



**Economic and  
Social Council  
United Nations  
Development  
Group**

**African  
Union**



E/ECA/RCM/20/3  
Distr.: General  
12 March 2019  
Original: English

**Economic Commission for Africa  
Regional Coordination Mechanism for Africa**  
Twentieth session  
Third joint meeting of the Regional Coordination  
Mechanism for Africa and the United Nations  
Sustainable Development Group  
Marrakech, Morocco, 23 and 24 March 2019

**African Union**

**Framework for a renewed United Nations and  
African Union Partnership on Africa's Integration  
and Development Agenda, Joint United Nations-  
African Union Framework for Enhanced  
Partnership in Peace and Security and the African  
Union-United Nations Framework for the  
Implementation of Agenda 2063 and the 2030  
Agenda for Sustainable Development in the context  
of the work of Regional Coordination Mechanism for  
Africa \***

**I. Introduction**

1. The nineteenth session of RCM- Africa held in May 2018 recommended that the Mechanism should align its work with the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security and the African Union-United Nations Framework for the Implementation of Agenda 2063 and the 2030 Agenda for Sustainable Development.
2. The implementation of the recommendation necessitates an examination of the two frameworks, as well as the Framework for a renewed United Nations and African Union Partnership on Africa's Integration and Development Agenda (PAIDA) 2017-2027, which currently guides the work of the Mechanism, with a view to determining how the alignment could be achieved.

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\* Issued without formal editing and in English only owing to late submission.

## II. Framework for a renewed United Nations and African Union Partnership on Africa's Integration and Development Agenda (PAIDA) 2017-2027 endorsed by UNGA in December 2016

### A. Rationale and principles

Rationale	To ensure that the United Nations accompanies the African Union on its journey towards the structural transformation of the African economy, its integration, and the social and economic development of its people.
Principles	Overarching: Shared values and strategic partnership
	Guiding principles
	Ownership and leadership by the African Union; Respect for Africa's policy space; Faithfulness to commitments made; Consultation and coordination; Accountability; Strategic partnership; Proactive engagement.

### B. Main contents

3. The authors emphasize that "the Framework is Afro-centric in that it is anchored on Africa's own expressed aspirations, needs and priorities and is neither borne of crisis situations, nor is it externally oriented".
4. The Framework is based on an analysis of Africa's development priorities, including those in Agenda 2063 and its First Ten-Year implementation plan, as well as the Common African Position on the post-2015 development agenda.
5. Spells out priority areas covering economic, social, environmental and natural resources, governance, peace and security dimensions, and those specific to Regional Economic Communities (RECs).
6. Indicates priority areas of support for the AUDA-NEPAD ie- capacity development, partnerships and gender, youth, employment, private sector, environment, agriculture, fisheries and rural development.
7. Indicates programmatic and institutional support for AU organs:
  - (a) Capacity development for AUC, RECs and AUDA-NEPAD in the elaboration of its Capacity Development Strategic Framework (CDSF);
  - (b) Peace and security through the United Nations Office to the African Union;
  - (c) Support to RECs through SRCMs;
  - (d) Global frameworks and plans of action relevant to Africa.
8. Indicates need for the provision of financial support to the AU:
  - (a) Recognize funding was a major constraint in the implementation of the 10YCBP-AU;
  - (b) UNGA should allocate requisite budgetary support for effective functioning and operations of RCM-Africa, its SRCMs and Joint Secretariats;
  - (c) Need to mobilize extrabudgetary resources.

9. On delivery strategies:
  - (a) Partnership to be led by the AU;
  - (b) Well-resourced Joint RCM-Africa Secretariat to serve:
    - (i) As an institutional anchor for the mechanism;
    - (ii) To coordinate activities of the clusters and subclusters;
    - (iii) To support joint programming and implementation;
    - (iv) To supported by a robust information and communication strategy;
    - (v) day-to-day management of the mechanism;
    - (vi) To convene and service meetings;
    - (vii) To undertake policy research and provide policy guidance and direction;
    - (viii) To prepare and disseminate reports;
    - (ix) To monitor and evaluate cluster activities;
    - (x) To mobilize resources.
10. Accountability and reporting:
  - (a) Annual reports of clusters and sub-clusters to the annual sessions of RCM-Africa;
  - (b) Annual reports of the Mechanism for the SG who will present to UNGA;
  - (c) AUC annual reports on RCM-Africa to the Assembly of the AU;
  - (d) Review of PAIDA every three years (recommends presentation to UNGA by SG and AUC chair to the Assembly of the AU);
  - (e) Comprehensive final review and appraisal in 2028 (recommends presentation to UNGA by SG and AUC chair to the Assembly of the AU);
  - (f) Reports to include commitments by the international community, and donors to be provided with comprehensive reports on the outcomes of their support;
  - (g) Joint Secretariat to conduct evaluation exercises on results and impact and report to the leadership of the Mechanism.
11. Coalition of partnerships:
  - (a) Partnership to be expanded to include AfDB, WB, TICAD and EU.

### **C. Observations and recommendations**

12. PAIDA is silent on Agenda 2030 (could be due to the tenet of “Afrocentrism” underlined in the document. However, it should be noted that the CAP for the Post-2015 development agenda, which informed the AU Agenda 2063, largely informed Africa’s negotiating position on the Agenda 2030 and its SDGs, hence the high-level of congruence between the regional and global sustainable development frameworks.
13. Despite the fact that PAIDA, which is the main AU-UN cooperation framework guiding the work of RCM-Africa is silent on the 2030 Agenda, the work of the Mechanism embraces both the 2030 Agenda and Agenda 2063, and recognizes the need for their integrated implementation. This could be attributed to emphasis placed on the importance of a coherent and coordinated

implementation of the two Agendas by the UNGA resolution 71/254 of 23 December 2018 that endorsed PAIDA.

14. While the PAIDA document does not make reference to the Framework building on the Ten Year Capacity Building programme for the African Union (10YCBP-AU), the said UNGA resolution recognizes PAIDA as a successor framework to the Programme, and so does RCM-Africa in its work.

15. In terms of reporting, at the regional level, ECA presents a report on UN system support to the AU and its NEPAD Programme to its Conference of Ministers, and at the global level, UNOSAA prepares the SG report to UNGA on support to AUDA-NEPAD with inputs from ECA and other UN entities. At the same time, UNDESA prepares the SG report on the social dimension of NEPAD. At the level of the UN, OSAA leads global advocacy and support for AU and AUDA-NEPAD, and at the regional level, ECA coordinates this support within the framework of RCM-Africa. In this regard, there is a need for closer cooperation in the implementation of the global and regional level advocacy and support agenda, including on reporting. Furthermore, RCM-Africa being a Joint AU-UN Mechanism, the AUC should also report on the support to AU and AUDA-NEPAD at the level of AU Summit.

16. There is a need for an implementation strategy, including resource mobilization, monitoring and evaluation framework for the effective operationalization of PAIDA.

17. There is a need for guidelines defining the roles and responsibilities pertaining to the AU-UN partnership at the regional and subregional levels.

### **III. Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security signed by the Secretary General of the UN and the AUC Chairperson on 19 April 2017**

#### **A. Rationale and principles**

Rationale	To strengthen the partnership between the United Nations and the African Union on issues of peace and security in Africa, in line with the 2002 African Union Protocol Relating to the Establishment of the Peace and Security Council.
Principles	The Partnership is governed by the purposes and principles of the United Nations Charter, noting the primary role of the United Nations Security Council in the maintenance of international peace and security, and recognizing the essential role of regional arrangements as elaborated in Chapter VIII of the Charter of the United Nations.
	Guiding principles
	<ul style="list-style-type: none"> <li>Joining efforts to resolve conflicts;</li> <li>Sustainable political solutions;</li> <li>Protection of civilians;</li> <li>Promotion of human rights standards;</li> <li>Prevention of human rights violations;</li> <li>Participation of women;</li> <li>Common understanding, consultative decision-making and collaborative approach;</li> <li>Mutual respect and comparative advantage; and unity of purpose;</li> <li>Clear division of labour and consultation</li> <li>Transparency and accountability.</li> </ul>

## B. Main contents

18. Builds on the Ten Year Capacity Building programme for the African Union (10YCBP-AU).
19. Recognizes Agenda 2030 and its Sustainable Development Goals (SDGs) and Agenda 2063 as long-term objectives in development and asserts that UN and AU will continue to collaborate to facilitate the implementation of the goals.
20. Also recognizes the AU initiative on Silencing the Guns.
  - (a) Themes of the partnership:
    - (i) Preventing and mediating conflict and sustaining peace (six sub-themes: the sixth is on humanitarian assistance related to reducing the impact of both natural and human-induced disasters;
    - (ii) Responding to conflict;
    - (iii) Addressing root causes; and
    - (iv) Continuous partnership review and enhancement.
  - (b) Partnership implementation mechanisms and processes:
    - (i) Mechanisms for each of the four partnership themes above specified, mainly entails coordination of activities and discussion;
    - (ii) The fifth mechanism is on enhancing the predictability, sustainability and flexibility of financing for AU-led peace support operations- AU Peace Fund; and UN Security Council Resolution 2320 of 18 November 2016;
    - (iii) Both UN and AU to support and fully participate in the coordination and discussion mechanisms necessary for implementation;
    - (iv) Detailed modalities and work-plans for each mechanism to be elaborated- taking into account all relevant best practices and cross-cutting issues and policies.
21. Focal points for the framework: UNOAU and representatives of relevant UN Departments/Offices; and the AUC Peace and Security; and Political Affairs Departments.

## C. Observations and recommendations

22. Although the Peace and Security Framework was signed after the endorsement of PAIDA by UNGA, it does not make reference to PAIDA.
23. PAIDA includes governance, peace and security as an important AU priority area. However, this is discussed in a generic manner. The UN-AU Peace and Security Framework provides details of the why, what and how in a structured manner.
24. It is to be noted that the focal points for the implementation of the Framework are UNOAU and the AUC Departments of peace and security; and political affairs. Cluster 9 of RCM-Africa on governance, peace and security is co-coordinated by UNOAU and the AUC Political Affairs Department.
25. Noteworthy is that PAIDA recognizes UN support to the AU on peace and security matters through the United Nations Office to the African Union (UNOAU).

26. Even though the framework does not make reference to PAIDA, in the context of RCM-Africa, it could be considered as an instrument for operationalizing the peace and security priority area of PAIDA.

27. The Framework also deals with humanitarian assistance related to reducing the impact of both natural and human-induced disasters. The focus of the work of Cluster 6 of RCM-Africa co-coordinated by the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) and the AUC Department of Political Affairs is on humanitarian matters and disaster risk management.

28. The thematic areas of the Framework and the areas of focus of Clusters 6 and 9 suggest that the two clusters are best placed to align their work with the Framework. It is noteworthy that the AU Department of Political Affairs, one of the focal points of the Framework on the AU side is the co-coordinator of both clusters, and the other AUC focal point, the Peace and Security Department is a member of both clusters. Additionally, the focal point on the UN side is the co-coordinator of the governance, peace and security cluster of the Mechanism, and the co-coordinator of Cluster 6, UNOCHA, is a member of the same cluster.

#### **IV. African Union-United Nations Framework for the Implementation of Agenda 2063 and the 2030 Agenda for Sustainable Development signed by the Secretary General of the UN and the AUC Chairperson on 27 January 2018**

##### **A. Rationale and principles**

Rationale	To provide the foundation for stronger coordination to achieve mutual strategic intents of the 2030 Agenda and Agenda 2063. This will help to maximize the comparative advantages and mandates of and synergies between the African Union and the United Nations for the effective implementation of, and reporting on the Agendas
Principles	Mutual respect and comparative advantages in accordance with the Constitutive Act of the African Union and the purpose and principles of the United Nations Charter
	Guiding principles
	Inclusivity; Mutual accountability; Transparency and subsidiarity; Ownership; Leveraging existing commitments and initiatives; Partnership based on a clear definition of institutional roles and responsibilities- (Division of labour; Areas of focus; and Existing coordination mechanisms)
Objectives	Stronger coordination between the agencies of the African Union and the United Nations system is required to ensure that the 2030 Agenda and Agenda 2063, including alignment with the Paris Agreement are mainstreamed and integrated into the national planning frameworks of member States and contribute positively to African development.
	A harmonized and integrated approach to the implementation of the two Agendas will help minimize duplication, optimize resource use and mobilize the support of domestic external stakeholders and development partners.

## B. Main contents

29. Recognizes that the 2030 Agenda and Agenda 2063 underscore the people-centred and integrated nature of inclusive growth and sustainable development and shared common priorities for Africa's transformation.

30. Also recognizes that the two Agendas provide a foundation for the design, implementation and monitoring of Africa's long-term development agenda, underpinned by the three dimensions of sustainable development.

31. Further recognizes the Addis Ababa Action Agenda (AAAA) of the Third International Conference on Financing for Development as a key means of implementing the 2030 Agenda.

32. Asserts that the implementation of the Paris Agreement constitutes an integral element of implementing the 2030 Agenda and Agenda 2063.

33. Recalls the agreement reached by the African Ministers of Finance, Planning and Economic Development to adopt a single monitoring and evaluation framework and a common reporting architecture to reduce duplication and promote the coherent and integrated implementation of the 2030 Agenda and Agenda 2063.

34. Underlines that the 2030 Agenda and Agenda 2063 recognize the importance of a peaceful, stable and secure environment and respect for human rights in order for sustainable development to be realized.

35. In the light of point 25, recognizes the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security as a basis for collaboration through regular consultations and joint mechanisms.

36. Affirms that the African Union-United Nations Framework for the Implementation of Agenda 2063 and the 2030 Agenda for Sustainable Development (the Development Framework) will benefit from the synergies between peace and security, respect for and promotion of human rights and development.

37. Further affirms that the unfinished business of achieving the Millennium Development Goals and the broader scope and interrelatedness of the 2030 Agenda and Agenda 2063 call for stronger institutional and partner coordination, the leveraging of resources and synergies and enhanced policy coherence in order to improve efficiency and effectiveness.

38. The development Framework builds on existing principles underscored in the Framework for a renewed United Nations and African Union Partnership on Africa's Integration and Development Agenda (PAIDA) 2017-2027.

39. It recognizes that the specialized agencies of the United Nations system operating at regional level will continue to provide support to the African Union through RCM-Africa, and to specific regional, subregional and national priorities agreed through cooperation arrangements.

(a) Thematic areas:

- (i) Advocacy and awareness-raising of the joint implementation of the 2030 Agenda and Agenda 2063:
- Advocating with member States and Regional Economic Communities (RECs);
  - Reinforcing dialogue and cooperation on continent-wide issues;
  - Developing common dialogue platforms. The RCM-Africa advocacy, information, communication and

- culture cluster and the Expert Group Meetings on the two Agendas will play a central role;
- Promoting peer learning and the sharing of experiences and best practices;
  - Raising awareness of both Agendas as a social contract between people and their Governments.
- (ii) Coherent integration of the 2030 Agenda and Agenda 2063 into national development frameworks:
- Building national capacities for the adaptation and implementation of the two Agendas;
  - Designing and rolling out tools to support the alignment of national planning frameworks with the two Agendas;
  - Raising awareness among, and mobilizing the private sector and civil society to support the implementation of the two Agendas.
- (iii) Capacity for analytical work and research to enhance evidence-based policy making:
- Strengthen national and subnational capacities for policy analysis and review;
  - Undertake Africa context-specific policy analysis and research;
  - Strengthen the capacities for analytical work on gender and young people, and social development in general;
  - Strengthen capacity to undertake joint analysis and planning for threats to sustainable development, including cross-border risks;
  - Evaluate the impacts, synergies and trade-offs of achieving economic, social and environmental sustainability in the context of the two Agendas.
- (iv) Data ecosystems of member States and regional economic communities for effective performance tracking, follow-up and evidenced-based policy making:
- Strengthening institutions, structures and systems;
  - Improving statistical production and harmonization processes;
  - Responding to specific and emerging data needs
  - Improving statistical dissemination to ease access to data.
- (v) Integrated monitoring, evaluation and reporting frameworks:
- Integrated and coherent reporting by member States through the Development framework; the Africa Sustainable Development Report; the African Peer Review Mechanism of the African Union; the United Nations monitoring mechanism to review commitments made towards Africa's development;

- Participation in the High-level Political Forum on Sustainable Development, including voluntary national reviews;
  - Engagement of relevant African Union and United Nations entities in the implementation and reporting on the two Agendas;
  - Development of comprehensive and integrated continental and national data platforms and methodologies.
- (vi) Trade and regional integration agenda:
- Strengthen the continental approach to information generation and knowledge-sharing among member States and relevant pan-African institutions;
  - Lessons learned and best practices will be strengthened;
  - Boost regional integration, intra-Africa trade and fast-track the Continental Free Trade Area.
- (vii) Nexus between peace and security, human rights and development:
- Strengthen linkages between political governance and respect for human rights, peace and security, resilience and development by building on joint programmes and activities under the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security;
  - Intervention areas to cover: preventing and mediating conflicts and sustaining peace; responding to conflict; addressing the root causes of conflict; and continuous partnership review and enhancement.
- (viii) Africa's global representation and voice:
- The capacities of African negotiators and interlocutors for the articulation of one voice on key issues concerning Africa will be strengthened by building on the experience of the common African position on the post-2015 development agenda, tailored training of interlocutors and the sharing of experiences.
- (ix) Integrated financing mechanisms (recognize the AAAA as the key financing framework for Agenda 2030):
- Developing additional funding mechanisms to implement the two Agendas;
  - Deepening collaboration and leveraging political support to address illicit financial flows;
  - Jointly mobilizing resources for, among other things, statistical capacity;
  - Strengthening capacity for domestic resource mobilization.

- (b) Implementation mechanisms and processes:
- (x) The African Union and the United Nations will support and fully participate in the coordination arrangements for the development framework. Entities include the United Nations, ECA; and AfDB. The funds, programmes and specialized agencies of the United Nations system and the African Union and its organs will enhance efforts for the implementation of the two Agendas;
  - (xi) Jointly elaborate detailed modalities and work plans to implement the Development Framework;
  - (xii) The African Union and the United Nations will conduct discussions and reviews of the Development framework and monitor progress made every two years through the following:
    - Quarterly meetings of the focal points and technical officials from the African Union and the United Nations and officers from RECs;
    - Annual meetings of the heads of the African Union and the United Nations that are members of the interdepartmental Task Force on African Affairs;
    - Convening an annual African Union-United Nations meeting between the Chairperson of the African Union Commission and the Secretary General of the United Nations.

## **C. Observations and recommendations**

40. The Development Framework references and recognizes the need for complementarity with PAIDA and the Peace and Security Frameworks, to work with RCM-Africa, including with its advocacy, information, communication and culture cluster, and the African Union and United Nations focal points for the Peace and Security Framework.

41. The Development Framework main thematic areas relate to integration and mainstreaming, policy research and analysis, data generation, the strengthening of statistical capacity and joint monitoring, evaluation and reporting on the two Agendas. These tasks are currently not being carried out in the context of RCM-Africa, which, apart from Cluster 8 (advocacy) focusses on sectoral aspects of Agenda 2030 and 2063. Therefore, the above-mentioned areas complement and support the work being done in the context of RCM-Africa. With regard to these thematic areas, a look at the areas of focus of the clusters suggest that the recommended alignment could be achieved through Cluster 1, which deals with sustainable and inclusive economic growth among other areas of work.

42. The above said, areas of overlap are: advocacy and awareness raising; gender and young people, and social development in general; joint analysis and planning for threats to sustainable development, including cross-border risk; the thematic areas of trade and regional integration; and nexus between peace and security, human rights and development. Thus in terms of alignment with the Development Framework the following clusters are relevant: Cluster 1- Sustainable and inclusive economic growth, industry, trade, agriculture and agro-processing and regional integration; Cluster 4- Labour, employment creation, social protection, migration and mobility; Cluster 5- Gender equality, women and youth empowerment; Cluster 6 - Humanitarian matters and disaster

risk management; Cluster 8- Advocacy, information, communications and Culture and Cluster 9 – Governance, peace and security.

43. The Framework calls for engagement of relevant African Union and United Nations entities in the implementation and reporting on the two Agendas. As mentioned in the PAIDA Section, the interventions of RCM-Africa embrace both the 2030 Agenda and Agenda 2063, and recognize the need for their integrated implementation. The ongoing work in the context of the Development Framework could support the work of RCM-Africa on the development of an operational M&E and reporting framework for the Mechanism and its SRCMs.

44. With regard to participation in the High Level Political Forum on Sustainable Development, including Voluntary National Reviews, it is to be noted that the RCM-Africa sessions provide platforms for sensitization and advocacy on participation by UN and AU entities in the Africa Regional Forum on Sustainable Development (ARFSD), which serves as the regional preparatory forum for the (HLPF).

45. On the African Peer Review Mechanism of the African Union, RCM-Africa also recognizes that Mechanism as a peer learning and solutions exchanges forum for the implementation of the two Agendas. It is worth noting that the APRM has taken steps to assist African countries' preparations VNRs and participation in the HLPF.

## V. Conclusion

46. The UN-AU Peace and Security, and AU-UN Development Frameworks feature details of intervention areas and action points in the interlinked areas of peace and security and the development agendas. Together, they neatly complement PAIDA, which provides a broad framework for the work of RCM-Africa in its support for AU development priorities and frameworks at regional and subregional levels. In terms of alignment, the Peace and Security Framework constitutes the main area of work of Clusters 9, and to a large extent, Cluster 6, thereby justifying a close working relationship between the two. Moreover, the UN and AU focal entities for the said Clusters and the Framework are the same.

47. The annual joint planning and programming on the AU-UN Development Framework should be reported back to the RCM especially with regard to how the nexus issue on peace, security and development are being leveraged. Furthermore, RCM-Africa should become an important vehicle for reporting back on the implementation of the two Agendas.

48. With regard to alignment with the Development Framework, the areas of overlap present opportunities for alignment by the Clusters concerned. They are namely; Cluster 1- Sustainable and inclusive economic growth, industry, trade, agriculture and agro-processing and regional integration; Cluster 4- Labour, employment creation, social protection, migration and mobility; Cluster 5- Gender equality, women and youth empowerment; Cluster 6 - Humanitarian matters and disaster risk management; Cluster 8- Advocacy, information, communications and Culture, and Cluster 9 – Governance, peace and security, where the humanitarian-development nexus and linkage to peace can be deepened.

49. Thus alignment with the Development Framework will strengthen the work being done in the context of RCM-Africa. With regard to thematic areas of the Framework on integration and mainstreaming, policy research and analysis, data generation, the strengthening of statistical capacity and joint monitoring, evaluation and reporting on the two Agendas, the main entry point

should be Cluster 1, which deals with sustainable and inclusive economic growth among other areas of work.

50. The implementation of the UN-AU frameworks and the two Agendas calls for strengthening coordination among the different clusters of RCM-Africa, and with the SRCMs. This is in order to leverage comparative advantages and synergies and ensure effective linkages between regional, subregional and national. Reference is invited to the paper on proposed working modalities for RCM-Africa.

## Annex

### RCM-Africa Clusters, SRCMs and proposed alignment with the seven AU strategic priorities and the two Frameworks. The Clusters are currently configured as follows:

<b>RCM-Africa Clusters</b>	
Cluster 1	Sustainable and inclusive economic growth, industry, trade, agriculture and agro-processing and regional integration
Cluster 2	Infrastructure development
Cluster 3	Human capital development, health, nutrition, science, technology and innovation
Cluster 4	Labour, employment creation, social protection, migration and mobility
Cluster 5	Gender equality, women and youth empowerment
Cluster 6	Humanitarian matters and disaster risk management
Cluster 7	Environment, urbanization and population
Cluster 8	Advocacy, information, communication and culture
Cluster 9	Governance, peace and security
<b>Subregional Coordination Mechanisms</b>	
SRCM for Central Africa	
SRCM for Eastern and Southern Africa	
SRCM for North Africa	
SRCM for West Africa	

<b>African Union Priorities</b>		<b>Peace and Security Framework</b>	<b>Development Framework</b>	
1. Regional Integration				
AfCFTA SAATM FMPGS	Cluster 1 Cluster 2 Cluster 1	Cluster 9  Cluster 6	Policy analysis and integration	Cluster 1
2. Silencing the guns	Cluster 9		Gender and young people, and social development in general	Cluster 4 Cluster 5
3. Climate change	Cluster 7		Cross-border risks	Cluster 6
4. Gender and youth	Cluster 5		Advocacy and awareness raising	Cluster 8
5. Capacity building	Cluster 3		Nexus between peace and security, human rights and development	Cluster 9
6. Division of labour	SRCMs			
7. AU theme of the year	All clusters			