



COMMISSION OF THE EUROPEAN

016558/EU XXIII.GP
Eingelangt am 29/06/07

Brussels, 27.6.2007
SEC(2007) 856

COMMISSION/COUNCIL SECRETARIAT JOINT PAPER

Beyond Lisbon

Making the EU-Africa Strategic Partnership work

{COM(2007) 357 final}

COMMISSION/COUNCIL SECRETARIAT JOINT PAPER

Beyond Lisbon

Making the EU-Africa Strategic Partnership work

1. A SHARED VISION

The EU-Africa Summit in Lisbon will make it visible that today Europe has a **different perspective** on Africa than a decade ago. It better sees Africa's diversity, problems and challenges but also, increasingly, its opportunities for both Africans and Europeans.

This new view is right. Africa's place in the world is changing dramatically as a result of new geo-political constellations, new political and economic interests combined with, and triggered by, the effects of globalisation. Both individual African countries and sub regional and continental organisations face new opportunities and challenges. Over recent years the continent has taken important steps towards responding to this radically changing environment. African governments and societies have opened up and become more democratic and competitive. New regional structures have emerged or been strengthened with new agendas and resources.

One particularly significant development is that today there is a much greater choice for African countries and organisations, but also for the private sector and civil society, to engage with international partners. Not only Europe but also many other countries and regions are providing assistance and becoming engaged on the economic, political and security front. The US is setting up an African military command, most likely to be located on the African continent. China is quickly becoming a major trading partner and investor. India, Brazil, Malaysia and others are following suit.

Europe and Africa have long-standing political, developmental and cultural links which qualify their relationship as privileged. Europeans are increasingly discovering, and defining, **common EU interests** in Africa in terms of democratic governance, security, energy, combating terrorism, climate change, migration etc, while maintaining their support to African efforts to achieve the **Millennium Development Goals** by 2015 and to address crises and conflicts, poor governance and situations of fragility where they occur. Important policies are being developed at EU level to address most of these challenges. The EU Africa Strategy of 2005 is a major milestone in this process. The EU has further widened its common understanding of development policy. Nowadays assistance programmes also address problems such as conflicts and instability, and integrate trade, environment and humanitarian dimensions. The EU is starting to use its aid instruments differently, more effectively, more flexibly, as shown by the creation of the African Peace Facility, the Stability Instrument, the trade policy and the Governance Initiative, but also by the growing use of political dialogue, diplomacy and of civilian and military crisis management instruments.

However, the results do not match expectations in Europe and actual needs in Africa in spite of the many efforts and investments. One explanation is the multitude of actors and instruments. Above all, the EU needs to be closer to its partners in Africa, to be better able not only to listen and understand, but also to engage in dialogue and communicate European

interests and preferences. Hence, the EU must **reconstruct** its relations with Africa, proactively and in partnership, based on the following considerations:

- We need to move beyond donor/recipient patterns. Future partnership has to be based on jointly identified **mutual and complementary interests and benefits**.
- We need to continue working towards Africa-led and Africa-owned approaches in our development assistance and policies; we need to strengthen and support the **primary responsibility of African governments** and mandated international organisations for peace and security, democratic governance, respect of human rights, and economic and social development.
- We have to fully recognise the **African Union** as a natural partner for the EU, taking into account the role of the sub-regional organisations as the building blocks of the AU. The new partnership with Africa is more than a partnership with the AU, but without the AU the partnership with Africa will lack its long term direction of political and economic integration. The political dialogue with Africa has to centre on the AU.
- We need to promote **'whole of Africa' approaches** in support of Africa's aspirations to find regional and continental responses to some of the most important challenges. We should work together with all relevant stakeholders in order to ensure enhanced coordination and synergies between existing institutional frameworks for cooperation, and to work towards their gradual adaptation.
- We need to recognise better and faster the interdependence and common interests of the people of Europe and Africa on issues of **global concern** and to act accordingly in the relevant fora to make globalisation work for all.
- We must provide innovative solutions for a better participation of African and European citizens and democratic institutions in the EU Africa partnership, as part of an overall strengthening of countervailing power and **civil society** in the two continents.
- We need to recognise the limitations of development cooperation and acknowledge that the external effects of other EU policies may have a significant impact on Africa's development; we need to enhance **policy coherence for development**, on both sides.
- We need to ensure implementation of political commitments and to guarantee effective **delivery of promises** made, by both sides.
- We need to elevate dialogue in certain areas of cooperation from the technical to the **political** level.

A successful EU-Africa Summit and the Joint EU-Africa Strategy will redirect and enhance efforts and put the EU's relationship with Africa on a new basis. The EU is more committed to Africa than ever, and the African side is keen to see if Europe can offer more and differently than in the past.

2. PARTNERSHIP OF EQUALS

Starting from this vision, the EU should seek to strengthen the political partnership with Africa and with the AU, intensify the political dialogue and move further beyond the donor-recipient arrangements of the past **towards a genuine partnership of equals**, based on mutual or complementary interests and benefits.

Together with the AU, the EU should **develop an institutional architecture** permitting a more ambitious and substantive inter-continental dialogue. This would include dialogue at the highest political level with regular Summits of Heads of State and Governments, the possibility of joint sectoral Ministerial meetings, plus closer links and exchanges between key institutional actors such as the European Parliament and the Pan-African Parliament, as well as the European Economic and Social Committee (EESC) and its equivalent on the African side (ECOSOCC). One key step would be to establish a unified EU representation in Addis Ababa.

Beyond the level of States and institutions, the EU and Africa should also facilitate and promote a broad-based and wide-ranging **people-centred partnership** for all people in Africa and Europe. The aim should be to put in place a broad network of people-to-people contacts between the EU and Africa at all levels and in all areas – between trade unions, universities, youth organisations, private sector organisations, cultural and educational institutions, etc.

The Partnership of Equals is also reflected in **the priority objectives** of our dialogue and cooperation, covering a broad range of issues, which will be pursued at different levels of cooperation.

- Some objectives imply continuing and deepening the traditional pattern of the EU supporting Africa to achieve its **domestic** objectives, e.g. in relation to the Millennium Development Goals (MDGs). Helping Africa to achieve the MDGs was and remains the key challenge for the EU's external and development cooperation policy vis-à-vis the continent.
- Other objectives, for instance in the areas of trade, energy or migration, require that the two sides harness their mutual and complementary interests, through intense **bilateral** political dialogue and cooperation.
- Furthermore, there is a clear scope for enhanced cooperation on **global** objectives, demanding a coordinated and, where possible, united EU and African voice in the relevant international fora. Climate change, environmental degradation, global insecurity, organised crime including trafficking in human beings, disease threats, technological change, macroeconomic stability, the global spread of HIV/AIDS, the universal human rights and the Middle East peace process etc. are not African or European challenges, but global issues that require global solutions. The two continents should work together and jointly advance a global agenda for effective multilateralism – in the United Nations and in other international fora. Ultimately, this global partnership could also open up possibilities for enhanced cooperation with other actors involved in Africa.

3. POLICY PRIORITIES

The EU-Africa partnership will be steered by a Joint Strategy, with four broadly defined clusters of policy priorities, in the following areas: (1) peace and security; (2) democratic governance and human rights; (3) trade and regional integration, and (4) other key development issues. The following sections elaborate on the possible substance of each of these areas.

3.1. Peace and Security

The EU has made significant headway on conducting a pro-active, comprehensive and coherent Africa policy in support of peace and security, involving the Council, the Commission and Member States, both collectively and individually. Under the leadership of the AU, the **African Peace Security Architecture** is taking shape. Regionally sponsored peace agreements are the norm on the continent today, and most African countries now enjoy peace and stability. African peace-keeping and peace-building mechanisms are being strengthened. The EU has been a key partner for African countries to help create the conditions for stability and for the AU and sub-regional organisations to execute their ambitious peace and security agenda. The EU has become a political partner that promotes Africa's lead in tackling African crises and conflicts. There is a great deal which the EU and Africa can build on to advance their cooperation.

Common and global peace and security challenges

One of the top ambitions for the future should be a strengthened dialogue that not only includes challenges to peace and stability in Africa but also challenges that exist in Europe and where Africa has a stake, for example through the membership of African states in the UN Security Council. In practical terms, the EU and Africa should systematically aim at not only sharing views but also agreeing and implementing common positions on a number of global issues, where peace and security is at stake.

This common work should be embedded in wider cooperation that addresses the need for more conducive conditions for peace and stability, conflict prevention, management and resolution. Development cooperation and greater coherence of policies with an impact on peace and security are essential in this regard.

The EU and Africa should deepen their dialogue, cooperation and coordination on global security issues. The post cold-war environment is one of increasingly open borders in which the internal and external aspects of security are linked. The consequences of the illicit manufacture, transfer and circulation of small arms and light weapons and their ammunition, their excessive accumulation and uncontrolled spread fuel armed violence, organised crime and terrorism and are a major factor in triggering and spreading conflicts and undermining state structures. Africa and the EU should work together to combine their political weight to promote adoption and implementation of relevant multilateral, regional and national instruments, including through the support to appropriate development of law enforcement agencies. They should jointly engage in enhancing the effectiveness of the multilateral system, promoting common values of democracy, governance, rule of law and human rights, and in containing threats that undermine international peace and security, including in other parts of the world, in particular in the Middle East.

In addition, the EU and Africa will jointly have to find common responses to common challenges such as illicit trade of small arms and light weapons, landmines, illegal migration,

organised crime, illicit trade in natural resources, environmental degradation and energy security. In all these areas there are no unilateral solutions.

Support to African agendas and capacities

With their know-how, financial and human resources and multilateral regional experience, the EU and its Member States are well placed to provide continued and even better support for the AU in building up an effective and functioning African Peace and Security Architecture. These efforts should focus on conflict prevention and resolution, long-term capacity-building, including military and civilian crisis management, and coherent and coordinated support for the African Standby Force, post-conflict stabilisation and reconstruction.

Building capacity should go hand in hand with contributing to adequate, coherent and sustainable financing of establishment and operation of the African Peace and Security Architecture, including Post Conflict Reconstruction and Development (PCRD) policies. Sustainable, predictable and flexible funding for African-led peace support operations is another major challenge. The **African Peace Facility** is a good example of how such support could be extended. But burden-sharing and additional support are essential to ensure the coherence, sustainability and visibility that is needed to contribute to funding African-led peace support operations in quantitative and qualitative terms. The EU should support Africa in its quest for better solutions that could include an EU instrument complementary to the Peace Facility but also - in the longer term - arrangements for access to assessed UN contributions.

Valuable guidance on the assistance which the EU is extending can be drawn from the *EU Concept for strengthening African capabilities for the prevention, management and resolution of conflicts* as well as from relevant parts of the EU joint policy framework on *Security System Reform* and the *EU Concept on Disarmament, Demobilisation and Reintegration*.

Last but not least, in the field of peace and security, the EU and Africa need to support and promote the role of **civil society**. Civil society and non-state actors are essential in underpinning a comprehensive approach to conflict prevention, peace and security challenges.. Structures, processes and appropriate funding need to be identified to give more space to civil society and to better exploit its potential of addressing peace and security issues.

3.2. Governance and Human Rights

Promotion of **democratic governance** is a central feature of the EU-Africa dialogue and partnership. Therefore the Strategic partnership should facilitate an open, intensive and comprehensive dialogue on all aspects of governance, including human rights, democratic principles, the rule of law, Security System Reform, the fight against corruption and building institutions. This dialogue should help both parties to define and agree common positions on issues of common concern and to jointly undertake specific initiatives and action wherever appropriate and considered useful.

Common and global governance challenges

To this end, existing instruments, mechanisms and **funding modalities** need to be used more systematically and effectively. Particular attention should be paid to coordinating positions in international fora, including the UN Human Rights Council. Regular and intensive consultations will be required not only in Addis Ababa and Brussels but also on the spot in Geneva and New York and wherever else needed.

This dialogue and cooperation should be extended to challenges in the form of conflicts, crises or instability, and should lead to a common understanding of the **concept of fragility** with a view to agreeing on more effective approaches to prevent and address situations of fragility.

The EU and Africa should exchange best practises and disseminate information on the fight against corruption and fraud and the development of anti-corruption strategies. Dialogue should also focus on measures to implement fully internationally agreed anti-corruption instruments, the fight against corruption and fraud and the development of anti-corruption strategies. Dialogue should also focus on measures to fully implement internationally agreed anti corruption instruments, the fight against fraud and the promotion of transparent and accountable management of public funds.

The EU and Africa should also cooperate to strengthen the free **media** and to arrive at an inclusive **Information Society** in Africa. The two sides should address (distorted) images and perceptions, promoting regulatory reforms to improve access and interconnections; promote content, applications and usage, with special attention to the gender dimension and youth.

In the area of **economic governance**, enhanced EU-AU cooperation should include the fight against illicit trade in natural resources, including through global initiatives such as the Kimberley process and the Forest Law Enforcement, Governance and Trade (FLEGT) initiative along with issues relating to counterfeiting and money-laundering, the promotion of good governance in the tax area, the of revenues from natural resources to diversify the economy, and cooperation to facilitate the return of illegally acquired funds to their countries of origin. Transparency in the payments of revenues from natural resources should be improved by enhanced promotion of the global Extractive Industries Transparency Initiative (EITI). Finally, a dialogue on macro-economic issues, particularly to help dealing with large cash surpluses in certain countries, should be developed.

Finally, for the African partners illegal trade in **cultural goods** and the return of illegally acquired cultural assets to their countries of origin are important issues which continue to be brought up in the EU-Africa Ministerial dialogues. The EU should acknowledge that these are issues of serious concern to Africa. The EU should explore how a more pro-active approach could be developed to respond to Africa's expectations.

Democratic governance in Africa

The AU is putting in place a new pan-African governance architecture and Africa is developing its public and private institutional capacity at all levels – national, regional and continental. The EU is committed to supporting institutional development, knowledge-sharing and capacity-building. EU support, based on dialogue and incentives, will build on the approach followed to integrate governance in the 10th EDF programming, under the "**Governance Initiative**": additional funding is provided to partner countries committed to engaging in reforms. EU support provided will apply the principle of African and local ownership and should follow African agendas.

Two particularly promising cases of Africa-owned governance reform programmes and democracy-building efforts are the **African Peer Review Mechanism (APRM)** and the African Charter on Democracy, Governance and Elections. To support the APRM process and the implementation of the Charter, and more broadly the **pan-African governance architecture**, the EU should set up an instrument that takes into account the positive

experience with the African Peace Facility and which combines strong African ownership of programme design and implementation with provisions for strategic and political EU-level involvement. Specific support and collaboration is foreseen with the African Court for Human and People's Rights, the African Commission for Human and People's Rights and the Panafrican Parliament.

The AU and EU will work together to support the holding of democratic elections matching international and regional standards across the continent, including through electoral assistance and electoral observation; to that end they will strive to reinforce the role of the AU and of the regional organisations in electoral observation in line with the UN-endorsed Declaration of Principles for International Election Observation, and in the development of tools which may facilitate this process.

3.3. Trade and Regional Integration

Regional integration is key in creating larger and more integrated markets that in conjunction with enhanced regulatory convergence, will help to attract investment, increase productive capacities and therefore foster sustainable economic growth. Africa should move up the value-added scale and become less dependent on raw materials and simple processed products. In order to achieve this, the key elements are, private sector development, supported by foreign investments, to strengthen the supply side of the African economy. Also needed are physical infrastructure networks, which are needed for the movement of persons, goods, information, and trade integration, in order to increase both South-South and North-South trade flows.

Private sector development

Private sector development should be underpinned by appropriate **African economic growth strategies** aiming at maintaining macroeconomic stability, promoting regulatory reform and harmonisation, fighting fraud, corruption and organised crime, protecting intellectual property and standards and promoting investment codes and guarantee systems. Cooperation between the EU and Africa should promote a stable, efficient and harmonised legal framework for business, free of unnecessary administrative red tape. It should promote **Corporate Social Responsibility**. It should enhance business support services, and allow better access to credit, especially for converting activities from the informal to formal sectors which would also be a key contribution to bringing more women into participating in the formal economy. The **EU-Africa Business Forum** is intended to bring together entrepreneurs and public and private investors from both Europe and Africa in order to discuss ways of improving the investment and business climate and to raise the profile of doing business in Africa.

Infrastructure

Infrastructure networks are being promoted by the 2006 EU-Africa Infrastructure Partnership which sets out the strategy for securing **interconnectivity** across the continent and its different regions and for tackling the issue of delivery of infrastructure services.

As regards **transport**, the Infrastructure Partnership aims at increasing **interconnectivity** by improving **infrastructure** along the Trans-African road transport corridors and associated regional road and rail networks. It also includes enhancing port efficiency, and supporting

measures for improving air¹ and maritime safety and security. By supporting the removal of non-physical barriers to the free movement of goods, services and people through more rigorous implementation of regional protocols the Partnership aims to improve **transport services**.

In the area of **Information and Communications Technology (ICT)** the partnership aims at bridging the digital divide that limits access to modern telephony and internet services. It should address the harmonisation of policy and regulatory frameworks, the investment in broadband infrastructure and support non-commercial e-services.

In parallel similar efforts should be made to address the **scientific** divide. Inadequate technical capacity of Africa should be upgraded through the establishment of specialised networks in regions and/or sub-regions, which need to focus on identified priorities so as to underpin economic growth and sustainable development of the African continent. African regional and sub-regional partnerships should strengthen their collaborative links with European partners, in order to contribute to the sustainability of established centres and networks of excellence.

Trade and integration

Trade integration is an essential component of the wider process of regional integration and development. This implies making trade rules and regimes more coherent and harmonised. It requires gradual harmonisation of trade, customs and industrial policies, laws, regulations and procedures. It requires putting in place programmes and mechanisms to develop norms, standards and quality control at regional and pan-African level with reference to international standards. One priority should be sanitary and phytosanitary measures (SPS). Indeed, meeting international SPS standards is a key component for advancing the competitiveness of African agriculture. Improving African standards will enable greater access to international markets, promotion of South-South trade and diminution of trade barriers. Another would be pharmaceutical production capacities in accordance with international rules on good manufacturing standards and efficient regulatory procedures, including a control of counterfeit medicines, while promoting affordable prices for all. A third area is preferential market access for environmentally friendly technologies.

Cooperation in these areas will be underpinned by stronger bilateral development oriented trading relationships between Europe and Africa, through the implementation of **Economic Partnership Agreements (EPAs)** with the four African EPA regions (West Africa, Central Africa, Eastern and Southern Africa and the Southern African grouping), by supporting African business in its efforts to meet EU norms and standards and to develop its productive capacity through increased Aid for Trade, and by cooperating in developing export strategies and business-to-business relations. The EPA-agreements are to be signed and implemented at the sub-regional level but the AU-EU dialogue is relevant to the overall process of regional integration and interface with developing Regional Economic Communities. The EPA implementation process will be supported by the 10th EDF and contributions from other development actors. In coherence with the efforts to further integrate at sub-regional level, efforts to better integrate at continental level will also be supported.

In the **global level**, the EU and Africa will seek to promote global economic governance and sustain Africa's efforts to integrate into the world economy. This could be achieved by

¹ e.g. via COSCAP projects.

promoting the coordination of Africa and EU positions in relevant international fora. The EU and Africa should seek to join efforts to conclude the Doha Development Agenda as soon as possible. This could involve in particular seeking common ground to address key issues for development, such as cotton, reductions in trade distorting subsidies, greater access to all WTO members markets, reductions in tariff peaks, better anti-dumping rules, as well as the implementation of reforms in view of facilitating trade and ensuring the security of the supply chain and multilateral agreements on aid for trade.

3.4. Other key development issues

In addition to peace and security, governance and human rights and trade and regional integration which are all to be considered key issues for development, both in Africa and in the EU, the Joint Strategy will address other fundamental development issues, including the following:

Millennium Development Goals

Millennium Development Goals (MDGs) will not be achieved by African countries unless they sustain economic growth, and both Africa and the EU deepen their investments, better focus their policies and deliver on the promises made. Helping Africa to achieve the Millennium Development Goals was and remains the key challenge for the EU's external and development cooperation policy vis-à-vis the continent.

There is an urgent need to strengthen entire **education** systems, on all levels. Training and development of teachers is a priority, and so is the task of ensuring that 'there are jobs behind the education'.

Technical vocational education and training plus skills development must be promoted.

In the field of **health**, integrated strategies should be promoted, based on adequate financing, human resources and commodities. Efforts to scaling towards universal access to HIV prevention, treatment, care and support in 2010 and confront tuberculosis and malaria should be intensified, with special focus on women and children. Sexual and reproductive health and rights (SRHR) should be promoted. There remains a need to jointly address the brain drain of health workers, to promote private sector involvement; to enhance production and access to generic medicines and to promote research into traditional medicine.

Africa and the EU should also strengthen the inter-institutional fabric of their administrations to mainstream **gender** in all strategies, policies, programmes and actions. They should address the elimination of illiteracy and equal access of girls to education, the feminisation of poverty and the absence of women in peace processes and fight female genital mutilation (FGM) and other harmful traditional practices.

Africa and the EU should increase their joint investments in African **youth**, and promote children's rights and the empowerment of youth. Special efforts should be made to assist youth and children in (post-) conflict situation. All these measures should be supported by predictable long-term financing.

Finally, the cultural dimension and the promotion of cultural diversity, including language learning, should also clearly be promoted through the EU-Africa partnership.

Climate change and environment

Africa and the EU have a clear common interest to address climate change. Climate change undermines sustainable development and represents a threat to achieving the MDGs. It is affecting all countries, but will be most immediately and severely felt in the poorest and most vulnerable countries, which do not have the means and resources to adapt the changes in their natural environment. Africa will be particularly hit in terms of food security, water management and extreme weather phenomena such as droughts and floods.

Cooperation in this area should link positively the environment with economic growth and job creation. It should address a vast number of interrelated areas and issues such as land degradation, desertification, sustainable management of forest, preservation of biodiversity, bio-safety issues including GMOs, prevention of toxic waste dumping, waste management, sustainable use of natural resources including integrated water management, prevention of over fishing, disaster risk management etc. The EU should support Africa's capacity building efforts, including on weather observation and early warning systems. At the global level, the EU should promote a better geographical distribution of Clean Development Mechanism projects, helping Africa profit from the global carbon market.

Energy

Both sides are aiming at strengthening cooperation and solidarity in the sustainable management of **energy and water** resources, both within Africa and between Africa and the EU, and at continuing to promote access to energy and water, energy security and safety and regional cooperation.

The international energy challenges have created a need for Africa and the EU to give an even stronger focus to sustainable energy in their mutual relations. In May 2007 the European Council and the joint ACP-EU Ministerial Troika meeting recognised this and endorsed the process towards the Africa-EU Energy Partnership, to be launched at the EU-Africa Summit in December 2007. The Energy Partnership will be a platform to address the joint challenges of energy security and diversification of supply, access to affordable, clean and efficient energy services, and climate change. It will also provide a basis for promoting enabling frameworks so as to mobilise increased investments for energy infrastructure in Africa, while also involving other key players such as the private sector and International Financing Institutions. Finally, it will find ways to include emerging donors in the dialogue on sustainable energy sector development in Africa. The AU has an important role to play in shaping the Energy Partnership.

Agriculture

In the related area of agriculture the EU should promote policy coherence for development, promote food security and food safety, strengthen capacities in farming; promote diversification in rural areas; fight avian flu; promote risk management and early-warning systems; strengthen capacity vis-à-vis international SPS standards, promote institutional reforms and strengthen agricultural research for development. A new EU-AU partnership on agricultural development will support Africa's agricultural agenda, as set out in the Comprehensive Africa Agricultural Development Programme (CAADP). This includes emphasis on improved governance of agriculture and will support capacity-building on the part of African public and private organisations involved in agriculture, particularly at

regional and continental level. It also includes a strong engagement in Africa's agricultural research agenda as coordinated by the Forum for Agricultural Research in Africa (FARA).

Employment

Employment issues and notably the lack of decent work in Africa should be jointly addressed, with priority being given to creating productive jobs in the formal economy, on improving the poor living and working conditions and on integrating the informal economy into the formal. Investments in private sector development should be promoted, looking in particular to youth and women. The EU and Africa should make technology work for employment, and should ensure that infrastructure works create jobs for Africans, both skilled and unskilled.

Migration, mobility

Migration and mobility are interwoven with the history of human development and should be treated as potentially positive phenomena. The EU and Africa should pursue and implement policies and programmes that address all the relevant dimensions of migration, including **circular migration**. These efforts should lead to a facilitation of legal migration and mobility with a view to supporting the socio-economic development of both sending and receiving countries. They should foster the linkages between migration and development; maximise the development impact of remittances; facilitate the involvement of diasporas; assist refugees and help countries in Africa building capacity to manage migration. Africa and the EU should also jointly address the down-sides of migration such as brain drain in sensitive sectors like health and education. Africa and the EU need to deepen their frank and constructive dialogue in taking forward the implementation of the Tripoli Declaration, which gives a comprehensive agenda for common action in the area of migration and development. They should jointly combat illegal migration, where cooperation needs to be stepped up, including through cooperation on return and readmission, and should fight human trafficking and protect the victims.

The EU has already intensified its **dialogue** on migration issues with African institutions and countries on the basis of the Global Approach to Migration and the Strategy for Africa. Building on the Conferences on Migration and Development in Rabat and Tripoli in July and November 2006, the dialogue is focusing on the continental (EU-Africa), regional (e.g. EU-ECOWAS) and national levels. The dialogue on migration issues with African ACP states has started in many countries, both in the context of development programming (9th and 10th EDF) and in the framework of the Article 8/ Article 13 political dialogue, where this exists. Specific EU migration missions are being sent to key African countries, with the objective of discussing a wide range of migration related subjects of mutual interest, leading to increased practical cooperation, in a spirit of partnership, designed to underpin an established process, building on existing Cotonou mechanism. The EU and Africa will need to enhance their cooperation in implementing the Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children adopted in 2006 during the Ministerial Conference in Tripoli.

Financial resources and policy coherence

In order to achieve the results set out in the above sections partners should urgently work more predictable and less volatile aid mechanisms **focusing on results**. The EU must respect and implement its ambitious commitments to increase **aid levels**. The Lisbon Summit will

provide an opportunity to take stock of progress achieved and to take appropriate measures necessary to guarantee a timely delivery of aid commitments.

Further efforts to reduce the **debt** of African countries will be pursued in existing fora.

Likewise, the EU and Africa will need to respect and implement the Paris Declaration on **aid effectiveness**. There is a continuing need to promote alignment and harmonisation of aid instruments and to move from project to budget support. The predictability of aid should be promoted and the EU should limit conditionalities and move towards result-oriented aid (with a clear link with MDG indicators and performance). In this context the EU and Africa should also improve and expand their cooperation in the field of statistics so that the policies and decisions are made on the basis of clear evidence.

It is recognised that development cooperation alone is not enough to achieve these objectives and that non-aid policies on both sides need to be better geared towards attaining the MDGs, including by enhancing **Policy Coherence for Development** (PCD). To this end, the EU and the AU should discuss how the coherence between policies and initiatives with development objectives could be enhanced, on the basis of stronger commitments on both sides.

4. INSTITUTIONAL ARCHITECTURE AND INSTRUMENTS

At a time when the EU and Africa are embarking on a new Strategic Partnership the opportunity should be seized to jointly reflect on what would be an appropriate institutional architecture allowing and promoting intensive exchange and dialogue on all issues of common concern. The levels and formats of interaction and frequency of meetings should be directly related to the ambitions of the partnership and to the practical results that can be achieved in such meetings.

Regular EU-Africa Summits

In the future, starting from the Lisbon Summit, meetings of the Heads of State and Government should be organised every two years. Summits confirm the importance which the two sides attach to their relationship. They help to take stock and to give political guidance. Clearly, the absence of an EU-African Summit for more than seven years has led to a loss of momentum in this relationship. Since the Cairo Summit of 2000, major positive changes have taken place in Africa which have had a significant impact on European interests, and Europe has taken important initiatives for Africa without being able to refer to the Summit level.

African Union

One of the most important changes in Africa has been the emergence of the **African Union** which is a natural interlocutor for the EU on continental issues and the most important institutional partner for the EU to promote common agendas. Therefore, the future institutional architecture should centre on the AU. This approach requires strong institutions that invest particularly in their capacity to interact with each other. The EU should therefore allocate the necessary resources and adapt its organisational structures. The opening of an **EU Delegation** to the AU in Addis Ababa will be an important step in that direction. Beyond that, the EU should assist the AU in its institutional reform and also - if so requested – support the strengthening of the AU's institutional ability to interact with the EU.

EU-AU Troikas

Both the EU and the AU are organizations with a variety of players that need to be taken into account in the institutional architecture of the partnership. Balancing effectiveness and efficiency against inclusiveness, the **troika** is the most appropriate format to conduct the dialogue on the two sides. However, sometimes a more open troika format could be chosen to accommodate the diversity and different levels of engagement of AU States. The troika format would, in principle, also apply to meetings at senior officials and expert levels.

Against this "troika approach" and the expected intensification of the cooperation with the AU, consideration should be given to reviewing the structure and working methods of the Africa-related **Council working groups** in the EU. To this end, the experience of the ad-hoc group set up to prepare the Joint EU-Africa Strategy should be taken into account.

The two Commissions should play a central role as the driving forces behind the partnership. They should continue and further develop their cooperation, together also with the EU Council Secretariat, in the **EU-AU Task Force**, and should hold regular meetings to move forward the agenda of the Strategic Partnership.

Rationalised architecture

The EU-Africa Partnership will operate at global, continental, regional, national and local level. One particular challenge is to simplify the institutional framework for **regional integration** and its articulation with EPAs. Regional Economic Communities (RECs) are important for the continental economic and political integration agenda and they should continue to be key partners for the EU in Africa. It should be discussed with the AU how EPAs, RECs and Sub-Regional Organisations (SROs) can be integrated in the future institutional architecture, while minimizing overlap between, and conflicting mandates of, the entities concerned.

Inclusiveness is also required when it comes to the one important partner of the EU in Africa which is not a member of the AU: **Morocco**. While the AU will be central in the Strategic Partnership ways have to found to ensure adequate participation by Morocco in the institutional architecture. The open troika format at senior officials and expert levels could also help to accommodate this concern.

Democratic institutions

The institutional architecture should also strengthen the formal structure of dialogue between the institutions and bodies of the EU and AU, and notably between the institutions that represent the people of the two continents, the European **Parliament** and the **Pan-African Parliament**. One development to be welcomed in this context is that the European Parliament is preparing its own-initiative report on the Joint Strategy, and is working closely with the Pan-African Parliament (PAP) on this issue, including, possibly, by organising a Joint EP-PAP session in Lisbon in the run-up to the EU-Africa Summit. The PAP – part of the African Union institutional architecture – is a promising and legitimate voice for democratic governance in Africa and deserves the support of all players in the EU.

Cooperation between the socio-economic partners at both sides should also be enhanced, notably through the dialogue between the Economic and Social Committees of the EU and the AU. These dialogues should complement and/or feed into the institutional EU-AU troika

dialogue. Consideration should be given to setting up mechanisms for exchanges between stakeholders on the EU to achieve maximum coordination, coherence and consistency of EU policies and approaches.

Civil society

With a view to a people-centred partnership, an appropriate and prominent place needs to be defined in the institutional partnership for **civil society** and other non-governmental stakeholders. The EU and the AU should invite civil society to make proposals on how this can best be achieved. At the same time the institutions will remain responsible for implementation of the objectives and actions agreed in the framework of the Joint Strategy.

To facilitate these people-to-people contacts, the EU and Africa should promote and expand **twinning** arrangements in relevant sectors. To make these arrangements work, both sides should work towards facilitation of entry requirements – including visa requirements – for people participating in these schemes.

One specific focal area in this context is the **cultural dimension** of cooperation with Africa which should be addressed in the framework of the European agenda for culture in a globalised world, as proposed in the Commission Communication on this subject of May 2007. In this regard, the EU and Africa should give priority to new role of cultural diversity, especially in the context of implementation of the Unesco Convention on Cultural Diversity, including via the EU-ACP Cultural Fund (to be funded by the 10th EDF).

The Joint Strategy should remain a **permanent platform** for continued dialogue with stakeholders in the EU and Africa in the years ahead. Civil society organisations and Members of Parliament can then play a key role in monitoring the implementation of the African and European policies and commitments outlined in the Joint Strategy. Discussions on how to organise and manage such a platform are still at an early stage and will continue – with the stakeholders concerned - over the next few months.

5 INSTRUMENTS

The Lisbon Summit will adopt a Joint EU-Africa Strategy which will set out the orientations and main guidelines for the new EU-Africa Partnership. The Joint Strategy will be a relatively short document, with a long-term time span, to be reviewed on a regular basis.

Tracking political progress: the Action plans

The Joint Strategy will be implemented by successive Action Plans, the first of which will be adopted in Lisbon, covering the period up to the next Summit. These Action Plans will therefore cover a two year period, and will identify the main political priorities, plus the policy commitments, programmes and actions that will be needed to achieve them. The Action Plans should become political instruments for Heads of State and Government by which success and failure can be easily assessed, and which allow to give, if necessary, new political impetus to, or redirect, joint efforts in key areas.

Delivering on ambitions: the financial instruments

The implementation of the Joint Strategy and the initiatives to be developed in this framework will be supported by existing financial instruments, such as the EDF, Regulation (EC) No

1638/2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument and the respective Thematic Programmes laid down in Regulation (EC) No 1905/2006 establishing a financing instrument for development cooperation, and by EU financial institutions, such as the EIB, which will each contribute in a balanced manner. In order to ensure their effective use in this innovative EU-Africa cooperation framework, the coherence and complementarity of these instruments shall be ensured, and where possible complemented by further contributions by Member States.

In addition, the EU should soon start to develop a concept on how - as it is stipulated in the outline for the Joint Strategy - *"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"*. A Strategic Partnership does not only need political will and common goals; to be solid and credible it also must dispose of sufficient financial resources that are allocated, programmed and disbursed in a way that is consistent with the overall institutional architecture of the Partnership.

Beyond the stereotypes: communicating partnership benefits

The success in the EU-Africa cooperation depends not only on its substance but also on the way it is communicated and perceived. Also here the challenge is to move away from old patterns and to give the right signals to non-institutional players in civil society, the business world and beyond. If the EU genuinely wants to work with Africa as an equal partner we need to move away from the stereotype of Africa as a continent in permanent crisis.

A partnership based on mutual and complementary interest implies that both sides communicate the message that we should better use the opportunities the other continent offers. The legitimate call for more help to the needy must be embedded in a broader picture that does right to the diversity and the wealth of human and natural resources of Africa. Therefore, the launch of the EU-Africa Joint Strategy at the Lisbon Summit should be accompanied by serious efforts to promote a better and widely shared understanding of the foundations and of the huge potential benefits of the EU-Africa Partnership.