



## Donnons un sens à l'Europe: solidaire & responsable

Get Europe to make sense:  
fair & responsible

La coordination nationale des ONG de solidarité internationale  
se mobilise pour la Présidence française de l'Union européenne

# Africa-EU joint strategy

Lisbon +1:

What headway  
has the Africa-Europe  
partnership made?

Sana Haidara/Terre des Hommes  
Alexandra Aubry/Terre des Hommes  
Grégoire Niaudet/Secours Catholique  
Florent Sebban/Coordination SUD

**December 2008**

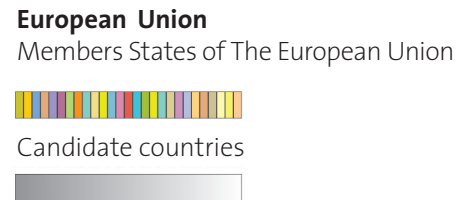
The joint strategy between Africa and the EU was launched on 9 December 2007, during the Lisbon Summit. Its objective is to produce a global negotiation framework between two “equal” partners. A three-year Action Plan has been adopted to implement it. This Plan includes the eight major objectives that the partners must try to carry out before the next summit in 2010. The summit ended with the adoption of a common declaration, the Declaration of Lisbon, which states the philosophy and commitments contained in the partnership.

**This strategy could redirect the trade, political and development-cooperation relations that Europe maintains with the countries of sub-Saharan Africa and North Africa.**

While the strategy is now one year old, it is necessary to take a brief look at the situation.



## The Member States of the European Union <sup>1</sup>

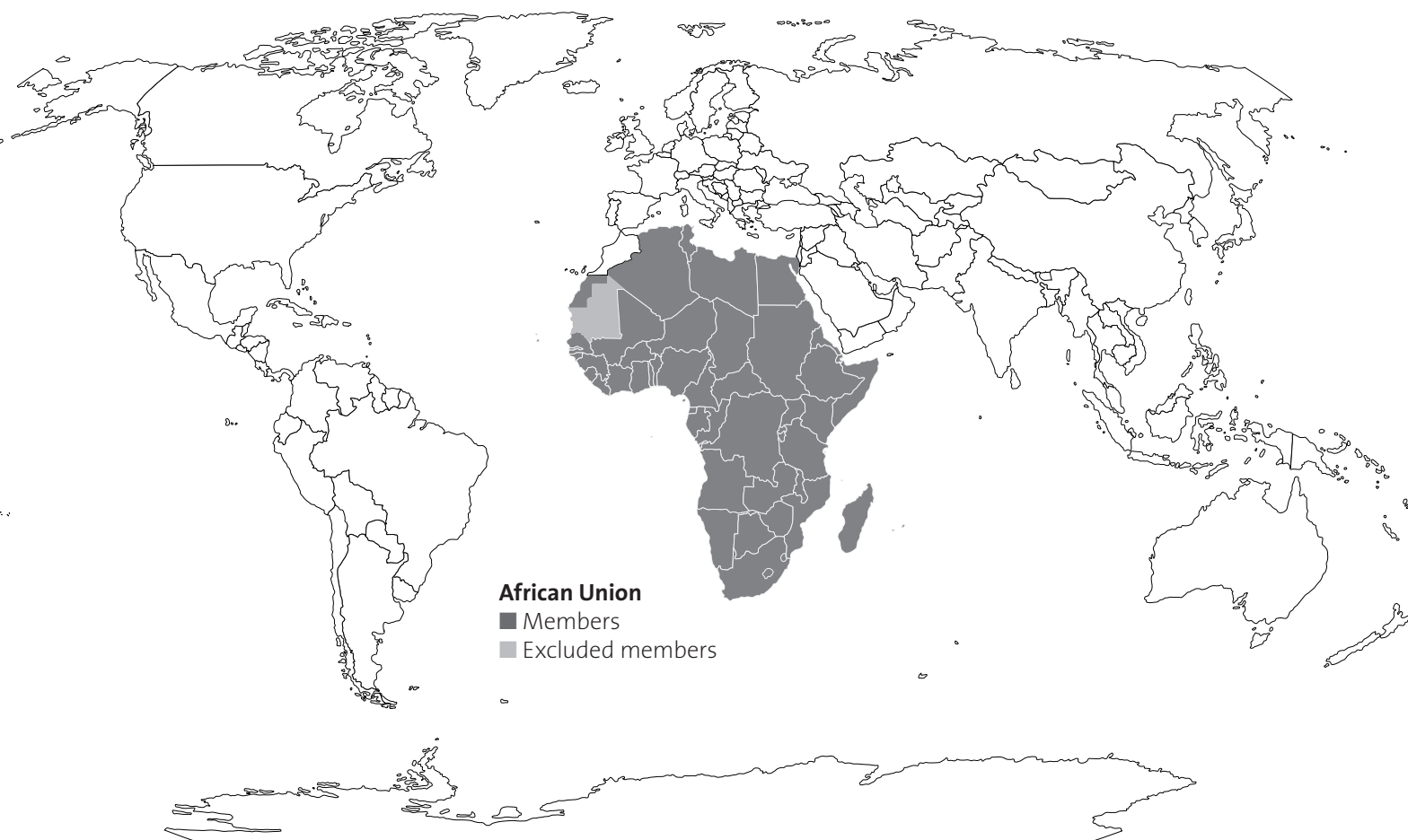


Crédit © Communautés européennes, 2008

**1.** The European Union is made up of: Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Spain, Slovakia, Slovenia, Sweden, the United Kingdom of Great Britain and Northern Ireland.



## The Member States of the African Union <sup>2</sup>



**2.** The African Union is made up of: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Congo, Democratic Republic of Congo, Cote d'Ivoire, Djibouti, Egypt, Eritrea, Ethiopia, Equatorial Guinea, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritius, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sahrawi Arab Democratic Republic, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, Zambia, Zimbabwe. Mauritania was suspended following the coup d'état of 3 August 2005, and Morocco is a non-member state.

<b>1</b>	<b>Context of the adoption of the strategic partnership</b> .....	<b>5</b>
<b>2</b>	<b>The actors involved in the dialogue</b> .....	<b>6</b>
<b>3</b>	<b>The Action Plan as framework for implementing the partnership</b> .....	<b>8</b>
<b>4</b>	<b>The financial instruments</b> .....	<b>12</b>
<b>5</b>	<b>Conclusion: from the Africa-EU strategy to the revision of the Cotonou Agreement</b> .....	<b>14</b>

# 1 Context of the adoption of the strategic partnership

In 2000, a summit was organised in Cairo between the European Union and Africa. It put forward four major theme:

- > regional integration,
- > integration of the African economy into the global economy,
- > respect for Human Rights, good governance and the rule of Law,
- > peace and security and conflict prevention.

These themes were taken up in a Common Declaration. An Action Plan defines the steps needed to move forward on each of them. The latter had more than mixed results, as all the planned and announced partnerships have not produced the hoped-for effects. There is almost no ownership of this partnership by the populations of Africa and Europe.

The African union is not identified as the official partner of the European Union, due to the European desire to include Morocco, a non-member of the African Union, within this partnership. Officials from the African Union remain nonetheless the main negotiators on the African side.

---

## THE MAIN DATES IN THE WORKING OUT OF THE STRATEGY

**2000:** Cairo Summit

**2001:** Creation of a new partnership for African development (NEPAD)

**2002:** Creation of the African Union

**2003:** Summit planned in Lisbon, postponed due to controversies on the participation of some African leaders

**October 2005:** Adoption of a Communication on the EU strategy for Africa by the European Commission

**December 2005:** The strategy is approved during the European Council meeting

**December 2006:** European Council meeting

The European Union realises the tensions stirred by adopting a strategy for Africa without real discussion with the latter. It thus proposes to use the strategy adopted in 2005 as the groundwork in working out the joint strategy

**January 2007:** AU Summit, agreement to negotiate a joint strategy

**December 2007:** Lisbon, Signing of the Strategic Partnership

## Presentation of the Africa-EU Strategic Partnership: a joint strategy for Africa and the EU

The strategic partnership starts with the major common principles shared by Africa and the EU.

It provides four major political objectives to achieve:

- > the strengthening of the partnership in order to transform it into a **true partnership between equals**;
- > the promotion of key questions in **development** matters, such as peace and security, governance and human rights, trade and regional and continental integration in Africa;
- > joint responses to **global challenges**;
- > the **promotion** of a wide and diversified **partnership** focused on people.

These objectives act as a long-term global framework for cooperation between the EU and Africa, in which **specific strategies** will have to be set up.

---

## SPECIFIC STRATEGIES

### Peace and security

Aims at promoting peace and security in the two continents, through initiatives such as the African Peace and Security Architecture (APSA) and the strengthening of discussion between the two partners.

### Governance and human rights

Aims at improving the effectiveness of the multilateral system while promoting democracy, governance, as well as the primacy of law and human rights.

### Trade and regional integration

Aims at promoting

- > the development of the private sector,
- > foreign investments to strengthen the supply side of African economies,
- > development and strengthening of infrastructures required for the movement of people, goods and information,
- > trade integration, which is vital for increasing both South-South and North-South trade ties.

### The key questions in development matters

These focus on the partners' action to carry out the Millennium Development Goals (MDGs).

## 2 The actors involved in the dialogue

The Action Plan provides for the European Union and the African Union, along with civil society organisations, to be the main actors in the implementation and monitoring of the process of the EU-Africa joint strategy.

### The EU-Africa dialogue is being carried out at various levels

- > **Summits of heads of state and government** are planned every three years. The next Summit could be organised in Belgium in 2010.
  - > **Ministerial meetings** of the EU-Africa troika are monitoring the process and producing an assessment report presented during the summit of heads of state and government. They are held alternatively in the European Union and in Africa.
- The EU Commission and the Secretariat of the European Council, the AU Commission, as well as the current and future EU and AU Presidents are in charge of defining the policies and measures within the framework of the Action Plan.
- > **Joint Africa-EU Expert Groups (JEG)** must take care of the technical implementation of the Action Plan.
  - > Furthermore the **European Parliament**, along with the **Pan African Parliament**, can produce strategy progress following discussions and dialogue in joint parliamentary sessions.
  - > **European and African civil society** can produce reports passed on to the different institutional partners.

### The role of civil society in the strategic partnership: simple actor in the consultation or genuine force for change?

On paper, the strategic partnership offers a broad role to civil society. The latter can participate in the various joint expert groups and in the monitoring and implementation of the strategy. African and European decision makers are also proposing to produce a mapping of civil society in Europe and in Africa.

### European civil society

The representatives of the various sectors of civil society decided to form an **Interim Steering Group**, within which they discuss the implementation of the strategy and prepare recommendations.

On 31 July 2008, the meeting between the Interim Steering Group, and the European troika concluded on the need to define an action plan. The organisation of a meeting between the Interim Steering Group and the Commission after the troika meeting in September 2008 is included in this action plan.

The Interim Steering Group made a certain number of proposals:

- > It advocates for the distribution, during the French presidency of the EU, of the document on “civil society participation in the implementation of the EU-Africa common strategy” to the members of the COAFR (Africa Working Group among EU member states);
- > It proposes to organise a meeting between COAFR and the Interim Steering Group;
- > The group calls on the European Commission to take measures to promote further transparency and public access to information concerning the implementation of the common strategy;
- > It calls on the European Commission to respect the criteria proposed by the Interim Steering Group in order to bring the mapping of civil society networks to a successful conclusion.

The Interim Steering Group undertakes to pass on the information to other European and African civil society actors and to nominate different experts<sup>3</sup> in order to facilitate exchanges with the implementation teams.

European civil society has decided to carry out concerted action that would come mainly from **CONCORD**, the European Confederation of Relief and Development NGOs, of which Coordination SUD is the French member. CONCORD has met several times and created a working group in charge of monitoring the strategy. This group has pointed out the challenges that the Interim Steering Group will have to deal with:

- > The lack of connections and relations between the African peoples and their institutions as well as with the representatives of African CSOs;
- > The lack of coordination between the Joint Commission of experts groups and all the CSOs;
- > The need to collect information on the political reasoning of the strategy, on the EU institutions as well as on the AU process;

**3.** The designated persons will act as a contact point in order to facilitate an exchange of viewpoints with the implementation teams and do not determine the representation of European civil society in the partnerships.



- > The mapping issue is still topical, despite the funding problems pointed out by the working group;
- > It restates the usefulness of making a pedagogical effort when explaining the challenges of the strategy to European and African civil society actors;
- > One of the pending issues is to find out how to promote participation by African NGOs.

For now, participation by civil society in the joint experts groups has not been decided on. This should be decided during a meeting between European civil society, the Commission, and two member states (currently presiding over the EU and AU).

The CONCORD working group and the Interim Steering Group participated in the COAFR meeting on 12th November 2008. During this meeting, the French Presidency announced that the JEGs would all meet for the first time before the EU-Africa Troika meeting in Addis Ababa at the end of November 2008. Some groups have met informally on the European side. Participants' lists on the AU side have not been made public. These groups are likely to work on a very informal basis. This could, according to COAFR members, facilitate the participation of CSOs. The real question will be on the type of CSO participation in the JEGs : ad hoc, permanent, as advisors, as real experts... Participation is however likely to be very different from one partnership to the other.

There are a certain number of remaining questions:

- > **What budget will have to be allocated to the involvement and participation in the Interim Steering Group?**
- > **Will the proposals made by civil society lead to real changes in the political orientation of decision makers?**
- > **Is the European Union prepared to put its trade, migration, agricultural and development cooperation policies back on the table?**

### **African civil society**

African civil society is expressing many reservations with regards to the ability of the strategy to change the nature of Africa-EU relations.

Following the civil society consultation meeting of the African Union Commission on 3 and 5 March 2008, civil society has put forward a series of recommendations:

- > Monitoring of the mapping process;
- > Creation of a platform bringing together research institutes and think tanks;

- > Creation of a web portal aiming at making CSO consultation easier;
- > Making sure that African CSOs participate in the Joint Experts Groups;
- > Giving new dynamics to the Executive Committee created during the Accra Civil Society Consultation, so that it closely cooperates with CIDO (especially on the mapping issue).

There are still other remaining questions:

- > **What criteria will be used to carry out the mapping? And by whom?**
- > **Being produced by civil society does not preclude the phenomena of exclusion of some actors. How can this be avoided?**
- > **Will the national and regional platforms of NGOs play a central role in implementing the strategy in Africa and in Europe?**
- > **What about the participation from actors coming from non-institutionalised civil society, in Europe as well as in Africa?**
- > **Will civil society be able to have an influence in the process of implementing the strategy, so that some partnerships become effective quickly?**

Overall, the populations of Africa and Europe do not know about the strategy. It is not one of their main concerns.

# 3 The Action Plan as framework for implementing the partnership

This Action Plan covers a three years period (2008-2010), up to the next EU-Africa summit. It sets the major political objectives, the commitments, the programmes and the priorities that must be achieved by the two partners. This Action Plan includes eight partnerships.

## 1. Africa-EU Partnership on Peace and Security

### OBJECTIVES

- › **Strengthen dialogue** on the challenges to take up regarding peace and security;
- › Make the African **Peace and Security** Architecture fully operational;
- › **Provide predictable financing** for Peace Support Operations led by Africa.

This partnership is the one that has made the most headway since the strategy has been adopted. The African and European partners in fact decided, during the troika meeting of October 2008, to propose another approach to EU-Africa relations that goes beyond just development issues<sup>4</sup>.

The objective is to establish close cooperation between Africa and the EU on public policies, operational objectives and financial matters, in order to avoid Africa being left alone to manage “the burdens of peace support operations”<sup>5</sup>.

The EU is planning to provide financial as well as human support to the AU.

The action plan proposes a European contribution of 300 million euros for the 2008-2010 period, for the setting up of the second African Peace Facility. As the EU-Africa strategy does not have a specific budget, these funds will be taken, as was the case for the first Peace Facility, from the European Development Fund. The objective of this fund is to support the economic and social development of the African, Caribbean and Pacific countries so as to eradicate poverty.

**The NGOs have thus asked the EU to find sources of financing other than the EDF for this type of action, so as not to decrease even further the limited resources allocated by the EU to ACP country development.**

4. COM, « Communication from the Commission to the European Parliament and the Council. One year after Lisbon: the Africa-EU partnership at work », 617, Bruxelles, 2008.

5. Ibid.

The EU-Africa strategy should not lead to European development actions being diverted to security.

The role of civil society is rather limited in this partnership, even though the EU has stated that it wishes to encourage African NGOs to work on these issues.

## 2. Africa-EU Partnership on Democratic Governance and Human Rights

### OBJECTIVES

- › The management of **natural resources**;
- › **Democracy issues**;
- › The creation of a **governance forum**;
- › Financing for Pan African governance architecture;
- › **Strengthen dialogue** at the global level and in international bodies;
- › Promote the African peer review mechanism and **support the African Charter on Democracy, Elections and Governance**;
- › Foster **cooperation in the area of cultural goods**.

The action plan proposes making headway regarding the respect of international obligations in the area of democratic governance and human rights. This is a praiseworthy commitment. But the practice of EU-Africa relations, especially within the framework of aid allocated under the 10th EDF, is something completely different. The EU proposes allocating an “Incentive Tranche” representing 2.7 billion euros for all the Africa, Caribbean and Pacific (ACP) countries based on commitments to respect a set of good governance criteria unilaterally defined by the EU. Beyond Human Rights, the fight against corruption and sound management of public finances, these criteria assess the ACP countries’ ability to deregulate their economies, to fight against illegal immigration and to combat terrorism. **The Union is using some of the aid promised to ACP countries to defend its economic and geostrategic interests, while demanding progress on governance. This approach risks being counterproductive.**

Furthermore, an inventory of activities in the area of cultural goods will be made in 2009, and a discussion platform on democratic governance and Human Rights that will include as many AU and EU actors as possible should be created.



### 3. Partnership on Trade, Regional Integration and Infrastructures

#### OBJECTIVES

- › Support for the **African integration** programme;
- › **Capacity building for Africa**, to meet rules, standards and quality requirements;
- › Implementation of the EU-Africa Partnership for **infrastructures**.

The Economic Partnership Agreements (EPA) remain the main framework governing trade relations between the EU and African countries (gathered into 6 regional groups).

There has been much criticism of these agreements on the African continent, by governments, MPs and civil society. The African Union Commissioner for Trade and Industry, Elizabeth Tankeu, has declared that “because these provisional EPAs were decided on in haste and under pressure, so as not to lose access to European Union markets, they contained many gaps”.

6. Continental seminar on the Economic Partnership Agreements (EPAs), Economic Commission for Africa (ECA), 8 October 2008.

This questioning by the African side is not at all changing the behaviour of the EU, which is continuing these negotiations without modifying its approach based on promoting European economic interests.

The NGOs consider that the EPAs should respect the right to food sovereignty, by prioritising the consolidation of regional integration and the development of family farming, suited to meet people’s food needs.

### 4. Africa-EU Partnership on the Millennium Development Goals

#### OBJECTIVES

- › Lay the necessary groundwork for financing and policy to be carried out, in order to reach the MDGs;
- › Speed up the realisation of the food security MDG;
- › Speed up the realisation of the health MDGs;
- › Speed up the realisation of the education MDG.

In a European Council meeting on June 2008, the heads of state and government confirmed their commitments to increase official development assistance (ODA) for 2010 and 2015. They adopted an Agenda for Action on the MDGs. This agenda plans an increase of EU sectoral support to the MDGs and shows EU actions already carried out within the framework of the ODA commitments.

Despite these promises the share of European Union Gross National Income allocated to ODA decreased in 2007, from 0.41% to 0.38%. The economic crisis that will follow the financial crisis might even intensify this tendency in 2008 and 2009.

Moreover, the European contributions to financing for development are still not enough based on meeting the MDGs. **For example, the European NGO Confederation for Relief and Development (CONCORD) has made an analysis of aid priorities implemented by the European Commission as part of the 10th EDF. Two percent of the strategy papers have education as a priority (compared to 6% under the 9th EDF) and 2% of them have health as a priority (compared to 4% under the 9th EDF).**

7. Briefing Paper “ACP-EU relations: Will the EU deliver on its promises? Challenges of the 10th EDF Programming process”.

### 5. Africa-EU Partnership on Energy

#### OBJECTIVES

- › Ensure the development of energy resources and energy security;
- › Increase investments in energy infrastructures;
- › Use a greater share of income from oil and gas for development activities;
- › Incorporate the issue of climate change into development cooperation;
- › Implement the energy partnership in order to strengthen cooperation on energy security and access to energy;
- › Develop civil nuclear power.

This partnership will have to be developed based on existing instruments, i.e.:

- › The general framework of the Africa-EU Infrastructure Partnership and its Trust Fund;
- › The EU Energy Initiative (EUEI) and its ACP Energy Facility;
- › The National and Regional Indicative Programmes under the 10th European Development Fund (EDF);
- › The thematic programme on Environment and Sustainable Management of Natural Resources including Energy.

In September 2008, the European Energy and Development commissioners decided to set up a joint action mission on the energy problems in Africa. The African Union Commission, in cooperation with the European Commission, adopted a joint declaration on partnership in the energy sector, on 1 October in Brussels.

Some European countries have decided to move away from developing civil nuclear energy. The objective to develop civil nuclear energy in Africa in this strategy is opposed by many NGOs in Europe and in Africa.

## 6. Africa-EU Partnership on Climate Change

### OBJECTIVES

- › Work out a common programme on the policies to carry out regarding climate change and on cooperation in this area;
- › Cooperate in the fight against land degradation and increasing aridity, especially via the “Green Wall for the Sahara Initiative”;
- › Reduction of disaster-related risks;
- › Fight against deforestation;
- › Participation of developing countries in the global carbon market;
- › Promotion and dissemination of technologies that respect the environment;
- › Improvement of the monitoring of the environmental consequences of climate change.

Since January 2007, the leaders of the AU have acknowledged the impact of climate change on Africa. Through the Addis Ababa declaration, they have committed to incorporate climate change into development policies, programmes and activities at the national and sub-regional levels.

This commitment is the basis for the partnership between the EU and the AU in this area.

The partners have planned to take action on:

- > implementing the Global Climate Change Alliance (GCCA) as the framework for negotiation and discussion between the EU and AU on this issue;

- > land degradation in Africa. The AU Commission is studying and putting together an action plan for early 2009.

## 7. Africa-EU Partnership on Migration, Mobility and Employment

### OBJECTIVES

- › Setting up an **African network of migration observatories** that will collect, analyse and disseminate data concerning the migratory flows between African countries as well as between Africa and the EU;
- › African capacity building in the area of migration information management. It will encourage movements of skilled labour by forming partnerships between European and African institutions such as universities and hospitals;
- › **Creation of more numerous and better-quality jobs in Africa, especially in the formal economy.**
- › Implementation of:
  - The **Tripoli Declaration** on migrations and development, whose objective is to facilitate mobility and free movement between the two continents, to tackle the root causes of migrations and refugee flows and to find solutions to the fight against illegal migration;
  - The EU-Africa Action Plan on **trafficking in human beings**;
  - The 2004 **Ouagadougou Declaration and Action Plan** on Employment and Poverty Alleviation.

The issue of migrations is a sensitive one between the two partners. Africa has organised broad consultation of the Regional Economic Communities on this theme.

The aim is to produce a common African position on this issue, to be able to influence the November 2008 ministerial conference in Paris on migrations and development.

**But the NGOs are asking Europe to put an end to the repressive logic of border control outside the EU, while simultaneously putting respect for human rights at the centre of any migratory policy. Furthermore, they consider that the setting up of migration policies should be financed by resources other than already promised aid, in order to respond to people’s basic needs.**

## 8. Africa-EU Partnership on Science, Information Society and Space

---

### OBJECTIVES

- › **Further the development of an information society** open to all in Africa;
  - › Support **scientific and technical capacity building** in Africa and implement the African Science and Technology Consolidated Action Plan;
  - › **Reinforce cooperation** in space applications and technologies.
- 

In a common declaration on the “implementation of the AU-EU partnership for science, information society and space”, the commissioners highlighted the need to strengthen the capacities and infrastructures of Africa in the area of science and technology, especially concerning information technologies, so that it can produce and use its own knowledge and services and work out appropriate science, technology and information society policies. The African Union Commission and the European Commission have selected 19 “key” projects.

The objective is to help the African continent to master, implement and develop the sciences and technologies needed for:

- › eradicating poverty,
- › fighting diseases,
- › reducing the digital divide,
- › containing environmental degradation,
- › improving economic competitiveness.

Scientific and technical knowledge is indispensable for achieving the objectives of the other partnerships.

The common declaration calls on the 27 EU Member States, the 53 African Union Member States, as well as the private sector and civil society to coordinate their involvement in the 19 projects. It especially calls on them to define suitable financial instruments, for which the source of financing may be Community, national, regional or private, in order to ensure the success of these projects.

Furthermore, the European Commission and AU Commission have agreed to ensure that Africa participates more in the 7th European framework programme for research, and especially in the areas of health, environment and climate, energy, agriculture and food, information and communication technologies, and space applications.

## 4 The financial instruments

The strategic partnership does not create new financial instruments to meet the objectives it has set. It uses already existing European financial instruments:

- > the EDF,
- > the European Neighbourhood and Partnership Instrument,
- > the Instrument for Stability,
- > the thematic Programmes,
- > the EU's financial instruments, such as those set up with funding from the European Investment Bank,
- > voluntary contributions by Member States.

### 1. European Development Fund

The European Development Fund (EDF) is the main Community aid instrument for development cooperation and for ACP States and Overseas Countries and Territories (OCT). This instrument has existed since the Treaty of Rome in 1957. It mainly granted technical and financial aid to African countries. It covers geographical aid to the countries of sub-Saharan Africa but not to North Africa.

The EDF is now in its 10th version. Aid to Overseas Countries and Territories (OCT) has been removed from the EDF budget and been incorporated into the general budget of the EU. But the EDF is still not part of the Community budget; it is financed directly by the Member States. The 10th EDF will cover the 2008-2013 period.

The EDF comes within the framework of the Cotonou Agreement. It is an instrument for long-term support for the development of African states. Allocation of aid under the EDF depends on the needs and performances through rolling programming. The amount allocated is therefore only provisionnal and can be reduced or increased during the implementation of the programmes.

**The EDF's main objective is to ensure the development of African states. Its use in the context of the strategy very clearly modifies its original aims. In fact, the various initiatives provided by the strategic partnership on peace and security are very widely financed**

**by this instrument. This very clearly raises the question of European development cooperation policies being diverted to security to the detriment of development.**

The financing of the Peace Facility is carried out through the EDF's intra-ACP financial envelope. This tool enables the financing of many facilities (Water Facility, Investment Facility, Energy Facility, etc.). Contrary to the terms of the Cotonou Agreement, the ACP countries are not always those deciding on the spending made within the framework of this intra-ACP financial envelope.

### 2. Development cooperation financial instrument

This instrument brings together several geographical areas and five thematic programmes. Its main objective is the **"eradication of poverty in the context of sustainable development, including efforts seeking to reach the millennium goals (art. 2)".**

To do so, the legislation more specifically insists on supporting:

- > democracy and Human Rights,
- > sustainable development and the preservation of the environment,
- > integrating partner countries into the global economy, consolidation of ties between the European Community and these countries.

The Commission, in a declaration annexed to the legislation, commits to allocate at least 20% of national programme aid to primary and secondary education and to basic health care.

With the exception of South Africa, the African countries do not receive geographical financing within the framework of this instrument.

The six thematic programmes, however, are open to African countries:

- > Investing in human resources: 1,060 M€
- > Environment and sustainable management of natural resources: 804 M€
- > Role of non-state actors and of local authorities in development: 1,639 M€
- > Food security: 1,709 M€
- > Migrations and asylum: 384 M€

### 3. European Neighbourhood and Partnership Instrument

For the African continent, only the Mediterranean countries are affected by this instrument. It seeks to:

- > create a space of common values,
- > promote stability and prosperity,
- > increase economic and regional integration.

**The ENPI has a total budget of around 11.2 billion euros for the 2007-2013 period.** Around 90% of this fund will be allocated to bilateral or regional actions involving at least two partner countries. The remaining 10% are reserved for new specific areas of common activities, such as transborder cooperation, and specific initiatives such as the future investment fund for the European neighbourhood policy.

Beyond these geographical instruments, the European Union also has thematic instruments such as the Instrument for Stability or the Instrument for Democracy and Human Rights.

## 5 Conclusion: from the Africa-EU strategy to revision of the Cotonou Agreement

The joint EU-Africa strategy modifies the issues on the agenda for renegotiation of the Cotonou Agreement. As we have seen regarding the financial instruments, the strategy redefines the purpose of the financial instruments and development cooperation policies between the EU and Africa. It offers new tools to the EU in order to promote its economic and geostrategic interests.

Furthermore, this strategy, alongside the Caribbean and Pacific strategies, could question the added value of the ACP group and thus the specific relationship between the EU and the ACP countries provided for by the Cotonou Agreement.

This agreement was signed for a period of 20 years (March 2000-February 2020).

It came into force in April 2003. While preserving the achievements of 25 years of EU-ACP relations, the Cotonou Agreement introduced radical changes and new objectives on a number of areas of EU-ACP cooperation.

Article 95 of the Cotonou Agreement states that the agreement will be adapted every five years, with the exception of economic and commercial provisions, for which a special examination procedure exists.

2009 will be a revision year for this agreement.

**On 10 October 2008, the Commission presented its mandate proposal for the 5-year revision of the Cotonou Agreement.**

This proposal provides for modifications to the agreement in the following fields:

- > Regional dimension, especially to take into account regional integration and trade cooperation between the ACP countries;
- > End of the preparatory period for new trade arrangements;
- > Strengthened co-operation with the non-ACP developing countries;
- > Political dimension;
- > Institutional clarifications;
- > Commitments related to the Millennium Development Goals, the Paris Declaration on aid effectiveness and policy coherence;
- > Mandate and activities of the European Investment Bank;
- > Participatory approaches;
- > Humanitarian aid and disaster prevention;
- > Planning and implementation of aid;
- > Inconsistencies.

---

### THE MAIN ASPECTS OF THE COTONOU AGREEMENT

- > Geographical coverage of the agreement: 78 countries (3 regions) on the ACP side, 27 states on the European side;
- > Harmonisation of the ACP/EU trade agreements with WTO regulations, which led the EU to propose the signing of Economic Partnership Agreements; these latter are highly criticised in Africa;
- > The main objectives being poverty eradication, sustainable development and the integration of ACP countries into the global economy;
- > The principles of partnership, participation and ownership;
- > The essential elements of the Agreement forming the basis of political dialogue;
- > The common institutions: ACP/EU Joint Council, Joint Parliamentary Assembly;
- > A substantial financial instrument (EDF), jointly planned and managed and supporting measures at the national, regional and ACP levels;
- > The signing of a 20-year agreement, subject to modification every five years, thereby making cooperation very predictable.

Finally the EU-Africa strategy modifies the balance of the partnership between Europe and African countries by prioritising new European priorities. This new agenda is already clear in the mandate that the Europeans could adopt in order to review the Cotonou Partnership Agreement. The European and African NGOs will thus follow the negotiations on the revision of the Cotonou Partnership Agreement in order to promote the setting up of a balanced partnership focused on the fight against poverty and inequalities in the ACP countries. ■



## Abbreviations

**ACP** Group of African, Caribbean and Pacific countries

**ODA** Official Development Assistance

**EPA** Economic Partnership Agreements

**APSA** African peace and security architecture

**CIDO** African Citizens Directorate of the African Union

**COAFR** European Union Council group of member states working on Africa

**CONCORD** European confederation of development and relief NGOs

**EUEI** European Union energy initiative

**EDF** European Development Fund

**GCCA** Global Climate Change Alliance

**DCI** Development Cooperation Instrument

**ENPI** European neighbourhood and partnership instrument

**JEG** Joint Expert Groups

**CSO** Civil society organisations

**NEPAD** New partnership for Africa's Development

**MDG** Millennium Development Goals

**OCT** Overseas countries and territories

**AU** African Union

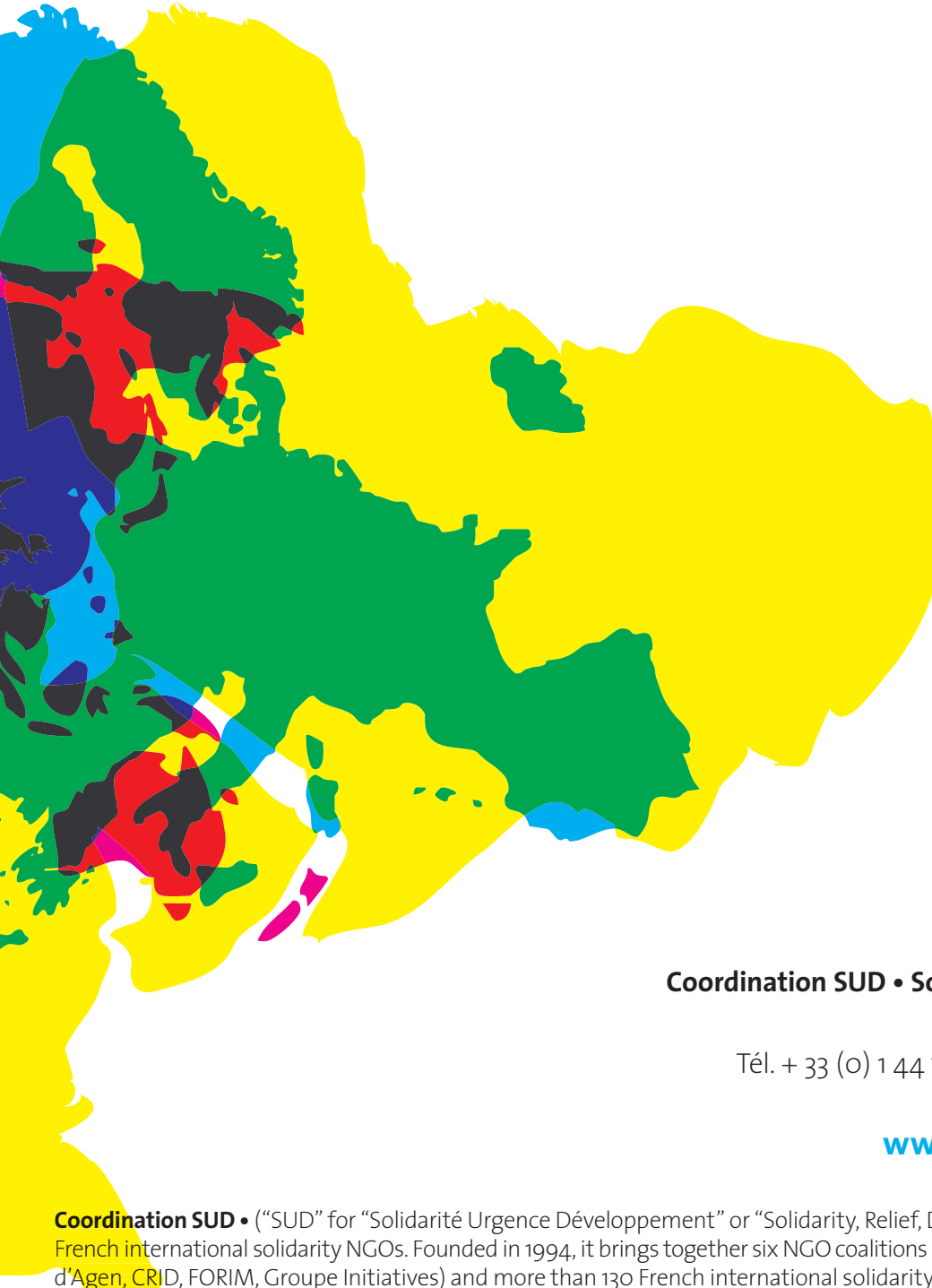


**Donnons un sens à l'Europe:  
solidaire & responsable**

Get Europe to make sense:  
fair & responsible

La coordination nationale des ONG de solidarité internationale  
se mobilise pour la Présidence française de l'Union européenne

**Coordination SUD**  
Solidarité Urgence Développement



**Coordination SUD • Solidarité Urgence Développement**

14, passage Dubail 75010 Paris

Tél. + 33 (0) 1 44 72 93 72 sud@coordinationsud.org

[www.coordinationsud.org](http://www.coordinationsud.org)

[www.europe-fairesponsible.org](http://www.europe-fairesponsible.org)

**Coordination SUD** • (“SUD” for “Solidarité Urgence Développement” or “Solidarity, Relief, Development”) is the national platform of French international solidarity NGOs. Founded in 1994, it brings together six NGO coalitions (CLONG-Volontariat, CNAJEP, Coordination d’Agen, CRID, FORIM, Groupe Initiatives) and more than 130 French international solidarity NGOs. Together with their partners from countries of the South, these NGOs carry out humanitarian relief, development assistance, environmental protection and promotion of human rights of vulnerable and marginalised people, as well as international solidarity education and advocacy.

