.
 - Reform does not start with the Commission. It starts and ends with the leaders, who must set the right expectations and tempo. The effectiveness of the African Union, after all, is our business and responsibility”.

“We have everything needed to succeed. To fail Africa again would be unforgiveable”

Leadership is nothing about size, it's an attitude.



Thank you for your attention...