

Outline for the Joint EU-Africa Strategy

As endorsed by the Ministerial Troika Meeting of 15 May

I. CONTEXT, SHARED VISION AND PRINCIPLES

1. Context

Africa and Europe are bound together by history, culture and geography as well as by a community of values: the respect of human rights, freedom, equality, solidarity, justice, the rule of law and democracy as enshrined in the relevant international agreements and in the constitutive texts of our respective Unions.

Since the historic first EU-Africa Summit in Cairo in 2000, where our partnership was strengthened through the institutionalisation of our dialogue, considerable change has taken place on both continents. Democratisation and reform processes have been launched and are being deepened in both Africa and Europe and efforts have continued on both continents to address conflict and crisis situations. At the same time, integration processes on both continents have accelerated – the Organisation for African Unity (OAU) has been transformed into the African Union (AU) and has integrated the New Partnership for Africa's Development (NEPAD) as its socio-economic programme, while the European Union (EU) has nearly doubled in size. The world has also changed: new international and global challenges have surfaced, globalization has moved forward rapidly and the world has become increasingly interdependent.

In response to these changes, cooperation between Africa and the EU has rapidly developed and diversified. Both sides have developed political strategies and policy documents to guide their cooperation, including the AU Constitutive Act and Strategic Framework 2004-2007 and the EU Africa Strategy of 2005. However, it is now time for these two neighbours, with their rich and complex history, to forge a new and stronger partnership that builds on their new identities and renewed institutions, capitalizes on the lessons of the past and provides a solid framework for long-term, systematic and well integrated cooperation. There is now a need for a new phase in the EU-Africa relationship, a new strategic partnership and a Joint EU-Africa Strategy as a political vision and roadmap for the future cooperation between the two continents in existing and new areas and arenas.

2. Shared Vision

The purpose of this Joint Strategy is to take the EU-Africa partnership to a new, strategic level with a strengthened political partnership and enhanced cooperation at all levels. The partnership will be based on a Euro-African consensus on values, common interests and common strategic objectives and will mark the beginning of a new phase in EU-Africa relations. The partnership should strive to bridge the development divide between Africa and Europe through the promotion of sustainable development in both continents, living side by side in peace, security, prosperity, solidarity and dignity.

This Joint Strategy, which will provide an overarching framework for EU-Africa relations, will be implemented through enhanced political dialogue at all levels, resulting in concrete and measurable outcomes in all areas of the partnership, including peace and security, governance and human rights, trade and regional integration, and key development issues.

3. Principles

This partnership and its further development will be guided by the fundamental principles of the unity of Africa, the interdependence between Africa and Europe, ownership and joint responsibility, and respect for human rights, democratic principles and the rule of law, as well as the right to development. In the light of this new partnership, both sides commit themselves to enhance the coherence and effectiveness of existing agreements, policies and instruments.

The partnership will furthermore be governed by strengthened political dialogue, co-management and co-responsibility in our bilateral cooperation and towards global issues, burden-sharing and mutual accountability, solidarity and mutual confidence, equality and justice, common and human security, respect for international law and agreements, gender equality and non-discrimination and, not least, a long-term approach.

II. OBJECTIVES

The four main objectives of this long-term strategic partnership are:

1. To reinforce and elevate **the EU-Africa political partnership** to address issues of common concern. This includes issues of strengthening institutional ties and addresses common challenges such as peace and security, migration and a clean environment. To achieve this

partnership we will treat Africa as one and upgrade the EU-Africa political dialogue to enable a strong and sustainable continent-to-continent partnership, with the AU and the EU at the centre.

2. To continue to promote peace, security, sustainable development, human rights and regional and continental integration in **Africa**, and to ensure that all the Millennium Development Goals (MDGs) are met in all African countries by the year of 2015.

3. To jointly promote and sustain a system of effective multilateralism and strong and legitimate multilateral institutions, and the reform of the United Nations (UN) system, and to **address global challenges** and common concerns such as human rights, trade, HIV/AIDS, malaria, tuberculosis, climate change, energy security and sustainability, ICT-issues, science and technology, terrorism and WMDs.

4. To facilitate and promote a broad-based and wide-ranging **people-centred partnership**, we will empower non-state actors to play an active role in development, conflict prevention and post-conflict reconstruction processes. We also will promote holistic approaches to development processes, including democracy building, involving all stakeholders, and make this Joint Strategy a permanent platform for information, participation and mobilisation of a broad spectrum of civil society actors. Ongoing dialogue with civil society, the private sector and local stakeholders on issues covered by this Joint Strategy will be a key component to ensure its implementation.

III. NEW APPROACHES

In order to meet these ambitious objectives, the EU and Africa will need to jointly address a number of key political challenges that are prerequisites for the new partnership, including:

- To work together towards gradually adapting relevant policies and legal and financial frameworks, as well as relevant cooperation instruments and mechanisms, to the needs and objectives of the partnership, and to set up a framework that better address each others' concerns.
- To move away from a traditional relationship to a real partnership characterised by equality and the pursuit of common objectives.

- To build on positive experiences and lessons learned from our past relationship where successful mechanisms and instruments have been applied in specific policy areas and learn from shortcomings in other areas.
- To recognise and fully support African commitments and leadership to create conducive conditions for sustainable social and economic development and the effective implementation of partner-supported development programmes.
- To promote more accurate images of each other, which are regrettably dominated by inherited negative stereotypes and often ignore the overwhelmingly positive developments on the two continents, and to encourage mutual understanding between the peoples and cultures of the two continents.
- To make better and more systematic use of our shared cultural and social heritage, and the economic wealth and opportunities that exist in the two continents.
- To integrate in our agenda common responses to global challenges.
- To bear in mind that we can only achieve our objectives if this strategic partnership is owned by all relevant actors, including civil society, and if they are actively contributing to its implementation.

IV. STRATEGIES, ACTORS, IMPLEMENTATION AND FOLLOW-UP MECHANISMS

1. Strategies

For the implementation of this new partnership and to meet our objectives we will need to take concrete action and to make significant progress in the following inter-related areas.

a) Peace and Security

- Enhance the partnership and the political dialogue between the two continents to effectively respond to common challenges, particularly in the area of peace and security.

- Formulate and pursue common positions on conflict and crisis situations and other key international political issues.
- Promote peace and human security on the basis of a sustainable and holistic approach encompassing crisis management and long-term peace building linked to governance, conflict prevention and address as a priority the root causes of conflicts.
- Promote long-term capacity building, including military and civilian crisis management and coherent and coordinated support for the African Standby Force, including through the implementation policies outlined in the EU Concept for strengthening African capabilities for the prevention, management and resolution of conflicts.
- Ensure adequate, coherent and sustainable support for the establishment and functioning of the African Peace and Security Architecture, including PCRD policies, as well as predictable and flexible funding for African-led peace support operations.
- Combine efforts to promote and further international action, and cooperate on issues of mutual concerns relating to security, notably illicit Small Arms and Lights Weapons, landmines and other explosive remnants of war, and Weapons of Mass Destruction.
- Cooperate in the prevention and fight against international terrorism and organised crime, including through the exchange of information.
- Enhance sharing of information, experience and lessons learned through the exchange of personnel, particularly in the area of conflict prevention, management and resolution.
- Promote global and mutual awareness of the impact on security and stability of environmental issues such as climate change, environmental degradation, water management and toxic waste deposit.

b) Governance and Human Rights

- Conduct a holistic dialogue on democracy, governance, the rule of law, and cooperate in the fight against corruption in accordance with the relevant instruments.
- Work together to protect and promote the human rights of all people in Africa and Europe, including through enhanced dialogue between relevant institutions in the EU and Africa.
- Work together for the promotion and protection of human rights and international humanitarian law in international fora, including the UN Human Rights Council, and for the effective implementation of international and regional human rights instruments.
- In the context of situations of conflict, crisis or instability, as well as institution-building,

and building on discussions in various international fora, decide to start a dialogue on the concept of fragility of states aimed at reaching a common understanding and agreeing on steps that could be taken.

- Support the institutional development, knowledge sharing and capacity building of African public and private institutions at all levels – national, regional and pan-African – and the emerging African governance architecture.
- Support Africa-owned governance reform programs and democracy-building efforts on the basis of *inter alia* the African Peer Review Mechanism (APRM) and the African Charter on Democracy, Governance and Elections.
- Promote enhanced efforts to address the illicit trade in natural resources, including through global initiatives such as the Kimberley process, EITI and FLEGT, as well as issues relating to counterfeiting and money-laundering, and cooperate to facilitate the return of illegally acquired funds to their countries of origin.
- Cooperate to stop the illegal trade of cultural goods, and facilitate and support the return of illegally acquired cultural assets to their countries of origin.

c) Trade and Regional Integration

- Improve economic governance and investment climate in order to move away from continuous donor support and to find a place in global markets.
- Build Africa's technical infrastructure and productive capacities including through the development of a continental industrial strategic framework.
- Continue with the EPA processes to support regional integration and the delivery of their development outcomes, as well as to ensure coherence and consistency between existing and future agreements.
- Respect and support Africa's integration processes on the basis of the Abuja Treaty.
- Support trade integration in Africa, aiming at a fully integrated continental market, through the harmonisation of trade, trade facilitation, customs, agricultural and industrial policies, laws, regulations and procedures as well as through simplification and rationalisation of institutional frameworks.
- Build technical and institutional capacity for negotiations in trade and related areas, such as quality and food safety, industrial goods, TBT/SPS and commodity management in order to promote African trade and safeguard the health and rights of consumers.
- Promote investment and business friendly environments, including through support for

the Investment Climate Facility, in order to encourage the development of Africa's private sector and continue to facilitate the dialogue with the private sector on both continents, including through the EU-Africa Business Forum.

- Continue to promote market access of goods and services to the EU and redouble efforts in the framework of the EU-Africa partnership as well as in multilateral trade negotiations to effectively reduce and progressively eliminate all the various trade obstacles for products with export interest to African countries.
- Enhanced joint consultations and develop common positions in multilateral trade negotiations within the WTO, particularly on the development dimension of the Doha round and work together towards an early and successful conclusion of the WTO trade negotiations that take fully into consideration the better interests of Africa and EU.

d) Key Development Issues

Development cooperation

- To increase ODA significantly, to implement the Paris Declaration on aid effectiveness and to work towards debt cancellation in the appropriate fora.
- Promote Policy Coherence for Development in both EU and African policies having an impact on Africa's sustainable development.
- Promote predictable and sustainable funding for African-led development efforts.

Human and social development

- Jointly address employment issues and work together to create more, and more productive, decent jobs in Africa, particularly for Africa's women and youth.
- Promote job creation, vocational training and education (VET) and skills development.
- Provide long-term predictable funding for national education plans to help ensure that every child attends school, including through the Education for All Fast Track Initiative and the African Education for All Initiative.
- Build on the 2007 Addis Ababa Declaration to strengthen cooperation on science, technology and research for development.
- Strengthen national health systems to ensure sufficient health workers, infrastructure, management systems and supplies to achieve the health MDGs "HIV/AIDS, health and education".
- Achieve universal access to reproductive health by 2015 as set out by the International

Conference on Development and Population (ICDP).

- Ensure the mainstreaming of gender in all policies, especially regarding access to social services for women, vulnerable groups as well as those with special needs.
- Enhance cultural cooperation, exchange and dialogue between the two continents.
- Promote more accurate images of each other through enhanced exchanges and contacts of non-state actors, including trade unions, the private sector, media, schools, universities, research and cultural institutions, including through support for twinning arrangement between civil society organisations.

Environmental sustainability and climate change

- Work together in the global arena and international fora to effectively respond and adapt to climate change and other global environmental challenges, such as desertification, deforestation, biodiversity, and issues related to toxic waste.
- Assist Africa's fight against desertification, deforestation, and the loss of biodiversity, and support efforts to eliminate problems relating to toxic waste in Africa.
- Promote environmental sustainability and the integration of environmental considerations in the elaboration and implementation of development policies.
- Strengthen cooperation and support capacity building in the management of natural resources.

Migration

- Ensure that migration can work for sustainable development in both the EU and Africa, on the basis of relevant international agreements and declarations, especially the Tripoli Declaration. Building on and implementing these commitments, commit to a partnership between countries of origin, transit and destination to better manage migration in a comprehensive, holistic and balanced manner, in a spirit of shared responsibility and cooperation. To this end, enhance dialogue on migration and development.
- Implement the EU-Africa Plan of Action on Trafficking of Human Beings, especially as regards women and children.

Agriculture and Food Security

- Support AU/NEPAD programmes and priorities and reaffirm commitments to cooperate on food security and promote sustainable agriculture in view of ensuring food security for all Africans and achieving the MDGs.

Infrastructure

- Promote interconnectivity of African infrastructure at all levels in line with AU/NEPAD priorities, including through implementation of the EU-Africa Infrastructure Partnership and Trust Fund.
- Strengthen cooperation and support to fight the digital divide in Africa and promote the development of an inclusive Knowledge Economy, including through the implementation of the outcome of the World Summit on Information Society and relevant AU/NEPAD programmes.
- Further develop ongoing energy dialogue with the overall objective of achieving access to secure, reliable, affordable, climate-friendly and sustainable energy services for both the EU and Africa including through the launch of a comprehensive Africa-EU Energy Partnership.

2. Actors

This strategic partnership will involve and be implemented by a large number of institutional and non-institutional actors in the EU and Africa at continental, regional, national and local level.

Partners should place greater value on the role of their continental organisations in facilitating this partnership and task them to work closely together, including through more regular dialogue between corresponding EU and AU institutions, to prepare and to ensure the follow up to decisions. It should be noted, however, that this strategic partnership, and the effective implementation of the policies and actions outlined in the Joint Strategy, also is the shared responsibility of EU and African States. The institutional dialogue should be complemented by contributions of various stakeholders.

In this context, partners recognise a need for a more defined division of roles and responsibilities between the pan-African, sub-regional, national and local levels and between the different actors on the EU side, as well as for coherence and complementarity with other international actors.

Partners furthermore recognise that the Joint Strategy should be co-owned by European and Africa non-institutional actors and that these actors can play an important role in taking forward

the objectives of the partnership.

3. Implementation and Follow-up Mechanisms

The Joint Strategy will be implemented through successive Action Plans which build on the operational part of this Strategy. Relevant programmes, projects and activities will be identified and implemented.

The implementation of this new Joint Strategy also calls for a broadened and intensified dialogue encompassing a larger number of actors, including experts, senior officials, parliamentarians, ministers and Heads of State and Government, meeting at the highest political level, as well as non-state actors, regional organisations and other stakeholders.

In view of the ambitions of the new partnership, as outlined in this Joint Strategy, the various dialogue levels should be articulated in an appropriate way, which will allow partners to address new issues of mutual concern and common interest for the EU and Africa. The frequency of these meetings at political level, namely, of senior officials, ministers and Heads of State and Government, will have to be enhanced in order to take forward the objectives of the Joint Strategy.

Building on the existing Joint Implementation Matrix as a platform, monitoring and evaluation mechanisms will be jointly established, with a view, *inter alia*, to assess the impact of the Strategy against intended targets and results.

The two sides will work closely together to secure appropriate funding, and to enhance the accessibility of financing sources, to give effect to this Strategy and its successive Action Plans.

The Joint Strategy is for the long term and shall be reviewed on a regular basis and as appropriate.