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# The UK Government and Africa in 2005: How joined up is Whitehall?

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A report by the  
Africa All Party Parliamentary Group

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March 2005

## **Acknowledgements**

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The report was drafted by Penny Jackson in consultation with the Africa APPG Executive Committee and with editorial advice from Richard Dowden.

# Contents

1. Introduction	3
2. Executive Summary	5
3. Department's responses and the Africa APPG's comments	7
4. The Attorney General	7
5. The Department of Culture, Media and Sport	8
6. The Ministry of Defence	9
7. The Office of the Deputy Prime Minister	10
8. The Department for Education and Skills	11
9. The Department of Environment, Food and Rural Affairs	13
10. The Department of Health	14
11. The Home Office	16
12. Office of the Leader of the House of Commons	18
13. The Department of Trade and Industry	19
14. HM Treasury	23
15. Recommendations	25
Annex 1	Government responses received
Annex 2	List of written evidence submissions received
Annex 3	The Africa APPG
Endnotes	

## Introduction

When Tony Blair launched the Commission for Africa's report at the British Museum on the 11<sup>th</sup> of March, Mike Wooldridge from the BBC asked whether the UK would implement all of the Commission's recommendations. Some journalists were taken aback by the Prime Minister's one word answer, "Yes". It is quite a commitment. Some of the recommendations are radical and some will be difficult for the UK to implement. But without the UK signing up to the Commission's agenda our Ministers would not have the authority to persuade other G8 and EU leaders to do the same.

The Commission for Africa's report draws particular attention to the policies of rich countries that damage Africa as well as actions that they must take in support of reform in Africa. The Executive Summary of the Commission's report states:

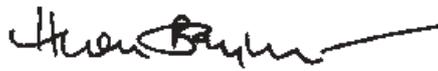
*"The actions proposed by the Commission constitute a coherent package for Africa. The problems they address are interlocking. They are vicious circles which reinforce one another. They must be tackled together"*<sup>1</sup>

Only if the UK implements the 'coherent package' and is itself 'joined up' can it lead joined up international action as it takes the recommendations of report to the G8 and EU this year.

The Africa APPG's report provides a framework for assessing how far UK policy meets the standards called for by the Commission, and whether UK policy is coherent across government departments.

The bulk of the Africa APPG's report is comprised of written statements from most<sup>2</sup> UK Government departments on how they are contributing to the overall UK push for Africa in 2005 and how they are ensuring that their policies are all pulling in the same direction. The Africa APPG makes a brief comment on each department, drawing attention to evidence of good progress and joined up cross-departmental thinking as well as areas that the group feels are not sufficiently joined up or are not receiving sufficient attention.

This report is not intended to be a comprehensive review of UK government policies relating to Africa, nor an audit of joined up government. It should be seen as a framework within which UK government policies and practices that affect Africa can be monitored. If the UK Government wants to lead other G8 and EU countries on improving African countries' global position, then we must ensure that our own departments are joined up and complementary, not contradictory; we must ensure that the Commission for Africa's recommendations are implemented comprehensively not selectively.

A handwritten signature in black ink, appearing to read 'Hugh Bayley', with a long horizontal stroke extending to the right.

Hugh Bayley MP  
Chair, The Africa APPG

## Executive Summary

The group was impressed by some of the Departments' responses. It is clear that some are working well with DFID, the FCO and Downing Street in advance of the G8. Some have agreed joint statements. Others are either less aware of the many linkages that cut across departments in relation to Africa or do not feel that all these cross cutting issues are a priority for their department. Some are working well on certain issues but not on others. The three priorities of trade, aid and debt relief offer examples of issues where UK Government policy is largely coherent. It is the other issues where some departments may be seen to be lagging behind.

In particular the report highlights:

- The need for more action on tackling corruption, bribery and money laundering. Corruption undermines development efforts and the UK should be leading G8 and EU partners in the fight against corrupt practices, yet the UK's anti corruption law remains patchy, incomplete and not yet tested in the courts, the UK mainland remains behind many offshore banking centres in tackling money laundering.
- The subsidisation the NHS and the private health sector is receiving from African countries by recruiting health professionals trained with African Ministries of health budgets, some of which are in turn subsidised by aid money. The issue of human resources is key to Africa's development and the brain drain is not a problem exclusive to the health sector.
- The need for a comprehensive understanding of the issues surrounding African development. While the G8 agenda will rightly focus on a few key issues (aid, trade and debt) these cannot be de-linked from other issues such as corruption, the operation of corporations and capacity shortages. These other policy areas must also be coherent across Government and subject to the same level of practical coordination, as they may otherwise undermine the effectiveness of achievements in the three key areas.

## Practical Coordination

Coordination mechanisms have been established, committees have met to talk both about coordination and about policy. The Cabinet Office and Downing Street have played a role in coordination specifically in relation to the *G8 agenda*. The high level commitment to the Africa 2005 agenda, from both the Prime Minister and the Chancellor of the Exchequer, has ensured that there are the will and resources for cross-departmental coordination.

The establishment of a 2005 Unit within DFID is an important cornerstone in ensuring that the opportunity presented this year is not squandered. A large proportion of the 2005 Unit staff is charged with outreach and liaison<sup>3</sup>.

The Cabinet Office has convened cross-departmental committees to look at policy coherence on Africa in advance of the G8. The Cabinet Office has confirmed to the Group that several committees met in 2004 and 2005. The *Ad Hoc Ministerial Group on the G8 and Africa* met once in December 2004, and agreed to 'meet again if necessary'. The Group believes it is indeed necessary for the Ad Hoc Committee to meet again. Despite signs of joined up working on the Africa 2005 agenda, the Group finds that some inconsistencies remain particularly outside the issues of aid, trade and debt.

At the level of officials Downing Street advisors have chaired meetings to look at policy issues and practical coordination. The Prime Minister's Sherpa has chaired meetings of senior officials. A Cabinet Office committee, chaired by the Prime Minister's Foreign Policy Advisor, has also been established and involves a large number of departments. Operational meetings have also taken place since late 2004<sup>4</sup>.

Cross-cutting interdepartmental committees are most welcome. They are necessary to ensure that the UK Government is well prepared for the G8 in July. However, there is a longer term broader issue of how joined up the UK Government will be on issues that relate to Africa beyond the G8. The Group expects various independent organisations will endeavour to monitor progress on the commitments made to Africa by the G8 and the EU this year. But if the UK is to take the lead on Africa among the G8 and the EU then our UK policy must be coherent and our own house fully in order. For this reason the Africa APPG recommends that a Ministerial Committee meets regularly throughout 2005 and beyond to look at the key issues for the 2005 G8 and EU meetings but extends its mandate into the future to review and follow up all the issues that affect Africa in the long term.

### **The Devolved Assemblies**

Many of the departments mentioned in this report are not responsible for policy in Wales and Scotland as responsibilities on issues like health and education have been devolved. The Africa APPG would like to emphasise that all the recommendations are also relevant to the Scottish and Welsh Assemblies - its not only Whitehall that needs to be joined up internally but policy coherence is also necessary between London, Cardiff and Edinburgh and also Belfast.

## UK Government Departments and the Africa 2005 agenda

In December 2004 the Africa APPG wrote to Secretaries of State other than for International Development and Foreign and Commonwealth Affairs to ask how each department supports the Government's Africa 2005 agenda. We received written responses from 11 departments. We also received written submissions from DFID and FCO and 10 Downing Street. All these responses are reproduced in full in Annex 1 of this report.

### The Attorney General

The Attorney General makes clear in his response to the Group that the Law Officers' Department is small and has no obvious responsibility for African issues, other than ad hoc best practice sharing. However, the Africa APPG would like to highlight the contribution that the Law Officers' Department should make, in partnership with the Home Office and HM Treasury, to tackle a major problem for Africa: corruption.

The World Bank estimates that worldwide, \$1trillion US dollars are paid in bribes each year<sup>5</sup>. This figure dwarfs global aid. In countries like Nigeria and Angola people have suffered terribly from grand corruption, the theft or misuse of huge state funds.

The Group would welcome any support that the Attorney General and the Law Officers' Department can give to their African counterparts and to DFID to assist in securing convictions for such crimes. But the key role of these departments is to prosecute cases of bribery and corruption involving British nationals. UK companies have been implicated in bribery scandals and UK banking services have been implicated in the laundering of the proceeds of corruption. The Attorney General has overall responsibility for the Crown Prosecution Service and the Serious Fraud Office. Both have a vital role in investigating and bringing to trial British nationals involved in corruption and money laundering.

The UK sees Africa's development as a priority in 2005. As the Commission for Africa Report makes clear corruption undermines development and we must address our own role in international corruption and money laundering. The impunity of UK individuals and companies cannot continue. Section 11 on the Home Office looks in more detail at these issues.

**Recommendation: Step up the fight against corruption and bribery by UK nationals and against money laundering in the UK.**

## Department of Culture Media and Sport

The concentration on Africa's poverty during 2005 may have the unfortunate side effect of contributing to simplistic and negative views of the continent in Britain and the rich world. Africa's rich and diverse culture and history are not well understood by the British public and the Group feels it important to understand and celebrate positive aspects of Africa. The Group welcomes the *Africa 05* project and Government support for it, given directly or through grants to its sponsors.

Potentially *Africa 05* could inform the British public and re-brand the continent in the words of Sierra Leonean writer, Aminatta Forna:

*"Africa, not the heart of darkness, but the land of light."*

Such a change in the British perception of Africa could have a positive impact on Africa's tourism industry and on the willingness of the private sector to make long-term investments on the continent.

The British Museum's commitment to focusing on Africa this year has been made possible by a £500,000 grant from DCMS.

The BBC is also increasing its UK programming on African issues. The World Service already has an impressive record of broadcasting in Africa and reporting African events and issues to Africa. BBC TV in the UK is also planning a season of programmes in July to be shown on the four major BBC channels and CBBC. This is most welcome and the Group hopes that the season will include positive programming.

The DCMS evidence does not mention cooperation with the African Diaspora in the UK. The Group would like to encourage the DCMS to take this opportunity to support more UK based African Diaspora groups in the wider endeavour to improve public understanding of the African continent, its history and its people.

**In partnership with DfES, and the Home Office, DCMS should use the opportunity provided by the 200<sup>th</sup> anniversary of the abolition of the slave trade in 2007 by supporting programmes to educate the British public about the intertwined nature of European and African history.**

## Ministry of Defence

Some good examples for cross departmental work on Africa can be seen in the work with the Ministry of Defence, DFID and the FCO. In particular the Africa Conflict Prevention Pool (ACPP) which was established following a jointly agreed UK strategy on conflict prevention in Sub-Saharan Africa, demonstrates what joined up planning and action can deliver.

The British military's experience in Sierra Leone, particularly in providing training of Sierra Leonean troops, also demonstrates the coherence of DFID/FCO and MOD priorities.

The African Conflict Prevention Pool (ACCP) is an example of an official mechanism that facilitates interdepartmental coherence. FCO, DFID and the MOD share a target within their *public service agreement* to prevent conflict in Africa. Codifying and streamlining shared responsibility in public service agreements is a cornerstone of joined up government.

Both the ACPP and the Global Pool bid for Treasury funding directly rather than through their own departments. A cabinet committee oversees the ACPP and a steering committee of officials from each department help set priorities and budgets. The ACPP works on a number of strategies each headed by a strategy manager supported by a team drawn from across the departments. However, International Alert suggest that while the ACPP has been effective in linking mid-level civil servants, there has been little indication that strong links have been created at the highest levels<sup>6</sup>.

The MOD has also provided some modest support to the joint FCO DFID Sudan Unit, which an independent review has described as providing high value for money. It won a Public Servant of the year award in 2004<sup>7</sup>. The MOD has provided the unit with a military officer and also supported the Sudan unit through the ACPP. This is an example of successful cross departmental working and schemes like these need to be supported used elsewhere.

The MOD submission also says that the department appreciates the value of creating capacity in Africa citing examples such as training and support for the British Military Advisory Training Teams in Sierra Leone and the International Mines Training centre in Kenya.

The issue of the arms trade is discussed further in section 13. This issue requires high level joined up action from the MoD, the DTI and the FCO. **The UK must lead the international community in closing the loopholes in the arms trade and ensuring the UK legislate for and ratify an International Arms Trade Treaty by 2006.** The MOD has a role to play in making this happen.

## The Office of the Deputy Prime Minister

The ODPM has no obvious role to play in supporting the Government's 2005 Agenda for Africa but its evidence indicates some areas in which it can share experience and best practice with overseas colleagues. The evidence refers to the Local Government International Bureau and the Commonwealth Local Government Forum, both supported and partially funded by the ODPM. Both have been in communication with the Commission for Africa.

Local government is an important issue for developing countries and international cooperation on areas of shared concern, such as urbanisation and sustainable communities, can be very productive. As the ODPM has indicated in its evidence there has been a two-way learning process and the department has taken up issues from the Southern African Cities Network.

The Africa APPG would like to encourage the ODPM to continue and consolidate its international links. The Group would also like to highlight urbanisation and (urban) sustainable communities as areas in which best practice and understanding can be shared. The forum for exchange should be the long-established organisations of the LGIB and CLGF.

The Group would also like to see the ODPM encourage local councils to establish mutually beneficial links with African local authorities. The ODPM has cited the example of Southwark Council. The UK Local Government Alliance for International Development, made up of five organisations and funded by DFID, is already trying to involve local councils.

However such cooperation and best practice sharing are only half the story. Local councils can and should also audit the international impact of their own activities. The Group recommends that the UK Local Government Alliance for International Development and the ODPM look in more depth at how local councils can examine their impacts on Africa's development through for example trade and recruitment. In this way UK Local Governments will find ways of making a positive impact and also alleviate unintended negative impacts.

## The Department for Education and Skills

The DFES' priority is to provide high quality education in the UK. However, it can play a more positive role in support of the UK Government's 2005 Africa Agenda in three ways. These will also benefit UK education standards.

1. Raise the profile of African issues in schools, colleges and universities.
2. Share best practice internationally
3. Reduce unintended negative impacts on Africa's education sector

DFES evidence (which includes a copy of a joint DFES-DFID statement) makes a clear commitment to raising the profile of international development issues in schools. In the long term this will greatly benefit both the UK and developing countries. The Africa APPG would, however, like to emphasise that education about Africa should not only be about poverty and development. Africa is a diverse continent with a history and a culture worthy of inclusion in the curriculum in its own right, not least because the African continent's history has been so intertwined with Europe's history. The 200th anniversary of the British abolition of the slave trade in 2007 could provide an excellent opportunity to educate British children about European and African history. **In partnership with DCMS, and the Home Office, DfES should use the opportunity provided by the 200<sup>th</sup> anniversary of the abolition of the slave trade and support programmes to educate the British public about the historical relationship between Europe and Africa.**

The Africa APPG welcomes the joined up approach illustrated in the DFID/DFES joint working statement. It makes clear that DfES supports DFID's priorities in the education sector. The Africa APPG suggests that since DFID quite rightly makes primary education its priority, the DfES should add most value at higher and further education, for example, by supporting teacher training initiatives in African Universities. As the Africa APPG's 2004 report "*Averting Catastrophe: AIDS in 21<sup>st</sup> Century Africa*" said, AIDS is decimating human resources in public services, including education. Increasing capacity to train more teachers and advising on retention could add real value and maximise DFES expertise. The Teacher Education in Sub Saharan Africa (TESSA) programme led by the Open University in partnership with African universities, aims to train 30,000 teachers by 2008 through distance learning. The Africa APPG welcomes this initiative and encourages the DFES to continue its support.

The Group is also pleased that the DFES is supporting a project with the Association of Commonwealth Universities and the Association of African Universities and hopes it will continue this support.

The Commission for Africa recommends that the international community invest \$500 million a year in revitalising higher education in Africa over ten years<sup>8</sup>. The Africa APPG suggests that DFES funds are not used for the UK's

contribution to this but that the Department should play a key role in ensuring the money is used to share best practice and helps DFID and African and UK Higher education institutions to invest the money effectively.

The key to sustainable education system is investment in local teaching staff - their recruitment, training and schemes to retain staff through improving pay and conditions. Scholarships in British Universities, while most welcome, are not a substitute for investment in the higher education sector in Africa itself. Indeed, the World Bank estimates that at least a third of foreign students studying the in US do not return home. This contributes to Africa's brain drain. Scholarships that aim to help development should encourage return to Africa.

Many African countries face a shortage of human resources and the Africa APPG welcomes the UK's signing of the *Protocol for the Recruitment of Commonwealth Teachers*. However, the protocol does not restrict the UK from recruiting teachers from countries in crisis, but merely provides a mechanism for those countries to complain. Secondly any agreement that restricts recruitment of teachers from overseas must be extended to include agencies that recruit for educational institutions in the UK.

Estimates suggest over 8,000 South African teachers have left the country for work abroad. Overall it is estimated that in a 10 year period the emigration of skilled workers has cost the South African economy over \$7.8 billion in terms of human capital<sup>9</sup>.

**The UK should provide assistance particularly in terms of expertise and sharing of experience and best practice in recruitment, training and retention of staff and management of human resources.**

**The UK should examine the impact in terms of manpower and costs, of recruitment of African educational professionals for each country and analyse how British assistance can be targeted to mitigate these impacts. This should be a joint project between DFES and DFID.**

## Department for Environment Food and Rural Affairs

DEFRA's responsibilities affect two key areas central to the Africa 2005 agenda:

1. Environment, including the commitments made by the UK at the World Summit for Sustainable Development.
2. Trade in agricultural products and in particular the reform of the Common Agricultural Policy.

### *Environmental issues*

Renewable energy could play a key role in sustainable development in both rural and urban Africa and the Group is pleased to see that DEFRA will contribute £2.5 million to support the *Renewable Energy and Energy Efficiency Partnership* in 2005-06.

As a 2005 report published by the IPPR makes clear climate change is also key to Africa's sustainable development and the Government's decision to link climate change and Africa demonstrates its awareness of their fundamental importance.

The Commission for Africa makes two recommendations on the environment and climate change<sup>10</sup>. The second recommends that developed countries make greater use of cleaner energy technologies. It is therefore disappointing that the UK is not on track to meet its own target set in the 2000 Climate Change Programme to reduce CO2 emissions by 20% by 2010. As climate change is a priority at the G8 and is already adversely affecting many parts of Africa, **the UK must ensure that it complies fully with its existing commitments to reduce greenhouse gas emissions** in order to have the moral authority to provide a lead internationally.

### *Trade*

Trade is primarily the responsibility of the DTI and the issue is discussed in greater detail in section 13. However, the EU Commission has the responsibility to negotiate in the WTO on behalf of all EU member states and it nominates the Agriculture Commissioner, rather than the External Trade Commissioner, to negotiate on agricultural trade.

80% of Africa's exports are agricultural products so the WTO agreement on agriculture is, for most African countries, the most important part of the WTO Doha round. While DEFRA has taken a lead within the EU to push reform of the Common Agricultural Policy the changes so far agreed have not been sufficient; tariffs, subsidies and quotas still distort the market to such an extent that it is no exaggeration to call the current system an aberration which utterly undermines development efforts.

The EU has been persuaded to agree to set a timetable for abandoning export subsidies and progress has been made in decoupling CAP subsidies from production. But less trade distortion is not non-trade distortion. DEFRA must continue to push for greater reform, especially on domestic subsidies. **The UK must persuade the EU to commit to start reducing the overall level of expenditure on the CAP now, instead of deferring this to 2013.**

If the UK Government fails to push through change in unfair European and G8 trade subsidies and quotas, other development policies will be undermined. The AAPPG recommends that reform of trade be given top priority. Without that reform, the full potential of increases in aid will not be realised. It also draws attention to the recommendation by the Commission for Africa that:

*“Rich countries must agree to immediately eliminate trade distorting support to cotton and sugar, and commit by 2010 to end all export subsidies and all trade-distorting support in agriculture”<sup>11</sup>*

## Department of Health

The Department of Health is involved in several areas that contribute to Africa’s development. Its submission explains how it works with DFID and the pharmaceutical industry to improve access to affordable medicines - a welcome example of support by a major government department for a smaller one.

However, as the Africa APPG’s 2004 report *“Averting Catastrophe: AIDS in 21<sup>st</sup> Century Africa”* made clear the health sector in a number of African countries is already facing a human resource crisis. As Dr Peter Piot told the AAPPG during its 2004 inquiry, nurses in Malawi leave the public health sector faster than they can be trained, and roughly a third of those leaving each year go abroad to work<sup>12</sup>.

A recent study by *Save the Children* revealed the cost of overseas recruitment of Ghanaian trained staff:

*“...Ghana has foregone around £35 million of its training investment in health professionals. In comparison the UK has saved £65 million in training costs by recruiting Ghanaian Doctors since 1998”<sup>13</sup>*

Ghana is a major recipient of British aid (£68 million in 2003/4<sup>14</sup>). Some of this aid goes to the Government of Ghana in the form of budget support. Since the government of Ghana pays for training health workers it means that indirectly some UK aid money is also benefiting the NHS and even the private health

sector in the UK. According to the BBC African nations spent £270 million to train the doctors and nurses who have migrated to Britain, while Britain has saved ten times this much by not having to train them in the UK<sup>15</sup>.

The Africa APPG welcomes the tightening up of the Code of Practice for the International Recruitment of Healthcare professionals in 2004 and the Memorandum of Understanding with the South African Government. Each African country faces different needs and different types of human resource constraints so each should be treated individually. However, as so many African countries face significant human resources shortages across the public sector but particularly in health, a minimum standard would also be appropriate.

Loopholes in the code of practice still allow agencies to recruit nurses from countries suffering from a human resource crisis and these loopholes should be closed.

The Group appreciates the importance of migration and remittances for many African countries and does not argue that African health professionals should not be allowed to work in the UK. It therefore recommends:

**The UK should assist those who wish to return to their countries of origin in order to work in the health sector through funding a 'golden hello again' scheme in partnership with Departments of Health in key countries.**

**Provide training to African staff while in the UK in skills needed in countries of origin, for example treatment of TB and malaria and diagnosing/counselling and prescribing for HIV/AIDS.**

**Provide assistance particularly in terms of expertise and sharing of experience and best practice in recruitment, training and retention of staff and management of human resources.**

**Examine the impact in terms of manpower and costs of recruitment of African health professionals for each country and analyse how British assistance can be targeted to mitigate these impacts. This should be a joint project between the Department of Health and DFID.**

## The Home Office

The Home Office does not hold responsibility for international development issues but the submission from the Home Office demonstrates that within that department's remit a number of areas affect Africa's development.

The bulk of the Home Office's submission refers to its role in managing migration, including in countries of origin. Displacement is a major development problem in parts of Africa. The Home Office's contributions to UNHCR projects within Africa are welcome.

According to the 2001 census over 400,000 people identified themselves as Black African living in the UK<sup>16</sup>. Many of these contribute to development in their own countries through Diaspora organisations or by sending remittances to their families. For example Nigeria receives \$12 billion a year<sup>17</sup> in official remittances, indicating the importance of migration to its balance of payments and development. Thus, while the Africa APPG is concerned about brain drain, it also acknowledges the role played by migration in development.

The Group would have liked to have seen more in the Home Office's submission about other areas in which the department could have a positive impact in support of the Africa 2005 agenda while also protecting British interests.

In particular the Home Office must take a stronger lead in tackling corruption. Part 12 of the Anti-Terrorism Crime and Security Act of 2001 allows British courts to prosecute British nationals for bribing foreign public officials overseas. Yet, as the recent Transparency International report indicates, the UK has not yet prosecuted anyone and TI also suggests that the UK's national enforcement system is neither centralized nor adequately coordinated<sup>18</sup>.

While the Group appreciates such crimes are costly to investigate and difficult to prosecute, this law must be enforced. Transparency International claims that no additional resources have been allocated to the police specifically to investigate and prosecute foreign bribery<sup>19</sup>. The World Bank estimates that globally \$1 trillion is paid in bribes each year - a figure that dwarfs aid spending. Given the scale of this problem it is essential that the UK allocates substantial resources if the UK is to be the leader internationally on this issue.

Money laundering is not mentioned in the Home Office's submission. This is a worrying omission. A recent report by Transparency International claims that onshore banking centres are actually behind the offshore centres in terms of legislating against money laundering<sup>20</sup>. The issue of money laundering is also discussed in section 14 on HM Treasury.

The Group is glad to see that the Home Office is assisting the Nigerian authorities in increasing their capacity to investigate financial crimes and that

the Home Office is involved in the Commonwealth Expert Group on Asset Recovery. It is estimated that London banks hold up to £1.3 billion of Abacha family money<sup>21</sup>, money that should be returned to the Nigerian people. Recovery of this money could be used for development of public services in Nigeria or to help pay off the country's debt. The UK should take a leading role in pushing for asset recovery in cases of grand corruption.

The Africa APPG is very pleased that the Commission for Africa has recommended that all developed countries should:

*"Take, as a matter of urgency, all necessary and legal and administrative measures to repatriate illicitly acquired funds and asset held in the finance system of their countries and dependent territories. We call on G8 countries to make specific commitments in 2005 to report back on concrete progress, including sums repatriated, in 2006"*<sup>22</sup>

The Group also welcomes the Prime Minister's commitment at the launch of the Commission for Africa's report to strengthen the UK's anti-corruption law and legislate to allow repatriation of the proceeds of corruption<sup>23</sup>. At present Britain remains behind other leading banking centres.

The OECD's recently published report on the UK's progress to implement the OECD convention finds that loopholes remain and that the organisations tasked to fight the battle are both fragmented and under-resourced<sup>24</sup>. Indeed the working group who visited the UK said that there had in fact been "no significant progress" in implementing legislation since their last visit in 2002<sup>25</sup>. They also found that too many organisations were involved with an unclear division of responsibilities, they complain of excessive fragmentation and a lack of specialised expertise, all compounded by insufficient resources<sup>26</sup>.

The Group recommends that the Home Office prioritise the fight against corruption and money laundering. Britain stands accused of double-standards because while we are asking African Governments to practice good governance and reduce corruption, UK nationals pay bribes and UK banks launder the proceeds of corruption.

Loopholes have to be closed, for example the exemption of UK subsidiaries from prosecution and the huge loophole of 'trade facilitation costs' A new and comprehensive anti-corruption bill bringing together existing laws should be brought to Parliament, debated and passed in 2005. The UK should set the example by being the first G8 country to ratify the UN Convention on corruption and ensuring it addresses all the shortcomings noted in the OECD's report.

The Home Office must take the lead on tackling corruption and money laundering, with assistance from HM Treasury, the Attorney General and the Foreign Office.

The Home Office should bring a new comprehensive anti-corruption bill to Parliament to be debated and passed in 2005.

The Home Office should allocate sufficient resources to investigate and prosecute bribery of foreign public officials and money laundering cases.

### The Leader of the House of Commons and Leader of the Lords

Parliament is a bridge between civil society and government. It has a constitutional responsibility for holding the government to account, authorising public expenditure and scrutinising government commitments and progress towards fulfilling them.

If the Government is serious about prioritising Africa in 2005 it should increase the Government time allocated to debates on Africa in both Houses of Parliament.

In his response to the Group, the Leader of the House of Commons makes clear that nothing has been done on this so far but that he is keen to support any initiatives that may help parliament to engage better with key African and development issues.

Since The Rt Hon Peter Hain MP wrote this letter a *Working Party on Parliament and Africa* has been established with the Leader of the House of Commons' support. The working group's members are drawn from both sides of both Houses of Parliament. The key objectives of the Group are to lobby for more time in the House of Lords and the House of Commons to debate issues relating to Africa, to improve linkages between African and UK Parliamentarians, and supporting Parliamentarians hold their governments to account on these issues.

The Africa APPG hopes to begin the process of holding the UK Government to account on its commitments to Africa with this report.

The Africa APPG is also pleased that the House of Lords European Union Select Committee will be preparing a report on coherence between AU and EU working and priorities later this year.

The Commission for Africa's report also acknowledges that the parliamentary dimension to development is pivotal, but up to now neglected. It recommends that:

*"Parliaments in both the developed and other developing countries should establish practical action-orientated partnerships to strengthen parliaments in Africa, including the pan-African parliament"*<sup>27</sup>

The Group recommends that **The Leader of the House of Commons works with the Leader of the House of Lords, Mr Speaker and the Government to ensure sufficient time is given to debate Africa related issues and wider development issues.**

**The leader of the Commons and of the Lords, Mr Speaker, the Foreign Office and DFID should provide support to allow developed country Parliaments to establish 'practical action-orientated partnerships' with African Parliaments.**

#### **The Department of Trade and Industry**

The DTI's submission refers to the Doha Development Agenda, which in 2001 brought with it significant optimism. However this process has stalled. The Group is pleased that securing progress on the Doha agenda will be the DTI's "...overarching priority on trade policy for 2005". This ties in with the UK Government's Africa 2005 agenda which will be undermined if significant progress on making trade fairer is not achieved. Thus, in partnership with DEFRA a large responsibility lies with the DTI to use the UK's chairmanship of the G8 and EU this year to get the Doha round back on track.

Issues of subsidies, (escalating) tariffs, quotas and so on are well documented and the Group concurs with the view that the current unfair global trade rules are immoral and massively undermine international aid efforts. As mentioned in Section 9 on DEFRA, the *Commission for Africa* has called for immediate elimination of trade distorting support to cotton and sugar and a full phase out of all distortions by 2010<sup>28</sup>. **The UK Government should ensure that the UK and EU meet the Commission for Africa's call for faster trade reform is met.**

The Commission for Africa also highlights the importance of building capacity to increase between African countries and to maximise opportunities for international trade. This may be an area where the DTI can share knowledge and best practice, including in supporting domestic industries to trade internationally.

It is imperative that the DTI supports the work of DFID and the Department of Health on Intellectual Property rights for life saving drugs such as anti-retrovirals.

It is encouraging to see the DTI, DEFRA and other government departments all pushing for the reform of unfair trade rules. The Group believes that this should be the number one priority for the Africa agenda in both the G8 and EU for this year. However there are a number of other areas for which the DTI have responsibility which are not mentioned in their submission.

### *British Industry*

Foreign Direct Investment and domestic private investment are absolutely critical to Africa's development. The Group believes that UK companies could and should be taking the lead globally on responsible business practice. The DTI should encourage and facilitate this leadership role. CSR principles should not remain voluntary - this would protect responsible companies from the less responsible undercutting them and denigrating the name of UK businesses the majority of which act responsibly in all their operations.

However, there are at least two major examples in which the DTI is in fact lagging behind. The two examples looked at very briefly here are the investigation of British companies implicated in resource exploitation in the DRC and the recent decision by the ECGD, with authorisation from the Secretary of State, to water down its measures against bribery and corruption.

The report of the All Party Parliamentary Group on the Great Lakes Region "*The OECD Guidelines for Multinational Enterprises and the DRC*" showed that the DTI is not prioritising and therefore under-funding the National Contact Point (NCP) which investigates findings against UK companies of the *UN Panel on resource exploitation in the DRC*. The report found that the UK NCP has insufficient funds and staff to carry out investigations and bring prosecutions; it had not sufficiently involved the FCO or DFID; it also recommended the involvement of NGOs who could act as complainants against the relevant companies. The report also recommends the creation of handbook for companies operating in conflict zones<sup>29</sup>. The Africa APPG supports these findings.

Since the Commission for Africa specifically recommends the creation of a permanent Expert Panel in the UN to look at the links between resource extraction and violent conflict<sup>30</sup>, **the UK must act swiftly to fulfil its obligation to investigate those already implicated by UN Panel on Resource Exploitation in the DRC and ensure that UK companies are aware that they will be held accountable for their actions overseas.**

The submission from International Alert indicates that that the African Conflict Prevention Pool and the Global Conflict Prevention Pool ought to involve the DTI<sup>31</sup>. International Alert argue that British commercial interests have been involved in four African countries where the ACPP is working (Sierra Leone, Sudan, the DRC and Nigeria)<sup>32</sup>. The case of resource exploitation in the DRC indicates the validity of this argument.

The Africa APPG was disappointed that the Export Credit Guarantee Department allowed a watering down on its measures against bribery and corruption<sup>33</sup>. In particular the AAPPG is surprised that after years of delays in legislating to ensure the UK meets its basic commitments under the OECD Convention on Bribery and Corruption, that it should remove the undertaking of companies that it uses UK tax payers money to protect, to ensure bribery is not used either by its own staff or agents it chooses to operate through. It is precisely through the use of agents that companies have been able to continue with corrupt practices without falling foul of the law. While extra costs may be incurred from ensuring no British corporation is engaging in corrupt practices a reduction in corruption is in the longer term very beneficial to business.

Given the UK wishes to prioritise Africa in 2005 and given that we expect British corporations to refrain from engaging in corruption, it is absurd that British tax payers money £2.9 billion of it in fiscal year 2003-04<sup>34</sup> should be used to underwrite any company that practices anything other than the very highest standards with relation to anti-corruption.

As part of its decision in favour of *Cornerhouse*<sup>35</sup> and against the ECGD the High Court has ordered the ECGD to consult again on its sustainable development principles and to publish the relevant correspondence<sup>36</sup>. This documentation demonstrates that DTI and ECGD succumbed to pressure from some of its long standing and biggest customers; this is disappointing given that the department knew by this time that development in Africa would be a government priority for 2005.

As already stated the World Bank estimates that globally \$1 trillion is paid in bribes every year. It is the poor who bear the burden of corruption and if the UK wishes to crack down on poverty it must also crack down on corruption, not turn a blind eye.

The Commission for Africa recommends that developed countries "*encourage their export credit agencies to be more transparent and require higher standards in their support for projects in developing countries*"<sup>37</sup> The Africa APPG feels that as the UK is attempting to take an international lead it should legislate to ensure that the ECGD sets the standard, (at least as high as the recent OECD best practice document) rather than allowing its standards to be watered down, without consulting either parliament or the public.

The DTI must ensure that the ECGD's guidelines on bribery and corruption are at least as high as those in the OECD's recent best practice document. Companies convicted of bribery of foreign public officials in the past should be blacklisted from ECGD support for 5 years.

### *The Arms Trade*

The Commission for Africa recommends the development of an International Arms Trade Treaty by 2006<sup>38</sup>. It also recommends that loop holes regarding extra-territorial arms sales and brokering be closed. The Africa APPG agrees with these recommendations and expects the UK to take the lead in pushing this treaty internationally and in implementing domestic legislation to fulfil treaty obligations promptly.

The Commission also calls for an end to loop holes on extra-territorial arms brokering<sup>39</sup>, the UK must also take the lead on this problem.

Domestically the DTI must ensure full and early involvement of DFID in scrutinising arms export licenses to developing countries.

**The UK must lead the international community in closing the legal loopholes in the arms trade and ensuring the UK and legislate for and ratify an International Arms Trade Treaty by 2006.**

The Group commends the commitment to reform unfair global trade rules and emphasises the importance of this dimension to the Africa 2005 agenda, if it is to be a success.

The Group asks the DTI to look at making good business practices compulsory rather than voluntary and calls on the DTI to implement the recommendations made by the Great Lakes all Party Group with reference to investigating the involvement of UK companies in resource exploitation in the DRC and to follow the same high standards in relation to the operations of all UK corporations overseas.

## HM Treasury

The submission from the Treasury indicates clearly that as well as increasing DFID funding, it works with DFID on various projects and has established its own international development unit.

The Group applauds the interest taken in Africa by the Treasury, and in particular by the Chancellor of the Exchequer himself. It is only with Treasury support that DFID and indeed the other related departments can increase their spending. It is unusual to see such high level commitment to the poorest continent in the world from an OECD finance ministry, and this in itself has to be welcomed.

The Group notes from the evidence submitted by HM Treasury that it has worked closely with DFID on a number of initiatives; is fully supportive of the agenda to make trade fairer, and is internationally setting the bench mark on debt relief through funding a UK share of multilateral debt service in 12 African countries.

The Treasury is not only committed to but absolutely central to the overall Africa 2005 agenda. However, we would like to draw attention to a number of key issues which come under the Treasury's remit and require action.

First, if the UK is to lead a real step change in the way the rest of the world, particularly OECD countries interact with Africa and individual African countries, we need to have a broad understanding of all the issues. African development is not simply related to aid, or even debt relief, there are numerous other barriers and complications, as the report of the Commission for Africa shows. Not all of these would necessarily come under DFID's remit. For example, DFID sees governance as a priority in the African countries in which it works. Corruption has robbed the riches of too many countries in the past. The World Bank estimates that globally at least \$1 trillion is spent on bribes each year and this figure does not include the figures for embezzlement of public funds<sup>40</sup>. This dwarfs international aid flows, indeed the leakage from aid is itself a well known problem.

It is therefore unfortunate that the Treasury's submission does not mention corruption or money laundering or the regulation of financial services in British dependent territories. Both the Treasury and the Home Office have responsibility for tackling these problems. As noted in section 11 one of the key problems has been lack of funds to bring prosecutions. Since outlawing bribery of foreign public officials in 2002 there have been no prosecutions. The Treasury needs to ensure that funding is available for investigations and prosecutions of British Nationals engaged in bribery overseas or in money laundering in the UK.

When the Swiss Federal Banking Commission investigated Swiss failures in allowing Abacha family money they found that US\$123 million came to Switzerland via the UK and that a further US\$ 219 million was transferred out of Switzerland to British Banks<sup>41</sup>.

Transparency International's 2004 report<sup>42</sup> points out that currently the UK mainland is behind many offshore financial centres in enacting *comprehensive* legislation to stop money laundering. In particular the regulation of trust and company service providers is lacking. The City of London thus remains a major centre of laundering, undermining the UK's commitments to tackle corruption at home and abroad.

In the 2005 budget the Chancellor reiterated his commitment to prioritising Africa in 2005 and states that the Government "accepts the detailed recommendations of the Commission for Africa"<sup>43</sup> This and the fact the report of the budget makes specific reference to the Commission for Africa's recommendation to repatriate stolen assets is very encouraging and the Africa APPG looks forward to progress on this issue<sup>44</sup>.

**The Treasury must work with the Home Office on bribery, corruption and money laundering by supporting a Home Office led anti-corruption bill that will close loopholes including those relating to money laundering, ensuring adequate resources are available to investigate and prosecute.**

**The Treasury must act quickly to expedite the repatriation of the proceeds of corruption.**

## Recommendations to the UK Government

### *Main Recommendations*

1. The UK Government must take the lead in *comprehensively* implementing the package of recommendations made by the Commission for Africa.
2. The UK Government should ensure policy coherence by convening Ministerial and official level committees to monitor progress in implementing the comprehensive package of recommendations made by the Commission for Africa through 2005 and beyond.

### *Other Recommendations*

*Where recommendations refer to specific departments the Africa APPG also extends the recommendations to the Scottish, Welsh and Northern Irish Assemblies, where those responsibilities have been devolved. Whitehall must ensure policy coherence across the UK.*

### *On Anti-Corruption*

3. The UK must significantly step up the fight against corruption and bribery by UK nationals and against money laundering in the UK.
4. The Home Office should bring a new comprehensive anti-corruption bill to Parliament to be debated and passed in 2005.
5. The Home Office should allocate sufficient resources to investigate and prosecute bribery of foreign public officials and money laundering cases.
6. The Treasury must work with the Home Office on bribery, corruption and money laundering by supporting a Home Office led anti-corruption bill that will close loopholes including those relating to money laundering, and by ensuring adequate resources are available to investigate and prosecute.
7. The Treasury must act quickly to expedite the repatriation of the proceeds of corruption.
8. The DTI must ensure that the ECGD's guidelines on bribery and corruption are at least as high as those in the OECD's recent best practice document. Companies convicted of bribery of foreign public officials in the past should be blacklisted from ECGD support for 5 years.

### *On Human Resources*

9. The UK should provide assistance to Ministries of Education and Health in African countries with human resource shortages; particularly in terms of

- expertise and sharing of experience and best practice in recruitment, training and retention of staff and management of human resources.
10. The UK should work with African countries to examine the impact in terms of manpower and costs, of recruitment of African educational professionals for each country and analyse how British assistance can be targeted to mitigate these impacts.
  11. The UK should assist those who wish to return to their countries of origin in order to work in the health sector through funding a 'golden hello again' scheme in partnership with Departments of Health in key countries.
  12. Provide training to African staff while in the UK in skills needed in countries of origin, for example treatment of TB and malaria and diagnosing/counselling and prescribing for HIV/AIDS.

*On Business and Trade*

13. The UK must lead the international community in closing the legal loopholes in the arms trade and ensuring the UK and legislate for and ratify an International Arms Trade Treaty by 2006.
14. The UK must ensure that the EU commits to start reducing the overall level of expenditure on the CAP now, instead of deferring this to 2013.
15. The UK must act swiftly to fulfil its obligation to investigate those already implicated by UN Panel on Resource Exploitation in the DRC and ensure that UK companies are aware that they will be held accountable for their actions overseas.

*Other key issues*

16. The UK Government must work with the authorities in both Houses of Parliament to ensure sufficient time is given to debate Africa related issues and wider development issues.
17. The UK Government should provide support to allow developed country Parliaments to establish 'practical action-orientated partnerships' with African Parliaments.
18. The UK Government should use the opportunity provided by the 200<sup>th</sup> anniversary of the abolition of the slave trade by supporting programmes to educate the British public about the intertwined nature of European and African history.
19. The UK Government must ensure that it complies fully with its existing commitments to reduce greenhouse gas emissions.

## Annex 1

The following responses received from government departments are reproduced in this annex:

The Attorney General

The Department of Culture, Media and Sport

The Ministry of Defence

The Office of the Deputy Prime Minister

The Department for Education and Skills

The Department of Environment, Food and Rural Affairs

The Department of Health

The Home Office

Office of the Leader of the House of Commons

The Department of Trade and Industry

HM Treasury

Department for International Development

Foreign and Commonwealth Office

10 Downing Street

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Hugh Bayley MP  
Chair, The Africa APPG  
House of Commons  
London SW1A 0AA

/s/ January 2005

*Dear Hugh,*

**AFRICA ALL PARTY PARLIAMENTARY GROUPS INQUIRY INTO "THE UK GOVERNMENT'S AGENDA FOR AFRICA IN 2005"**

I refer to your letter of 9th December seeking information about the contribution which my Department is making to the Government's Agenda for Africa. It may help if I first explain the nature and role of the Office of the Attorney General.

The Office of the Attorney General is a small secretariat of lawyers and officials who assist me in carrying out my functions as the Government's principal legal adviser, in exercising my various public interest functions (e.g. in relation to charities, criminal cases and contempt of court proceedings) and in conducting Ministerial superintendence of the Crown Prosecution Service and the other UK prosecuting authorities for which I have responsibility. My office does not have distinct policy responsibilities (although I contribute to the formation of criminal justice policy through the Ministerial Trilateral group).

The work of my Office therefore has on the whole little to do with issues affecting Africa. However the Solicitor General and I do have contacts with our counterparts overseas including those in African countries.

I am strongly of the view that an effective justice system and a sound democratic culture are key building blocks for a stable society. They also create the conditions in which economic prosperity can flourish. Investment, for example, is discouraged in a society which does not have a fair, transparent and effective system of resolving disputes, or in which lawlessness thrives and criminal conduct goes unpunished. The sense of

ownership and empowerment which comes from a mature democratic system is also a power counter to extremism and violent self-action. In addition, re-establishing a justice system in which the people have confidence is an early necessity in the rebirth of a failed State or in one emerging from civil war or other conflict.

Bearing this in mind, during our contacts with Ministers of Justice and Attorneys General from African countries, the Solicitor General and I would generally seek, not only to discuss matters of mutual interest in the fields of civil and criminal justice, but also to identify ways of providing assistance, where appropriate, for the development of the justice systems of the country concerned and to promote respect for the rule of law and human rights. I am aiming to develop such contacts with African countries over the coming year.

*Yours sincerely*  
*AS*

C04/06636/mk

Hugh Bayley MP  
Chair  
Africa All Party Parliamentary Group  
House of Commons  
London  
SW1A 0AA



15<sup>th</sup> February 2005

Dear Hugh,

In your letter of 9 December you announced the Africa All Party Parliamentary Group's enquiry into "The Government's Agenda for Africa in 2005" and requested a paper explaining how my Department is contributing to the Prime Minister's Agenda for Africa. I am sorry not to have met your deadline of 17 January, but I hope that you will still find my enclosed paper useful.

The paper gives details of the ways in which my Department's sponsored bodies are involved with Africa in the sectors of museums (Flag A), broadcasting (Flag B), visual and performing arts (Flag C) and sport (Flag D). The principal sponsored bodies involved are: the British Museum, the Natural History Museum, the BBC World Service, Arts Council England and UK Sport.

The involvement of these sponsored bodies in Africa is not new, but is in many cases longstanding and ongoing. The reputation of the BBC World Service, for instance, is such that in many African countries its audience is greater even than that of the national and other domestic broadcasters.

With the worldwide focus on Africa in 2005, the BBC plans to provide context and perspective to the year's events via radio, internet, television, partnerships and community events both in the UK and worldwide, with the central focus being a week of programming across all channels and services in July.

The British Museum and the Natural History Museum likewise have a long history of involvement in Africa. I was therefore very pleased that the Prime Minister was able to announce at the end of last year that this Department would be making a special grant of £500,000 over three years to develop the British Museum's Africa Project.

I accompanied the Foreign Secretary to the UK-South Africa Bilateral Forum last August and I am planning to make an official visit to Africa later this month, travelling to Egypt, Kenya and South Africa. I hope it will be possible to see some examples of the work referred to in my paper. I particularly hope that during my visit I will be able to sign a Memorandum of Understanding on co-operation in sport between the UK and South Africa.

Please let me know if you wish to discuss any issues raised in my paper.

Yours  
Tessa

TESSA JOWELL

## DCMS-SPONSORED MUSEUMS : IMPACT ON AFRICA AND AFRICA'S DEVELOPMENT

### The British Museum

At the British Museum's 250<sup>th</sup> anniversary celebrations on 15 December 2003, the Prime Minister announced that a special grant of £500,000 would be made available from DCMS over 3 years to develop the British Museum's Africa Project.

The objectives of the Africa Project are to provide a platform for knowledge transfer, training and development for African curators, to build research techniques and evaluation of effective partnerships and to establish a programme of research and interpretation of collections.

The Project provides a tailored programme to develop leadership and build capacity in Africa, deliver specific training whether in Africa or at the British Museum, create curatorial exchange programmes, involving the interpretation and presentation of the British Museum's collections, develop sustainable relationships with and between African institutions and deliver targeted outcomes.

Among the outcomes will be proven and sustainable models of international partnership working, new approaches to research and collections development, the development of museum structures in Africa with appropriate leadership to ensure sustainability and a sustainable exchange programme.

In addition, the project will provide the basis for a strategy for assisting with the establishment of Culture as a driving force for development and will identify new and innovative ways of interpreting museum collections and engaging Africa in the museum.

The first African beneficiary of the project is Mr Kiprop Lagat, Keeper of Ethnography at the National Museums of Kenya. Whilst he is in the UK he will be reviewing the British Museum's East African collections with a view to sending an exhibition to Nairobi in 2006. This is the first time that an exhibition has been conceptualised in this way and the Museum anticipates that it will provide an opportunity for an alternative interpretation, an African one, of the Museum's collections. In addition the Museum is cooperating with colleagues in eastern Africa (Mr Lagat is assisting with) in the organisation of a research conference on the Western Indian Ocean to be held in Fort Jesus, Mombassa in 2005/06.

Elements of the Africa Project are also being conducted in association with the British Council. As a result, in the summer of 2005 there will take place a Pan-African conference on the Management of African Museums in the 21<sup>st</sup> Century, organised by the British Council, in association with the Programme for Museum development in Africa (PMDA), an African NGO with which the British Museum is also cooperating.

Following an audit of the Ethiopian Museum's conservation needs next year the British Museum will also be establishing a training programme with the National Museum of Ethiopia. The British Museum is also considering the possibilities for helping with the rebuilding of southern Sudan's cultural infrastructure subsequent to the signature of peace agreements in the area. This will lead to exchanges of

personnel, knowledge and expertise, demonstrating the role that cultural institutions can play in helping to rebuild nations post-conflict and to foster long-term sustainable relationships.

The British Museum is considering the extension of these 2004 initiatives to other areas of Africa in 2005 and 2006.

### The Natural History Museum

DCMS sponsors the Natural History Museum (NHM) and its major scientific research programme. The Museum collaborates with a number of organisations in Africa but its most significant activities for the achievement of the Millennium Development Goals are in biomedical research in the developing world, with particular emphasis on the identification of disease vectors. The main focus of the NHM's current biomedical research is Blackflies and Onchocerciasis; Schistosomiasis; Leishmaniasis; and Mosquitoes and Malaria.

**Onchocerciasis (River Blindness)** is a non-fatal parasitic disease which affects more than 17 million people in tropical Africa, Yemen and Central and South America. It causes visual disturbance and blindness. It is transmitted by species of blackfly. The NHM's work, in collaboration with various countries in Africa and Latin America has resulted in the identification of specific vector species and the keys to distinguishing them from non-vectors; the assessment of the spread of onchocerciasis to non-endemic areas and the determination of the effects on onchocerciasis transmission of environmental changes such as de-forestation and the construction of hydro-electric dams.

**Schistosomiasis (Bilharzia)** is a parasitic disease, transmitted by snails, which infects over 200 million people in 74 countries in the developing world. NHM is using DNA sequencing techniques to differentiate forms of the parasite recovered from many parts of Africa. This technique shows great promise for the analysis of genetic variations in schistosomes and the snails responsible for transmission. The NHM has significant input to disease control programmes in Tanzania and Senegal and is a World Health Organization Collaborating Centre for Schistosomiasis.

**Leishmaniasis** is a parasitic disease transmitted by infected sand flies. It affects around 12 million people. It manifests itself in two forms : cutaneous and visceral. Visceral leishmaniasis affects the spleen, liver and bone marrow, leading to weight-loss and anaemia. It is particularly endemic in the Sudan. Dogs and other animals are infected by the disease but the essential vector to transmit the disease to humans is the sand fly. NHM is working on DNA sequencing to distinguish different sand fly species that cannot easily be distinguished microscopically. This differentiation is essential to predicting the spread of leishmaniasis following man-made or natural environmental changes because each sand fly species is adapted to a different ecological setting.

**Mosquitoes** are a major disease vector in the developing world. NHM's research will provide a better understanding of vector species and the biological systems in which the transmission of mosquito-borne diseases operate.

## Other Areas of the Natural History Museum's Activity in Africa relevant to Development

### **Agriculture**

Soil organisms are an important determinant of fertility. The role of soil organisms such as termites in cycling of nutrients is being studied in a number of sites in Africa.

The accurate identification of pest organisms is a crucial component of control programmes. The NHM is involved in the investigation of fruit pests in East Africa and the potential for fruit flies to compromise African exports, as well as maggots invading domestic livestock in North Africa, including a major study on halting the spread of the New-World screw worm.

### **Environmental Management**

The NHM is undertaking several projects on capacity building of Africa institutions involved in biodiversity and conservation especially in marine ecosystems (eg the NHM is a partner in an EC-funded network of "marine protected areas for integrated conservation and sustainable development."

The NHM is also involved in a joint project with the Namibian Ministry of Mines and Energy, investigating mineral resources.

### **Impact**

The NHM's biomedical research, in particular, will provide a vital contribution to the effective control of vector-borne diseases in Africa and the developing world with potential benefits to millions of people.

## **Broadcasting initiatives on Africa in 2005**

### **Summary**

#### BBC World Service

- The World Service broadcasts to Africa not only in English but also in Arabic, Hausa, Swahili, French, Portuguese, Kinyarwanda and Somali, to a weekly audience in excess of 68 million adults. In many countries and regions, including Tanzania, Rwanda, Burundi, Somalia, Niger and northern Nigeria, they are not only the leading international broadcaster but the primary source of news and information, with more listeners even than the national and other domestic broadcasters.
- With the worldwide focus on Africa in 2005, the BBC will aim to provide context and perspective to the year's events for all of its audience via radio, internet, television, partnerships and community events both in the UK and worldwide, with the central focus being a week of programming across all channels and services in July.
- News, sport, entertainment and drama on BBC One; documentaries and World music on Radio 3; the twinning of 1,000 UK and African schools; World Service, BBC World and BBC Prime programming and a partnership with the British Museum via an ambitious BBC website gives a flavour of what is being developed for 2005.
- The season will celebrate and explore African life and culture in a unique and appealing way, bringing all aspects of the continent alive for a worldwide audience.

#### BBC World Service Trust

- The BBC World Service Trust is an independent charity that aims to reduce poverty in developing countries through the innovative use of media. The Trust works in partnership with the UK and overseas governments, international organisations and local NGOs and broadcasters. Its projects cover health, education, good governance and journalism training, both on the ground - developing local capacity - and by using the programme formats of radio and television to deliver educational messages to mass audiences and provide a focus for human rights reporting.
- The BBC World Service Trust will be continuing to provide journalism training in Africa, in particular in Somalia, Sudan and Tanzania. In Tanzania, the focus of this training will be the run-up to their 2005 presidential elections.
- They will also be working on a report on restructuring Nigerian broadcasting (at the request of the Nigerian Minister of Information.) (The Department for International Development is funding this project.)
- The World Service Trust is also developing projects on civil society in Sierra Leone and budget monitoring through the Nigerian media.

- The World Service Trust is also involved in a range of health and educational projects in Africa. These include projects on HIV/Aids and sexual health.

#### BBC World Service Trust Health Projects

- *African HIV/AIDS mass media campaigns (project in development)* - Following successful mass media HIV/Aids campaigns in India and Cambodia, proposals have been developed for in-country HIV/AIDS campaigns in eight African countries - Angola, Ethiopia, Ghana, Kenya, Malawi, Nigeria, Tanzania and Uganda. In each country the proposed approach involves developing production partnerships with local broadcasters, in which a variety of outputs will be produced on-site in local languages. This work was DFID-funded. Funding discussions for projects in Nigeria, Malawi and Tanzania are now reaching their final stages. It is intended that these projects will be launched early in 2005. Funding has been offered in principle for projects in Angola, Ethiopia, Ghana, Kenya and Uganda and discussions with donors are on-going.
- *Sexual health project – BBC Swahili Service* - In partnership with BBC Swahili Service, the Kimasomaso series of programmes explores sexual reproductive health issues for young people. The Ford Foundation East Africa has awarded a second grant to allow this award-winning series for East African youth to continue for another eight months.

#### BBC World Service Trust Education Projects

- *"2015 – Where will we be?"* Work is taking place on a series of debates to be broadcast on BBC World, BBC World Service, and potentially the BBC's international online services. The project is to explore global progress towards achieving the Millennium Development Goals, and is being joint-funded by amongst others DFID, UNICEF, and WHO.
- *Playing to win (project in development)* - This FIFA-funded project will explore the potential role of sport in community development. Proposals have been submitted on two African and three other countries, focussing on high profile broadcast debates on the role of sport in the development of those countries and the training of local media professionals from partner broadcasting stations.

#### **Background**

For further background information on previous and current BBC initiatives on Africa, please see the BBC's Information note (dated December 2004).

#### **SPORTS INITIATIVES IN AFRICA**

UK Sport, the Non-Departmental Public Body which DCMS funds, has an ongoing International Development Programme focused upon Africa, with a budget of £232,000 this year, increased from £80,000 in previous years. The programme not only develops sport at all ages and levels, but runs projects which use sport to engage young people for education purposes. Examples of UK Sport-funded projects include:

- An out-of-school sport project in Malawi, which is part of a wider "Youth In Action" programme operated by Voluntary Service Overseas (VSO). The programme aims to provide recreational skills to children at risk, including opportunities to play sport, as a means to negate the trend of HIV infection by increasing the opportunities for youths to find a positive role and identity in society. It received £80,000 of funding over 4 years.
- 'Creating Safe Spaces for Girls: A New Role for Sport' run by the Population Council in Egypt in 2001-02. The project aimed to increase the opportunities available to adolescent girls in rural Upper Egypt by providing them with new venues for learning and recreation. Physical education in school and within communities also provides opportunities for girls to develop youth leadership skills and independence – opportunities that can often be lacking in formal education.
- In cooperation with the International Kicking AIDS Out! Network, UK Sport is supporting the development of peer coaching manuals that share best practice across six countries in southern Africa for using sport and physical activity to raise awareness about HIV/AIDS and motivate behavioural change. It is also funding an individual from the Kenyan Kicking AIDS Out! partner to deliver youth education through sport training on HIV/AIDS in Botswana.

DCMS is also working on a Memorandum of Understanding with South Africa on bilateral cooperation in the field of sport and recreation, which we hope to sign shortly. UK Sport will be responsible for implementation of the UK's commitments. It provides for co-operation in the fields of: training of individuals as well as teams; competing in sport; information and research; sports science; training of coaches; curriculum development and sports education; sports management; facility development and management; and sports technology, infrastructure and programmes.



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MINISTER OF STATE FOR  
THE ARMED FORCES

D/MST/3/1/6

17 January 2005

*Dear Hugh*

I welcome the Africa All Party Parliamentary Group's interest in the role played by the MOD in support of the Prime Minister's Agenda for Africa in 2005, which is substantial. The specific questions you raise are comprehensive and an answer could easily expand to many more pages. In an effort to keep the answer focused, I will offer you an overview, which can be expanded upon if you wish in the future.

You mention that "*policies do not always pull in the same direction*" and that there is "*growing recognition internationally and domestically about the need for policy coherence for joined up Government to iron out policy conflicts where they exist*". However, it is worth noting from the outset that the MOD's Africa Policy is fully embedded in the joined up Government approach ensured by the Africa Conflict Prevention Pool (ACPP).

The ACPP was established in 2001 on the recommendation of a cross-cutting review of Conflict Prevention in Sub-Saharan Africa. It involves three Government departments: the Department for International Development (DFID), the Foreign and Commonwealth Office (FCO) and the Ministry of Defence (MOD), supported by the Treasury and coordinated at Ministerial level by the Cabinet Office. The ACPP serves as a tool for joint analysis, financing and coordination in areas where collaboration between the three departments can add value to UK conflict prevention activities. It works through existing structures of the three departments, utilising in-country (Africa) DFID offices, Diplomatic Missions, Defence Attachés and military Training Teams.

In practice, ACPP objectives and priorities are laid out in a jointly agreed UK Sub-Saharan Africa Strategy for Conflict Prevention. Projects for activities at the continental, sub-regional and national levels are programmed and agreed annually. We ensure consistency between the joint ACPP strategy and the MOD's own internal defence relations strategies towards Africa. In addition to regular formal meetings (Ministers biannually, Directors quarterly and officials monthly), officials of all three departments are in daily contact on a variety of policy issues and routine business.

Within the framework of the ACPP, the MOD's contribution to conflict prevention and resolution in Africa is crucial, concentrating mainly in the fields of (a) Security Sector Reform (SSR), notably the training of modern, democratically accountable African Armed Forces and (b) helping to develop security capacity on the continent. Activities are based on the principle of African ownership, aiming in the longer term at self-sustaining African capacity for Peace Support Operations (PSO). The MOD's share of ACPP activities amounts to just

Private Office



INVESTOR IN PEOPLE

Hugh Bayley Esq MP



over 50% of the current programme spending. In addition to a number of UK-based training modules offered to African Armed Forces, there are various British Military Advisory and Training Teams (BMATT) and British Peace Support Training Teams (BPST) deployed on a regional basis in Eastern, Western and Southern Africa. In addition to delivering training directly, these teams facilitate the deployment of short term teams from the UK, help with building the necessary infrastructure and execute advisory functions for their host countries and regional organisations. With the gradual establishment of the African Union (AU) and the emerging African Peace and Security Architecture, the UK is increasingly engaged with the AU and its sub-regional organisations. For example a military liaison officer has been seconded to Economic Community of West African States (ECOWAS) and British personnel assisted the AU operational planning for Darfur.

The International Military Advisory and Training Team (IMATT) in Sierra Leone is a special contribution to stability in Africa in terms of the scale of investment of deployed personnel, cost and long-term commitment. It currently represents our largest investment on the continent, although there is a longer term plan gradually to reduce the commitment in line with increasing Sierra Leonean capability in the security sector.

More information on the ACPP is available in the recently published joint DFID-FCO-MOD Information Document, produced in response to increased interest at home and internationally in what is a unique example of successful joined up Government<sup>1</sup>.

The MOD has participated fully in the preparations for both the G8 and EU Presidencies regarding Africa Policy. The well established network of ACPP officials in Whitehall and deployed in Africa has proved to be a real asset in this context. The main focus is on delivering the G8 commitments (Evian 2003 and Sea Island 2004) in consultation with African authorities and taking account of the findings of the Commission for Africa, in order to identify areas for more effective international support. This will be a major theme of the forthcoming Gleneagles G8 summit.

A key deliverable in 2005 will be the finalisation of the Phase 2 build of the Kofi Annan International Peacekeeping Trainings Centre (KA IPTC) in Accra, Ghana. The UK is one of the largest donors to the KA IPTC and is providing a number of the key staff in the first few years of programme delivery. The KA IPTC is a flagship of international cooperation aimed at building Africa PSO capacity at the operational level.

Another key project will be the establishment of the International Mines Action Training Centre (IMATC) in Kenya. The concept is a joint UK-Kenyan project building on a series of UK short term training teams for humanitarian de-mining. These were originally designed to train Kenyan Army engineers engaged in UN de-mining operations in Eritrea

<sup>1</sup> "The African Conflict Prevention Pool – a Joint UK Government approach to Preventing and Reducing Conflict in Sub-Saharan Africa" published by the Department for International Development, September 2004.



Recycled Paper



(UNMEE). However, the success of this assistance in "training the trainer" has created the capacity for the Kenyans to train more of their own, and other African contingents, in this new UK-funded facility and to take the training to where it is needed. The start-up costs of the IMATC are being provided by the ACPP, with the mid-term aim of raising funding from other international donors before Kenya will be able to run it alone to the benefit of the whole continent.

The MOD is currently also investigating how to get the international community to deliver the logistic support arrangement that the G8 agreed in principle at Sea Island last year. The forthcoming AU Summit (January) on operationalising the African Stand-by Force (ASF) concept should provide a starting point for this, but there is still much to be done on making logistic support a reality.

Outside the framework of the ACPP, the MOD maintains close defence relations with key African countries such as Ghana, Kenya, Nigeria and South Africa. British Armed Forces currently contribute to UN Peacekeeping Operations in Sierra Leone, Liberia, DRC and Sudan. They also took part in 2003 in the EU-led operations Artemis in the DRC. The UK has also lead the development of the EU Battlegroup concept which provides a capability to deploy, primarily in support of the UN, to states at risk of instability and/or failure, for example in Africa.

The feedback we get from African interlocutors is very positive, particularly since our support is meeting specific needs previously expressed by the countries concerned. The information provided by our Defence Attachés confirms the increase of successful deployments of African troops in PSOs that previously had undergone UK PSO training. The UK is thus making a significant difference in the development of African PSO capacity. Within the framework of the ACPP, we contribute to the annual Delivery Plan report that tries to measure, to the extent this is possible, the success of its activities.

Through the normal Cabinet Office arrangements for the coordinating of overseas policy, MOD has been aware of the work of the Commission for Africa from the outset. Throughout the process, MOD staff have been available to the Commission secretariat for expertise on peace and security issues. However, specific advice to the Commission has been limited and informal, due to the independent nature of the Commission. It included, for example, general advice to: (i) focus on the G8/Africa Action Plan (Evian 2003); (ii) encourage the AU to take a greater leadership role vis-à-vis donors and sub-regional organisations in implementing the ASF concept; (iii) fully respect African ownership and the need for the international community to work towards African plans under some form of "code of conduct" of international donors; (iv) whilst increased donor support is needed, make the long-term aim African PSO capacity which is self-sustaining (including the continued political will and commitment of African countries to take responsibility for Africa's security); (v) to develop a mechanism of increased donor co-ordination led by the AU.



It is in my view correct that Africa should remain high on our agenda in the year 2005 and beyond. The UK, working together with partners, including Africans, can make a real difference and the double UK presidencies of the G8 and the EU provide an excellent opportunity to do this.

I hope that this answers your specific questions and stand ready to give additional oral evidence in February if you feel that this will be helpful.

The Rt Hon Adam Ingram MP





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3 February 2005

*Ren Myl*

**REQUEST FOR EVIDENCE TO THE AFRICA ALL PARTY  
PARLIAMENTARY GROUP'S INQUIRY  
INTO 'THE UK GOVERNMENT'S AGENDA FOR AFRICA IN 2005**

Thank you for your letter of 9 December 2004. I apologise for the delay in replying.

ODPM is primarily a domestic department, but we do have a number of links with African nations, especially in the field of local government. These are largely based around best practice sharing. I will set them out in order.

**Links through Local Government**

Local Government International Bureau (LGIB)

The principal local government engagement with Africa is through the LGIB - the international arm of the Local Government Association (LGA). LGIB is funded mainly through a top-slice of revenue support grant from this Office. Whilst much of the LGIB's activities are rightly concerned with European issues, the Bureau does have a wider international engagement, which in relation to Africa includes:

**Programmes**

- LGIB has links and active projects involving UK local government with local government in Sierra Leone, Zimbabwe, South Africa, and Uganda.
- It also supports direct links and exchanges between local authorities in the UK and African authorities in countries such as Ghana, Tanzania, Malawi, and Kenya.

Website: [www.odpm.gov.uk](http://www.odpm.gov.uk)  
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**Policy**

- LGIB submitted a paper to the Commission for Africa presenting the essential role of local government in contributing to Africa's development. It also contributed to another paper to the Commission produced by the Commonwealth Local Government Forum (this is available on their website, at [http://www.lgib.gov.uk/lg-alliance/documents/CLGF\\_Submission\\_to\\_CoA\\_Sept04.pdf](http://www.lgib.gov.uk/lg-alliance/documents/CLGF_Submission_to_CoA_Sept04.pdf))
- LGIB participated in various meetings with the Commission for Africa to present its position.
- LGIB and the Local Government Association are working to revise an existing cross-party policy on international development to encourage all local authorities in the UK to undertake some action on international development.

As on all issues, we have a close partnership with the LGA/LGIB on their international work, including work in Africa.

**Commonwealth Local Government Forum (CLGF)**

The CLGF, established in 1995, is the local government arm of the Commonwealth. It works to promote and strengthen democratic local government in a number of ways.

Nick Raynsford, our Minister for Local & Regional Government, is a Board member of CLGF, and we have in recent years part-funded their 'Commonwealth Local Government Handbook' (around £60K pa). Nick Raynsford, our Permanent Secretary Mavis McDonald and I plan to attend the forthcoming CLGF Commonwealth Local Government Conference in Aberdeen in March. This is an opportunity for Ministers and local government leaders from all Commonwealth states to consider issues of the moment and to share and exchange experiences. The central theme of the Conference is 'deepening local democracy'.

Individual local authorities also participate in the CLGF's Good Practice Scheme (funded by DfID). This scheme has involved partnership working between Local Authorities in the UK and abroad. It was launched in 1998 to enable local government practitioners from across the Commonwealth to share experiences and good practice, and to pool resources by working together on practical projects to address poverty. The majority of partnership projects to date have been with African countries. Details : [http://www.clgf.org.uk/index\\_technical.htm](http://www.clgf.org.uk/index_technical.htm).

My ministerial colleagues and I also meet a steady stream of ministers with responsibilities for local and regional government from African states who want to discuss governance issues and their own agendas for sustainable communities. These visits arise either through formal FCO channels or through the LGIB and CLGF. For example, on 25 January Nick Raynsford met with a delegation from Sierra Leone, a visit co-hosted with the Local Government International Bureau and funded by

Southwark Council, who are seeking to develop links in response to engagement with their West African constituents. No further such meetings are currently scheduled, I would be happy to inform you of them as and when they arise, if that would be helpful.

#### Neighbourhood Wardens

Following the success of the Neighbourhood Warden scheme in this country we are now exploring ways of promoting the concept abroad. Developing nations have arguably the greatest need for this sort of semi-official presence, to act as a bridge between the population and the authorities, and is so doing tackling social and environmental problems.

Lord Rooker wrote to Hilary Benn in October 2004 in support of joint working between ODPM's Neighbourhood Management & Wardens team and DfID. There is likely to be an African dimension to this, and officials are now working together to consider the next steps.

#### State of the Cities Report – sharing best practice

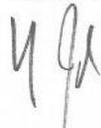
The South African Cities Network has recently produced a State of the Cities report. ODPM is planning to issue a document on similar lines this year, and we will be looking to learn from their experience. The Chair of the network, Andrew Boraine, will be attending the Delivering Sustainable Communities Summit next week.

We also have a senior civil servant, David Lunts, on the board of INTA, which is an international urban development association, based in Holland. This focuses on exchanging knowledge and best practice on urban issues, and its membership includes a high proportion of (especially French-speaking) African countries.

#### Fire & Civil Contingencies

The Fire Directorate works with the Ministry of Defence on Operation Florin, reaching former trouble spots. The Civil Contingencies Directorate will, on request, and via the Department for International Development, coordinate rescue teams to go overseas. There is the potential for either of these to go to Africa, although the nature of the work means that these are not planned in advance.

I trust this provides a useful overview of ODPM's links to Africa. If you require any further details, I would be happy to supply them.

  
JOHN PRESCOTT



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Lord Filkin  
Parliamentary Under-Secretary of State  
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Chair  
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24 January 2005

*Dear Hugh*

#### **Evidence from the DfES to the Africa All Party Group's Inquiry into "The UK Government's Agenda for Africa in 2005"**

Thank you for your letter of 9 December to Charles Clarke on behalf of the Africa All Party Group about the DfES' contribution to the UK Government's Agenda for Africa during the G8 and UK Presidency.

Firstly I take your point about policy coherence and joined-up government. We are developing a strategy which will complement and support the work of DfID with whom we have a Joint Working Statement (Annexed), and other organisations operating in Africa to help to address the recommendations made by the Commission for Africa. DfES and DFID worked together on providing information on education to the Commission for Africa (CfA) and will continue to work closely on the recommendations of the CfA. Advice and materials on DfES policies were also provided through a DfES secondee to the CfA secretariat.

Our strategy on Africa is part of the DfES International Strategy "Putting the World into World-Class Education" published in November 2004. Goal 2 of the strategy is to engage with our international partners to achieve their goals and ours, with a particular focus on Africa. In so doing, the DfES will concentrate on the four main areas where we can add real value. These are:

- a) supporting DFID's role in relation to educational development, through ensuring they have ready access to UK educational expertise, through expert panels, on-line resources etc.

department for  
**education and skills**  
creating opportunity, releasing potential, achieving excellence



- b) facilitating links between educators here and in Africa, as well as the private sector, through specific projects to promote educational development, including small amounts of pump-priming resource.
- c) development of institutional partnerships, school to school, college to college etc. to support on-going collaboration and two-way exchange, with a view to enriching the education of our own students as well as those in Africa;
- d) providing UK based students with a better understanding of African issues, the millennium development goals and the role of the G8.

Together with our national and international partners, we will identify the needs and priorities of African countries, and those areas of education and training that are of interest. We shall then identify specific countries in which to initiate implementation of the DfES strategy. We will produce a draft of our strategy to share with G8 colleagues before the Heads of State Summit in July. Our objective will be to attract their support and involvement.

#### *Activities in place/under further development*

##### *School Twinning*

'Global Gateway' a new DfES-sponsored international website launched in February 2004. This is essentially a school partner-linking facility developed by the British Council which enables schools from across the world to develop effective partnerships with schools in other countries to share best practice and promote the international dimension within the curriculum. Global Gateway has links to school-twinning programmes which have a significant African element, in particular DFID's Global School Partnership Programme.

To date 8 African countries have expressed an interest in linking with Global Gateway. Our aim is that by 2010 every school in the UK will have established a sustainable partnership with a school overseas. From this year Global Gateway will be opened to help FE colleges and universities promote their own overseas partnerships.

##### *J8 (Junior G8) Global Citizenship Curriculum Pack*

A pack of curriculum materials designed for teachers at key stages 3 and 4 of the National Curriculum and prepared with the support of Morgan Stanley as a way of exploring the issues of global citizenship and development issues. The J8 pack contains curriculum materials leading to a competition for schools to take part in a J8 summit which will mirror the issues discussed at the G8 Heads of Government Summit.

##### *Expert exchange*

Countries value access to the expertise of the British education system. The focus is on experts who can work in strategy, policy and training to support Governments at national, regional and local level to build the infrastructure necessary to underpin delivery and implementation by African colleagues and enhance mutual learning.

Currently DFID funds both British Council (BC) and Voluntary Service Overseas (VSO) to provide in-country support and key expert exchanges. We acknowledge and welcome the good work that is already taking place and want to support their efforts by giving them and individual countries access to a wider pool of current policy leaders and practitioners. We

are therefore working with DFID and DfES-sponsored agencies to identify a list of key experts from the UK both within the Department and across the full education and training sector who are capable of working in host countries and in hosting reciprocal visits from key African professionals.

#### *Policy development toolkits and implementation materials*

To ensure that Sub Saharan African countries have free and open access to UK education and training strategies and materials which they may use, we propose to develop a number of toolkits covering a menu of UK policy reform strategies which have been developed on e.g. teacher training, curriculum development, use of ICT in education.

#### *Teachers from overseas*

In September 2004 the UK signed the Protocol for the Recruitment of Commonwealth Teachers, an agreement between member countries aimed at striking a balance between the rights of individual teachers to work abroad and the needs of the education systems in their own countries. This has been designed mainly to protect small and developing countries in Africa and the Caribbean for whom trained teachers are a scarce resource that they can neither afford to lose nor easily replace. The agreement requires potential recruiters to inform countries in advance of their intentions and gives these countries the opportunity to object if they wish to. We think this will contribute to the efforts that African countries are already making to sustain their education systems and to extend primary education. (NB Latest figures from 2002-03 show that approximately 3000 teachers came from Africa – 2300 from South Africa and 300 from Zimbabwe. The remainder are very scattered).

#### *Activities identified and in need of further work*

##### *Teachers from the UK*

VSO data suggests that currently there are over 18,000 trained teachers in this country who have worked as volunteers overseas and have returned to work in the UK. Of these over 80% worked in Sub-Saharan Africa, but only 60% of them returned to employment in education in the UK. The loss of this overseas expertise and experience reduces the UK's potential stock of teachers with international awareness to promote Global Citizenship within the curriculum, and we need to find ways to address this.

To ensure that valuable overseas experience is both acquired and retained within our education system, we are therefore considering a range of ways in which we can raise education professionals' awareness of the importance of gaining overseas experience at some stage of their career, and the value this could add to both their own professional development and the schools they return to.

#### *Teacher Education in Sub-Saharan Africa: TESSA*

TESSA is an Open University (OU) project that aims to train a large number of African teachers through distance learning and ICT with the objective of having 30,000 teachers on the scheme by 2008. The OU is seeking to take forward the project in South Africa and Tanzania (where a pilot project is currently taking place) by seeking private donor sponsorship. The DfES has provided £70,000 for 2004-05 to provide initial pump-priming resource for the OU. We intend to monitor the progress of this project as, if successful, and

meets with the needs of African countries, it offers a relatively low cost, high impact approach to up-skilling the teaching workforce in home countries using initial teacher training materials originally developed for UK teachers.

*Renewing the African University*

A joint project proposed by the Association of Commonwealth Universities (ACU) and the Association of African Universities (AAU) to develop HE capacity. This will be done in areas of governance and policy, leadership and management and promoting mobility through a 10-year programme of partnerships between governments, businesses, national and international organisations. The DfES has agreed to provide £40,000 for an initial mapping/scoping exercise.

*Innovative areas emerging from early discussions*

*Vocational Education and Training*

During January we are meeting with key individuals and organisations who share an interest in developing Vocational Education and Training (VET) in Africa, and with those involved in Higher Education. We will also host a broader meeting to include charities and private sector organisations involved in Africa, to get their views on these proposals, adapt them or adopt other proposals, determine how interested parties can collaborate and explore what funding may be available.

*Yours ever,*  
  
GEOFFREY FILKIN

**DFID/DfES JOINT WORKING STATEMENT**

This joint working statement sets out the principles which will guide the collaboration between the DFES and DFID and outlines immediate next steps and planned outcomes for the next 12 months.

The DfES' International Strategy paper (November 2004) and DFID strategy paper on girls' education (to be launched January 2005) re-state the UK government's commitment to increase efforts to strengthen internationalism within the UK education system and to contribute to educational development overseas, particularly in Africa.

**Our joint work in the UK** will be guided by the following principles:

- The importance of developing in children, young people and adults, the understanding and skills to be global citizens.
- The value of education institutions linking locally and internationally with one another, to develop mutual understanding and learning.
- The importance of information sharing and networks with our UK and international partners to continuously improve development assistance from the UK.

**Our joint work with developing countries** will be based on partnership with other national and international funding agencies and will support government-led development plans for the whole education sector. The collaboration will be guided by the following principles:

- Education is fundamental to long-term sustainable development, the elimination of poverty and the establishment of long-term peace and security.
- Governments in developing countries - and their citizens - must lead the effort.
- Priority will be given to supporting government plans to achieve the MDG target of universal primary education by 2015.
- Priority will also be given to educating girls as part of the effort to enhance human rights, improve health, reduce population growth and reduce family poverty.
- Investment in secondary and tertiary education is also needed for economic growth, higher-order capacity development and participation in a global and increasingly knowledge-led economy.
- The key factors for success at all levels are strong national leadership, coherent sector-wide planning, investment in capacity building and efficient use of available budgets.
- The sharing of expertise and resources will focus on building local country capacity and be adapted to developing country contexts. All support plans will be developed in partnership with national governments and other stakeholders.
- Collaboration with developing countries can provide information and experience to improve education in the UK.

In partnership with other development agencies, **DFID and DfES will work together to:**

- Strengthen political commitment to providing a quality basic education for all, particularly girls.
- Support the development of life-long learning systems which complement investment in basic education to reduce poverty.

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Hugh Bayley MP  
Chairman  
Africa All Party Parliamentary Group  
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19 January 2005

From the Secretary of State  
The Rt Hon Margaret Beckett MP

Dear Hugh,

**Request for Evidence to Africa All Party Parliamentary Group's Inquiry – 'The UK Government's Agenda for Africa in 2005'**

Thank you for your letter of 9 December asking for evidence on my Department's contributions to the Prime Minister's 2005 Agenda for Africa.

Attached is the paper you asked for. It looks at the impact that my Department's policies have on Africa and Africa's development, explains how my officials work with those in other Departments, and looks forward to how my Department will contribute to the Agenda for Africa this year.

As you say this is to be a short, snappy inquiry, we have kept the paper concise. If you would like more detailed information on any of the issues raised in the paper, please contact Charlotte Middleton on 0207 082 8830; [charlotte.middleton@defra.gsi.gov.uk](mailto:charlotte.middleton@defra.gsi.gov.uk).

I look forward to seeing the outcome of your inquiry.

Regards

Margaret

MARGARET BECKETT

**EVIDENCE TO AFRICA ALL PARTY PARLIAMENTARY GROUP**

*The UK's Government's Agenda for Africa in 2005 – Evidence from the Department for Environment, Food and Rural Affairs (Defra)*

As requested by the Chair of the Africa All Party Parliamentary Group, this paper provides an outline, by work area, of Defra's contribution to the Prime Minister's agenda for Africa.

It assesses the impact of Defra's policies on Africa and Africa's development, explains how Defra works with Other Government Departments and highlights the new initiatives and commitments that Defra has made and intends to make in 2005. It also highlights areas where views have been submitted to the Commission for Africa.

**CLIMATE CHANGE**

- During 2005 the UK will raise awareness of the need to consider how climate change will impact on the poor, particularly in Africa. Defra is working closely with DfID and Other Government Departments to identify possible initiatives for taking forward through the G8 Presidency. Defra and DfID have jointly commissioned "The Africa Study" on climate change variability and impacts on Africa. This has concluded that there are huge gaps in observation data and the ability to accurately model both seasonal and longer-term climate change. This study has been made available to the Commission for Africa, and will be discussed by G8 Environment and Development ministers at a meeting in March.
- At the recent Conference of Parties to the UN Framework Convention on Climate Change (COP10) it was agreed to launch the Buenos Aires Programme of Work on Adaptation and Response Measures. Through the UK's Presidency of the EU, Defra will work with DfID to ensure that the Programme benefits African countries through increasing support for further scientific assessments of vulnerabilities and options for adaptation to the impacts of climate change, new workshops and technical papers on various aspects of climate change risks and adaptation to support mainstreaming adaptation plans within broader sustainable development planning.

**ENERGY**

- Defra, working closely with DfID, FCO and DTI, is assisting with capacity building to expand the market for renewable energy and energy efficiency in Africa through our support for the Renewable Energy and Energy Efficiency Partnership (REEEP). The Partnership, which was launched at the World Summit on Sustainable Development at Johannesburg in 2002, is intended to bring together governments, business and other stakeholders with the aim of fostering international collaboration to address market barriers and accelerate the market growth of modern renewable and energy efficiency technologies

and make them affordable energy options. This is particularly important for helping to provide communities in Africa with access to sustainable energy.

- The Partnership is already active in Africa: a number of African Governments have joined the Partnership, a Regional Secretariat has been established in Southern Africa and a number of projects on the ground have been funded through REEEP using funds allocated from the FCO's Global Opportunities Fund. In addition, Defra will contribute £2.5 million to support the work of REEEP in the 2005-6 financial year.

#### **FOLLOW UP TO THE WORLD SUMMIT ON SUSTAINABLE DEVELOPMENT**

- Defra's PSA target includes promoting sustainable development internationally by delivering the commitments of the World Summit on Sustainable Development (WSSD). One role of the Secretary of State's Sustainable Development Task Force is to help ensure effective follow-up of the UK's WSSD commitments. These include many issues relevant to African countries such as integration of environmental issues and sanitation issues into country-led poverty reduction processes.
- Partnerships for sustainable development are voluntary, multi-stakeholder initiatives aimed at implementing sustainable development. These were an important complementary outcome of the WSSD. The UK is supporting and promoting the Morocco partnerships forum being held in March 2005 focusing on water and energy related partnerships. Defra has contributed funding towards the attendance of developing countries, in particular African countries, and is encouraging FCO and DfID to do likewise.

#### **UN FORA**

- Defra is the lead Government department on the Commission on Sustainable Development (CSD) and therefore coordinates UK contributions to the Commission through the EU. The 13<sup>th</sup> Session of the Commission on Sustainable Development (CSD13) in April 2005 will identify robust policies and action orientated solutions to enable countries to overcome identified challenges in meeting international targets and commitments on water, sanitation and human settlements. Defra will contribute to the achievement of the Millennium Development Goals and other international targets in Africa by working towards a successful outcome of CSD13. Clear synergies exist between CSD13 and the UN Millennium Review Summit. Defra will be working with other departments to ensure that these synergies are realised.
- Defra has identified capacity building for regional and national environmental governance, particularly in Africa, as a strategic priority for the United Nations Environment Programme (UNEP). Working through the EU, Defra, in collaboration with FCO and DfID, have played a key role in the development of the Bali Strategic Plan for Technology Support and Capacity Building, to be endorsed at the 23<sup>rd</sup> Governing Council of UNEP in 2005. In Africa the plan will amongst many things, assist Governments prepare and finalise the action plan of the environment initiative of NEPAD.

#### **TRADE IN AGRICULTURAL PRODUCTS**

- Defra officials have discussed the agriculture and trade policies of the EU with the Commission for Africa Secretariat, in particular the recent Common Agriculture Policy (CAP) reforms and their implications for reducing trade distortion and our approach to the current WTO trade round - the Doha Development Agenda. On CAP reform, we have stressed the importance of this from a global development perspective and our commitment to further reform of, for example, the sugar and dairy sectors. In international trade negotiations we continue to press for a strongly liberalising outcome with an emphasis on the need to help developing economies. On both CAP reform and trade issues we work closely with other Whitehall departments, most notably DTI, DfID, FCO and HMT.
- Defra is also involved in working towards the trade targets we would like the G8 to adopt during the UK's Presidency. We have participated in cross-Whitehall working groups that consider how particular benefits can be directed towards sub-Saharan Africa.

#### **BIODIVERSITY**

- The UK is collaborating closely with other G8 members on biodiversity, particularly with France on their 'Biodiversity – Science and Governance' conference in January 2005. The conference is an initiative arising from the French presidency of the G8 in 2003.
- Defra has set up and coordinates an inter-departmental Ministerial Group on Biodiversity to oversee implementation of the biodiversity delivery plan and to promote common agendas at COP meetings of the Convention on Biological Diversity. The panel's work is not limited to Africa and the G8, but it does cover bushmeat, which is an important consideration for Africa.
- Defra biodiversity policy leads have provided views to the Commission for Africa Secretariat on natural resource issues, and advocate developing a framework to ensure Africa receives benefits for conserving biodiversity and not just compensation for its loss.

#### **FORESTRY**

- Forests are a key resource in Africa, as a source of food and energy particularly for rural communities, and also in supplying timber for international trade. But the long term contribution of forests to Africa's sustainable development is jeopardised by poor governance and deforestation. We have submitted views and suggestions to the Commission for Africa Consultation Document and have also attended 'brainstorm' events in support of the Commission for Africa. Illegal logging will also be discussed at the G8 Environment and Development Ministerial in March 2005..
- Defra is also engaging with the Forest governance agenda at the EU level this is being done through the Forest Law Enforcement, Governance and

Trade (FLEGT) Action Plan. Defra officials have joined EU delegations in preliminary discussions with major timber producing countries in Africa, including Cameroon, Ghana and Congo Brazzaville. Defra also work closely with DfID in supporting the African Forest Law Enforcement and Governance process.

#### FISHERIES

- Agreements with countries round the African coast and in the Indian Ocean, provide access for EC vessels to fisheries resources in third country waters in return for Community-funded financial compensation. The UK generally supports these third country agreements in that they maintain traditional fishing opportunities for EU distant water vessels and provide socio-economic benefits for certain fishery dependant regions. However, we are concerned that better arrangements are needed to make sure that these agreements provide value for money, promote environmentally sustainable fishing and are coherent with Community development policy. We are also concerned that the EU does not simply 'export' its surplus capacity to other areas.
- Defra represents the UK at the External Fisheries Group where these agreements are discussed. Defra officials also participate in the Whitehall Fisheries Group, which comprises officials from FCO, DfID and DTI. Defra has also participated in meetings with other Member States to discuss the way in which third country fisheries agreements are negotiated to ensure that the Council Conclusions on these partnership agreements are respected.

*Defra*

7 January 2005

Hugh Bayley MP  
House of Commons  
Chair, The Africa APPG

*Jean Huth.*

13 January 2005

Thank you for your letter of 9 December, in which you updated John Reid on your concerns regarding the government's agenda for Africa in 2005, particularly in the light of the Prime Minister's initiative 'Commission for Africa' launched on 26 February 2004 to take a fresh look at the challenges Africa faces .

We too recognise the importance in strengthening links with Africa and working with our colleagues in other government departments as a way of taking forward the Prime Ministers initiative. Indeed, this Department maintains a close dialogue with the Department for International Development on a number of issues relating to Africa, as we plan the way forward. One main area where we work together closely is in trying to achieve access to affordable medicines for those in Africa afflicted with HIV/AIDS. This is an important area where we need to get the right balance in the UK's approach.

Also, as you may already be aware, there is in place an Ad hoc Ministerial Committee on Africa, which has been set up to advise the Prime Minister and Cabinet on the Government's priorities, policy and activities concerning Africa, particularly in preparation for the G8 Summit in July 2005. This again will ensure the co-ordinated support of all relevant Government Departments to support delivery of policy as required.

I attach a short summary on our current and future activities with Africa which will help to take forward the Prime Minister's initiative for Africa.

*Warm regards*  


## Department of Health – Africa agenda

### Health professional recruitment

1. Department of Health (DH) has a Memorandum of Understanding on the Reciprocal Educational Exchange of Health Care Concepts and Personnel which was signed (by John Hutton) with South Africa in October 2003. The exchange arrangements are to enable selected health care professionals to have the opportunity to observe and participate in clinical practice in the UK, and any other appropriate post registration/post graduate or provision programmes that relate to their particular field of expertise.
2. Regular monitoring is taking place between DH and the South Africa Ministry of Health. A visit by John Hutton to South Africa in August 2004 supported this process. John's visit was also used as an opportunity to promote the work of the Commission for Africa.
3. The MOU is now seen as a model for other countries by international bodies e.g. OECD, the Commonwealth. The South Africans have demonstrated their satisfaction with the MOU by trying to negotiate similar arrangements with other countries.

### Patient Safety

4. The Chief Medical Officer chairs the WHO World Alliance for Patient Safety and will lead two events in Africa (Kenya and South Africa) aimed at developing a focus on patient safety in Africa. In time the Alliance will have a regional strategy for Africa. Both events will also include field visits to hospitals.

### World Health Organisation

5. WHO is the main global health organisation. DH has the lead responsibility for WHO, with which it works at many levels. An important issue for WHO is the balance of its responsibilities between the normative and standard setting work and the delivery of programmes at country level. There is an ongoing debate about UN representation at country level and there may be scope for economies of scale and better-coordinated health programme delivery as a result of this work.

### DH involvement with other departments:

6. DH is not at the front line of the work of the Commission for Africa but is ready to support HMG's work in this area, particularly for the G8 presidency. DfID has links with health professional expertise in the NHS, which could be beneficial to support work on health systems development and combatting disease, and we are keen to support this effort. Similarly, through our links with the British Pharmaceutical industry, we work with DfID on access to essential medicines.

7. DH participates in the Ad hoc Ministerial Group on Africa which has been set up to advise the Prime Minister and Cabinet on the Government's priorities, policy and activities concerning Africa, particularly in preparation for the G8 Summit in July 2005.
8. DfID makes use of NHS professionals to respond to man-made and natural disasters in Africa and Commonwealth. These links ensure there is a keen interest in the latest NHS thinking.
9. Access to affordable medicines is one of the main issues for Africa and DfID leads on this with input from DH. Intellectual property rights, R and D and TRIPs are important components of this activity.
10. A key feature of the G8 and EU Presidencies will be the work to find an effective vaccine against HIV/AIDS. DfID leads on this and the outcome of effective work in Africa will have benefits for the epidemic, which is now affecting several middle-income countries in Eastern Europe, and in Asia. The search for an effective vaccine and coordinating research needs to be seen in the global context. DH is working with DfID in support of this activity.

Hugh Bayley MP  
Chair, Africa All Party Parliamentary Group  
House of Commons  
London  
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13 January 2005

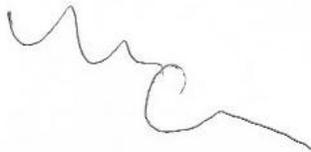
*Dear Hugh,*

**REQUEST FOR EVIDENCE TO THE AFRICA ALL PARTY  
PARLIAMENTARY GROUP'S (AFRICA APPG) INQUIRY INTO "THE UK  
GOVERNMENT'S AGENDA FOR AFRICA IN 2005"**

Thank you for your letter of 9 December to my predecessor.

The Home Office fully recognizes the high importance of the Agenda for Africa' particularly given the UK's chairing of the G8 and EU Presidencies this year. As you will appreciate, compared to some other Government Departments, the primarily domestic policies of the Home Office do not have as significant an impact on Africa. However, on managed migration, organized crime and other issues we have key interests which are not only important in UK terms but, we believe, contribute to providing 'durable solutions' to key development issues and encouraging 'good governance' in the continent. I enclose a memorandum on these issues.

In developing our policies and initiatives we are keen to ensure they complement those of other Government Departments, notably FCO and DFID, and other key outside agencies such as UNHCR. The main areas of Home Office engagement in African issues are described in more detail below. I would be very happy to provide more detail about these and any other relevant activities should you and the Group so wish.



CHARLES CLARKE



**MANAGED MIGRATION**

Officials in my Immigration and Nationality Department are involved in a number of activities that have a focus on Africa.

**REGIONAL PROTECTION**

In the Spring of 2003 the UK tabled proposals at the European Council designed to achieve better management of the asylum system globally. An important objective of our ideas was the provision of more effective and equitable protection for genuine refugees in or near the region of origin. Following a debate, the European Council invited the Commission to present a comprehensive report, by June 2004, suggesting measures to ensure a more orderly and managed entry into the EU of persons in need of international protection and to enhance the protection capacity in the region of origin.

The Commission presented their Communication on 'durable solutions' on 4 June last year (COM(2004)410 final). They recommended the development of 'EU Regional Protection Programmes', which would be integrated, comprehensive and flexible programmes, tailored to the particular needs of individual countries or regions. Examples of possible elements of such Programmes are action to enhance protection capacity, the development of registration schemes, resettlement (through a non-binding EU Resettlement Scheme) and assistance for improving local infrastructure. Council endorsed the proposals in principle in December 2004 and we now await the Commission's action plan for a pilot Regional Protection Programme – which seems likely to be based in Africa. Their proposals will reflect discussions that they will be having with UNHCR and with the third countries concerned.

While awaiting the Commissions proposals for 'durable solutions' we, together with Denmark and the Netherlands, have been co-financing two EU-funded UNHCR-led pilot projects. One is seeking to formulate a comprehensive plan of action for Somali refugees; the other is designed to identify gaps in protection capacity in four selected (by UNHCR) African countries (Kenya, Tanzania, Burkina Faso, Benin). We believe this work will make a useful contribution towards developing a comprehensive approach to asylum, working directly with countries in the regions of origin. It also seems likely that one or both of these projects will form the basis of the Commission's pilot Regional Protection Programme.

In parallel with this activity we have also been seeking to develop our own bilateral 'migration partnerships' with countries in the regions of origin of major asylum generating countries. Our work in this area is still in its early stages. We have focused initially on Africa and in particular on boosting the immigration services of countries to enable them to tackle their control problems more effectively. We are pleased that our migration partnerships approach appears to be entirely consistent with the Commission's recent proposals for EU Regional Protection Programmes.

The Home Office has throughout worked closely with both FCO and DFID in particular to make sure that this activity is consistent with, and complementary to, the Government's wider policy objectives.

### RESETTLEMENT

The UK's refugee resettlement scheme - the Gateway Protection Programme - works closely with UNHCR to bring up to 500 of the world's most vulnerable refugees to the UK each year. Resettlement not only protects refugees and provides a durable solution to their plight, it is also a strong example of sharing the refugee burden that poor countries shoulder. Many African countries, for example, host large numbers of displaced persons fleeing conflicts and general violence as well as refugees, which has a large impact on their economies and environments.

The programme initially concentrated on refugees from West and East Africa, but has now broadened to cover also Southeast Asia. This pattern is set to continue during 2005. African caseloads have included 123 Liberians (who had been living in Guinea, Sierra Leone and Ghana), 72 Sudanese (who had been living in Uganda) and 27 Congolese (also living in Uganda).

We consult FCO when choosing every caseload to ensure relations with the host country are taken into account, and local British High Commissions liaise with host governments on our behalf. Between August 2003 and August 2004 we had a resettlement liaison officer based in Accra, Ghana, to facilitate the flow of cases from this region, as the focus at that time was on the West African refugees. This officer facilitated relations with local partners and governments. The programme was later expanded to other parts of the world and the officer was withdrawn from Accra.

#### Voluntary returns

The Home Office runs a number of voluntary return programmes for asylum seekers and refugees. Although returnees might be regarded as a burden on post-conflict states which may be experiencing security and infrastructure problems, they are also a vital resource for reconstruction, especially as they may bring back skills gained from their time abroad. All those returning under UK voluntary return programmes receive in-kind re-integration assistance, to help maximise the contribution they can make to their prospects on return and to their country. UNHCR is currently facilitating large-scale repatriation exercises to a number of African countries.

#### UNHCR

The Home Office has given UNHCR £1m in each of the last two years, and will do so again this year. This funding is tightly earmarked. In 2003/04 \$US 500,000 went to boost UNHCR's resettlement capacity in West and East Africa, and in 2004/05 around \$US 425,000 (MOU not yet finalised) will be spent for that purpose. UNHCR's resettlement work includes selecting and

processing cases for resettlement and facilitating interviewing missions by resettlement countries such as the UK.

### ORGANISED CRIME

Some countries and regions in Africa have an impact on the UK in terms of organised crime. In particular for money laundering, fraud, drug trafficking and organised immigration crime offences.

UK law enforcement agencies continue to work closely with African authorities on specific cases. A recent example of effective, practical co-operation is the Solicitor General's recent signing of a Memorandum of Understanding on People Trafficking with the Nigerian government. This aims to improve cooperation around the law enforcement response to trafficking and on issues relating to victims. The Home Office has also contributed to the Cabinet Office's action plan on Nigeria which dominates organised crime emanating from the West African region.

### CORRUPTION

Corruption is a key 'good governance' issue. In 2002 we brought into effect Part 12 of the Anti-terrorism, Crime and Security Act 2001, which gives our courts jurisdiction over crimes of bribery committed overseas by UK Nationals and UK incorporated bodies. Companies doing business abroad are now aware of the need to comply with UK anti-bribery law as well as local law, and many have introduced new policies in response. However we understand law enforcement agencies are currently undertaking investigations into some alleged breaches of UK law. The National Policing Plan encourages police forces to play their part in investigating such offences, if appropriate in conjunction with the Serious Fraud Office. The Serious Organised Crime and Police Bill now before Parliament includes clause on instrumentalities of crime to enable the UK to ratify the UN Convention Against Corruption which was signed by a Home Office Minister in 2003.

### JUDICIAL CO-OPERATION

We are providing training and assistance to Nigeria to build up their capacity on providing Mutual Legal Assistance to the UK and other countries. A UK police officer is being seconded to Nigeria to assist in establishing a Financial Investigation Unit to develop their investigative capacity. We recently, (16 December 2004) transmitted evidence to Nigeria in the Abacha case after the matter was taken to the High Court by the Abacha Family. A Home Office official is part of a Commonwealth Expert Group looking at asset repatriation in corruption cases. The group will draft a report and present recommendations to the next Commonwealth Heads of Government meeting in Malta later this year. The Home Office is also steering discussions in the G8 Lyon Group on corruption and asset recovery. This includes developing measures to improve the co-ordination of legal assistance to countries that are victims of corruption, and to ensure that assets returned to developing countries are administered with transparency and effectiveness.



LEADER OF THE HOUSE OF COMMONS  
THE RT HON PETER HAIN MP

Our Ref: MP 3495

17 January 2005

Many thanks for your letter of 9<sup>th</sup> December regarding the Africa All-Party Group's inquiry in to the Government's Agenda for Africa in 2005.

As Leader of the House I am keen to support any initiatives which improve understanding in Parliament of the social, economic and political situation in Africa. I have long believed that improved links between Parliamentarians in the UK and in countries across Africa would reap benefits for democracy in both.

To this end, I would be keen to hear any suggestions as to ways in which Parliament might better engage with African issues, and development issues more generally. Your recent oral question about this issue flagged up the possibility of a cross-cutting question session in Westminster Hall, which I am keen to explore in more detail. If there are similar proposals from your enquiry I would be happy to pursue them. The progression of the developing world is as important to the politics of this country as it is the stability of developing countries themselves, and we should be looking for ways to reflect that in Parliament.

As you know, I have a long-standing interest in the development of Africa and wish to offer my support for the work of the All Party Group. Please do keep me informed about the progress of the enquiry.

  
**PETER HAIN**

cc. Rt Hon Hilary Benn MP

Hugh Bayley MP  
Chair, Africa APPG  
House of Commons  
London  
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The Rt Hon Patricia Hewitt MP  
SECRETARY OF STATE  
FOR TRADE AND INDUSTRY

17 January 2005

Hugh Bayley Esq MP  
House of Commons  
LONDON  
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*Dear Hugh,*

Thank you for your letter on 9 December, inviting evidence for the Africa All-Party Parliamentary Group's inquiry into 'The UK Government's Agenda for Africa in 2005'. I very much welcome the Group's inquiry. Trade can be a major driver of development in developing countries and the right trade policies can help achieve the twin goals of poverty reduction and economic growth in Africa. The Government's overall approach is set out in the White Paper on Trade and Investment, Making Globalisation a Force for Good, which I published last July.

I attach a short paper outlining the key elements of trade policy that we will pursue during 2005 that will impact on Africa. Obviously, our top trade priority remains a successful outcome to the Doha Development Agenda and the Hong Kong Ministerial Conference in December will be a key stepping stone towards that.

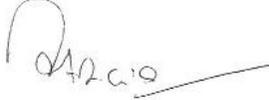
In addition to the DDA, we are negotiating with European colleagues on ways to improve preferential access to the EU market for developing countries, both through the Generalised System of Preferences and the Economic Partnership Agreements between the EU and the African, Caribbean and Pacific countries. The year ahead should also see the reform of the current EU arrangements for bananas and sugar, both of interest to some African countries as well as the Caribbean. We will also look to implement the WTO Decision of August 2003 on TRIPs and Public Health.

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I am also considering with colleagues from other Departments how the UK can use its G8 leadership to help development through measures to enable African countries increase their trade and integration into the global trading system. My officials have also contributed views on trade issues to the Commission for Africa on behalf of the Government as a whole – I enclose a copy of the relevant letter.

I look forward to hearing the outcome of your inquiry. I regret that the pressures of my diary will prevent me from presenting oral evidence. If, however, you require any further information to assist your inquiry, please do contact my office.

Best wishes,  


PATRICIA HEWITT

## 'The UK Government's Agenda for Africa in 2005' Africa All Party Parliamentary Group Inquiry

### Evidence from the Department of Trade and Industry

#### Introduction

1. Economic growth is a key driver of poverty reduction but is not sufficient in itself. The extent to which poverty is reduced depends on how the benefits are distributed. Countries that experience sharp increases in growth rates usually see marked reductions in poverty, although growth brings with it a range of challenges that need to be managed. In July 2004, the Government published a White Paper on Trade and Investment: *Making globalisation a force for good*, in which we spell out how increased trade liberalisation can be harnessed to deliver economic growth and poverty reduction.
2. Trade policy, therefore, has an important role to play in the Government's strategy on international development. The Department for Trade and Industry will contribute to the Government's Africa agenda for 2005 in three key areas.
  - A. The Doha Development Agenda (DDA)
  3. The success of the DDA will require considerable effort over 2005 to secure sufficient progress ahead of the WTO Ministerial Conference in Hong Kong in December. This will be our overarching priority on trade policy for 2005. Ministers and officials from across Whitehall are working together with the European Commission and the other EU Member States to pursue a successful outcome to the Hong Kong conference.
  4. An ambitious outcome to the DDA could offer a number of key benefits for Africa, including:
    - a reduction by developed countries in the level of their trade-distorting domestic support for agriculture and an end to export subsidies, helping to level the playing field for African products on the global market;
    - increased access to both developed and other developing country markets, notably for agricultural and industrial goods, which will particularly benefit non-LDC African countries;

- a deal on developed country support for cotton, of particular interest to West Africa. African producers which have been negatively affected by such support;
- an agreement, with financial support, on trade facilitation. Barriers to inter-African trade can be very significant, particularly for land-locked countries.
- a further stimulus to liberalisation of their own economies, which if properly sequenced can promote sustainable development.

**B. The renegotiation of a new EU Generalised System of Preferences (GSP) to support the development of competitive industries in developing countries**

5. The GSP grants preferential access to the EU market for exports from developing countries that meet specified criteria. It is currently being renegotiated for the period 2006 – 2015. The Commission's aim is to conclude the negotiations during Spring 2005.
6. The Commission's main objective, supported by the UK, aim is to streamline the GSP so that it is simpler to use and focuses benefits on those who need it most. It will be important to ensure that the level and extent of preferential access granted under the revised scheme supports development, and that the revised scheme operates in a way which developing countries generally regard as fair.

**C. Progress in the EU's negotiations with the African, Caribbean and Pacific countries (ACP) on Economic Partnership Agreements (EPAs) to deliver economic development and regional integration**

7. EPAs are designed to succeed the Cotonou agreement, which gave ACP countries non-reciprocal access to EU markets. These preferences are not compatible with WTO rules and operate under a waiver which expires at the end of 2007.
8. Negotiations between the Commission and ACP countries are at an early stage. Whilst concerns have been raised about the WTO requirement for reciprocal market opening under EPAs, such an approach is consistent with the Government's policy of promoting trade liberalisation in all countries – but properly sequenced and paced to suit that country's level of development and ability to face the resulting competitive pressures.

These negotiations will not come to a head during 2005 but considerable progress needs to be made if EPAs are to be agreed in good time.

**Supporting the Commission for Africa**

9. Trade will be a key theme in the Commission for Africa's report. DTI officials have co-operated with the Commission Secretariat, providing information on a number of key trade policy issues, such as preferences, commodities and the EU-ACP Economic Partnership Agreements. The co-ordinated Whitehall comments on the Commission's consultation paper are attached.

## EVIDENCE FOR THE AFRICA ALL PARTY PARLIAMENTARY GROUP

There are two strands to the Treasury's work on international development. Firstly, the Treasury maintains oversight of Department for International Development (DFID) spending issues and secondly, the Treasury works on international development policy.

### DFID spending

The Treasury has increased the UK aid budget considerably since 1997 and will continue to work with DFID to provide more and better aid to Africa. The 2004 Spending Review settlement announced that total UK official development assistance (oda) would rise to nearly £6.5 billion a year by 2007-08 - a real terms increase of 140% since 1997. Of this increase, the UK Government has committed £1.25bn to Africa. The Government has now set a timetable for achieving 0.7% oda/GNI and encourages others in the international community to do the same. The Government's aim is to ensure that no country genuinely committed to poverty reduction and good governance should be denied the opportunity of pursuing this goal through lack of resources.

DFID's Public Service Agreement targets, including those for Africa, are structured around delivering the Millennium Development Goals (MDGs). DFID is also committed to delivering on its target of 90% of bilateral aid to be spent in low income countries. This will ensure aid goes to those countries which need it most. The UK is committed to using aid as effectively as possible to reduce poverty. The language of the recent G7 Finance Ministers communiqué on development sums up our approach to aid effectiveness. DFID is making good progress in all the areas of aid effectiveness mentioned below:

"It is crucial that the international community improves the effectiveness of aid. In particular bilateral and multi lateral donors need to: harmonise their operational procedures; align aid behind country owned priorities; and provide for measurable results. Donors must also: focus their aid on poverty reduction; enhance efforts to untie aid based on the DAC principles; and deliver aid in a more predictable way. We look forward to agreement on practical steps to improve aid effectiveness at the Paris

OECD DAC High Level Forum in March."

### International development policy

In addition to maintaining oversight of DFID spending, the Treasury also works on international development policy.

The Treasury has the lead on debt relief and in particular the Heavily Indebted Poor Countries (HIPC) Initiative. Since its launch after the 1999 Cologne Summit, the Enhanced HIPC relief has committed to delivering over \$70 billion in debt service relief. However, while it has achieved much, it has proved unable to ensure a sustainable exit from debt for the world's poorest countries, and several countries have experienced a serious deterioration in their debt ratios since exiting the Initiative. In September the Chancellor announced a new UK initiative for 100 per cent multilateral debt relief. The UK will fund our share (10 per cent) of multilateral debt service to the African Development Bank and IDA. It will be available to all post-Completion Point HPCs, plus those IDA-only low-income countries with sufficiently robust public expenditure management to ensure that the additional financing aids progress towards the MDGs. 12 of the 20 countries currently eligible for the UK's multilateral debt relief proposal are in Africa.

The Treasury also has lead responsibility for the UK's relations with the IMF, and is working to ensure the IMF's activities in low-income countries, particularly in Africa, are aligned in support of the MDGs. This includes enhancing the effectiveness of the IMF's facilities for low-income countries, filling any gaps in provision, for example through the creation of the IMF's Trade Integration Mechanism; and ensuring the IMF contributes to delivering UK proposals for deeper multilateral debt relief. The Treasury's Annual Report to Parliament on the UK and the IMF gives further details on the UK's policy agenda for the institution. In addition, the Treasury works closely with DfID, who have responsibility for the World Bank.

The Treasury has a joint lead with DFID on financing for development including the international agenda on aid volumes, aid effectiveness and innovative financing mechanisms. To achieve the MDGs by 2015, substantial extra resources are needed. In order to bridge the gap between what has been pledged by the international community and what

is still required, the UK has proposed an International Finance Facility (IFF). The Treasury works jointly with DFID in developing the UK's IFF proposal.

The Department for Trade and Industry (DTI) lead on international trade and the Treasury will continue to work closely with DTI, DFID, FCO and DEFRA on the UK's position on trade reform and developing countries. The UK's main objective is to ensure a pro-poor outcome to the current Doha Round of trade negotiations that delivers significant benefits to developing countries, including those in Africa.

Anti-corruption in developing countries is a cross-Treasury and Cross-Whitehall issue. The Treasury is currently working on a joint anti-corruption paper with DFID. The Treasury attends regular cabinet office meetings with FCO, DFID, and Home Office on the subject of corruption to ensure a joined-up approach across government.

The Treasury also takes a role in conflict prevention. The UK has created two innovative funding pools; one for Sub-Saharan Africa and one for the rest of the world. The conflict prevention pools are funded by the FCO, MoD and DFID. The Treasury works with each department to promote effective interdepartmental linkages. The Africa Pool works through the AU, ECOWAS and other regional structures, supporting major peace-building programmes in Sudan, Sierra Leone and DRC and providing technical support in a number of other countries.

### 2005 priorities

On current trends, Sub-Saharan Africa will not meet any of the internationally agreed MDGs by 2015. Given that the situation in Africa is especially critical, Africa has been named as one of two UK priorities for our G8 presidency this year, along with climate change. The Treasury continues to work closely with partners across Whitehall to co-ordinate the UK Government's approach this year. The findings of the Commission for Africa, due to be published in March, will feed into the UK's call for action.

### Debt relief

This year the UK is calling for action on debt relief. While we are providing 100 per cent relief on bilateral debts, multilateral institutions are providing only half this level. That is why the UK is proposing that we provide up to

100 per cent multilateral debt cancellation to match bilateral relief. We are pleased that Canada has joined the UK in providing multilateral debt relief. The G7 are agreed that further debt relief is needed, and on the principle of 100 per cent multilateral debt relief. We will continue to press others to join us.

### Trade

On international trade, the Treasury works closely with DFID and DTI. The UK Government will press for a substantial reduction in trade barriers as part of a good conclusion to the Doha round of WTO negotiations. There are many barriers in rich countries that undermine exports from African countries, especially in those products where they have a comparative advantage. This is especially the case where Europe, the US and other developed regions apply low tariffs to primary goods but escalating tariffs to products that have been processed more (thereby penalising products on which more value has been added in Africa), and high tariff peaks on products deemed sensitive to the importing countries. Overly restrictive non-tariff barriers also restrict African exports.

Export subsidies in rich countries also have a damaging effect on African trade, encouraging over-production in rich countries and lowering the international price. They are particularly damaging when subsidised products are dumped in developing country markets, undercutting and undermining domestic production.

Restrictive Rules of Origin in preference schemes also prevent goods from African countries that should receive preferential access into the EU from taking full advantage.

But market access into rich countries is only one aspect of the problem. Most African countries face significant capacity constraints within their own borders that prevent them from taking up opportunities in rich country markets. These range from weak infrastructure for transport, power and communications; underdeveloped health and education systems; diseases such as HIV/AIDS, TB and malaria; and the lack of institutions to manage and regulate economic growth and trade, or to protect vulnerable people through change. Any trade reform in African countries must therefore be accompanied by significant additional investment to ease the range of 'supply side' constraints they they face. The Chancellor

has stated that one of the priorities for additional aid generated through the IFF would be to build the capacity of developing countries to trade, especially in Africa. It will also be important for African countries to have the flexibility to sequence any trade reforms within their own broader plans for development and poverty reduction, supported by additional financial assistance to tackle the transition costs to help vulnerable countries and their most vulnerable people adapt and manage change.

Economic Partnership Agreements (EPAs) to be agreed between the EU and the ACP countries will include trade agreements. Because bilateral agreements have not always been in the interests of the poor, the Chancellor has called on the EU in its work on EPAs to take a non-mercantilist approach so that EPAs are designed to deliver real development benefits and the ACP countries are able to sequence their trade reform into their development and poverty reduction strategies.

#### IFF

The Treasury has a joint lead with DFID for developing the UK's IFF proposal. The IFF is designed to deliver the additional \$50billion per year in aid flows necessary to meet the MDGs by frontloading aid through the international capital markets. This would provide additional resources for improvements in education and healthcare systems in Africa and other developing countries.

The Treasury and DFID work closely on health and education issues. Since 1997, the UK Government has spent over £700 million on education in developing countries and UK aid on education is to rise to over £1 billion during the next four years. DFID announced launched a further £1.4bn over three years to support girls' education at a joint launch with the Treasury in January. However, 105 million children are still currently denied the opportunity to go to school. The IFF would provide \$6billion more a year to fund primary education free of charge and provide children in Africa and developing countries the opportunity to learn. The Treasury also works closely with DFID on healthcare in developing countries, providing resources to tackle HIV/Aids, TB and Malaria, to improve maternal health and reduce child mortality. DFID has committed over £1.5 billion since 1997 to support development of health systems in poorer countries. The IFF would provide the necessary additional funds to build

healthcare systems, tackle HIV/AIDs and pay for advance purchase schemes for Malaria vaccines. The UK Government will press for support for the IFF during its EU and G8 presidencies.

The UN Millennium Review Summit in September of this year will assess progress against the MDGs and reaffirm international commitment to the development agenda. The Government will continue to press for action for Africa during its EU and G8 presidencies.



10 DOWNING STREET  
LONDON SW1A 2AA

Foreign Policy Adviser to the Prime Minister,  
and Head of the Defence and Overseas Secretariat

11 March 2005

Dear Mr Bayley

Thank you for your letter dated 3 March, asking about Whitehall co-ordination of the Government's Africa 2005 agenda.

I am aware that you have already received responses from a number of other departments.

No 10 and the Cabinet Office have been co-ordinating overall G8 Africa policy in the following ways.

- The Prime Minister's Sherpa, Michael Jay, has weekly meetings of senior officials from key Whitehall departments covering all aspects of our G8 Presidency (FCO, DFID, HMT, DEFRA, DTI).
- I have chaired regular Cabinet Office committee meetings of senior officials from key Whitehall departments (FCO, DFID, HMT, MOD, DTI, DEFRA, DWP, DFES, DoH, HO) since before Autumn 2004 – in fact dating back to 2003. These have been used to define the Government's overall objectives for Africa in 2005, to co-ordinate our strategy for achieving those objectives, and to co-ordinate specific areas of policy in more detail.
- Since late 2004, No 10 has also chaired a weekly operational meeting with key Whitehall departments, including HMT, FCO and DFID, to co-ordinate all Government external activity on our G8 Africa agenda, including with other governments, international organisations and civil society.

- 2 -

If you need further clarification of any of these details, please contact my colleague Laurie Lee.

Yours sincerely  
Nigel Sheinwald

NIGEL SHEINWALD

Mr Hugh Bayley MP



Foreign &  
Commonwealth  
Office

London SW1A 2AH

*From the Parliamentary Under Secy*

March 2005

Mr Hugh Bayley MP  
Chair of Africa All Party Parliamentary Group  
House of Commons  
London  
SW1A 3AA

*Dear Hugh,*

Thank you for your letter of 15 February about the FCO and DFID's co-operation with other government departments in support of Africa 2005 agenda. I am grateful to Hilary Benn who I know is replying to you in detail on how DFID and FCO work with other departments. I will not repeat that detail here but would like to emphasise a number of areas where co-operation has been enhanced this year.

2005 offers a major opportunity for the UK to increase international support for Africa. In July the Prime Minister will chair the G8 Gleneagles Summit, from July to December the UK will hold the Presidency of the EU and in September the UN will meet at the Millennium Review Summit. Africa will be a priority for the UK throughout the year and it is vital that government departments work in a co-ordinated and coherent way to achieve progress.

This year, the FCO and DFID are working closely with No 10, HMT and other government departments on gaining international support for the UK's 2005 Africa objectives. The FCO's Pan-Africa Policy Unit plays a co-ordinating role in this advocacy and ensures that ministers and officials from all relevant government departments are able to contribute. The FCO's G8 Presidency Team is responsible for ensuring that senior officials involved in G8 negotiations are briefed by relevant government departments, especially DFID and HMT. The team distributes information on the G8 Presidency across Whitehall to departments including Cabinet Office, HMT, DFID, DEFRA, DTI, DfT, DfES, DWP and the Home Office. And Sir Michael Jay, in his capacity as G8 Sherpa, oversees a co-ordination process across Whitehall to deliver on the whole of the Prime Minister's G8 agenda, including Africa. With regards to our EU Presidency and the UN Millennium Review Summit, the FCO has worked closely with other government departments, particularly DFID, to define and clarify our objectives and work across government to deliver them.



The FCO is working with the British Council to identify public diplomacy activities in Africa and G8/EU countries. The British Council is running a pan-African leadership programme "InterAction" on which it has consulted closely with the Commission for Africa and NEPAD. The programme involves 1,500 Africans across a range of disciplines (politics, the arts, civil society, and business). It aims to support pan-African dialogue as well as the development of networks with counterparts across G8, EU and Commonwealth countries in support of the NEPAD initiative and the achievement of the Millennium Development Goals.

The Council is also running programmes in African countries promoting good governance, representative democratic practices and a positive human rights culture. Examples include a work shadowing exchange programme for women MPs from Africa, and planning for a parliamentary seminar on Africa that will look at the role of parliaments in delivering NEPAD goals.

The British Council is developing cultural projects with DCMS and the British Museum to encourage more productive links between African cultural institutions and the communities they exist in, and to stimulate interest in a new generation of young Africans in the importance of their own cultural heritage.

The FCO is also working closely with the Home Office, NCIS and HMCE on crime issues throughout Africa, and with the Home Office on tackling issues relating to migration to ensure greater coherence in HMG policies.

Our co-ordination across Whitehall has widened and deepened and I believe we are increasingly seeing greater focus and purpose in our efforts to promote the Africa 2005 agenda.

  
CHRIS MAITLAND MP



From the Secretary of State

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Chair  
Africa All Party Parliamentary Group  
House of Commons  
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// March 2005

D - Hugh

Thank you for your letter of 15 February asking for information on how DFID is working with other departments in support of the Africa and 2005. My apologies for the delay in replying.

I have tried to give a comprehensive picture of inter-Departmental working in the attached paper. There has clearly been effective joint working over a considerable time in some areas, for example on peace and security, trade, debt reduction and the International Finance Facility. Significant collaboration by Departments on education and health issues directly affecting Africa is also taking place. Important steps are underway to strengthen implementation of the Extractive Industries Transparency Initiative and ways to tackle corruption.

Overall, I believe feel that the paper show a highly collaborative approach across Whitehall. For the sake of brevity, it does not details inter-departmental collaboration on specific African country issues, but I should note that such collaborations is also particularly strong and effective.

I look forward very much to reading your report.

H e H

HILARY BENN

## Annex

### DFID's work with other Government Departments in support of the Africa 2005 Agenda

#### HIV and AIDS

'Taking Action, the UK Government strategy on AIDS in the developing world', stated that AIDS would be a centrepiece of the G8 and EU Presidencies.

Taking Action was published in July 2004. It represents political commitment to tackling AIDS across the whole of Government.

We expect an informal cross Whitehall working group on AIDS to meet for the first time within the next few months to track cross-Government progress against the strategy.

#### HEALTH

##### (i) Access to Medicines

In June 2004, DFID launched "Increasing Access to Essential Medicines in the Developing World: UK Government Policy Plans". This was developed in collaboration with DoH, DTI, FCO, HMT, IR and PO and covers policy on pharmaceuticals, intellectual property issues (especially the World Trade Organisation Agreement on Trade-Related Aspects of Intellectual Property Rights (TRIPS), the role of the pharmaceutical industry, and research and development (R&D) for diseases affecting the poor. The scope of the document goes beyond access to medicines in Africa, but many of the issues addressed are of particular relevance in Africa.

These "Policies and Plans" are now being implemented across HMG.

A Cross Government Working Group on access to medicines, chaired by DFID, meets quarterly to co-ordinate work. Recent areas of discussion have included;  
-A Framework for Good Practice for the Pharmaceutical Industry on Access to Medicines in Developing Countries (to be launched at the end of March). This has been developed in consultation with DoH and DTI.

- TRIPS - The PO leads on negotiating within the EC for the implementation, at European level, of agreed WTO proposals for the export under Compulsory Licence of drugs to countries with no or insufficient capacity in the pharmaceutical sector. The Cross Government Access to Medicines Working Group has helped to improve coordination with other parts of government.

- DFID and DTI/PO are working together on proposals to support developing country capacity to make use of the public flexibilities available to them under the TRIPS agreement.

- On research and development (R&D) for new technologies that meet the needs of the poor, DFID is in discussion with IR, on the impact of existing tax incentives, with HMT, on proposals for advance purchase commitments for new vaccines for HIV and malaria, and with DTI/DoH/IR on possible incentives for the private sector to invest in new technologies.

### ***(ii) International Finance Facility for Immunisation (IFFIm).***

DFID and HMT proposed a pilot scheme, using the International Finance Facility mechanism model (IFFIm), (see Increasing aid section below for more on the IFF) to make immunization available to more children in Africa and elsewhere.

Increasing the availability of vaccinations is pivotal to reducing child mortality. The IFFIm will have a major impact in contributing to the Millennium Development Goal of reducing child mortality by two-thirds by 2015.

### ***(iii) Human Resources***

DFID works closely DoH on issues, relating to the recruitment of health workers from developing countries with health worker shortages. Last year DFID was closely involved with the review of the DoH's Code of Practice on International Recruitment of Healthworkers. This resulted in the closure of a number of loopholes in the Code on active recruitment from developing countries. DFID is now in regular contact with DoH and sits on their International Recruitment Board.

DFID and DoH have agreed to hold strategic discussions three times a year to strengthen collaboration. Three initial areas of joint working have been agreed:

- a) How could DFID and DoH work more effectively in responding to crisis situations eg learning lessons from the Tsunami ?
- b) How can the skills and experience in the National Health Service (medical and managerial) be used to assist development ?
- c) How can we maximise our joint impact and influence on international institutions particularly the World Health Organisation?

## **EDUCATION**

The DfES' International Strategy paper (November 2004) and DFID's strategy paper on girls' education (launched in January 2005) both re-state the UK Government's commitment to strengthen internationalism within the UK education system and to contribute to educational development overseas, particularly in Africa. In December 2004 DfES and DFID issued a joint statement setting out the principles which will guide their future collaboration. It also outlines next steps and planned outcomes for the next 12 months.

DFID and DfES have agreed to work together in partnership with other development agencies to:

- Strengthen political commitment to providing a quality basic education for all, particularly girls.
- Support the development of life-long learning systems which complement investment in basic education to reduce poverty.
- Increase development assistance for education.
- Support efforts to develop local capacity through sharing UK experience of educational reform where appropriate.
- Share information on the implementation and impact of international links between schools and other education institutions and on internationalising further and higher education.

DFID and DfES are looking for opportunities for joint professional development activities, particularly between UK-based and overseas-based education advisers from both Departments.

## **TRADE**

The cross Whitehall G8 Trade Delivery Group includes officials from DFID, DTI, FCO, HMT, Defra, DFID, and No. 10 and meets regularly.

The Group ensures that there is a co-ordinated approach to progressing G8 trade efforts. It ensures that we work together, and in tandem with others, EC, other G8 partners, NGOs, etc.

The group collaborates on five trade targets:

- (i) To secure tariff and quota free access to all G8 markets for 90% of Least Developed Country (LDC) exports by 2007 and for 100% by 2009.
- (ii) To agree that all G8 preference schemes should allow cumulation with any other developing country.
- (iii) To secure a commitment to contribute to, and promote additional assistance for, poor countries with trade integration and adjustment, to enable them to maximise the gains and secure the benefits from the Doha Development Round
- (iv) To secure a commitment to combat bribery and corruption through a G8 Code of Action or high level commitment to take collective action against reported solicitations of bribery by companies and others.
- (v) To secure a commitment from all G8 governments to promote Fairtrade products, including through their own procurement policies.

The cross Whitehall G8 Trade Delivery Group coordinates an influencing strategy with other donors, at the EC level, and with multilateral organisations.

There has also been consultation with DTI, HMT, Defra, FCO, and members of civil society as DFID formulates its new Trade Strategy. This is close to being finalised.

DFID worked with HMT, DTI and Defra to formulate a UK position on cotton subsidies in the Doha Round context. This resulted in some success (65% decoupling) in the 2004

EU Common Agriculture Policy (CAP) reforms. Additionally, on CAP reform, DFID has worked with the above departments to influence the EC on the sugar action plan.

## **INCREASING AID**

### **THE INTERNATIONAL FINANCE FACILITY (IFF)**

The IFF will raise extra money to fight poverty through the securitisation of additional aid commitments from donors by selling bonds in the international capital markets. It will make large amounts of money immediately available for the poorest countries. The International Finance Facility for Immunisation (IFFIm) is a pilot for the International Finance Facility (IFF), (see section on Health above).

Officials in DFID and HMT work as a joint team in taking forward the IFF and the pilot IFF for Immunisation. Our joint approach has a strong influence on other partners - providing confidence that both the development, financial and technical aspects of the IFF have been taken into account. We have worked together at all levels on a joint programme of outreach to other OECD and developing countries. DFID and HMT Ministers work extremely closely to influence their counterparts and wider civil society to support the IFF.

At the technical level, officials have worked jointly to design the pilot IFF for immunisation.

## **DEBT RELIEF**

DFID works closely with HMT on debt relief, and we have a joint PSA target for progress on Heavily Indebted Poor Countries (HIPC). HMT is the lead Department for many of the debt initiatives, but DFID and HMT work closely together on them. We also work closely with the Export Credits Guarantee Department (ECGD) on Paris Club debt rescheduling and write offs for HIPCs and other indebted countries.

HMT is committed to generous debt relief for the world's poorest countries. ECGD also provides debt relief under the HIPC initiative.

## **CONFLICT RESOLUTION AND SECURITY**

DFID, FCO and MOD have been working over a long period on conflict prevention. The Africa Conflict Prevention Pool (ACPP) was established in 2001 in recognition of the added value to be gained from bringing together development, defence and diplomatic expertise and programmes and resources around shared conflict prevention.

The ACPP is specifically designed to improve and coordinate a joint HMG response to conflict issues in Africa. It is overseen by a Ministerial Committee, [Defence Overseas Policy (Africa) - DOP(A)], which meets twice a year. There are also ad hoc interdepartmental submissions to Ministers on major policy or Pool funding issues. The ACPP is chaired by the Secretary of State for International Development. DFID also provide the Secretariat function.

ACPP funding (£60m a year for programme work plus oversight of the African Peacekeeping budget) is pooled. The Pool is directly managed by officials who work on Africa issues on a day to day basis. Programme and policy decisions are made in regular interdepartmental steering committee meetings at Director and official level.

The ACPP has issued two main papers :

- The Causes of Conflict in Sub-Saharan Africa  
DFID, FCO & MOD (2001)
- The Africa Conflict Prevention Pool - An Information Document  
DFID, FCO & MOD (2004)

The latter document provides detailed information on the programmes and interdepartmental basis of the ACPP - summarised on page 2.

Joint working has led to improved UK support to the African Union's peace and security work, rapid support to African Peacekeeping missions - as in Burundi, Cote d'Ivoire and Sudan - and UK support to peace processes.

Whitehall networks on major conflict issues - such as Security Sector Reform - have also been greatly enhanced by the introduction of the Pool system. DFID country teams can now easily access advice and expertise on such issues.

**Future Plans:** The ACPP is in the process of introducing a new reporting structure to coordinate greater interdepartmental monitoring and evaluation of the existing portfolio.

An ongoing challenge is to ensure that UK support remains consistent with African leadership of the peace and security architecture.

## **FRAGILE STATES**

**Principles of Good International Engagement in Fragile States:** DFID has worked closely with other Government Departments (FCO, MoD and Cabinet Office) on the development of a set of Principles of Good International Engagement in Fragile States which reflect cross Whitehall views and experience. These are now about to be agreed in principle with Organisation for Economic Co-operation and Development (OECD) partners and piloted in a small number of countries. We will continue to work closely with FCO partners in the pilot countries.

**Post Conflict Reconstruction Unit:** DFID is also working alongside the inter-departmental Post Conflict Reconstruction Unit to feed in our experience of working in fragile states.

**Countries at risk (CRI):** DFID has been working with FCO and MOD in the context of the Prime Minister's Strategy Unit project on Countries at Risk of Instability. This has included applying the CRI framework to two African pilot countries, Somalia and Algeria.

For the Somalia pilot a cross-Whitehall group was convened to set up a joined-up country strategy across UK departments.

A public version of the CRI report to Government is now available. It includes recommendations both to Government and to the international community on a variety of issues related to the UK Africa agenda (including building the capacity of the AU).

**Cotonou guidelines on governance for the Africa Caribbean and Pacific (ACP countries):** DFID has been working jointly with FCO to revise the Cotonou guidelines, particularly those Articles which relate to processes for political dialogue when breaches of the fundamental elements of the agreement occur. This is particularly relevant to Africa.

### **EXTRACTIVE INDUSTRIES TRANSPARENCY INITIATIVE (EITI)**

FCO, DFID and HMT Ministers promote the EITI. In strengthening implementation of the EITI in Africa DFID works very closely with the FCO. There are close links with HMT. There is also work with Defra, DTI, Cabinet Office and No10. EITI is incorporated under the UK's Energy Strategy.

The Great Lakes APPG recently made recommendations on EITI in DRC. DFID worked with DTI on the response; and DFID has also talked to the APPG on the Niger Delta about how transparency can support efforts to reduce conflict in the Delta.

### **ANTI- CORRUPTION WORK**

There has been collaboration with FCO/DTI on anti-corruption/anti-bribery messages to UK business, and to UK overseas posts.

DFID and FCO are promoting the ratification and implementation of the UN Convention Against Corruption, both within UK Government Departments and with our G8, OECD and developing country partners;

HM Treasury, FCO and the National Criminal Intelligence Service (NCIS) are working together to provide technical assistance and co-operation to African countries (and others) to tackle money laundering operations.

The Home Office is helping to enable developing countries to access international mutual legal assistance for investigating cases of cross-border corruption, and to assist with asset recovery.

All these departments (and others with relevant interests, including: HM Customs & Excise, Export Credits Guarantee Department, Office of Government Commerce, Crown Prosecution Service, Serious Fraud Office and Financial Services Authority) periodically meet under the auspices of the Cabinet Office to consider overseas corruption issues from a cross-government perspective.

### **CLIMATE CHANGE**

DFID is working with Defra on Climate Change in Africa. The Secretaries of State for International Development and Environment, Food and Rural Affairs will co-host a meeting of G8 Environment and Development Ministers in the UK on 18 March 2005. This will be the first time such a joint meeting has been held by the G8. The meeting will focus on measures to help developing countries combat the growing problem of illegal logging and will consider the impact of climate change in Africa. This will highlight options for action to strengthen African climate monitoring and risk management capacity for agreement by the G8 Heads at Gleneagles

In December 2004, to support work on climate change, Defra and DFID published a joint report. The report was commissioned to review what information was available on climate science in Africa and to evaluate the adequacy of existing data. The report provides a comprehensive analysis of current weather monitoring, weather forecasting, monthly and seasonal forecasts and climate change modelling in Africa. The overall picture that emerges is that there are gaps in the basic understanding required to plan for the immediate effects of climate variability.

Understanding of the African climate system as a whole is low and much more needs to be done to improve the level of technical expertise in Africa. The report puts forward a range of possible options to begin a process to fill these gaps. A short version of the Report, edited to be accessible by a more general audience, will be published early in March.

### **FISHERIES**

DFID is working with FCO, Defra and other departments on issues related to fisheries under the Africa 2005 agenda. Fisheries are a key component of the economies of many African coastal states (e.g. Mauritania 18% GDP). Key issues being tabled by DFID and under discussion with the Whitehall Fisheries Group (FCO, Cabinet Office, DTI, SEERAD, Defra, and others (industry and NGOs on occasion) include :

**(i)Third country access agreements** which are negotiated under the Common Fisheries Policy. Such agreements need to consider impacts on fish stocks in the waters of African coastal states. The UK's EU Presidency will identify ways to address weaknesses in coherence between the Common Fisheries Policy and EU Development policies. There are plans for an EU Task Force on Sustainable fisheries.

**(ii) Illegal unregulated and unreported fishing (IUU)** undermines local efforts to manage fisheries. It has major economic, social and environmental impacts. IUU creates lost revenues (globally up to \$15 billion - similar to illegal logging). Support for addressing IUU is through the Ministerial High Seas Task Force which is hosted by OECD. A major study and review of the impacts of IUU fishing on developing countries is underway and there will be a workshop and event in June to discuss the findings.

The prime focus of the above work is on African, Caribbean and Pacific states, particularly African. The results of work on both issues will be presented to NEPAD.

## **ILLEGAL LOGGING**

The Inter-departmental Working Group on Illegal Logging consists of DFID, Defra, FCO and HM Customs and Excise as regular members with others including DTI, HMT, Cabinet Office and Devolved Administrations as occasional members.

Its purpose is to implement government policy to tackle illegal logging and associated trade. Africa is an important focal area but the work is international in scope. A recent DFID review (January 2005) of DFID's work on illegal logging concluded that the cross-departmental work between DFID, FCO and Defra had been very successful, and had enabled the UK Government to influence the EU in this policy area through the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan.

The tactic of the working group to extend shared thinking in HMG to private sector institutions such as Trade Associations, Banks and bilateral and multilateral donors has proved to be a model of good practice that has worked well.

## **SCIENCE AND TECHNOLOGY**

DFID's Chief Scientific Adviser is a member of the cross Departmental Chief Scientific Advisers Committee (chaired by Sir David King, the CSA to HMG and Head of the Office of Science and Technology) and of the cross Departmental Global Science and Innovation Forum. HMG 2005 priorities (Africa + Climate Change) feature high on the agenda for both groups.

DFID is discussing the possibility of one of the Office of Science and Technology's "Foresight" projects focusing on an African issue. Foresight projects normally focus on UK science and technology issues and the potential inclusion of an Africa project is a direct response to the 2005 Africa agenda. Progress on this idea will depend on the recommendations of the Commission for Africa and the identification of a researchable issue that responds to that agenda.

## **AFRICAN INSTITUTIONS : AU**

African leaders are assigning to the AU<sup>1</sup>, Africa's primary regional and political organisation, a range of responsibilities which have a direct bearing on UK objectives to reduce poverty and to promote economic growth and peace across the continent. A more effective AU could over time become a significant African partner in promoting stability, poverty elimination and economic development.

FCO and DFID issued (in February 2004) a joint Policy Note on the Africa Union. This states our support of AU goals to promote stability and economic development in Africa, endorses continued support to the development of the AU's peace and security agenda,

and support for the New Partnership for Africa's Development (NEPAD) which is now being integrated within the AU. Recognising that the AU has serious capacity constraints DFID and FCO agree to the need to support the capacity of the AU Commission, providing significant support for the AU's vision and strategic plans.

DFID is funding a new post to be based in Addis Ababa who will take forward HMG support for the AU. This will include: enhancing our political support and deepening our development dialogue with the AU.

DFID leads a regular video-conference on the AU, NEPAD and Africa Peer Review Mechanism in which FCO participate. There are regular meetings between DFID and FCO's Pan Africa Policy Unit, and day to day contact with HMG's Ambassador in Ethiopia, and his staff on delivering support for AU.

<sup>1</sup> All countries in continental Africa except Morocco, who withdrew from the (O)AU in 1984 when SADR (Western Sahara) was given membership.

## Annex 2

### Evidence Submissions were received from:

AfricaRecruit  
The Commonwealth Secretariat  
International Alert  
Mozambique High Commission  
Save the Children (UK)  
Sierra Leone High Commission  
The Embassy of Sudan  
Transparency International (UK)  
The United Nations High Commissioner for Refugees (UK)

The Attorney General  
The Department of Culture, Media and Sport  
The Ministry of Defence  
The Office of the Deputy Prime Minister  
The Department for Education and Skills  
The Department for the Environment, Food and Rural Affairs  
The Department of Health  
The Home Office  
Office of the Leader of the House of Commons  
The Department of Trade and Industry  
HM Treasury

The Department for International Development  
The Foreign and Commonwealth Office  
The Foreign Policy Advisor to the Prime Minister

## The Africa All Party Parliamentary Group

The Africa APPG was established in January 2003

The current officers of the Africa APPG are as follows:

President: Lord Hughes of Woodside

Vice-Presidents: Lord Avebury and Baroness Chalker

Chair: Hugh Bayley MP

Vice Chairs: Lord Lea of Crondall, David Chidgey MP & Laurence Robertson MP

Secretary: Oona King MP

Treasurer: Lord Freeman

The Africa APPG also has an Executive Committee which is comprised of the officers of the Group and a further 13 members.

In total the Group has a membership of 170.

The administration costs for the Africa APPG are covered by the Royal African Society and a number of donations as detailed on the register of All Party Groups.

## Endnotes

- <sup>1</sup> Our Common Interest The report of the Commission for Africa page 13
- <sup>2</sup> The Departments who responded to the Africa APPG's request substantively are: The Attorney General, Leader of the House of Commons, DCMS, DFES, DEFRA, Home Office, DoH, MOD, ODPM, DTI. These are reproduced in full in Annex 1
- <sup>3</sup> See Annex 2 for an Organogram of the DFID 2005 Unit
- <sup>4</sup> See letter dated 11<sup>th</sup> March from Sir Nigel Sheinwald in Annex 1
- <sup>5</sup> World Bank Institute Global Governance Director Daniel Kaufmann  
<http://web.worldbank.org/WBSITE/EXTERNAL/NEWS/0,,contentMDK:20190295~menuPK:34457~pagePK:34370~piPK:34424~theSitePK:4607,00.html>
- <sup>6</sup> International Alert Submission January 2005 page 3
- <sup>7</sup> [http://www.ogc.gov.uk/embedded\\_object.asp?docid=1001934](http://www.ogc.gov.uk/embedded_object.asp?docid=1001934)
- <sup>8</sup> Our Common Interest. The report of the Commission for Africa page 67
- <sup>9</sup> Selassie, G 2002 "*The Brian Drain – Africa's Achilles Heel*"  
[http://www.worldmarketsanalysis.com/InFocus2002/articles/africa\\_braindrain.html](http://www.worldmarketsanalysis.com/InFocus2002/articles/africa_braindrain.html)
- <sup>10</sup> Our Common Interest. The report of the Commission for Africa page 74
- <sup>11</sup> Our Common Interest. The report of the Commission for Africa page 75
- <sup>12</sup> Averting Catastrophe: AIDS In 21<sup>st</sup> Century Africa. Africa APPG 2005. Page 48
- <sup>13</sup> Save the Children Briefing 'Whose Charity? Africa's aid to the NHS' p2
- <sup>14</sup> DFID <http://www.dfid.gov.uk/pubs/files/sid2004/sid2004-fullversion1.pdf>
- <sup>15</sup> BBC report 15/03/05: <http://news.bbc.co.uk/1/hi/health/4349545.stm>
- <sup>16</sup> 2001 census <http://www.statistics.gov.uk/cgi/nugget.asp?id=273>
- <sup>17</sup> ADVAD Submission to the Commission for Africa: [http://www.afford-uk.org/services/news/viewnews/index.asp?id=1174,0,2,0,0,0#\\_ftn1](http://www.afford-uk.org/services/news/viewnews/index.asp?id=1174,0,2,0,0,0#_ftn1)
- <sup>18</sup> Transparency International Progress Report: Enforcement of the OECD Convention on Combating Bribery of Foreign Public Officials p7.
- <sup>19</sup> *ibid*
- <sup>20</sup> Transparency international 2004
- <sup>21</sup> <http://news.bbc.co.uk/1/hi/world/africa/1606565.stm>
- <sup>22</sup> "Our Common Interest. The report of the Commission for Africa" page 68
- <sup>23</sup> Wintour, P & Seager, A "New Bank law to help return of stolen cash" in the Guardian 12 March 2005
- <sup>24</sup> OECD, March 2005 "United Kingdom: phase 2 report on the application of the convention on combating bribery of foreign public officials in international business transactions and the 1997 recommendation on combating bribery in international business transactions"
- <sup>25</sup> UK bribery loopholes criticised BBC report 18<sup>th</sup> March 2005  
<http://news.bbc.co.uk/1/hi/business/4361353.stm>
- <sup>26</sup> UK bribery loopholes criticised BBC report 18<sup>th</sup> March 2005  
<http://news.bbc.co.uk/1/hi/business/4361353.stm>
- <sup>27</sup> Our Common Interest. The report of the Commission for Africa page 68
- <sup>28</sup> "Our Common Interest. The report of the Commission for Africa" page 75
- <sup>29</sup> <http://www.appggreatlakes.org/content/word/TheOECDGuidelinesandtheDRCcases.doc>
- <sup>30</sup> Our Common Interest. The report of the Commission for Africa page 69
- <sup>31</sup> Submission from International Alert, January 2005, Page 3

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<sup>32</sup> ibid

<sup>33</sup> Cornerhouse press release: <http://www.thecornerhouse.org.uk/item.shtml?x=107362>

<sup>34</sup> [http://www.ecgd.gov.uk/news\\_home.htm?id=6224](http://www.ecgd.gov.uk/news_home.htm?id=6224)

<sup>35</sup> Cornerhouse is a UK based NGO

<sup>36</sup> This correspondence can be found on the ECGD website at:

[http://www.ecgd.gov.uk/index/pi\\_home/docs\\_relating\\_to\\_discussions\\_new\\_procedures.htm](http://www.ecgd.gov.uk/index/pi_home/docs_relating_to_discussions_new_procedures.htm)

<sup>37</sup> Our Common Interest. The report of the Commission for Africa page 68

<sup>38</sup> Our Common Interest. The report of the Commission for Africa page 69

<sup>39</sup> Our Common Interest. The report of the Commission for Africa page 69

<sup>40</sup> World Bank Institute Global Governance Director Daniel Kaufmann

<http://web.worldbank.org/WBSITE/EXTERNAL/NEWS/0,,contentMDK:20190295~menuPK:34457~pagePK:34370~piPK:34424~theSitePK:4607,00.html>

<sup>41</sup> [http://www.globalcorruptionreport.org/download/gcr2001/gi\\_money\\_laundering.pdf](http://www.globalcorruptionreport.org/download/gcr2001/gi_money_laundering.pdf)

<sup>42</sup> TRANSPARENCY INTERNATIONAL (UK) "Corruption and Money Laundering in the UK One Problem, Two Standards" Report on the Regulation of Trust and Company Service Providers. Policy Research Paper 003 October 2004

<sup>43</sup> Budget 2005: Investing for our future HC 372 page 128

<sup>44</sup> Budget 2005: Investing for our future HC 372 page 129

