



The
Federal Government

An enhanced partnership with Africa

Continuation and further development of the
Federal Government's **Africa Policy Guidelines**

27 March 2019

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Europe's prosperity is inseparably connected with that of our neighbour Africa. Europe and Africa are players in the area of global development. Working in partnership with African countries is therefore an essential task of our times. It is in Germany's and Europe's interest to contribute to political stability and to reduce development and prosperity gaps between our continents. It is also in Germany's interest to seize the opportunities offered by a partnership with Africa.

The Federal Government therefore intends to continue to intensify its Africa policy. In so doing, it is building on its Africa Policy Guidelines of 2014 as well as on the decisions and initiatives of the previous legislative term.

Our objective is an intensified partnership with Africa as a means to shape our common future. We are striving for comprehensive relations that are commensurate with Africa's political and economic importance for Europe and which respect Africa's great regional diversity and complexity. We are guided in this regard by the principles and objectives set out by the African countries in their Agenda 2063. We are deliberately focusing on issues shaping the future of the African continent – digital transformation, innovation and training – and are working to promote trade and private investment.

Strengthening human rights, participation, good governance and the rule of law is an important priority for us.

The European Union (EU) and Africa are also seeking a new level of cooperation. In November 2017, the EU and the African Union (AU) set themselves the goal of deepening cooperation at the AU-EU Summit, an objective that was reiterated by the Heads of State and Government of the EU in the European Council on a number of occasions in 2018.

The European-African partnership is essential to the implementation of the Agenda 2063 and the 2030 Agenda for Sustainable Development, thereby helping to solve global challenges.

We want to be a reliable partner for Africa and work together in the interests of both sides, also in view of the engagement of other countries. In so doing, we want to do our part to strengthen the self-determined role played by our African partners and organisations in the world.

Our aim is to pursue a comprehensive approach to our Africa policy that is coherent, coordinated within the Federal Government and embedded in a European and multilateral context. We will use our membership of the United Nations (UN) Security Council in 2019 and 2020 and our Presidency of the Council of the European Union in the second half of 2020 to this end. We have also strengthened coordination within the Federal Government by setting up a steering group on Africa at State Secretary level.

In our efforts, we will be guided by open-mindedness, bearing in mind our possibilities. **We are open to the ideas and concepts of our African partners in their diversity and autonomy. At the same time, we are aware of the limitations to what we can do and what we can finance.** In our concrete Africa policy, we will, time and again, encounter conflicting objectives and the need to weigh up issues.



The Federal Government will gear its measures to **five core objectives**:

1.
Promoting peace, security and stability

2.
Sustainable economic development, growth, prosperity and employment for all – investing in prospects for Africa’s young people and women

3.
Managing and shaping migration, tackling the causes of refugee movements, supporting refugees

4.
Strengthening the rules-based global order together with Africa

5.
Deepening our civil society partnerships



1. Promoting peace, security and stability

Many countries and regions in Africa are still affected by armed conflict. War and violence are threatening the lives and well-being of many people, are the main cause of displacement and are hampering development. The impacts of this are also felt in Europe.

Peace and security are the main objectives of the AU's Agenda 2063. The AU intends to expand African peace efforts, make them more effective and fund them itself to a greater extent. It is also committed to the principles of good governance and democratic values, as well as to the protection of human rights and the promotion of gender equality, justice and the rule of law. We share these principles and values and encourage our African partners to implement them.

Peace and security are also a cornerstone of the partnership between the EU and the AU, which we intend to continue to expand in a coherent manner.

We want to use our commitment in the United Nations and our membership of the UN Security Council from 2019 to 2020 to strengthen the UN's cooperation with African partners on all issues regarding peace and security.

- In implementing the Federal Government's 2017 policy guidelines Preventing Crises, Resolving Conflicts, Building Peace, we will continue our commitment to **crisis prevention, stabilisation, conflict resolution and peacebuilding** on the African continent. This includes tackling the structural drivers and causes of conflict, violence and fragility in Africa. These also have consequences and implications for Europe, such as displacement and irregular migration, cross-border organised crime and terrorism. We want to continue to strengthen the active role played by women in peacekeeping and crisis prevention in Africa in line with the UN Security Council resolution on women, peace and security. Issues of peace and security, including climate-related threats, need to be better integrated into Germany's efforts. To this end, we are pursuing an interministerial approach and are increasingly focusing on common analyses of country and regional contexts as well as on coordinated planning.

- **We support efforts to promote political participation and improve equal opportunities, particularly for women and for the rapidly growing young population.** Political participation is a fundamental prerequisite for overcoming social tension. It is with this in mind that we will work to strengthen democratic systems and to oppose the erosion of democratic institutions and processes. We want to continue to expand the EU's efforts in the area of election monitoring, also in cooperation with African civil society and by harnessing the potential offered by the digital transformation. Taking the gender perspective into account is a key part of all of these measures. We intend to strengthen the role of legal systems and the protection of human rights with measures to promote the rule of law.

- **We are taking a regional approach to crisis prevention and conflict resolution.** We are working within the EU and the UN, are liaising closely with the AU and African regional organisations and are supporting African solutions wherever possible. A particular focus in this regard is on regional, cross-border measures and efforts to address the structural causes of armed conflict.



A UGANDAN POLICE OFFICER OF THE AU MISSION IN SOMALIA (AMISOM) ©dpa

- **We are supporting the further development of an African peace and security architecture.** The AU has established effective structures to promote peace and security on the African continent in recent years. These structures are intended to be able to execute their civil, police and military tasks autonomously and in a financially independent manner in the very near future. Funding of African-led peace missions must be placed on a more sustainable and secure footing outside the scope of development financing and with greater contributions coming from Africa in the medium term. We want to play a constructive role in discussions on greater support by the UN in UN bodies, taking the considerable financial contributions made by European countries into account.

- We intend to **continue to develop the Enable and Enhance Initiative**, launched in 2016, as a contribution to the development of well-trained and adequately equipped security forces acting in accordance with the rule of law. As part of this initiative, we will continue to support both military and civilian security forces, in particular (border) police forces, and work to increase the proportion of women in the security forces. The Federal Government's training and equipment aid programmes, with their focus on Africa, are to be continued. Alongside material equipment, this involves training and also the need to respect human rights and the rules of international humanitarian law. We also want to provide advisory support with regard to structural considerations. Missions within the framework of the Common Security and Defence Policy continue to be necessary in many partner countries in order to establish and expand civilian, police and military capacities there. We are committed to the possibility of using the EU budget to fund enhancement measures outside the scope of EU development financing.
- The Federal Government is pursuing a **restrictive arms export policy**, as underscored in its policy guidelines on Preventing Crises, Resolving Conflicts, Building Peace, also with regard to Africa.
- **Moreover, we will continue to assist the victims of armed conflicts and natural disasters.** As one of the most important humanitarian donor countries, we are committed to ensuring that the international humanitarian system is strengthened and made more effective also in Africa. We are committed to upholding humanitarian principles and international humanitarian law in Africa. To this end, we are paying special attention to the needs of particularly vulnerable population groups and to the victims of sexualised and gender-based violence. With the help of development-oriented and structural transitional aid, we are creating the first foundations for sustainable, peaceful and inclusive development in fragile contexts.



2. Sustainable economic development, growth, prosperity and employment for all – investing in prospects for Africa’s young people and women

Africa is not poor, although the majority of people in Africa fit this designation. In some countries, impressive economic growth rates are juxtaposed with grinding poverty among the population. The dependency of African economies on raw materials remains high. High levels of inequality, a lack of economic prospects and insufficient access to education harbour great potential for conflict. The fight against poverty and hunger requires our undivided attention.

Trade and investment are the preconditions and motor for broad-based economic development and the key to employment. Sustainable economic growth in Africa requires a greatly improved infrastructure, more favourable conditions for economic activities and a dynamic private sector. This also includes efforts to diversify economies and the expansion of industrial production and value creation. Strengthening the responsibility of companies for human rights is another contribution to sustainable development.

Health care, education, training and employment are further important prerequisites for growth that does not exclude or leave anyone behind. In many African countries, the demographic development poses a great challenge as far as efforts to maintain progress made in development and prosperity are concerned. In order to address these challenges, greater efforts must be made in key areas such as sexual and reproductive health and rights, as well as education and social security.

The AU identified its priorities for growth and development in its Agenda 2063. We are supporting the efforts of African countries to generate economic growth that creates jobs, to increase their tax revenue and to reduce their dependence on development cooperation. We are explicitly encouraging and supporting them in their efforts to strengthen the rule of law, establish good governance and to step up their fight against corruption.

We will gear our cooperation with Africa even more closely to trade, private sector investment and innovation in the future and focus on employment and economic participation. In view of the immense challenges posed by a rapidly growing population, we will place access to education and employment for young people and women and their participation in economic and social development at the centre of our efforts wherever possible.

We need to set priorities to this end and work in a future-oriented manner within the multilateral framework. We will, to a greater extent than in the past, make our efforts contingent upon conditions and upon the contributions of our partner governments.

- **We are lending our support to Africa's project of creating a single economic area**, which will stimulate the exchange of goods and services in Africa, increase its attractiveness for domestic and foreign investment and strengthen Africa's position in world trade. We support Africa's objective to achieve an African Continental Free Trade Area (AfCFTA). Moreover, we are continuing our commitment to an EU-Africa trade policy to our mutual benefit and welcome the future possibility of the conclusion of a free trade agreement between the EU and the AU. The conclusion, and where already in place on a provisional basis, the ongoing review of the EU's economic partnership agreements as regards their effectiveness and their coherence with the AfCFTA are steps along this path. We support the integration of African countries into global value chains while taking fundamental social, human rights and environmental standards into account. We are playing an active role in the development of the EU's unilateral preference systems (Everything But Arms, Generalised Scheme of Preferences (Plus)). We are supporting the dismantling of non-tariff trade barriers in Africa, in particular the reduction of trade costs within Africa, in a variety of ways. Within the framework of the European Neighbourhood Policy, we are committed to effectively implementing existing association agreements with North African countries and to pursuing negotiations on deep and comprehensive free trade agreements.
- **We will continue to support reform initiatives in African countries.** In its paper Africa's Economic Development – Challenges and Possibilities, the Federal Government formulated the cornerstones of its efforts, which it will continue to implement. This includes the G20 Africa Partnership initiative launched as part of our G20 Presidency in 2017, including the Compact with Africa, which we are driving forward in order to strengthen incentives for reform and, by extension, investment and employment in the participating countries. The Marshall Plan with Africa and the Pro! Africa Initiative are likewise injecting impetus into Africa's economic development.

- As part of the **Compact with Africa** (CwA), we intend, in cooperation with international partners and organisations, to promote macroeconomic stability, economic development and debt sustainability in the participating countries, thereby improving the framework and investment conditions for private sector engagement. This also includes the systematic promotion of local financial sectors and markets in order to facilitate access to credit on the part of companies in the region. We will successively implement the interministerial package of measures announced at the CwA conference in Berlin in October 2018. This also includes regular events with the Compact states to advance the implementation of the initiative.
- In the context of the Compact with Africa, the Marshall Plan with Africa envisages that particularly reform-oriented partners will be supported through **Reform Partnerships** in their efforts to create improved investment conditions and attract investors. To date, reform partnerships have been concluded with Tunisia, Ghana and Côte d'Ivoire. In addition, we will press ahead with the expansion of development cooperation to promote the private sector in Africa, which has already been initiated, including in a European, international and multilateral context. We support the EU's External Investment Plan, which likewise addresses these basic principles.



EMPLOYEES AT A GERMAN AUTOMOTIVE SUPPLIER'S FACTORY IN TUNIS, TUNISIA ©dpa

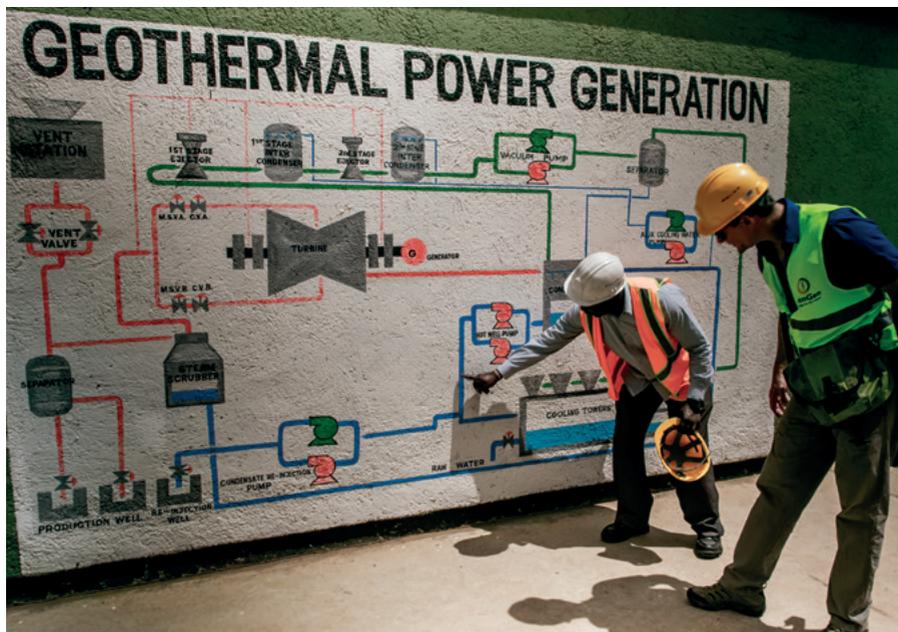
- **We support Africa's economic development through the increased promotion of foreign trade and investment.** We will tailor the conditions under which the Federation promotes exports and investments more precisely in the future. This will be to the benefit of all those involved in Germany and Africa. German companies can rely on the network of Chambers of Commerce Abroad to understand and overcome barriers to entering markets in African countries. In addition, the Africa Business Network is to pool and complete the existing range of advisory and support services in order to support small and medium-sized enterprises in particular in their efforts to enter African growth markets.
- The Federal Government will expand its activities within the framework of **Energy Partnerships and Climate Dialogues** with African states. Access to a reliable energy supply opens up opportunities for education, health, entrepreneurship and jobs, and increases the willingness to invest. We are supporting African countries in decoupling their resource and energy consumption from economic growth and reducing the carbon intensity of their economies in line with the Paris Climate Agreement. This includes the Federal Government's support for the Africa Renewable Energy Initiative (AREI). The objective here is to support plans for the expansion of renewable energies through existing bilateral and multilateral funding channels. Furthermore, we will promote the regional integration of electricity markets.
- The Federal Government will cooperate with African partners to **prevent tax evasion and avoidance** and implement internationally agreed standards to combat irregular financial transfers in an international framework. An important part of this is strengthening financial and tax administrations as well as the establishment and expansion of audit authorities and institutions to combat corruption. We intend to conclude double taxation agreements with further countries with all due speed and to take the particular situation of these countries into account, and are looking to bring ongoing negotiations to a swift conclusion.



STREET SCENE IN ACCRA, GHANA ©THOMAS IMO/PHOTOTHEK.NET

- **We will support our African partners in improving their structures and capacities in the field of education.** Functioning education structures at all levels (basic education, vocational training and higher education), practical training that takes the needs of the labour market into account and modern academic systems are important prerequisites for innovation, economic growth and sustainable employment, as well as for social participation, security and stability. Vocational training is to remain a key aspect of Germany's efforts. We want to support African governments to promote public-private training partnerships that create training positions in African and international companies. Universities and other institutions have the potential to be important partners in this regard.

- We will strengthen our cooperation in the areas of **science, research, technology** and **innovation**. With the Federal Government's Roundtable on the Internationalisation of Education, Science and Research, we have already launched an interministerial process. We will lend our support to the AU's Science, Technology and Innovation Strategy for Africa (STISA-2024). Our aim here is to strengthen networks for research and academic cooperation with Africa.
- We want to **seize the opportunities presented by the digital transformation** and facilitate and improve **knowledge sharing**.
- We will support the cause of **decent employment and work** and advocate compliance with international labour and social standards, also in accordance with the UN Guiding Principles on Business and Human Rights. This includes improved access to social security systems, adequate care and education infrastructure, strengthening occupational safety and health, protection against exploitation and forced labour and the promotion of social dialogue.



GEOHERMAL POWER GENERATION IN OLKARIA, KENIA ©MICHAEL GOTTSCHALK/PHOTOTHEK.NET

- **We are committed to the introduction of sustainable environmental and social standards** and are supporting our African partners with their implementation. We will continue to support African countries to protect their rainforests and biodiversity.
- **We will continue to support Africa in making its agriculture and food industry more productive and sustainable** and will intensify our rural development initiatives in Africa, having regard to the activities of key players in the field of agriculture, above all the UN and the EU. To combat extreme poverty, which is increasingly concentrated in the fragile states of sub-Saharan Africa, we seek to support measures that improve poor people's access to infrastructure, energy, education, employment and social security.
- **We will offer to cooperate with Africa on issues of demographic development** for example by promoting education and employment, improving sexual and reproductive health and rights, supporting demographically-sensitive development planning and increasing the availability of demographic data, and discussing demographic matters in bilateral and multilateral political dialogue.
- **We will intensify our efforts to stabilise healthcare systems.** The Federal Government attaches key importance to comprehensive quality healthcare, which is a core element of the UN Sustainable Development Goals, as well as to health security and the prevention of epidemics and pandemics, which includes fighting anti-microbial resistance. Strengthening national healthcare systems must also play a central role in preventing public health emergencies. To this end we are also supporting the development and expansion of research capacities in Africa.



3. Managing and shaping migration, tackling the causes of refugee movements, supporting refugees

Refugee and migration movements have increased visibly since 2014. We commend the achievements of the countries of the African continent in tackling the challenges posed by internal displacement, refugee movements and irregular migration; the vast majority of African refugees have been taken in by African countries. Germany and Europe are also facing enormous challenges. As a result, significant action is needed in Africa and in Europe. Migration policy is an integral part of our Africa policy. Helping to tackle the causes of displacement and irregular migration and to stop human smuggling is a cross-cutting objective for the Federal Government.

The Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees, in conjunction with the global and regional norms of international law, in particular the Convention relating to the Status of Refugees, the Universal Declaration of Human Rights and the UN human rights conventions, will form the framework for our future cooperation with African partners.

- **We will expand and intensify migration cooperation with the AU and with selected African countries.** We take the worries and concerns of African states seriously, but will always be mindful of European interests. We seek to balance fairly all interests at stake. These include, on the one hand, the interest in providing better prospects particularly for young people, in protecting nationals and improving access to existing regular migration options for people from Africa and, on the other hand, curtailing irregular migration, including combating human smuggling, and ensuring the readmission of nationals subject to a legally enforceable order of removal. Cooperation on information campaigns about voluntary return and reintegration, legal migration pathways and the risks of irregular migration is of key importance. We will coordinate this at national level and engage in regional and trans-continental dialogue on migration to advance this issue.
- **Orderly regular migration and mobility** in the interest of all involved potentially has a large number of positive effects. We are supporting information campaigns and improved access to existing means of regular migration. Uncontrolled irregular migration, on the other hand, is not in the interest of either Africa or Europe.

- Armed conflict and persecution for political, ethnic or religious reasons are the main factors that cause refugees to leave their homes. We want to do more at the interministerial level to tackle the **causes of displacement where they arise**, using instruments and strategies drawn from foreign, security and development policy.
- Wherever possible, we support the voluntary return of refugees in dignity and safety to their countries of origin. We will further develop the instruments for supporting voluntary return by migrants and their lasting reintegration in their countries of origin. At the same time, if people who are under a legal duty to leave one country are not willing to return voluntarily, we expect their country of origin to cooperate in enforcing this duty at state level.



RETURNEES IN THE CENTRAL AFRICAN REPUBLIC ©dpa

- **We are creating perspectives for refugees and migrants closer to their countries of origin** as well as for the populace in individual host countries. We want to combat human trafficking and are actively working to protect particularly vulnerable people and groups, including women and children, and to facilitate the integration of refugees and migrants in African host countries and African countries of destination.

- **We call for an improved understanding and a realistic assessment of migration movements** in Africa and between Africa and all other continents. We will further step up our migration policy awareness-raising efforts and our information campaign on the risks of irregular migration and on legal ways of migrating, and will involve diasporas, civil-society organisations and international organisations.



4. Strengthening the rules-based global order together with Africa

Threats to peace and security and global challenges such as poverty, hunger, terrorism, organised crime and climate change can only be resolved in close cooperation with our African partners. This does, however, require dependable multilateral rules, institutions and framework conditions.

The African states are important stakeholders and advocates of the multilateral order for the maintenance of international peace and security, for disarmament and arms control, global economic integration and free trade, as well as human rights standards and norms of international law. The African Union and regional organisations, as well as the African states themselves, are contributing significantly to the strengthening of global governance and the rules-based international order.

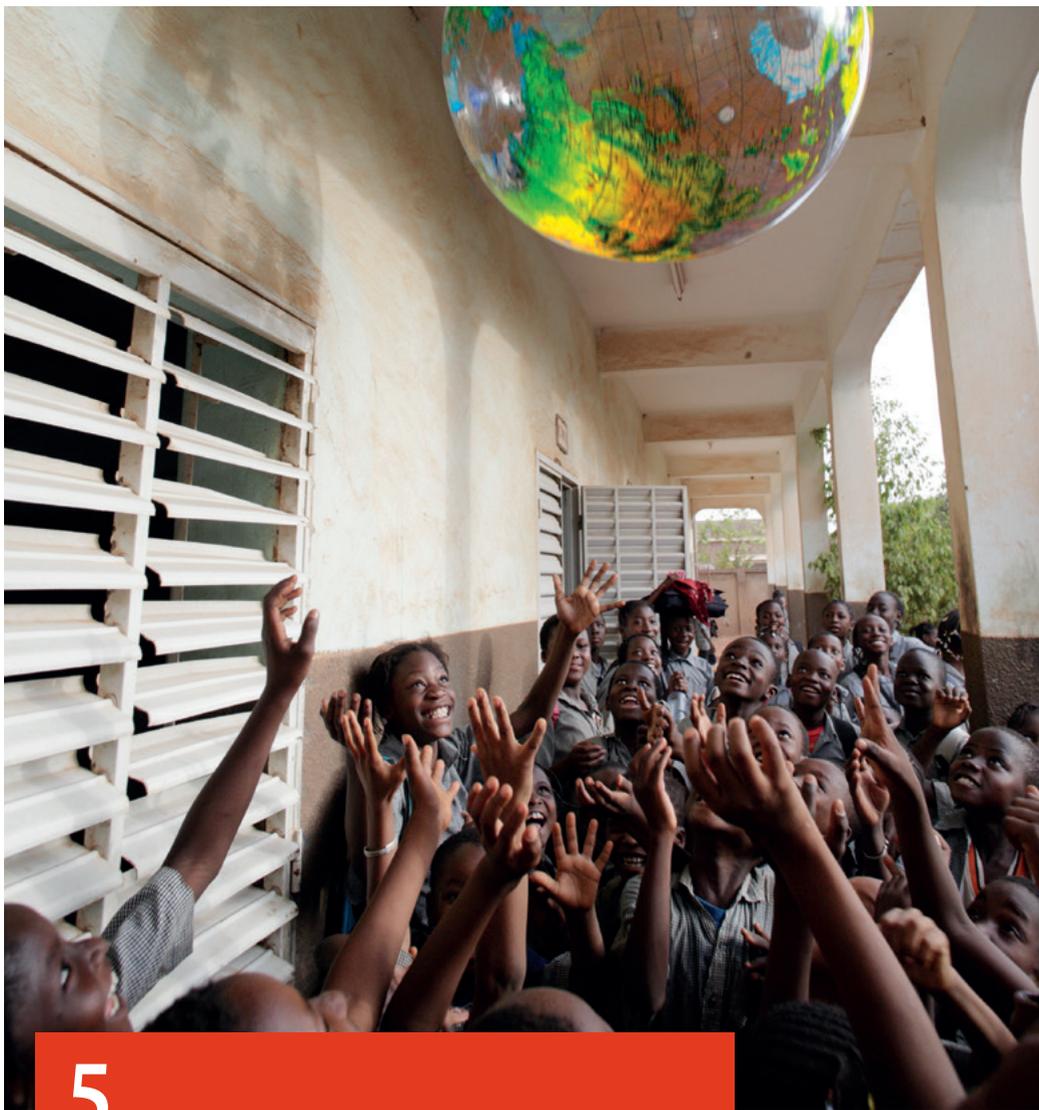
- **We want to cooperate more closely with our African partners to address global policy challenges.** We want to instigate closer coordination between the AU, the EU, and their member states of their positions in international institutions and multilateral fora and ensure that they **concordedly champion a rules-based global order based on international law**, including rules-based free and fair world trade. We also want to campaign for this together with the African members of the Security Council while we ourselves have a seat on the UN Security Council in 2019 and 2020.
- We will continue to jointly call for international institutions, including the UN Security Council itself, to **become more inclusive and representative** and to reflect the realities of the 21st century.
- The **Sustainable Development Goals (SDGs) in the 2030 Agenda** universally adopted in 2015 are a pivotal guide for global action and collaboration. We will constantly monitor our Africa policy to ensure that it contributes to achieving the SDGs and to the implementation of their guiding principle, “leave no one behind,” and will adapt our policy accordingly if necessary. We will work to ensure that equal account is taken of the economic, environmental and social dimensions of sustainable development, thereby strengthening the coherence of bilateral and multilateral action.



AU-EU SUMMIT IN ABIDJAN, CÔTE D'IVOIRE ©PICTURE ALLIANCE / PHOTOSHOT

- Africa is one of the places most affected by global climate change and extreme natural events. We will base our **cooperation with Africa on the objectives and targets of the 2030 Agenda and the Paris Climate Agreement** and will support African partners in increasing their adaptability to the impacts of climate change and with regard to preserving global resources.

- In the EU, we want to use the negotiations between the EU and the African, Caribbean and Pacific states on the successor treaty to the Cotonou Agreement post 2020 to further develop **relations between the EU and African states within the EU-Africa Partnership**. We want to lift EU-Africa relations to a new level, underpinned by the necessary financial resources. The acquis of the European Neighbourhood Policy should be retained for the countries of North Africa.
- A **strong, rules-based world trade system** will be of particular advantage to developing countries, in Africa as elsewhere. We therefore want to strengthen cooperation with the African countries in the discussions on modernising the WTO. This includes taking account of legitimate development policy concerns.



5. Deepening our civil society partnerships

SCHOOL CHILDREN PLAYING WITH A GLOBE, OUAGADOUGOU, BURKINA FASO
©UTE GRABOWSKY/PHOTOTHEK.NET

Contacts between civil societies form the foundation for better mutual understanding and the development of robust partnerships. Dialogue and cooperation must thus not be conducted between governments alone, but also between societies. We want to intensify contacts between citizens and non-state actors. We will encourage our African partners to preserve and improve the environment within which political foundations and civil society may act.

Increasing understanding presupposes raising awareness of Germany's colonial past in Africa, which has repercussions to this day, and improving our knowledge of present day Africa.

- **We will intensify contacts – particularly between young people – in the fields of education, training and exchange between Africa and Germany.** We intend to promote exchange programmes for young people from Germany and Africa and make greater use of the German language as a common bond. To this end we seek to expand scholarship programmes and foster alumni networks, university partnerships and scientific cooperation. We will endeavour to align our visa policy with the objective of facilitating encounters between the people of our continents.
- **We want to promote partnerships with civil society in Africa** and will include the private sector in these efforts. We are endeavouring to ensure that civil society is not faced with yet more restrictions on its activities, but may work in greater freedom. Independent and free media have a central role to play; we will offer journalistic and media-related cooperation to support them. Societal stakeholders can furthermore be a key motor of innovation, creativity, progress and enduring peace; in some places they are our most important points of contact.
- We wish to **continue** the **transformation partnership** with the countries of North Africa which are implementing democratic and social reforms.
- 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.**

- **We want to seize the opportunities presented by urbanisation in Africa** as a motor for growth, societal transformation and global connectivities and minimise the associated risks. To this end we also seek to promote dialogue between German and African municipalities and local authorities at a trans-continental and intra-continental level.
- We want to support the **acquisition of African languages and African cultural and historical studies in Germany**. Greater visibility must be given to African issues and their cultural influence.
- We cannot shape the future without coming to terms with the past. We will thus continue to critically reappraise **Germany's colonial past in Africa**. This encompasses questions of how to deal in the present with collections from colonial contexts. We will furthermore continue to contribute to the preservation and protection of cultural heritage in Africa by means of cultural preservation measures.
- We want the **African diaspora** and German nationals with African roots to be part of the discourse on our Africa policy; we will give their specific experience the importance it is due in developing our Africa policy.

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