



2020/2041(INI)

1.7.2020

DRAFT REPORT

on a new EU-Africa Strategy – a partnership for sustainable and inclusive
development
(2020/2041(INI))

Committee on Development

Rapporteur: Chrysoula Zacharopoulou

CONTENTS

	Page
MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION.....	3
EXPLANATORY STATEMENT	9

MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on a new EU-Africa Strategy – a partnership for sustainable and inclusive development (2020/2041(INI))

The European Parliament,

- having regard to Article 21 of the Treaty on European Union (EU) and Article 208 of the Treaty on the Functioning of the European Union,
- having regard to the United Nations Summit on Sustainable Development of 25, 26 and 27 September 2015 and the outcome document adopted by the UN General Assembly on 25 September 2015 entitled ‘Transforming our world: the 2030 Agenda for Sustainable Development’, as well as the 17 Sustainable Development Goals (SDGs),
- having regard to the 2015 Addis Ababa Action Agenda on Financing for Development,
- having regard to the new European Consensus on Development entitled ‘Our World, Our Dignity, Our Future’, signed on 7 June 2017,
- having regard to the 2015 Paris Climate Change Agreement,
- having regard to Agenda 2063 of the African Union (AU) adopted in May 2014,
- having regard to the Joint Africa-EU Strategy adopted in Lisbon on 9 December 2007,
- having regard to the conclusions of the fifth African Union-European Union Summit held in Abidjan on 29 and 30 November 2017,
- having regard to the Commission Communication on a new Africa-Europe Alliance for Sustainable Investment and Jobs of 12 September 2018,
- having regard to the conclusions of the four Task Forces on the digital economy, energy, transport and agriculture established under the new alliance,
- having regard to the Joint Communiqué issued following the 10th Meeting of the Colleges of Commissioners of the European Commission and the African Union Commission of 27 February 2020,
- having regard to the Joint Communication to the European Parliament and the Council from the Commission and the High Representative of the Union for Foreign Affairs and Security Policy of 9 March 2020 entitled ‘Towards a comprehensive strategy with Africa’ (JOIN(2020)0004) and the Council conclusions of 30 June 2020 on the subject,
- having regard to the African Charter on Human and People’s Rights and the Maputo Protocol,
- having regard to the Charter of Fundamental Rights of the European Union,

- having regard to the African Union Strategy for Gender Equality and Women’s Empowerment 2018-2028 adopted in July 2016,
 - having regard to the Agreement establishing the African Continental Free Trade Area (AfCFTA),
 - having regard to the Commission Communication entitled ‘The European Green Deal’ of 11 December 2019,
 - having regard to the EU Biodiversity Strategy for 2030 published on 20 May 2020,
 - having regard to the Commission Staff Working Document of 2 May 2017 entitled ‘Digital4Development: mainstreaming digital technologies and services into EU Development Policy’ (SWD(2017)0157),
 - having regard to the UN Global Compact on Refugees adopted on 17 December 2018,
 - having regard to the UN Global Compact for Safe, Orderly and Regular Migration adopted on 19 December 2018,
 - having regard to its resolution of 24 October 2017 on the EU-Africa Strategy: a boost for development¹,
 - having regard to its resolution of 16 October 2018 on digitalisation for development: reducing poverty through technology²,
 - having regard to its legislative resolution of 27 March 2019 on the proposal for a regulation of the European Parliament and of the Council establishing the Neighbourhood, Development and International Cooperation Instrument (NDICI)³,
 - having regard to its previous resolutions on relations between the European Union and the African, Caribbean and Pacific States (ACP countries), in particular those of October 2016, June 2018 and November 2019⁴,
 - having regard to Rule 54 of its Rules of Procedure,
 - having regard to the opinions of the Committee on Foreign Affairs, the Committee on International Trade, the Committee on Civil Liberties, Justice and Home Affairs, the Committee on Agriculture and Rural Development and the Committee on Culture and Education,
 - having regard to the report of the Committee on Development (A9-0000/2020),
- A. whereas the forthcoming AU-EU Summit should give a new impetus to the partnership and result in a common strategy accompanied by specific action on our shared

¹ Texts adopted, P8_TA(2017)0448.

² Texts adopted, P8_TA(2018)0448.

³ Texts adopted, P8_TA(2019)0298.

⁴ Texts adopted on 4 October 2016 (P8_TA(2016)0371), 14 June 2018 (P8_TA(2018)0267) and 28 November 2019 (P9_TA(2019)0084) respectively.

challenges;

- B. whereas Africa's interests and priorities, as expressed in particular in the context of Agenda 2063, must play a central role in reshaping our relationship;
- C. whereas the added value brought by the EU to its partnership with Africa lies in its desire to build with it a long-term vision based on shared values and a fresh commitment to multilateralism;
- D. whereas economic growth and investment must go hand in hand with measures to combat inequality through the strengthening of human capital and redistributive policies;

Towards a reshaped strategy with Africa

1. Notes the communication of 9 March 2020 entitled 'Towards a comprehensive strategy with Africa';
2. Calls for the development of a genuine partnership between equals, and urges both sides to move beyond the donor-recipient relationship; emphasises the importance of liaising with our African partners and of defining clearly the roadmap for the partnership and the responsibilities of each side;
3. Stresses that the coronavirus crisis must prompt both continents to commit to a partnership that takes full account of its consequences and paves the way for a sustainable and inclusive recovery focused on human development and faster transitions, including green and digital transitions;
4. Highlights the commitment of the international community to achieving the 17 SDGs; considers that the Africa-EU partnership will determine to a decisive degree whether that commitment is met;
5. Stresses the need to ensure full consistency and complementarity between the new strategy and the future post-Cotonou Agreement;
6. Stresses the importance of the AU with regard to the integration of the African continent; welcomes the recent visits by the leaders of the European institutions to Addis Ababa; calls for these contacts to be stepped up and made more regular at the highest political level;
7. Stresses the need to involve African and European civil society in the definition and evaluation of the new strategy, in order to create a people-centred partnership;
8. Calls for systematic and transparent monitoring by all stakeholders of the implementation of the strategy and for compliance with the principle of policy coherence for development;
9. Believes that the role of diasporas is fundamental to mutual understanding between the two continents and that their remittances are essential for local economies;

10. Points out that the success of the partnership will depend on the funding earmarked for it; calls for a massive support effort for Africa under the future NDICI;
11. Calls for the full involvement of all the Member States and for the visibility of the partnership to be raised among Europeans and partner countries;

Partners for human development

12. Calls for human development to be placed at the heart of the strategy, with priority given to addressing inequalities and poverty and ensuring good governance, social inclusion and human rights;
13. Stresses the importance of developing a joint AU-EU strategy which puts youth at the heart of the partnership;
14. Takes the view that gender equality and women's empowerment must be mainstreamed into the partnership;
15. Notes that the consequences of the coronavirus crisis could further restrict access to sexual and reproductive health and exacerbate the problem of discrimination and violence against women;
16. Stresses the vital role of civil society, freedom of expression and the press in ensuring that democracies function properly;
17. Points out that health is a prerequisite for human development; stresses the need to build a genuine partnership in health matters;
18. Is concerned at the fact that more and more interconnected crises of every kind are arising, and draws attention to the importance of strengthening people's resilience; calls for more detailed consideration to be given to social protection models and the formalisation of the economy;
19. Emphasises that education is a right and a prerequisite for child protection and girls' empowerment; calls for greater North-South mobility in the areas of vocational training and academic exchanges;
20. Emphasises the importance of promoting African heritage, cultural identity, history and art; calls for cultural goods to be returned to African countries;

Partners for sustainable and inclusive growth

21. Notes that the European Fund for Sustainable Development should finance investment that promotes inclusive and sustainable economic and social development;
22. Emphasises that the AfCFTA should make for integration that benefits all African populations, including the most marginalised;
23. Points out that private investment is essential for financing efforts to achieve the SDGs and for the development of the local private sector and must be compatible with human rights and the green transition;

24. Considers that this partnership should support female entrepreneurship in rural and urban areas;

Partners for an AU-EU green pact

25. Stresses the need to put environmental issues at the heart of the partnership; notes that it has asked for 45% of the budget for the future NDICI to be devoted to these objectives;
26. Calls for European support to help African countries implement the Paris Agreement to be stepped up;
27. Calls for the swift implementation of ‘green deal diplomacy’ through the setting-up of a task force focusing on its external dimension, which should make recommendations for an AU-EU green deal ;
28. Welcomes the announcement of the NaturAfrica initiative, and calls for the link between public health and biodiversity to be taken into account; considers that conservation efforts centred on, for example, forests, wildlife and marine ecosystems, need to be stepped up; calls on the EU and Africa to play a leading role in the conclusion of an ambitious global agreement at the 15th meeting of the Conference of the Parties to the Convention on Biological Diversity;
29. Notes that access to affordable energy is essential; stresses the importance of channelling investment towards the development of renewable energy and of facilitating technology transfer;
30. Stresses that the urbanisation of the African continent means that the search for solutions based on the sustainable city should be the subject of more intensive dialogue between the two continents;

Partners for sustainable and resilient agriculture

31. Stresses the importance of promoting agroecology in both national policies and international forums, and of increasing the sustainable productivity of the agricultural sector and its resilience to climate change;
32. Emphasises the importance of rural transformation and strengthening value chains in order to create sustainable jobs; stresses the need to support young people and women and involve them in formulating agricultural policies;
33. Emphasises the importance of supporting small farms and pastoralism in order to boost their contribution to food sovereignty and food security, sustainable resource management and biodiversity conservation;
34. Encourages exchanges of best practices between European and African farmers and, in particular, contacts between young farmers;

Partners in making digitalisation a lever for inclusion and development

35. Stresses that the digital transformation represents a tremendous development lever for

access to education, training and health, as well as for the modernisation of the agricultural sector, but that it can also bring with it the risk of increasing inequalities, in particular between the genders;

36. Stresses that the partnership should promote research and innovation and access to digital services, in order to foster social inclusion;
37. Welcomes the AU's desire to establish a digital single market; calls for the EU to promote the establishment of an African digital industry and the proper regulatory framework;
38. Stresses that data collection and statistical analyses are fundamental to informed decision-making, particularly in the fields of agriculture, natural resource management and governance;
39. Stresses the need to use the digital transformation as a means to promote exchanges between the two continents;

Partners for mutually beneficial mobility and migration

40. Notes that, in recent years, the migration issue has dominated the Africa-EU relationship and that this may have had a damaging effect on the way the two continents perceive one another; considers that the human dimension of migration should be highlighted;
41. Considers that the success of the partnership will hinge on significant improvements in mobility opportunities between the various components of African and European societies;
42. Calls for legal migration channels to be developed;
43. Stresses the need for Europe to step up its commitments on resettlement and the other legal avenues for people in need of international protection;
44. Highlights Parliament's opposition to making the granting of official development assistance conditional on its being used for migration management purposes;
45. Instructs its President to forward this resolution to the Council and the Commission.

EXPLANATORY STATEMENT

A renewed partnership in a world in crisis

Africa is opening itself up to the world. A continent of challenges, but primarily of opportunities, it has more and more potential partners offering assistance. Europe, its historical ally, now needs to **renew its approach and its rhetoric** to embrace the major upheavals that the continent with its 1.3 billion inhabitants is undergoing.

The process is under way: the recent visits by the President of the European Council, the President of the European Commission and a large delegation of European Commissioners to the headquarters of the African Union demonstrate a willingness to recognise the important place the partnership with Africa has on the European political agenda. A complete overhaul of our relationship is taking place.

While the nature and magnitude of the consequences of the coronavirus pandemic are still unknown, it is clear that they will have an impact on this process. The pandemic has helped us appreciate our **common interconnectedness and vulnerability**. While not losing sight of the priorities of both continents, our relationship will have to adjust to the **new needs** of a post-Covid world.

Africans and Europeans are in agreement: the crisis we are undergoing must prompt us to lay the foundations for a revival focused on **human development** and **speeding up the green and digital transitions**. Inclusion and solidarity will be the watchwords for this revival, of which the fight against inequalities must become a cross-cutting component. **Investment** and **economic growth** will have to be part of a broader framework focusing primarily on the **sustainable development** of our societies and more effective **redistribution** of the wealth created. For all this, we will need to move forward together and develop **concerted strategies** and **specific targets**.

We must start with **health**, which is a prerequisite for human development and must be placed at the heart of our relationship, with social protection as an absolute priority. In the wake of the Covid crisis, cooperation between our two continents will have to be enhanced in order to improve people's health and our ability to anticipate future health crises.

Moreover, the impact of Covid in Africa is likely to further widen inequalities and plunge entire populations into poverty. Proper account must therefore be taken of social consequences of the crisis, in addition to its impact on economies, on agricultural production and food security and on the security situation, and these should prompt the two continents to cooperate more closely in these key areas.

More generally, it is therefore the **resilience of societies to crises** which will have to be the focus of attention. More thought needs to be given to social protection models, in particular the scope for introducing a universal basic income.

Your rapporteur would also like to stress the importance of the joint call by 18 African and European leaders for a moratorium on debt servicing.

Despite the current health crisis, the **environmental crisis** must continue to head the political agenda. Africa is not responsible for **climate change**, but it is bearing the brunt of its impact.

As guarantor of the Paris Agreement, Europe must support Africa in its transition to a green economy and encourage the development of its renewable energy production potential and sustainable agriculture. Although climate challenges and opportunities differ in the two continents, Africa and Europe must work together in the green transition **by encouraging innovation, technology transfer and the sharing of experiences.**

The other counterpart to the environmental crisis is **biodiversity**. Africa is home to exceptional ecosystems, but biodiversity loss is a dramatic and irreversible problem. In addition to the direct impact on fauna and flora, the destruction of biodiversity, including marine biodiversity, goes hand in hand with security and governance problems and threats to human health. This emergency means that our continents must therefore advocate the adoption of a **global framework capable of uniting the efforts to preserve the biodiversity of our planet.**

Partners in a world in crisis, we have a major responsibility to shape the world of tomorrow. This will involve, in particular, green diplomacy and the conclusion of an **Africa-EU green deal for climate and biodiversity.**

Based on human development, the revival will first and foremost take place through **education, youth and employment**. Education, which is a prerequisite for the empowerment and employability of young people, will have to adapt to the changes already under way in our societies. In particular, the emergence of **green industries and the digital revolution** mean that **research and innovation need to step up a gear**. Our continents must be able to rely on well-educated young people to build sustainable and inclusive societies.

Another pillar of human development is **gender equality**. In Africa, just as in Europe, the struggle to combat discrimination and violence against women and girls is ongoing. No society can develop as long as violations of their rights and obstacles to their empowerment persist. Access to education, land and credit: our continents need to commit to ensuring that women and girls finally enjoy equality with men and boys. **Africa and Europe will have to agree on a well-defined roadmap if they are to achieve this.**

Promoting more inclusive, fairer societies calls for enhanced cooperation on **governance and human rights**. Values must be the backbone of our partnership, without which none of the aforementioned challenges can be addressed. There is still too much discrimination in Africa and Europe, ruining people's lives and disrupting social cohesion. The most vulnerable and marginalised populations will need to be supported to ensure that everyone can live in a dignified way. Since young people will one day be the leaders of our societies, **young Africans and Europeans need to be offered new possibilities to exchange ideas and experience on issues of governance and human rights**, through, for example, virtual platforms.

In that connection, your rapporteur would like to highlight the power of **digitalisation as a tool for progress, inclusion and development**. Its role as a tool for human development is particularly clear on the African continent. The Covid period has seen a surge in internet exchanges, and borders, though closed, have never been so porous, as a result of digitalisation. This digital transformation is revealing many talents, sweeping aside obstacles and fuelling extraordinary potential for innovation in Africa. If it is not to be overtaken, Europe must engage with Africa wherever digitalisation can enhance people's well-being, particularly in health, education, governance, green transition and financial inclusion, for example by means of mobile payments.

Finally, the strength of our renewed partnership should enable us to increase the visibility and

coherence of our action on the international scene. Ten years out from the achievement date for Agenda 2030 and its **17 Sustainable Development Goals** and with **multilateral action** under severe pressure, it is more necessary than ever that we join forces.

A partnership uniting continents and peoples

Only an inclusive process covering the development, implementation and evaluation of the strategy will make for real ownership by all stakeholders on both continents. In order to give full meaning to the word ‘partnership’, Europe must develop this **strategy with Africa** and not *for* it.

The next Africa-EU Summit should therefore offer both continents an opportunity to define their common priorities, and the **African vision** must play a full role in this process.

It will then be a matter of gradually fleshing out the idea of a **partnership between equals**, by means of practical projects which address people’s needs. The success of the partnership will depend on a detailed roadmap with a clear division of responsibilities and continuous assessment by the stakeholders.

The Joint Communication of the European Commission and the European External Action Service, published on 9 March 2020, launches the process by **laying the foundations for a reflection process which should be as inclusive as possible**.

This report drew inspiration and motivation from numerous grassroots meetings, designed to ensure that it reflects the realities of Africa. Your rapporteur travelled to a number of African countries, talking to people to find out about their expectations and give them a voice. She questioned African stakeholders on how they see the role of Europe and what our peoples have to offer each other.

Heads of State, ministers, public authorities, civil society, young people, women, academics, think tanks, development actors, the private sector, and representatives of the African Union, the United Nations and EU delegations were consulted. Far from promoting a European idea of the partnership, it is **the African vision that was the thread running through the consultations**.

After many encounters on visits to **Togo, Morocco and Ethiopia**, the coronavirus epidemic put paid to the other scheduled visits. Your rapporteur therefore continued her consultations by videoconference and talked to many people in **South Africa, Nigeria, Rwanda, Senegal and Kenya**. These eight countries were selected to reflect the diversity of Africa.

It was very clear from all the interviews that Europe remains **Africa’s prime ally**. Our African partners are keen to build an ever-stronger alliance with Europe to ensure peace, stability and prosperity for the two continents.

An inclusive, open partnership that recognises Africa in all its diversity

For a number of years, our relationship with Africa has too often been reduced to the issue of migration, to the point of excluding the other facets of the partnership. While migration must, of course, be addressed, your rapporteur has preferred to focus on the other key issues that make

our relationship with the African continent such a rich one.

It is thus the role our partnership must play on the international scene, human development, the fight against inequalities, the empowerment of women and young people, the digital transformation, sustainable agriculture and the green transition that are at the heart of the report. These topics will shape the **vitally needed dialogue between the various components of African and European societies**.

In all its diversity and readiness to unlock the great potential of its youth, its women and its talents, Africa will have a decisive impact on the future of the world. Europe has grasped the fact that Africa is a coveted ally and a key partner.

Yet in reaching out to the African continent, Europe must not neglect its own people, and in particular the young generation, motivating them to get to know and above all **understand Africa** and recognise our common destiny. Over and above summits and meetings at the highest political level, it is the exchanges between individuals, particularly young people, women, civil society, entrepreneurs, farmers, academics, scientists, doctors and artists, which will bring **vital energy** to our renewed relationship.

This comprehensive partnership must focus first and foremost on people and foster ever closer mutual understanding. This will be the key to a shared future.