

## Federal Government Policy Guidelines for Africa

Africa is a continent on the rise. Political successes and the progress made in economic development demonstrate the impact of increasing African ownership and Africans' own efforts. Europe and Germany must and indeed want to continue supporting and fostering these successes through cooperation on an equal footing with African partners.

At the same time, however, economic and political fragility as well as risks persist and the consequences are having an ever more direct impact on Europe. Acute crises and conflicts do not predominate in many regions in Africa and African organisations and states have shown themselves willing to engage in their own crisis management. Due to insufficient African resources, however, the support of the international community is still required to help reduce poverty and fragility, combat risks and overcome crises.

In order to pay due consideration to the complexity of the challenges facing the continent, we are taking a **comprehensive approach to our Africa policy**. The focus and priorities of the Federal Government's Strategy for Africa of 2011 must be adapted to the ever-changing framework conditions and growing expectations in our policy. Our approach must highlight the opportunities offered by cooperation with Africa on an equal footing which is based on values and human rights and geared to our mutual benefit as well as show our scope for action. It must pinpoint the risks and be aimed at strengthening positive developments and combating negative ones.

In doing so, the Federal Government must aim to actively formulate the priorities, interests and objectives of German policy and to **act at an early stage, quickly, decisively and substantially**, both nationally and within the framework of the EU's external action and the United Nations. Coordination and coherence of all **Federal Government activities** are essential if a holistic and networked approach is to be effective and successful in the long term. Civil society, business, academia and the cultural scene must be included so that they can actively help shape relations with Africa.

### 1. Current situation: Africa's growing relevance to Germany and Europe

A realistic analysis shows that Africa is a continent of the future and of opportunities but that challenges and risks for further development remain. At the same time, Africa's relevance and its ties with the international community are increasing.

**Africa's potential** stems from its demographic development and the fact that it is a huge market of the future with strong economic growth, rich natural resources, a great potential for increasing agricultural production and food security by its own efforts, a growing middle class and a young and creative population which is making innovative use of, inter alia, information technology and

mobile telecommunications. The growth rates of the last few years were above the global average and the prospects for the future are generally favourable. African markets are developing dynamically and – beyond the extractive industries – will be of growing interest to German business due to the rising purchasing power, the demand for quality German products and technical expertise, as well as increasing levels of investment and innovative offers.

Contrary to the general perception, there is, on the whole, growing **stability** in Africa. Democratic institutions and developments have been consolidated in many states, thus enabling dynamic societies to tap the potential for growth. There is widespread readiness for Africans to take on responsibility for their own affairs and growing investments by Africans. Progress in regional integration due to the establishment of common markets and the development of a security architecture is clear to see. The African Union and regional organisations are playing an increasingly prominent role in conflict settlement and are seeking to contain authoritarian regimes and/or respond to attempted coups.

Nevertheless, there are still **challenges** to be tackled throughout the continent: rapid social changes such as urbanisation and the loss of orientation models passed down from generation to generation, social polarisation, high population growth, poverty and unemployment which are high and still growing in terms of absolute numbers, especially among young people, human rights violations, structural discrimination against women and gender-based violence, hunger and malnutrition, precarious working conditions, the lack of or inadequate social security systems, insufficient participation of civil-society organisations, in particular of disadvantaged population groups, serious shortfalls in the sphere of human development, in particular in education and vocational training, widespread corruption, economic growth which is often uneven in social terms and vulnerable to external influences. Although the economy is dynamic, it cannot keep pace with population growth. Other factors to be considered are the risk of destabilisation posed by regional crises (e.g. refugees and the internally displaced), the impact of climate change, the overuse and lack of protection of natural resources and ecosystem services, energy poverty and water shortages, loss of biological diversity and massive damage to the environment due to the growing population, unclear land rights, lack of knowledge and suitable technology, overexploitation and inadequate authority exercised by the state.

The **fragility** of African states remains an issue with a considerable impact on Europe. The areas and regions affected are marked by weak institutions and state structures and sometimes a state is even at risk of falling apart. Basic risk factors are the lack of good governance as well as conflicts over resources and their distribution among groups living under differing social conditions. Ethnic and in some cases cross-border loyalties are often stronger than national identity on a country's peripheries. In many states, there are major and often uncontrolled stockpiles of small arms. In some areas, especially in North Africa and the Sahel, fragile state structures provide ideal conditions for organised crime and both national and international terrorism whose impact is not limited to Africa. Dynamic social developments and integration into globalisation mean that some governments have a legitimacy gap for they do not (or cannot) live up to the population's expectations that the state provide essential services (inter alia, access to food, health care, energy, water, education, security and the rule of law).

**Marked differences between regions and countries are becoming more evident** and require an ever more nuanced perception and a differentiated use of the available instruments for cooperation. Each of the 54 states on the African continent has its own history and experiences. Sub-regions are developing their integration mechanisms at a different pace and with different priorities. North Africa's position as part of the continent while, at the same time, being linked to the Middle East seems ambivalent, and not only in our eyes. States which are politically and economically more powerful are more predominant. In many areas, economic progress coexists with unabated poverty and a lack of new jobs.

**New and established international partners** are increasingly engaged in Africa, with varying focuses and levels of success, but with a growing awareness of the breadth of the potential and opportunities. The most conspicuous player – China – which is known for focusing on raw materials, the use of agricultural land and on markets for its own products, is showing increasing interest in longer-term investments and durably stable conditions. India, Turkey, Brazil, Japan and the US are also showing great interest in the African continent. We have to further improve our knowledge and understanding of the activities of other players in Africa. We have a strategic interest in further developing Europe's credibility and influence on that continent.

**African countries, the African Union and regional organisations are becoming ever more important partners** in the international economic and political arena. They are operating with greater self-confidence on the international stage but also more heterogeneously. We have to perceive them to a greater extent as our political partners and win their support for joint positions and activities, not least with regard to global engagement. The African Union and its member states are increasingly taking on responsibility for their continent, also in the security sphere, and are prepared to openly name and tackle negative trends and to provide impetus for reform. The larger African states are displaying ambitions of becoming powers in the international order, demanding representation on the UN Security Council.

Another aspect of the overall picture is that **crises and the consequences of conflicts** in Africa (displacement, organised crime, proliferation, terrorism, piracy and much more) also have a direct impact on Europe and Germany. Growing ties with the Maghreb region are reinforcing problems whose roots lie in sub-Saharan Africa. Instability triggers **migration** which, in turn, leads to human trafficking and social unrest. Internal and security policy cooperation with Africa is in our own national interest. In an interconnected and globalised world, in a Europe without borders, security in Germany can only be guaranteed if we help develop rule of law structures and functioning security entities in other regions.

**African expectations of Germany have grown:** In African eyes, the financial crisis in Europe and its management have made Germany a key player in Europe. We are thus expected to play **a more prominent role** in relations with Africa. Western partners are also **looking more to Germany**, which they expect to show a level of commitment commensurate with its position and capabilities.

## 2. Our engagement in Africa

The African Union (AU) and the African regional organisations, as well as most African countries, have made considerable progress in tackling the challenges facing them. This applies in particular to the construction of a peace and security architecture for the entire continent. The progress made is the result of ownership and the determination to face up to problems; however, international support remains key to this, especially from the EU and its member states such as Germany and other members of the international community.

At the same time, we have to be better prepared for instability and fragility in Africa. In view of the ongoing risks and challenges and – despite the progress made – Africa's still inadequate own capacities and resources, continued support from the international community will be necessary for the foreseeable future. We have to be willing to shoulder this responsibility. Germany's engagement in Africa in the spheres of politics, security and development policy has to be strengthened in a targeted fashion, adapted to the changing conditions and better geared to the individual regions and countries. This is intended to strengthen African states, something which is also in keeping with our own expectations and interests.

Against this background, **priorities** for our engagement in Africa in the coming years can be identified which will enable us to foster positive developments and effectively counter negative ones. In this, we are just as keen to make civil society and African business our partners as we are governments and regional organisations.

- **Further strengthening regional integration.** The aim is to promote political and economic cooperation, defuse tensions, integrate fragile states into communities founded on shared responsibility, create larger markets with freedom of movement for labour and capital, remove trade barriers and thus make states more attractive for domestic and foreign investors. Moreover, we want to consolidate institutions which monitor compliance in Africa with good governance and human rights standards. We want to achieve this by intensifying cooperation with the AU and the regional organisations ECOWAS (Economic Community of West African States), and EAC (East African Community) while involving new partners such as China and India, as well as SADC (Southern African Development Community), IGAD (Intergovernmental Authority on Development, Horn of Africa) and ECCAS (Economic Community of Central African States) and by granting targeted support to other organisations such as ICGLR (International Conference on the Great Lakes Region). Within the EU context, we want to focus Germany's Africa policy to a greater and more targeted extent on fostering regional organisations, inter alia by sharing the European Union's experience with integration and mobilising the Eleventh European Development Fund. To this end, we also want to strengthen regional mechanisms such as the East African Energy Network.
- **Promoting peace and security, supporting the African Peace and Security Architecture (APSA).** The aim is to make possible actual and complete African ownership of conflict management through tailored support in the sphere of training, advice and equipment for the armed and security forces and to help African partners to build up capacities here as well as in the fields of conflict prevention and civilian conflict resolution. We want to help enable African

partners to implement their own responses to the latest challenges to APSA in crises: improvement of the African Standby Force and peace missions as well as the establishment of APSA maritime components, e.g. in the Gulf of Guinea. We will cooperate intensively on the elaboration or further development of EU regional strategies (Gulf of Guinea, the Sahel, the African Great Lakes, the Horn of Africa) and gear the EU's Enable and Enhance Initiative (E2I) to the needs of the APSA, both at the level of the AU and of regional organisations. Furthermore, we intend to support African initiatives aimed at controlling small arms.

- **Reducing fragility, defusing conflicts and violence, preventing human rights violations.** The aim is to prevent crises in good time, try to avert states from failing and to ensure that there is no negative impact on neighbouring regions or on Europe. We will develop cooperation with fragile states and, in particular, address young people's prospects for the future (income, employment, education). By way of prevention and in post-conflict situations, we will do more to bring about security sector reform and the development of the rule of law. In post-conflict countries, we will increase our engagement for the reintegration of refugees and the internally displaced as well as for economic reconstruction with the active participation of women. In the case of fragile states, we will coordinate our actions within the scope of foreign, development and security policies in a networked approach. In the Sahel/Mali, for example, we intend to deepen our engagement at EU and UN level in order to foster security sector reform and the training of security forces, continue to actively support the reconciliation process and develop the existing nationwide development policy priority "decentralisation and good governance" in order to boost reconciliation processes, also in northern Mali, by supporting democratic local authorities. In the African Great Lakes Region, we want to support the implementation of the regional framework agreement, inter alia by aiding economic reconstruction and helping to combat the structural causes of conflicts, as well as supporting the demobilisation and reintegration of members of militia, security sector reform and the effective containment of the trade in "conflict resources". In ten countries, a Partnership Programme for Excellence in Biological and Health Security is to promote the appropriate handling of life-threatening diseases and protection from the misuse of infectious agents.
- **Combating poverty and hunger, securing food, promoting agriculture and rural development as well as sustainable urbanisation.** Agriculture is key to the development of African economies. By launching concrete initiatives, we want to gear activities to an even greater extent to supporting sustainable increases in production and productivity in Africa's agricultural sector and, at the same time, to saving natural resources, with a special focus on the least developed countries (LDCs), countries with special agricultural potential as well as countries with a high level of food insecurity. We will be guided by the Comprehensive Africa Agriculture Development Programme (CAADP) and will continue supporting it. Special attention should be paid to small farmers and family businesses, which are increasingly integrated into the market and are helping to ensure food security for themselves and their regions. For that they need secure access to land and water, adequate access to production means and, in particular, credit, access to markets, advice and, above all, to adapted innovations and technology (including adapted means of mechanisation). The development of value chains (processing and marketing) as well as support for cooperation among companies are especially important. The German business community should be included in this process with their own

contributions. Within the framework of the special initiative “One World – No Hunger”, we will, inter alia, develop ten innovation centres for the development of agricultural value chains in conjunction with the German agricultural industry. The Federal Government supports the implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests agreed upon at the UN and the elaboration of voluntary UN guidelines on responsible investment within the Committee on World Food Security (CFS). Within the scope of the EU-Africa partnership, we are planning a joint plan of action on research into agriculture and food security.

- **Promoting the rule of law and good governance, combating corruption.** The aim is to consolidate the basic conditions for the creation of effective state structures, an open society and further economic development. In particular, we are keen to see better conditions for civil society players in African states. This will also improve the still inadequate human rights situation in many countries. Focusing on the promotion of the rule of law is a good basis as business and society both have a vested interest in the establishment of the rule of law in the countries concerned. A functioning security architecture based on rule of law principles which has the confidence of ordinary people and lives up to their expectations regarding the guarantee of security is a key cornerstone of any state. Germany’s legal system and police forces are regarded by African partners as efficient and exemplary and German expertise is therefore welcome. The rule of law is also bolstered by basic and further training for journalists. The Federal Government is supporting this through various programmes. Equal opportunities for men and women is an overriding cross-cutting goal in our cooperation. It is especially important to foster women’s equal participation in society and their role as players in the development process and to ensure greater protection for women in conflicts.
- **Realising people’s rights and their social protection, fostering a sustainable employment policy.** Safeguarding human rights remains a universal concern for the Federal Government. We will continue to support African – state, civil society and regional – initiatives on consolidating and implementing human rights. Furthermore, we intend to make a special effort to foster protection of the population in the spheres of health, work and social affairs. One goal is a comprehensive, needs-based and fairly financed health care system accessible to all sections of the population; we will focus in particular on the development of national health services, health financing, sexual and reproductive health including HIV/AIDS prevention as well as basic and further training for experts. In order to promote sustainable employment and social policies, we provide advice on the development of own approaches geared to the country in question, for example to implement and apply the Global Jobs Pact of the International Labour Organisation (ILO) and the ILO’s core labour standards as well as to develop basic social protection systems (the United Nations Social Protection Floor Initiative). Improved biomedical research plays an important role in strengthening health services in Africa on a sustainable basis. We therefore want to establish Research Networks for Health Innovations in sub-Saharan Africa in order to sustainably strengthen cooperation in health research. The focus will be on implementing existing and new research results and on public health.

- **Reducing the causes of flight and better protecting refugees, shaping migration policy geared towards prevention and development and preventing abuse.** The aim is to tackle the causes of involuntary and irregular migration as well as the consequences for those affected in a targeted fashion and to better manage regional and transcontinental migration and regular migration. To this end, we intend to use measures to help improve security and the provision of basic supplies for people in their countries of origin and to create life chances through employment and sources of income for people locally. We intend to combat human trafficking and strengthen the protection of human rights and refugees through the economic integration of refugees in key transit countries. We want to work together with EU partners to strengthen the Global Approach to Migration and Mobility as a forward-looking strategy on cooperation between the EU and Africa on migration policy. In particular within the framework of mobility partnerships and comparable instruments, we offer partners willing to cooperate support in developing legislative and administrative capacities for migration management and refugee protection within the scope of rule of law structures. In return, we expect a readiness to cooperate on joint measures against irregular migration and on readmission and reintegration. Migration issues should be anchored more firmly and concretely in development policy cooperation with African states. We want to use the opportunities of regulated and legal mobility – e.g. in the form of money and knowledge transfers – for development processes.
- **Providing targeted support for the countries of North Africa alongside the transformation partnerships for the Arab countries undergoing sweeping change.** We intend to achieve this by creating a safe and stable regional environment as well as by devising a stability and development initiative for North Africa and the Middle East. Our cooperation will focus on young people in order to give them good prospects for the future, thus lessening the potential for discontent and helping to uproot terrorism. Measures which provide employment for young men and women will be our priority. Democracy, human rights, equal opportunities for men and women, the rule of law, including the development of security authorities and good governance, should be fostered in a targeted and flexible manner via the establishment of special funds. As education, a basic prerequisite for democratisation, is another priority, we will continue our education, cultural and media initiatives and keep on promoting extensive education/academic partnerships and scholarship programmes and providing basic and further training for journalists.
- **Championing responsible use of raw materials as a means of promoting stability and economic development, preserving living environments.** To this end we will renew our commitment to the preservation of biodiversity as well as to the protection of natural resources and their sustainable management. We are striving for more transparency, fair raw materials contracts, compliance with environmental, health and social standards, and working for more processing to take place in African countries as well as for state revenue to increase. We want to provide targeted support to curbing illegal trade in raw materials by promoting certification systems. This will help reduce the danger of conflicts over the control of raw materials and make provisions for when raw materials extraction comes to an end. Equally, we will advocate that governments invest state revenue from mining and other significant extractive industries in public development projects. In the field of raw materials, cooperation conducted in an

atmosphere of trust serves to improve security of supply for the German economy. This could be achieved by the G7/G8 taking on a leading role in the consultation process on raw materials contracts, by supporting transparency initiatives (implementation and dissemination of standards outlined by the Extractive Industries Transparency Initiative, EITI) and through initiatives on regional raw materials certification systems.

- **Supporting economic growth, trade and investment.** Our aim is to raise employment levels and generate sustainable economic growth by creating added-value in African countries. This serves to balance out asymmetric dependencies, on raw materials for example, and to develop countries' own supply, as well as their economy and quality infrastructure, along with competitive industries. In doing so, particular emphasis should be placed on promoting start-up businesses, SMEs with innovative potential, funding options for microenterprises and targeted support for women. In terms of trade we must take special care to ensure that business and trade deals negotiated by the European Commission are successfully concluded. This applies both to the current negotiations on Economic Partnership Agreements (EPAs) and to trade agreements with southern Mediterranean countries. These aim to make a positive contribution to sustainable development and regional integration in partner countries. Important elements in this are broad-based measures to support the development of local African capacity, as much flexibility as possible in facilitating access to EU markets and cautious opening of markets on the African side in line with WTO regulations. Moreover, social and environmental standards must be fully enshrined and African efforts flanked by stronger regional economic integration, the ultimate aim being an African free trade area. The support of African states in implementing the WTO Trade Facilitation Agreement is also very important in making investing in Africa more attractive and increasing added-value. We want to make a particular contribution by further strengthening vocational training geared to the labour market in Africa in order to enhance employability. We also want to help countries with the provision of basic supplies and services (for example through renewable and decentralised energy technologies). Energy partnerships initiated at the political level, such as those with South Africa, Morocco and Tunisia or energy partnerships directly initiated by companies, such as with Nigeria, could serve as models for further cooperation. Through such partnerships, Germany offers assistance in tackling energy policy challenges and in developing a sustainable energy supply in partner countries, whilst also promoting cooperation in the business sector. We are able to help develop sustainable maritime activity ("blue economy") through cooperation with east African island states in the Indian Ocean.
- **Tapping into the potential of African markets for German business.** Their generally long-term business models make German companies good partners for sustainable economic development, especially because they help train workers and maintain high standards of social responsibility (Corporate Social Responsibility – CSR). We aim to improve the overall regulatory framework and investment climate in African partner countries in a manner which benefits the local population and boosts investment possibilities, including for German companies, in particular SMEs. Equally we need to make more efficient use of our instruments to promote foreign trade and investment, thus options to gradually expand relief for indebted African countries should be assessed in cases of states classed as "heavily indebted poor

countries” (HIPC). We want to increase the mutual impact of development cooperation measures and the promotion of foreign trade and investment in Africa by better linking them.

- **Facilitating education on all levels, intensifying cooperation in academia and research.** Education is the key to a better and more independent future. Education for all – not only for elites – counters problems which hamper development, such as corruption and the unequal distribution of wealth. We aim for universal access to education, in all educational fields, which is high-quality and relevant to people’s circumstances, for marginalised groups in particular. We will focus on improving basic education as well as developing and expanding vocational education and qualification frameworks geared to the labour market, including vocational training in the field of agriculture. To this end, inter alia, we want to develop new training partnerships with the German business community. In the field of higher education, top of the agenda is promoting talented young people and young scientists who show potential. We plan to support the AU in developing the Pan-African University as a university of excellence in the fields of water, energy and climate change through close German-African cooperation in higher education and research. There has been a paradigm shift in research cooperation in recent years: the aim is still to support the development of competitive academic hubs and research centres in African countries, but the priority lies on joint research goals – many of which contribute to overcoming global challenges. This renders supporting capacity-enhancement in African countries an accompanying measure, albeit a vital one. We consider contributions made by the cooperation partners themselves to be very important for sustainability. Furthermore we want to give our research institutions the chance to cooperate with the very best around the world – including in Africa. Networks which carry out high-quality support work automatically spring up around centres of excellence, and investing in these nexus means enhancing potential and building bridges for sustainable cooperation. In order to dovetail with business, research projects should further integrate possibilities for innovation from the outset, at the application stage. Moreover, systems consulting measures should support the creation or further development of innovation structures. Examples of model cooperation should serve to strengthen higher education and academic structures in our partner countries in the long-term.
- **Strengthening global governance, protecting natural resources and the environment, preserving biodiversity.** We aim to reach common positions on topics of global and particularly African interest (food, climate, water, chemical and waste management, biodiversity, combating poaching, management and efficient use of resources), thereby increasing the contribution Africa makes to tackling continental and global challenges. Cooperating to establish a renewed global partnership (the post-2015 Development Agenda) is key – we want to conduct a more in-depth dialogue with African partners (AU, regional organisations and member states). We could make a particular contribution by fostering the transfer of knowledge and technologies relating to water issues; supporting national and cross-border protected areas; incorporating the protection of biodiversity in development planning and political and economic decision-making processes; reinforcing anti-poaching cooperation under the aegis of the UN; promoting systems of proof of legality and sustainability of tropical timber and combating illegal logging; promoting socially and environmentally responsible urban development (sustainable urbanisation); more firmly anchoring environmental, human rights and social standards within the raw materials industry; promoting the efficient use of

resources; implementing the strategic plan for the 2011-2020 period laid out in the Convention on Biological Diversity and the UN Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests; elaborating the UN guidelines on responsible investment within the Committee on World Food Security (CFS) and implementing the UN Guiding Principles on Business and Human Rights. We want to promote model regions for sustainable development; the Programme on Man and the Biosphere launched by UNESCO will serve as a point of liaison for cooperation between governments, civil society organisations, companies and research institutes.

- **Working together to curb climate change and to facilitate the adaptation to climate change in Africa.** We want to intensify our cooperation especially in the fields of climate protection, assistance in developing climate-compatible energy systems and adapting to the consequences of climate change. Amongst other things, we want to help institutes in the pan-African agricultural programme to devise African-wide measures to adapt agriculture to climate change, taking into account the situation of particularly vulnerable groups (small-scale farmers, pastoralists and nomads). Expansive forests and swamps rich in biodiversity, moreover, need to be preserved because as carbon sinks they help mitigate climate change. Deforestation and forest degradation should be halted to avoid the release of large amounts of CO<sub>2</sub>. We want to enhance **Africa's active role as a global partner** in protecting global public goods, for instance when it comes to formulating and implementing ambitious international climate and biodiversity goals, as well as making the transition to resource-efficient, low-emission development. In the field of research, cooperation should be augmented through "centres of excellence for climate change and adapted land management" in order to equip states to independently make good decisions about land use and water supply.
- **Enhancing cultural cooperation.** Our objective is to raise people's awareness of their own cultural roots and in doing so to strengthen resistance to extremist ideologies. Preserving cultural and natural heritage as well as interethnic and interfaith dialogue thus form the core of the Federal Government's cultural engagement in Africa. Germany's cultural relations and education policy instruments geared towards identity-building and dialogue are set to be used more (cultural preservation programmes, the African art platform "Contemporary&", the pan-African art project "Art in Public Spaces"). Given the power of sport to promote identity and integration, we also want to expand cooperation in sports policy. In their various forms, international extracurricular youth exchanges have proven their worth as an integral component of Germany's cultural relations and education policy.
- **Involving important African stakeholders frequently and in a visible manner.** Our goal is to help improve understanding about important African and global issues, including handling crisis prevention and response. Through existing formats (e.g. German-South African and German-Nigerian Binational Commissions, intergovernmental negotiations on development cooperation) as well as international forums (e.g. in the context of the discussions on the post-2015 Development Agenda), we want to conduct more in-depth and frequent political discussions with these and other partners. Our focus is on states which either have exemplary democracies or which make a great contribution to regional integration.

- **Stronger collaboration with strategic partners on Africa.** Our aim is to convince these partners to engage constructively in reinforcing stability and integration, inter alia. Therefore we want Africa to receive more attention in our and the EU's dialogue with China, India, Brazil, Turkey, the United States etc. including at EU third country summits. New formats of dialogue should be further developed, such as Germany-East Africa-China-India within the framework of dialogue on the Indian ocean.
- **Active involvement in setting the course for the G7/G8's Africa partnership.** We aim to actively support the reform of the African Partnership Forum to ensure the involvement of Africa's strategic partners outside the G7/G8 (in particular China, India and Brazil) and boosting the African side's sense of responsibility for their stake in the dialogue. As regards Germany taking over the presidency of the G7/G8 in 2015, we want to highlight the importance of dialogue with Africa and achieve substantial results for the continent by involving it significantly in the G7/G8 process and ensuring that Africa participates in the summit.

### **3. An integral and networked approach to Africa policy**

The Federal Government considers a **comprehensive and networked approach** set on broad foundations and involving the activities of all responsible ministries to be necessary to ensure an effective and capable Africa policy. To support this approach, the network of missions abroad, of over 2000 experts active in the field of German development cooperation, of chambers of commerce abroad, (border) police liaison officers as well as military advisers and advisory groups is available in African countries. The Federal Government aims to act **early and swiftly, in a decisive and substantive manner which is based on values and human rights and is geared towards mutual interests**. This approach should guide the work in the EU and other international organisations such as the United Nations. **Coordinating with African partners, the African Union and regional organisations** which are to receive support remains essential to Federal Government action.

**Germany's Africa policy is embedded in the EU framework.** Wherever possible the Federal Government acts in concert with EU partners and we want to play a decisive role in shaping Europe's Africa policy. To do so we need to draw much more on the potential of division of labour, especially regarding the different roles within the EU. The EU has an unmatched range of instruments at its disposal which we should complement with our national instruments in order to achieve common goals. In this context, we also support the EU's comprehensive approach. The **Africa-EU Partnership** offers an appropriate platform on which we can coordinate European engagement with the African side. Summits and their follow-ups provide the opportunity to adapt and further develop cooperation, particularly cooperation on promoting the African peace and security architecture, as well as to more effectively focus EU instruments on African challenges (namely the Common Foreign and Security Policy (CFSP), the Common Security and Defence Policy (CSDP), the European Development Fund (EDF), the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union

(Frontex), as well as the African Peace Facility (APF), the Instrument for Stability (IfS), election observation and the Development Co-operation Instrument (DCI), etc.).

**In line with this we must coordinate our action with the work of the United Nations.** The UN enjoys worldwide legitimacy as the only international organisation with near-universal membership. Integrated missions, close links with subsidiary organisations active in humanitarian and development policy and its presence on the ground have given the UN a crucial advantage in long-term stabilisation and post-conflict peacebuilding. We are thus seeking the strong involvement of and a close connection with the UN as regards prevention and stability measures in fragile states. As an important contributor, we also influence the Africa agenda and reform processes of multilateral institutions such as the International Monetary Fund (IMF), the World Bank and the African Development Bank, and we are working to enhance strategic cooperation with them.

A comprehensive approach requires the guarantee of **coordination** between and **coherence** among the different **activities of the Federal Government's** Africa policy. Here, the Federal Foreign Office takes on the role of overall coordinator, which in the field of development policy is complemented by the Federal Ministry for Economic Cooperation and Development's specific role in coordinating ODA, whilst nonetheless maintaining the lead areas of responsibility and management independence of individual ministries. The Federal Government does not only cooperate closely with governmental agencies but also works intensively with civil society, business, science and culture.

As a tool for collaboration within the scope of coherent cooperation, alongside usual interdepartmental coordination, in the future we will make more use of interministerial country groups as well as joint intergovernmental negotiations on development policy. In doing so we aim to improve connections between activities regarding a certain country and to pursue a more targeted course for future cooperation, including in drafting country strategies. Task forces should be set up in cases of developments which are critical or have the potential to escalate into crises and thus need to be constantly monitored by representatives of various ministries and organisations. This is exactly where we need to develop our networks, from exchange of information to strategy development and coordination (developing portfolios, defining priorities and delegating tasks). This approach involves multilateral engagement from an early stage.

In order to maximise opportunities and in aid of conflict prevention, the Federal Government wants to use **the whole spectrum of means available to it** – on the interministerial level as well as within the frameworks of the EU and UN – in the fields of politics, security, development and regional policy, business, academia and culture. Strengthening reliable civilian structures in Africa in the areas of **police, border control and justice** is particularly important. For this, the EU and UN have a wide-ranging set of instruments of civilian crisis management at their disposal which can and should also be implemented as preventative measures. Moreover, Germany **trains civilian staff** at the Center for International Peace Operations (ZIF), participates in civilian peace missions and trains and supports civilian police officers. Multilateral action complements our bilateral measures, for example by providing training assistance and equipment aid and by dispatching liaison officers. Moreover, German expertise and structures should be **drawn on more in Africa** when it comes to

**cooperation on the rule of law.** Improving the capabilities of regional military and (border) police forces is a pre-requisite to realising our goal of empowering African regional organisations to carry out their own conflict management. In order to create synergies we want to enhance links between development and security.

The Federal Government's ability to **identify crises early on** should be improved. To this end, the results of the ministries' existing early warning systems (AA, BMVg, BND, BMZ, BMI) should be underpinned by a joint and regular political assessment undertaken by the Interministerial Steering Group for Civilian Crisis Prevention. Long-term trends and developments which transcend borders should be afforded particular attention and if need be, additional reporting should be called for. The zone set to be monitored stretches beyond Africa south of the Sahara and encompasses the Arab-Islamic world in particular. This situation assessment should serve as a basis for interministerial discussions on courses of action in order to optimise the coordination procedure in the context of crisis management. By the same token there will be regular coordination with important partner governments.

We will continue to provide swift and targeted humanitarian assistance in cases of emergencies affecting the civilian population, dovetailing this with cooperation in structure development. To this end we can rely on excellent, tried and tested cooperation with **non-governmental organisations** which have particular technical or regional expertise in Africa. The Humanitarian Aid Coordinating Committee plays an important role – it is an operational and flexible forum for cooperating with NGO partners. We want to extend strategic cooperation over and above individual projects with selected, particularly effective organisations. In cases of acute crises which threaten to break out or already have done, under the auspices of the Federal Foreign Office's **Crisis Response Centre** we can make use of tried and tested crisis mechanisms, for instance when it comes to protecting German nationals.

The primary goal of Germany's security policy engagement is to **strengthen African ownership by empowering African partners to carry out successful crisis prevention and effective crisis response.** Bundeswehr soldiers are already making an important and highly-regarded contribution to this in Africa through training, advice and equipment aid. They are doing so both in regional organisations themselves as well as in countries which play a leading role in developing these capacities. At the same time, members of African states' armed forces are undertaking training with the Bundeswehr in Germany. Alongside the soldiers' specific skills, this disseminates our philosophy on citizens in uniform, enabling the Bundeswehr to assist with the development of democratically-oriented armed forces in Africa in the medium to long term. Within the framework of a comprehensive and networked approach (i.e. in the political, civilian and military sense) and as a part of collective international crisis management based on international law, the Federal Government is prepared to directly engage in serious crises in aid of peace and security.

Once a crisis has been overcome, **stabilisation measures** form an important component of crisis management. These measures should be implemented in collaboration with the EU and UN in particular, in order to complement their stabilisation instruments for post-crisis zones (this includes the Instrument for Stability (IfS), the European Instrument for Democracy & Human Rights

(EIDHR), the EU Development Cooperation Instrument (DCI) with its own feature on Africa, UN peace missions, political missions, peacekeeping, small arms programmes). Long-term measures under the aegis and using the resources of the European Commission must connect as smoothly and seamlessly as possible with the operations/missions within the framework of the CSDP. In the context of ongoing high levels of post-conflict fragility, the Federal Government wants to provide more support to medium-term **post-conflict peacebuilding**.

Our actions are more likely to be successful if, thanks to our long-standing and comprehensive involvement, we enjoy good knowledge of local conditions, trust built up over time and a good network of state and civil society contacts. Such countries and regions are ideal priorities for our Africa engagement.

The Federal Government continues to stress the importance of general acceptance of its comprehensive approach within German society and will strive to promote this in public debate.

The Federal Government is aware that an Africa policy which wants to effectively address the increased importance of this continent and the particular challenges posed by these new demands **must be equipped with the necessary means** to do so. Whether these measures which require funding can be implemented depends on the **legal budgetary framework** and approval from the German Bundestag. The resources invested should be continuously monitored to assess their **effectiveness and efficiency**. Pro-active measures are much more efficient and sustainable than those simply serving to remedy acute crises. We must make our Africa policy more results-oriented. The Federal Government sets the proposed goals and instruments used to achieve them against which objectives are actually achieved. This particularly applies to development cooperation resources. Measurability and effectiveness of the Federal Government's development policy measures should be further improved: should it become clear that a particular goal is not attainable or that the ratio of funding to success is not appropriate, the German Government will evaluate the terms of its involvement accordingly.