



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 23 April 2007

8735/07

LIMITE

**COAFR 136
ACP 62
RELEX 259
COPOL 7
MIGR 29
COMAG 11
COSDP 317
PESC 468**

PUBLIC

NOTE

From: General Secretariat of the Council
to: Permanent Representatives Committee
Subject: The Joint EU-Africa Strategy

Coreper will be briefed on the ongoing consultations on the outline paper for the Joint EU-Africa Strategy and will have an exchange of views on the paper which is annexed to this note.

Draft outline for the Joint EU-Africa Strategy (13 April, 17.30)

I. CONTEXT, PRINCIPLES AND OUR COMMON AMBITION

1. Context

Africa and Europe are bound together by history, culture and geography and 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, considerable changes have taken place in 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 and new international 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. It is therefore now time that these two old neighbours, with their rich and complex history of relations, should 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.

In view of these changes, 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.

2. 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 the respect for human rights, democratic principles and the rule of law. In the light of this new partnership, both sides commit themselves to enhance the coherence and effectiveness of existing agreements, policies and instruments. Finally, the partnership will also 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 security*
- *Respect for international law and agreements*
- *Gender equality and non-discrimination*
- *A long-term approach*

3. Our Common Ambition

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, unity and dignity.

II. OBJECTIVES AND STRATEGIES

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, we will:
- Consider Africa as one and adapt relevant legal and financial frameworks 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.
 - Enhance the partnership and the political dialogue between the two continents to effectively respond to their common challenges, particularly in the area of peace and security.
 - Promote long-term capacity building, including civilian crisis management and coherent and coordinated support for the African Standby Force (ASF).
 - Jointly address employment issues and work together to create more and better, decent jobs for Africa, particularly for Africa's youth.
 - Ensure that migration can work for sustainable development in both the EU and Africa, on the basis of the Tripoli Declaration.
 - Implement the EU-Africa Plan of Action on Trafficking of Human Beings, especially as regards women and children.
 - Enhance dialogue and cooperation on the question of fragility of states.
 - Conduct a holistic dialogue on democracy, governance, the rule of law and corruption.
 - 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.
 - Build on the Economic Partnership Agreements (EPAs) for integration and development and ensure coherence and consistency between existing and future arrangements.
 - Build technical and institutional capacity for negotiations in trade and related areas.
 - Continue to promote market access of African goods and services to EU markets.
 - Ensure effective implementation of the EU-Africa Infrastructure Partnership
 - 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.
 - Strengthen cooperation and support capacity building in the management of natural resources.
 - Cooperate to stop illegal trade of cultural goods and the return of illegally acquired assets.
 - Enhance cultural cooperation, exchange and dialogue between the two continents.

2. To continue to promote peace, security, development, human rights and regional and continental integration in **Africa**, we will:
- Work together to ensure that all of the Millennium Development Goals (MDGs) are met in Africa by the year of 2015 (*to be developed after further discussion on each MDGs*).
 - Ensure adequate, coherent and sustainable support for the establishment and functioning of the African Peace and Security Architecture (APSA) and for African-led efforts at all stages of the conflict cycle.
 - Aim for a better balance between security and development efforts.
 - Support trade integration in Africa, aiming at a fully integrated continental market, through the harmonisation of trade, customs and industrial policies, laws, regulations and procedures as well as through simplification and rationalisation of institutional frameworks.
 - Support AU/NEPAD programmes and priorities and reaffirm commitments to invest in food security, sustainable agriculture and interconnectivity of African infrastructure at all levels, including through implementation of the EU-Africa Infrastructure Partnership.
 - Improve economic governance and investment climate in order to move away from continuous donor support and to find a place in global markets, including through the development of a continental industrial strategic framework.
 - Promote vocational training and skills development, particularly for Africa's youth.
 - Support the institutional development and capacity 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 predictable and sustainable funding for African-led development efforts.
3. To jointly address **global challenges**, we will:
- Cooperate to promote and sustain a system of effective multilateralism and strong and legitimate multilateral institutions, and continue to work together on the reform of the United Nations (UN) system.

- Work together in the global arena and international fora to effectively respond to climate change and other global environmental challenges, such as issues related to toxic waste.
 - Work together for the promotion and protection of human rights in international fora.
 - Combine efforts to promote and further international action on issues of mutual concerns relating to Weapons of Mass Destruction, Small Arms and Light Weapons (SALW), landmines and other explosive remnants of war, as well as on terrorism and anti-terrorism measures.
 - Promote enhanced efforts to address the illicit trade in natural resources, including through global processes such as the Kimberley process, EITI and FLEGT, as well as issues relating to counterfeit and money-laundering.
 - Formulate and pursue common positions on key international issues and crisis situations.
 - Build alliances and develop joint positions in multilateral trade negotiations, particularly in the WTO and on the Doha Development Agenda (DDA), and on issues of fair trade.
 - Develop joint positions on global ICT issues such as internet governance and cyber criminality and promote coordination at global level to fight against the digital divide.
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 conflict prevention processes and strengthen the role of women in conflict prevention and resolution and peacebuilding.
 - Promote holistic approaches to development processes, including democracy building, involving all stakeholders.
 - 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.
 - Make the Joint Strategy a permanent platform for information, participation and mobilisation of a broad spectrum of non-state actors.

{PLACEHOLDER: TO BE COMPLETED IN VIEW OF CONTRIBUTIONS FROM AFRICAN AND EUROPEAN CIVIL SOCIETY}

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 align our political and legal frameworks as well as relevant cooperation mechanisms and instruments to support the values and principles of our partnership, and to set up a framework to better address each others' concerns.
- To move away from a partnership that is limited to a traditional pattern of recipient and donor relationships.
- To recognise and fully support new African commitments and leadership to create conducive conditions for social and economic development and the effective implementation of partner-supported development programmes.
- To increase ODA significantly, to implement the Paris Declaration on aid effectiveness and to work towards debt cancellation in the appropriate fora.
- To promote more accurate images of each other that are regrettably dominated by inherited negative stereotypes which ignore the overwhelmingly positive developments on 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 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 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. ACTORS, IMPLEMENTATION AND FOLLOW-UP MECHANISMS

1. Actors and implementation

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 all EU and AU Member States.

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.

2. Follow-up mechanisms

The implementation of this new strategic partnership 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, 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 periodicity 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.

Bearing in mind the respective decisions taken at the Bamako, Vienna and Brazzaville Ministerial Troika meetings, the outcome of the dialogue and the political commitments made by both sides must be jointly monitored through adequate action-oriented mechanisms and instruments, including using the existing Joint Implementation Matrix as a platform.
