



III PLAN AFRICA

Spain and Africa: challenge and opportunity



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Index

0. Introduction	9
1. Strategic Vision	13
2. Current Context of Africa	25
3. Strategic Objectives, Principles and Priority Countries	31
4. Monitoring and Evaluating the Plan	55
5. Appendix: Indicators, Specific Objectives and Lines of Action	57

Preface

Africa is ever closer to Spain. This may well be good news, perhaps even better than we imagined, but it is largely up to us to ensure that this be so. However, the question remains: What is our next step?

Indeed, this is one of the main questions that I have dealt with as Minister of Foreign Affairs, the European Union and Cooperation. It must not be forgotten that both Spain and the EU are the gateways to the continent that has become the world's main hub of demographic growth. A continent that, as we all know, faces major challenges, but also offers great opportunities.

Although the challenges are well-known, the opportunities are less so. However, both affect Spain. And they will continue to do so more and more as we work to bring Spain and Africa even closer. In this context, Spain will look towards the future with an open and creative spirit. Spain must do everything within its powers to be ready to assume a key role in events which, in the 21st century, will change the course of our history.

For this reason, Spain must spearhead the efforts to bring the EU closer to Africa. We are the country best placed to do so. Spain can consider itself a bi-continental country, since a relevant part of its population and territory are located on the African continent and off its coasts. However, Spain's proximity is not only geographical, historical or cultural. These factors are important,

but they are not decisive. What is essential, what will make Spain one of the key players of the efforts to bring Europe closer to Africa, is that it is the country that has most at stake in Africa. No one outside the African continent is more interested in the success of Africa than Spain. Spain's immediate national interests are in Africa, almost as much as they are in Europe. And they are also in line with Africa's general interests. That is the keystone of our closeness.

On this basis, the Third Plan Africa began to be drawn up in July 2017. The first consultations with Ambassadors of Spain accredited to African countries also took place at that time, coinciding with the celebration of Casa Africa's 10th anniversary in the Canary Islands, off the coast of Africa. More than a year and a half later, and after an intense consultation process that included Spanish civil society and the main public and private players with a presence and interests in the African continent, we succeeded in concluding the Third Plan.

In March 2019, I had the opportunity to attend a new round of consultations with the Ambassadors of Spain accredited to African countries, the first since the Plan's approval. On this occasion, the chosen venue was the headquarters of the African Union in Addis Ababa. In fact, I believe that this meeting, held in the political and symbolic heart of African unity, marked a turning point in Spain's foreign policy strategy towards Africa. Spain's

message is clear: at a historic moment in which identity issues and national concerns are causing nations to withdraw into themselves, we want to continue to draw closer to Africa. Spain wants to lead these efforts towards greater closeness. The means to achieve this is the Third Plan Africa, which is finally ready for implementation.

Its success, undoubtedly, will not depend solely on the Spanish Government, irrespective of which party is in power. Making Africa a foreign policy priority is a strategy shared across the political spectrum. The success of the Third Plan Africa will depend primarily on the will of Spanish civil society and of the Spanish private sector. The Government lacks the necessary public resources to have a significant impact on the growth and development of Africa, but this must not hold us back. Spanish civil society and the private sector have the potential to become decisive players in the African continent. This is Spain's strength. Spain must aspire to play a role in Africa comparable to the role it had in Ibero-America in the 1980s and 1990s.

That is why the Spanish Government wants to make it easier for those who wish to cross the threshold into Africa to seize the opportunities available there, offering them all possible information and support. The previous Plans gave impetus to a significant institutional deployment and promoted an ambitious Development Cooperation programme. These efforts paid off: Spain is

already present in Africa. The next step is perhaps the most ambitious. Spain must bring the other Spanish players closer to Africa. Businesses, universities and NGOs are all able to channel the knowledge and investments that Africa needs for its development, in sectors in which Spain is a leader: renewable energies, infrastructure and urban development, sustainable tourism, water, agriculture and forestry, education, culture, digitalization, and the fight against climate change, etc.

This is the purpose of the Third Plan Africa: to foster greater closeness between Spanish and African societies. I have no doubt that it will be mutually beneficial. This is a historic opportunity. Let's get to work.

Josep Borrell
MINISTER OF FOREIGN AFFAIRS,
EUROPEAN UNION AND COOPERATION



Introduction

The population of Africa grew by over 30 million during 2018. In those 12 months, nearly 12 million Africans joined the job market, and the burgeoning middle classes increased by 16 million. Over 50 million new mobile telephone lines were created, and the continent's economy grew by 3.6%. In that same year, there were democratic elections producing changes of government, such as those held in Sierra Leone, political transitions in countries such as Zimbabwe, and peace agreements such as that signed between Ethiopia and Eritrea. With every passing year, Africa is becoming more democratic, prosperous and peaceful. It is also becoming more highly populated. By 2050, in just over 30 years, Africa's current population of around 1.2 billion will have doubled, to almost 2.5 billion inhabitants.

If current trends continue, Africa will be able to transform its population growth into a real demographic dividend and become the final frontier of globalisation, a continent with abundant arable land, water, natural resources and—its greatest resource—the energy of millions of young men and women. Using new technologies to bypass traditional stages of development, Africa is already beginning to build the promising future that has eluded it for decades.

However, Africa is a complex mosaic of highly diverse realities, and the aforementioned trends must not blind us to the major challenges that remain. Although the proportion of the population living in extreme poverty is decreasing year by year, there are still 395 million people enduring such privation. And despite the advancing tide of democracy, authoritarian regimes and violent conflicts persist. Hunger and malnutrition, inadequate access to health services and education, the impact of climate change and environmental degradation, inequalities, and conflicts continue to have a detrimental effect on many areas of society—and especially women—and to lead to the displacement of people for multiple reasons and under multiple circumstances. Perhaps the clearest indicator of the disparities existing between the different countries of Africa is the fact that of the 25 million Africans who left their native country in 2018 to seek better opportunities elsewhere, almost 20 million chose to live in another African country. In Africa, migration is essentially an intracontinental phenomenon: four out of every five migrants stay within the continent and only one migrates to Europe. The main countries of destination for African migrants last year were not France, Italy, the United States, or Spain, but South Africa and Côte d'Ivoire. The Strait of Gibraltar undoubtedly separates two very unequal levels of per capita income—Spain's is almost 10 times that of Morocco. But the per capita income of South Africa is 14 times that of Mozambique, which explains why in the Rainbow Nation, as Mandela called it, one in every 10 inhabitants is an immigrant from another African country. Thus, intra-African inequalities may be greater than those between Africa and Europe.

These figures highlight the need to present a coherent narrative on migration. In particular, this new Plan Africa must reaffirm the understanding that migration is a complex, shared phenomenon, one which must

be addressed taking all its many facets into account, and not only by controlling irregular immigration. This means that Spain and other European countries must tackle migration jointly and on an equal footing with our African partners, viewing it as a challenge, but also as an opportunity, and seeking to integrate the reality of south-south flows into a common approach to migration.

Spain cannot set itself apart from either of the two African realities—neither from that of a continent poised to play a major role in the 21st century, nor from that in which poverty, radicalism, war and authoritarianism have yet to be eradicated. Spain's national interest, which largely coincides with that of its African neighbours, lies precisely in preventing any return to Africa's past instability and misery, in order to realise the vision of this continent as a land of opportunities. This goal is set out in the African Union's Agenda 2063 and in the 2030 Agenda for Sustainable Development.

Rapid population growth makes it almost inevitable that this question, the sustainable development of Africa, will be answered in the coming years. But to do so, it is essential to create opportunities, to satisfy basic needs, to foster respect for human rights, and to ensure decent employment for the 2.4 billion men and women who will be living in Africa in 2050. Without living conditions that ensure human dignity, millions of young Africans will seek alternatives, in the form of radicalism, violence, or irregular migration. Therefore, it is essential to work to create the conditions that will enable people to realise their full potential, within a safe environment.

Spain's foreign policy seeks to maximise our contribution towards helping Africa become a continent of opportunity, one that is prosperous, democratic and at peace. Today, we see Latin America as a region of growing wealth and stability, but that was not the case only 40 years ago. Spain contributed decisively to that transformation and can do the same in Africa.

To achieve this, Spain's strategy is to mobilise the many resources available to its society, and to do so ever more effectively. The Ministry of Foreign Affairs, the European Union and Cooperation has long ceased to be the only Spanish institution actively involved in Afri-



Workers at the iHub technology center for entrepreneurs in Nairobi (Kenya).

ca. The task facing us must be addressed by all, including other government departments, the Autonomous Communities and local authorities, the private sector, and civil society. All have a role to play in helping Africa realise its full potential. The partnership principle is one of the five principles that will guide our actions to this effect. Another fundamental principle is that of differentiation, whereby we will focus in particular on three "anchor" countries, namely Nigeria, South Africa and Ethiopia, whose size and regional leadership make them exporters of stability to their neighbours, and equip them to absorb intra-African migratory flows in an orderly manner.

Clearly, we cannot tackle this huge task alone, but we can help these three countries prosper and help transform their respective regions. Together with the three anchor countries, we will pay particular attention to another seven "partnership countries", all of which are stable and have great growth potential, and with which we will work to strengthen relations. Foremost among these is Senegal, considered a country with which Spain has an "enhanced partnership". Here, the actions and instruments on which Spain's strategy is based will be implemented in a pilot scheme; this project is especially significant because Senegal is also a priority country for Spanish cooperation. The principles of multilateralism and of unity of action abroad, the promo-

tion of the 2030 Agenda, and the defence of human rights and gender equality are all hallmarks of Spain's foreign policy and, together with the principles of partnership and differentiation, are the parameters that will guide Spain's actions in this field. Spain will also work to mobilise all available international resources, especially those of the European Union, to promote a cooperation policy that is capable of meeting the strategic challenges presented by the continent of Africa.

Specific actions will be taken with respect to four strategic objectives aimed at enabling the people of Africa to enjoy decent and safe living conditions. Our first objective is to promote peace and security, an area in which our diplomats, Armed Forces and Spanish Cooperation already play an important role, from the Sahel to the Horn of Africa. The second objective is to promote sustainable development, based on inclusive economic growth and on generating employment and opportunities for Africa's young people. The third is to strengthen institutions, and thus consolidate democracy and respect for human rights. The fourth and final objective is to support safe, orderly and regular movement—in line with the provisions of the 2030 Agenda and the global compact for migration—not only from Africa to Europe, taking into account the impacts on countries of transit, such as those of the Maghreb, but also between African countries.

Africa is the master of its own destiny and will change radically in the coming decades. The way in which this transformation takes place will impact on us deeply, in one way or another. Now is the time to embrace the opportunity offered by Africa and for Spain to play an active role in the continent's future.



Strategic vision

Africa represents a great opportunity for Spain and for Europe, but also, and above all, for the men and women who live in the continent. This Third Plan Africa represents a revision of the strategic framework of Spain's Foreign Policy in Africa, which aims to promote our interests and values in an increasingly effective way in a continent that is undergoing profound changes which require adaptation, thus contributing to its progress towards the Sustainable Development Goals (SDGs). Current conditions encourage cautious optimism: Africa is growing above the world average; it is progressively becoming more and more democratic due largely to the empowerment of a predominantly young civil society; and armed conflicts are falling in number and intensity. It is, however, necessary to focus Spain's resources and abilities, together with those of its African partners and those of Europe and other international partners, towards consolidating and reinforcing these trends, because optimism alone is never a guarantee of success.

This Third Plan Africa is included in Spain's 2014 Strategy for External Action¹ and in the 2017 National Security Strategy², documents which provide a general outline of Spain's national interests. This top-level strategic framework is complemented by the relevant Spanish and European sectoral strategies, and, in particular, the 2018 Action Plan for the Implementation of the 2030 Agenda³, the 2017-2027 Strategy for the Internationalisation of the Spanish Economy⁴, the Global Strategy for the European Union's Foreign and Security Policy (known as the EU Global Strategy), and the European Consensus on Development.

As far as Africa is concerned, Spain's national interest lies largely in seeing that the demographic and economic forces that will transform the continent in the coming decades will turn it into a space for inclusive and sustainable growth, peace, security, political stability, and respect for human rights and the environment. This is particularly important at a time when rapid population growth in Africa, and particularly in Sub-Saharan Africa, necessitates the accelerated creation of jobs for young Africans as an essential component of stability in the subcontinent.

Spain's vision and national interest largely coincide with the African countries' own objectives, as expressed in the African Union's Agenda 2063⁵, with the revised strategies of Spain's neighbouring countries, and with those of the European Union, as expressed in its Global Strategy⁶, among other relevant documents, which will create abundant opportunities for cooperation with our African and European partners.

This strategy aims to coordinate the deployment and use of Spain's resources and the external action of its multiple players around four strategic objectives: con-

tributing to the peace and security of the subcontinent; promoting and participating in sustainable development and inclusive and resilient economic growth; supporting the strengthening of institutions and political openness; and promoting safe, orderly and regular movement, both between Europe and Africa, and within Africa.

More and more public and private players from Spain are active in Sub-Saharan Africa. Their direct and indirect impact on the strategic objectives outlined above is growing. From a foreign policy perspective, Spain's strategy aims to multiply this impact in two ways. Firstly, by improving the instruments of coordination between all players, seeking to focus their actions as much as possible towards the stated objectives (partnership principle). In particular, efforts must be made to maximise the abundant synergies with Spanish Cooperation's Fifth Master Plan⁷, especially as regards the coordination of players, and especially in those areas with coinciding objectives.

Secondly, by seeking to identify from among the different tools and actions those that are most suitable for each country and situation (differentiation principle), as well as by differentiating between the countries themselves. Spain cannot purport to have a decisive impact on each and every African country, nor in every sphere within these countries, but by selectively mobilising resources and focusing on a few very influential countries and spheres, we can have a significant impact. Three countries have been identified as exercising political, economic and security-related leadership in their respective sub-regions (South Africa, Nigeria and Ethiopia). These countries must serve as "anchors", providing stability and opportunities to their own populations and those of neighbouring countries, given that 80% of migration in Africa is intra-continental. Alongside these

1 Estrategia de Acción Exterior [Strategy for External Action]. Approved by the Council of Ministers on 26 December 2014. Available at: <http://www.exteriores.gob.es/>

2 Estrategia de Seguridad Nacional 2017. Un Proyecto Compartido de Todos y Para Todos [National Security Strategy 2017: A Shared Project, By All and For All].

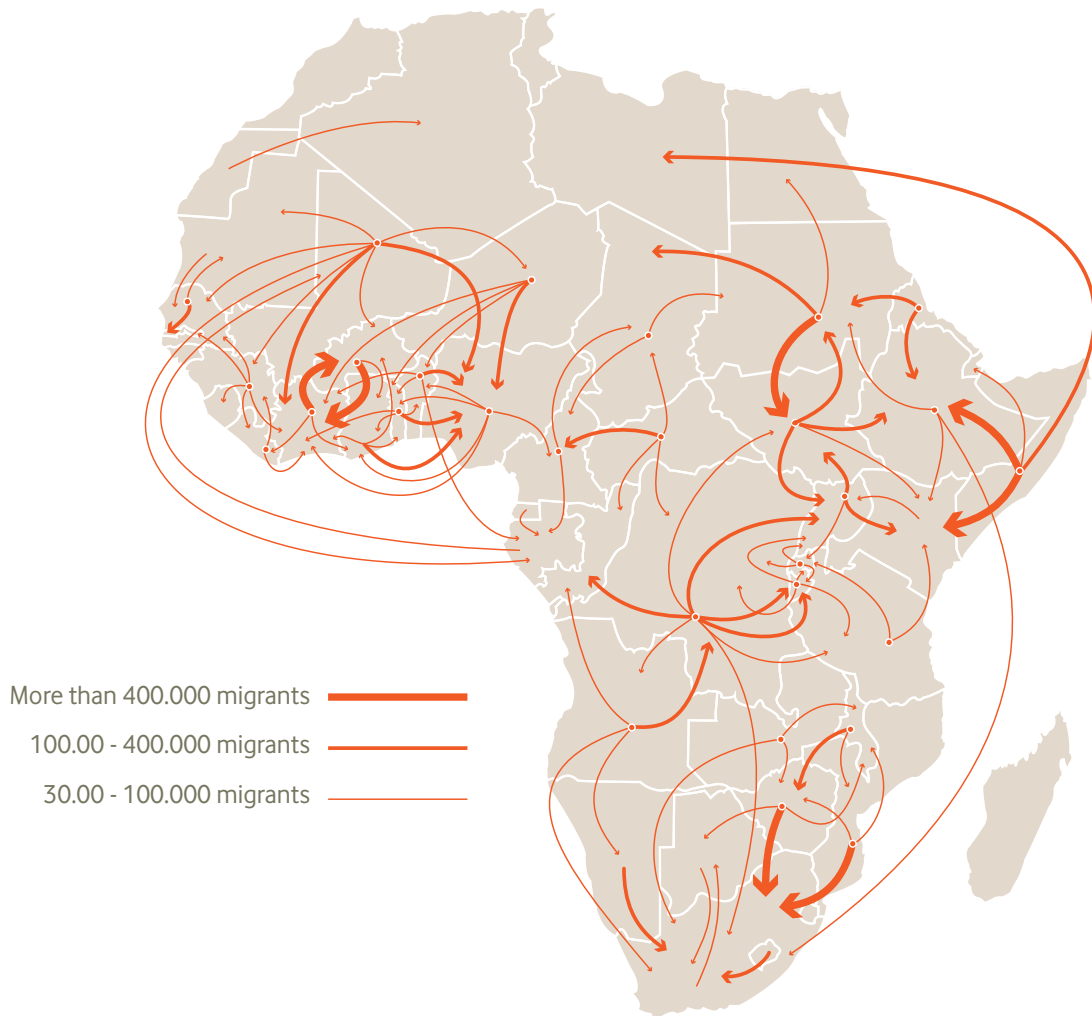
3 Plan de Implementación de la Agenda 2030: Hacia una Estrategia de Desarrollo Sostenible [Plan for the Implementation of the 2030 Agenda: Towards a Sustainable Development Strategy]. Approved by the Council of Ministers on 29 July 2018.

4 Estrategia de Internacionalización de la Economía Española 2017-2027 [Strategy for the Internationalisation of the Spanish Economy]. Approved by the Council of Ministers on 8 September 2017. Available at <http://www.mineco.gob.es/>

5 African Union Commission, Agenda 2063 The Africa we want, September 2015.

6 Shared Vision, Common Action: A Stronger Europe. A Global Strategy for the European Union's Foreign And Security Policy 2016.

7 Spanish Cooperation' Fifth Master Plan (2018-2021) approved by the Council of Ministers on 23 March 2018.



Source: FAO

three countries, Spain plans to concentrate on seven other partnership countries . One of these, Senegal (which has a Country Partnership Framework and EU Joint Programming undertaken bilaterally with Spain), will be the subject of an enhanced partnership, which is to be implemented as a pilot scheme. If this scheme is successful, it will be extended to the other partnership countries⁸, starting with Angola. Spain holds annual bilateral policy consultations with South Africa, Nigeria, Ethiopia, Senegal, and Angola.

As in previous years, this new Plan is the result of an intense prior consultation process that took into account the priorities, objectives, actions and contributions of

various public administration bodies, as well as civil society, academia, and the business sector. Furthermore, particular account has been taken of the analytical work carried out by our Embassies in the field.

For the first time, this strategic framework will be subject to external evaluation by the Ministry of the Treasury's Institute for the Evaluation of Public Policies as regards achievement of its objectives and its indicators.

8 Senegal, Angola, Mozambique, Ghana, Côte d'Ivoire, Kenya, and Tanzania.

AFRICA: THE OPPORTUNITY OF DIVERSITY

The strategic vision regarding Africa has changed at a global level, and also in the case of Spain. Consequently, the reality of the continent must be considered from a dual perspective. In general, attention will be paid to the situation and prospects of Africa as a whole, as some of the main developments and challenges are strongly interrelated. At a deeper level, however, a preferential approach will be taken for Sub-Saharan Africa, which is the object of this Plan.

This does not preclude special consideration being given to the links between Sub-Saharan Africa and North Africa. Spain maintains strong, long-standing bilateral relations with the nations of the Maghreb, relations which are shaped by our close proximity to these countries, with high-level, institutionalised political dialogue, a major economic and commercial component, extensive sectoral cooperation, and excellent levels of cultural exchange and understanding. Spain's experience in the Maghreb—where effective actions have been jointly developed in the areas corresponding to the objectives of this Plan, and primarily in the areas of human development, economic growth and migration management—constitutes a valuable asset for the implementation of specific actions of this Plan. In the application of this Plan, particular account will be taken of the presence of North African countries in the rest of the continent to identify those synergies that can best contribute to the Plan objectives, and in particular to identify where triangulation actions are possible.

1.1. A FRESH FOCUS

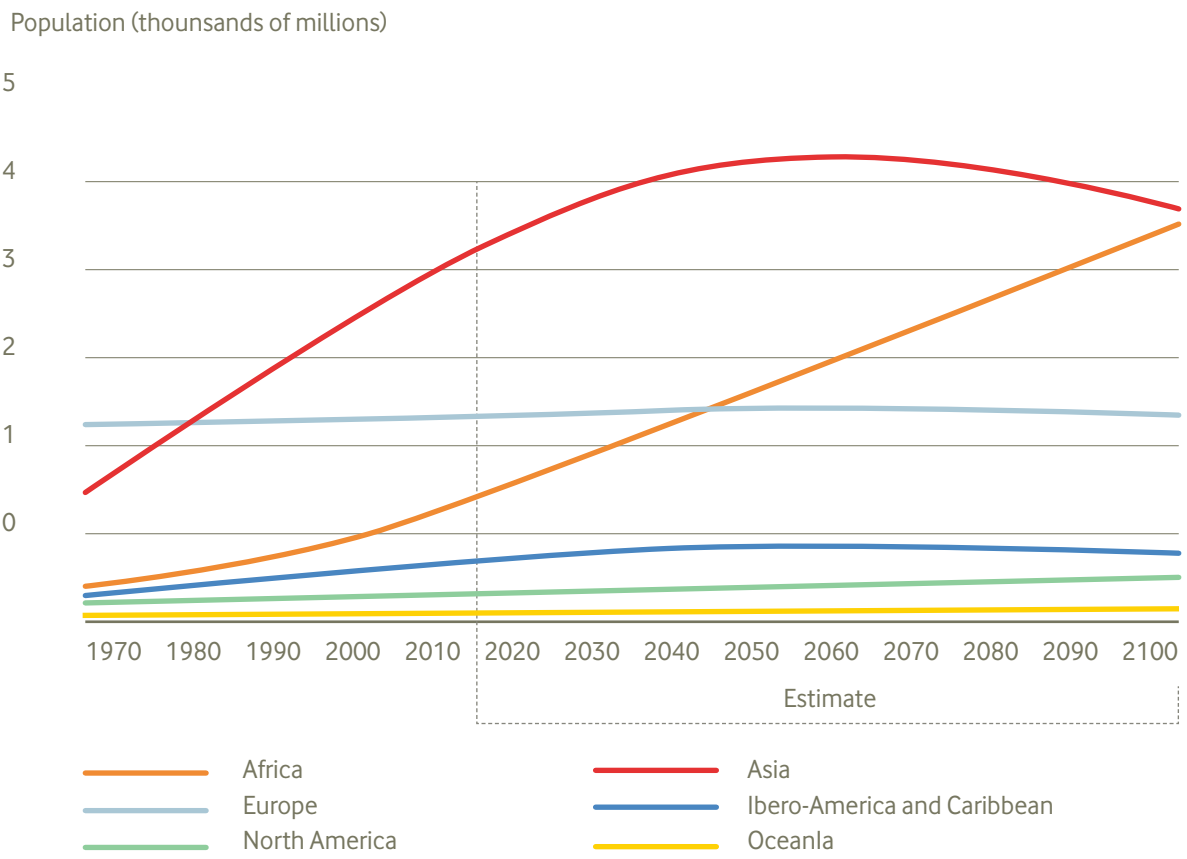
The opportunities and challenges presented by Africa require a fresh perspective and a balanced analysis of opportunities and risks, as well as of the role that Spain plays, and can continue to play, in this new context. In short, the starting point is the confirmation that the opportunities presented in Africa, and the political and economic benefits of taking advantage of them, outweigh the apparent risk of entry and its cost.

Any analysis must first address Africa's demographic future and the growing, unstoppable trend that is so diametrically opposed to that of Europe. Aware of the serious challenges that Africa faces in order to better control its own demographic growth, this Plan is committed to a positive integration of Africa's demographic possibilities. The demographic boom in the developing world in general and in Africa in particular, in contrast to the decline in many European countries (including Spain), requires not only a reactive, but also a forward-looking and proactive approach. The central objective of the Plan is therefore to realise the opportunities presented by current conditions in Africa as a more efficient and effective way of averting the threats posed by those conditions.

According to all estimates, Africa's current population will have doubled by 2050, having increased from its current 1.2 billion inhabitants to over 2.4 billion, more than half of whom will be young people. This trend, far from slowing down, will accelerate to such an extent that by the end of the century one out of every two babies will be born in Africa. This striking divergence from a Europe in demographic decline represents one of the primary challenges we will have to face in the coming decades. Africa faces the great task of converting its current demographic challenge into a demographic dividend—which will be impossible if it does not take specific steps towards demographic transition, especially in those countries with lesser independent income-generating capacities and with faster population growth.

The region's growth is closely linked to demographic factors and, in particular, to a young population that is destined to be, not only one of the main drivers of Africa's economic strength in the medium and long term, but also a democratising factor, an agent of globalisation

■ ANNUAL PERCENTAGE CHANGE IN THE WORLD POPULATION AND IN THE POPULATION BY REGION, ESTIMATES, 2005-2015 AND PROJECTIONS 2015-2100



and a defender of social commitments and values. The mobilisation of youth movements such as Y en a Marre in Senegal and Le Balai Citoyen in Burkina Faso has already been a determining factor in the consolidation of democracy in those countries. According to the International Monetary Fund (IMF), by 2035, the number of Sub-Saharan Africans reaching working age will exceed that of the rest of the world combined. This abundance of young workers could be a valuable demographic dividend in an ageing world, and a great economic opportunity for Africa and for its partners, including Spain. The labour market is expected to increase annually by 11 million young people over the next decade. The working-age population will remain stable, which potentially—and simultaneously—represents a notable comparative advantage for African countries, as well as opportunities within the framework of the internationalisation of the Spanish economy. However, it is also a challenge: Africa will need to create between 15 and 20 million jobs a year until 2035 (compared with the current three mi-

llion). According to the OECD, a total of 902 million jobs must be created by 2050.

The demographic explosion is a determining factor in a number of Africa's problems and will require the provision of adequate training, employment, housing, and social protection for this young population, which is increasingly urban and interconnected. Otherwise, not only will this potential be wasted, but frustration will be generated, which is synonymous with political and social instability. One of the major challenges for the future in Africa is, therefore, to offer attractive life prospects to a predominantly young population (48% of whom are under the age of 15). In a scenario in which Africa is unable to respond to the demographic explosion with inclusive economic growth and job creation, young men and women in Africa could be increasingly tempted by extreme alternatives such as radicalism, trafficking, or risking their lives through irregular migration channels. In an increasingly interconnected world, African societies will

not be the only ones to suffer the effects of this scenario: it will affect Spain and the rest of Europe as well.

We must therefore insist on the design of a migratory strategy with rather than with regard to Africa, one that includes promoting the existing growth hubs in Africa, which have the greatest capacity to absorb the growing demand for jobs, thus reflecting the significance of the intra-African migratory flows mentioned above.

Sub-Saharan Africa is a region destined to have growing specific influence on the international community. Its demographic profile, its natural wealth and its rate of growth have made it the target of the interests, ambitions and expectations of many important players, in particular the emerging powers. In recent years we have seen strategic reflection both at the global level and within the African Union (Agenda 2063) and the European Union (Global Strategy for Foreign and Security Policy, new European Consensus on Development, new financial projections for the 2021-2027 period). The European Union and the African Union (AU) also have a joint strategic planning instrument—the Joint Africa-EU Strategy (JAES)—in addition to the recent European Commission Communication on a new Africa-Europe Alliance for Sustainable Investment and Jobs.

Africa's growing prominence in the global economy is a product of the long-standing commitment of countries outside Europe, which recognised medium- and long-term opportunities in the continent: China has made Africa a strategic priority and is one of the main investors in the region, which is central to its Belt and Road Initiative; India and Japan have launched the Asia-Africa Growth Corridor (AAGC), a joint investment initiative signed with the African Development Bank (AfDB) for projects in Kenya, South Africa, Mozambique and Djibouti. Since 2009, Turkey has been waging a major diplomatic offensive with significant economic, political and cultural dividends. Morocco, which has re-entered the African Union and has applied to join the Economic Community of West African States (ECOWAS), is developing an intense strategy with the aim of becoming an economic and commercial platform for Africa, and is a potential partner for triangulation actions within the continent itself. Long-standing relations between the Gulf States and the Horn of Africa have been extended to other regions, including the Sahel. The US focuses its strategy on four priorities—trade and investment, peace and security,

counter-terrorism, and democracy and good governance—based on the African Growth and Opportunity Act (AGO) and Millennium Challenge Account initiatives.

The EU is also engaged in strategic reflection on its relationship with Africa, embodied in the different regional strategies and the framework that will replace the Cotonou Agreement from 2020. At present, the EU, together with its Member States, continues to be Africa's main trading partner, accounting for 36% of the continent's foreign trade (€243.5 billion) in 2017, according to IMF data, compared with 16% for China and 6% for the US. It also continues to be the leading investor, accounting for 40% of foreign direct investment flows going to Africa (€291 billion), compared with 7% for the US and 5% for China, according to Eurostat data. Within the EU, France, despite continuing to be the second-largest investor in the region and a key trading partner for Africa, is reconsidering its approach to the continent with a view to favouring a "partnership" based on the defence of its interests, and particularly its business interests. Germany's interest in the region has also been awakened through the G20 Compact with Africa and its defence of a Marshall Plan for Africa based primarily on the promotion of private investment, particularly in infrastructure. Italy has also reactivated its African policy as part of the fight against the root causes of migration.

1.2. STRATEGIC OBJECTIVES, PRINCIPLES AND PRIORITY COUNTRIES

Four central objectives

This fresh perspective on Africa, which will enable us to be more effective in defending Spain's interests, while contributing to the development and growth of the African continent in a sustainable and inclusive manner, is embodied in four major strategic objectives that are closely interconnected:

Firstly, peace and security. In Africa, national conflicts tend to escalate rapidly into regional conflicts. In order to guarantee the individual security of persons, to avoid uncontrolled migratory flows forced by instability, and to generate growth and employment, it is necessary, first and foremost, to stabilise conflict zones



View of Johannesburg, South Africa.

and prevent pockets of instability from spreading to the rest of the continent.

Secondly, sustainable development, rooted in robust, inclusive and resilient economic growth. The figures indicate that Africa is growing; the challenge is to ensure that this growth is inclusive, that it is geared towards job creation and the fight against poverty, and that it integrates such significant aspects as the sustainable management of natural resources, the fight against climate change, access to energy, and the empowerment of women.

Thirdly, institutional strengthening. While authoritarian regimes can still be found, there is a prevailing, democratising demand in Africa for higher levels of representative democracy, good political and economic governance, respect for human rights, and the participation of civil society.

And, finally, safe, orderly and regular movement. African population flows largely take place within the continent itself (around 80%), between different African countries. Within the individual countries of Africa there is also substantial movement from rural to urban areas. However, migration to other regions, and especially Europe, continues to be highly significant,

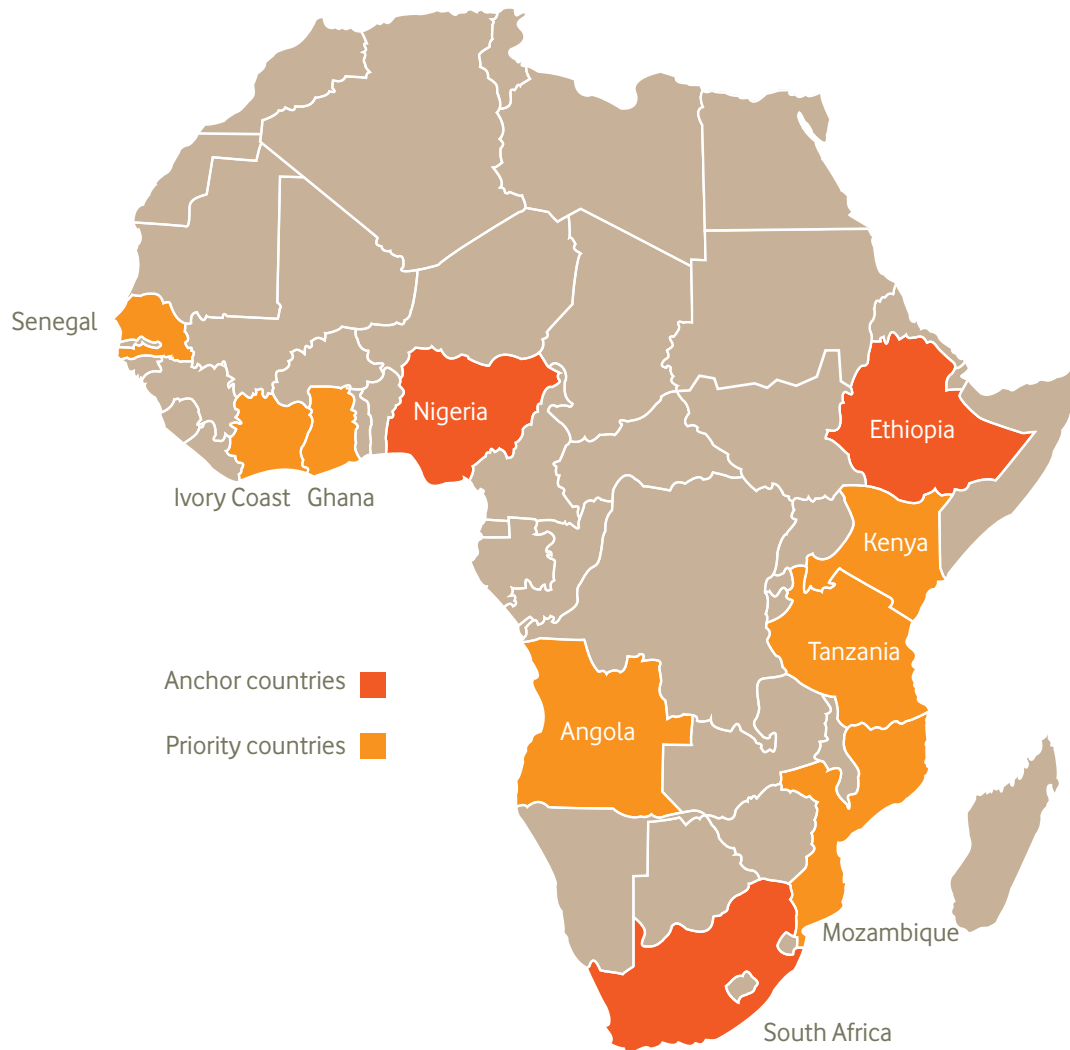
particularly because it primarily occurs outside a regulated framework. We must remain committed to a global and comprehensive approach, working with a multidimensional objective, such as that developed in the first instance with our North African partners through the Rabat Process, which tackles the root causes of migration. Legal, safe and orderly migration contributes positively to the economic and social development of countries of origin, transit and destination. The diaspora plays a vital role in boosting the development of the countries of origin. It is therefore necessary to establish ways of optimising both financial and social remittances, and to favour migrants' reintegration into their communities of origin.

Five principles of action

Spain's resources are limited, especially with respect to the scale of the objectives set out. This is why we have defined five cross-cutting principles that seek to maximise the impact of the lines of action defined in the Plan.

Differentiation and prioritisation between countries, regions, subjects and approaches depending on the interests to be defended, adapting to the different realities of the continent.

CATEGORY OF AFRICAN COUNTRIES



Partnership between all the actors involved and mobilisation of all available resources, both Spanish and external, focusing them on the achievement of the four main objectives indicated.

Multilateralism, based on the understanding that global challenges are best tackled through solutions and methods that are also global, transcending purely national perspectives and relying, among other things, on regional African organisations, the EU and the United Nations;

A NEW AFRICA, A NEW PLAN

The strategic approach of Spanish foreign policy towards the Sub-Saharan region was included in the 2001-2002 Action Plan for Sub-

Saharan Africa, which proposed the "optimisation or streamlining of resources for the defence of our national interests". For their part, the two Plan Africas (Plan Africa 2006-2008 and Second Plan Africa 2009-2012) maintained this stra-

tegic approach of Spanish foreign policy towards Sub-Saharan Africa. The Third Plan Africa aims to adapt the strategy to current conditions in Africa and Spain, with a focus on the continent's foreseeable future.

The promotion and protection of human rights and the gender approach, which acts as a modulating, cross-cutting aspect of our relationship with our African partners. The principle of unity of action abroad, which seeks greater coordination between all the players involved, as well as integrating responses, sharing information and creating synergies by harmonising existing policies and strategies so that Spain's actions can be more visible and more effective.

Priority countries

Application of the principle of differentiation requires concentrating a significant part of Spain's efforts in a number of countries. In the case of five countries, the four strategic objectives come together directly or indirectly, so a strategic dialogue has been established with them, with annual Policy Consultations at Secretary of State level. These countries are the five priority partners for Spain's foreign policy in Sub-Saharan Africa: South Africa, Nigeria, Ethiopia, Angola, and Senegal.

Three of these countries—South Africa, Nigeria and Ethiopia—are key partners for any policy concerning Africa due to their populations and their economic and political profiles. They are considered "anchors of stability" because, to a large extent, the stability and growth of their neighbouring countries, as well as those of Africa as a whole, depend on their stability and growth. Spain will maximise relations with these three anchor countries in order to develop a broad strategic partnership with them. The objective is to help them fully develop their potential for wealth and job creation, and to maximise their contribution to the development of their respective sub-regions. These three countries have the ability to transform the sub-regional situation in the long term.

Despite their lower populations, the relationship with the other two priority partners, Senegal and Angola, is also of the utmost importance. Due to its greater geographic proximity, Spain will establish an enhanced partnership with Senegal in order to develop the actions and tools foreseen in the strategy as a pilot scheme. The assessment of this pilot scheme will allow Spain to establish enhanced partnerships with other countries, starting, in principle, with Angola.

Of course, there are other key regional leaders in Africa with which Spain maintains a privileged relationship,

which we want to strengthen. These five preferential partners—all of which are stable countries with great potential for economic growth—are Ghana, Kenya, Mozambique, Côte d'Ivoire and Tanzania. These countries also contribute decisively to creating stability and opportunities for their populations and those of neighbouring countries, and play a notable role in multilateral initiatives, such as the African Union, as well as their respective regional blocs. At the same time, Mozambique is a priority country for Spanish Cooperation and therefore has a Country Partnership Framework.

These priority countries have been selected because all of them, and in particular the three anchor countries, have an economic and demographic dimension that makes them drivers of the development of their respective sub-regions. They are countries which, currently or potentially, can export stability to their sub-regions. In addition, they are all consolidated democracies or in advanced transition processes. In short, they can make a significant contribution to the realisation of this Plan's four central objectives in their immediate vicinities.

Without prejudice to the Plan's classification of priority countries, which is based on their ability to promote economic development and stability in their respective regions, Equatorial Guinea occupies, and will continue to occupy, a preferential place in Spanish foreign policy due to the existence of significant historical, cultural and social ties. Spain is determined to continue to maintain a critical but constructive dialogue with Equatorial Guinea, conditioned by the pace of democratic progress in that country.

Furthermore, Spain has a preferential relationship with two sub-regions of Sub-Saharan Africa, which we wish to continue promoting: West Africa and the Sahel.

Methodology

The four strategic objectives are divided into specific objectives, lines of action and indicators, which are detailed in the appendix and which will be monitored. Moreover, these are not conceived as standalone areas of action. On the contrary, the interconnections are evident: without peace and security there can be no sustainable development, and vice versa, just as it is equally true that open and robust institutions are fundamental for economic growth and for guaranteeing



H.M. King Felipe VI during his visit to the 24th African Union Summit held in January 2015.

an environment of peace and stability and good management of migratory flows.

The Plan's strategic objectives and its principles are based on an analysis of the current situation, as well as on the goal of better targeting available resources. The same applies to the selection of priority countries. This document is therefore presented as a living document, with no precise expiry date in terms of approach, without prejudice to the periodic review of specific objectives, lines of action and indicators depending on their achievement.

1.3. REASONS FOR DEFINING A NEW PLAN AFRICA

Lastly, we should address the questions why this strategy? and why now? There are four main reasons why we wanted to revise the strategic framework for relations with Sub-Saharan Africa, building on the achievements of the two previous Plan Africas, as well as the Action Plan for Sub-Saharan Africa:

1. The aim is to respond more effectively and in a coordinated manner to transnational challenges, in the management of which Africa must play an essential role: climate change, the containment of pandemics, the fight against international drug trafficking, criminality, human trafficking and the smuggling of migrants, or the fight against violent extremism and terrorism, to name but a few.

2. Our presence in Africa is already significant, but we need to integrate and rearrange the different dimensions of this presence and our own and external resources around a number of strategic objectives. The first Plan Africas attempted to fill a gap in Spanish foreign policy at the strategic level by lending coherence to relations with Sub-Saharan Africa. These were accompanied by a significant effort in terms of institutional deployment and development cooperation. Our resources in this field have decreased and, at the same time, there has been a change of focus at the international level.

Agenda 2030 goes far beyond poverty alleviation to address economic growth and its environmental dimensions, in addition to including peace and

security considerations. Given its ambition and scope, it requires the mobilisation of all available financial resources, both public and private. The Addis Ababa Agenda for Action (resulting from the Third International Conference on Financing for Development, 2015)⁹ points to the need to step up public, domestic and international resources, as well as private investment, in an integrated manner, mobilising all the means of implementation necessary to achieve the SDGs. Indeed, official development aid flows have become proportionally less significant with respect to others, such as remittances, financial cooperation, trade and investment, the mobilisation of domestic resources, and the strengthening of fiscal policies. The magnitude of the changes and challenges that we face transcends the capacity of traditional aid, and it is evident that development is the product of multiple factors. Consequently, a more diverse approach to development cooperation has been favoured, one that is focused equally on fostering the conditions for inclusive and sustainable economic growth, leading to job creation and the greater involvement of the private sector. Therefore, without prejudice to the more traditional actions of development cooperation in the fight against poverty and the provision of basic social services—which must not be neglected—a more integrated approach is required: one that activates all available means of implementation, including those aimed at promoting the political, social and economic conditions that can promote such economic growth, both in Africa and in Spain, enabling the maximum benefit to be obtained from their comparative advantages. Alongside this broadening of the focus of development cooperation and the integration of private investment, we must also enrich our approach to Africa with dimensions that have largely been absent from previous Plans, but which have gained greater importance in recent years, such as security and defence.

3. It is also a question of joining forces in line with new priorities and objectives within the framework of the EU's relationship with Africa. Spain participates actively in the EU's strategy through the Africa-EU

partnership and the framework of cooperation between the EU and the African continent. This partnership is based on the Joint Africa-EU Strategy (JAES) and is destined to evolve and become consolidated in parallel with the ongoing multidimensional reflection at EU level with regard to its policy on Africa¹⁰, which also includes countries in the north of the continent. Spain is participating in the various ongoing processes that will open a new chapter in the EU's relations with Africa and which may condition the application of Spain's strategy for the continent: the revision of the EU's Partnership Agreement with African, Caribbean and Pacific countries—the Cotonou Agreement (2000-2020)—and the EU's external action instruments, all against the backdrop of a future Multiannual Financial Framework (2021-2027) for an EU in which the United Kingdom is no longer a member. It will also be necessary to boost investment through a more proactive presence of development banks and financial institutions, and by focusing on the achievement of the SDGs. It should be remembered that the European Union is Sub-Saharan Africa's main trading partner, but that Sub-Saharan Africa only accounts for 1.4% of Europe's foreign trade and 4.2% of Europe's accumulated foreign investment. The EU and its Member States are collectively the world's largest providers of development aid, providing nearly 60% of worldwide Official Development Assistance. Moreover, foreign direct investment by the EU and its Member States in Africa, at €291 billion per year, is nearly six times greater than that of the second largest investor, the USA, and eight times greater than that of the third largest, China.

4. The aim is to rebalance a fundamentally negative image of Sub-Saharan Africa by completing the picture with the numerous opportunities offered by the region, and to overcome the image of a relationship that public opinion still identifies with the traditional donor-beneficiary pairing by replacing it with a dialogue based on the identification of common interests and shared responsibilities, encompassing all areas of the political, economic, environmental and shared security relationship, whether at a regional or

9 Addis Ababa Agenda for Action of the Third International Conference on Financing for Development, 2015- General Assembly Resolution, dated 27 July 2015.

10 Political declaration of the EU-AU Summit held in late November 2017 in Abidjan (Côte d'Ivoire) and proposal by the President of the European Commission for a new Africa-Europe Alliance for Sustainable Investment and Jobs.

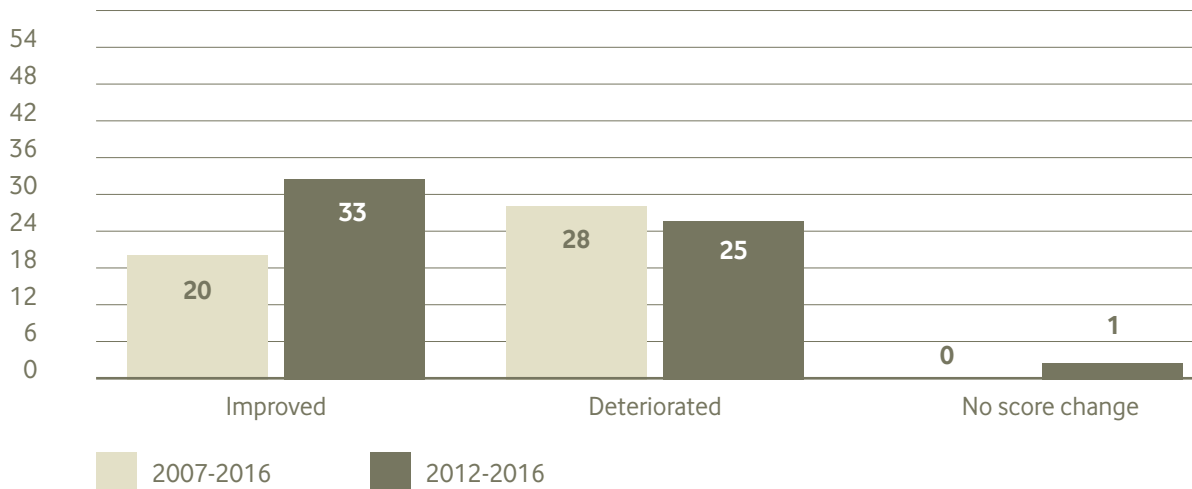
bilateral level. There is no “principle of ownership” of this strategy on the part of our African partners, as it is a Spanish foreign policy strategy. Nevertheless, the alignment of Spanish interests with those of our African partners is very broad. In short, the aim is to achieve a balanced relationship with our African partners based on trust and a political partnership based on common objectives (a win-win partnership), while obviously taking into account the situation of each specific country. This is also linked to the strengthening of Spain’s image in Africa, and vice versa.

2

Current context of Africa

Africa is exposed to the same tensions and uncertainties as other regions in a globalised world: political instability, inequality, corruption, poverty, food insecurity, terrorism, radicalism, migratory movements, environmental threats (impact of climate change, desertification, loss of biodiversity), etc. If the region seems more vulnerable to these threats, it is not because it is necessarily heading towards a spiral of violence and poverty, but because it is a complicated and very diverse continent, with evident regional differences (North Africa/Sub-Saharan Africa) and very different degrees of development. In the case of Sub-Saharan Africa, regional economic powers such as Nigeria, South Africa, Angola, Ethiopia, and Kenya coexist with countries still facing the challenge of poverty (34 of the world's 48 least-developed countries are in Africa, as the Human Development Indices attest). Furthermore, while some regions have managed to reduce the incidence of absolute poverty, inequality has increased within some countries, challenging social cohesion, democratic consolidation, and, therefore, stability.

NUMBER OF COUNTRIES THAT HAVE IMPROVED /WORSENE: SECURITY AND RULE OF LAW



Source: Mo Ibrahim Foundation

The economic and institutional weakness of many African countries also renders them particularly vulnerable to tensions of various kinds. Lack of development, especially in Sub-Saharan Africa, and the fragility of some of States should not prevent us from seeing a series of positive trends that, if properly managed, could reconfigure the profile of the continent. Africa is growing, becoming more peaceful, integrated and democratic, even though its challenges are far-reaching.

2.1. POLITICAL AND SECURITY POINTS. AFRICA IS DEMOCRATISING, ALTHOUGH THE FOUNDATIONS ARE STILL WEAK. EVOLUTION OF THE CONCEPT OF SECURITY, TOGETHER WITH THE TYPE OF THREATS.

Africa is currently experiencing a decrease in the number of high-intensity conflicts (an average of five conflicts each year, as opposed to more than 10 in the 1990s). But it is still the continent which is most affected by them, and they are present in several areas across

Africa (Sahel, Central Africa, the Horn of Africa, the two Sudans, Libya)—and with significant contagion effects. The African States are increasingly resorting to peaceful settlement of disputes. The African Peace and Security Architecture is being consolidated, and preventive diplomacy—steadily developed by regional organisations—is increasingly fulfilling its purpose: to prevent hotbeds of tension from turning into outbreaks of violence.

The proliferation of criminal networks of all kinds¹¹, terrorist movements, the presence of piracy off the coasts of the Gulf of Guinea and the Horn of Africa, and intra-State conflicts with a cross-border and regional dimension have gained prominence. The terrorist phenomenon linked to violent Islamist radicalism has now become a global problem for the continent, with its corresponding impact on Spanish and European-wide security, especially in the Sahel area, Nigeria, around Lake Chad, and in the Horn of Africa, where Al-Qaeda affiliates, Daesh affiliates, Boko Haram, and Al-Shabaab mainly operate. Added to this is the worrying element—especially in the Maghreb and Sahel—of the transfer to the south and to Europe, of foreign terrorist fighters returning from Syria, Iraq or Libya.

¹¹ Noteworthy here is the concerning growth of criminal networks involved in environmental crimes, particularly in illegal wildlife trafficking, the fourth most important after drugs, counterfeiting, and human trafficking.

GOVERNANCE IN AFRICA: AVERAGE SCORE (2007-2016)



Source: Mo Ibrahim Foundation

According to the UN Secretary General's report of 22 August 2017, by the end of 2016, the number of refugees in Sub-Saharan Africa had increased from 4.4 million to more than 5 million, and the number of internally displaced persons rose from 10.7 million to over 11 million—a trend that has continued to rise ever since. The majority of refugees received protection in neighbouring countries, many of which faced growing economic difficulties. Chad, Ethiopia, Kenya, the Democratic Republic of the Congo, Sudan, and Uganda were the African countries hosting the largest number of refugees.

In the area of governance, the Mo Ibrahim Foundation's 2017 annual Ibrahim Index of African Governance (IIAG) report¹² traces its evolution over the IIAG's 10 years of existence. The balance sheet is generally positive in the four categories examined (Sustainable Economic Opportunity, Human Development, Participation and Human Rights, Safety and Rule of Law), despite a slowdown in progress on some of its many indicators over the last five years, which reminds us of the need for sustained effort over time. Overall, 40 African countries out of the 54 belonging to the African Union have shown sustained progress over the past decade.

Notwithstanding the progress outlined above, the major pending issues continue to be strengthening the independence between public authorities, consolidating inclusive and representative democracies, income distribution, high rates of corruption and impunity, unequal respect for and violations of human rights (with laudable exceptions), poverty, and a significant gender gap. Africa will not fulfil its development aspirations if it does not close this gender gap, which causes more than half of the continent's population, its women, to be socially, economically, and politically marginalised.

Migratory movements in Africa have been a historical constant, but only in recent years have they become an inescapable part of Africa's relations with the rest of the world, particularly Europe. However, it is necessary to keep in mind that regional intra-African migration continues to account for the vast majority of African migration (70-80%), and some regional blocs have established zones of free movement of persons.

Here, it should be noted that in the recurrent EU migration crises, flows from Africa constitute only a fraction of the total number of migrants received by the European Union. However, the perception in Africa is that its citizens are less well-received in Europe than those from other parts of the world—and that, in its

¹² Mo Ibrahim Foundation (<http://mo.ibrahim.foundation/iiag>).



Port of Dar es Salaam in Tanzania.

relations with them, the European Union focuses too much on the issue of controlling irregular immigration and, in particular, on repatriations.

Without underestimating the importance of this latter issue, which is crucial for the security of the European Union, it is essential to support a strategy that goes beyond it, one encompassing economic, political, and security aspects, to convince Africans of Europe's genuine interest in them, which will ultimately lead to their effective involvement in the issue of migration.

It is only in recent years, following the first migration crisis in Europe in 2006, that this has started to be seen as a multidimensional and global problem that demands global solutions. The situation has evolved into a challenge to which the EU will now have to respond through the different existing forums (e.g., migration section of the Cotonou Agreement, EU-Africa Summits, Rabat and Khartoum Processes).

On the other hand, the recent initiatives that the European Union is presenting—such as the Africa-Europe Alliance for Sustainable Investment and Jobs, or the Memorandum of Understanding on Peace, Security and Governance, which need to be deepened and further supported—are to be welcomed. These initiatives, as

they are implemented, will undoubtedly have an impact on how African countries deal with migration.

The growing involvement of the African Union and the most concerned regional African organisations, such as ECOWAS, can be decisive in deepening dialogue on the subject, and in setting up their own mechanisms, such as the African Union's Migration Policy Framework for Africa¹³, which integrates the objectives of the African Union's 2063 Agenda and 2030 Agenda, and offers lines of action that draw from a positive vision of intra-African migration, as well as the creation of the budding single African air-space and a continental area of free movement of persons.

The African diasporas must have a role in boosting economic, political, and social development in their societies of origin, through the transfer of know-how and experience acquired in their host societies, although the effective development of their potential continues to be a pending issue. On the other hand, migrants' remittances are much higher than total official development assistance (ODA): In Africa, they represent approximately 3% of GDP (25% in Lesotho, 20% in Gambia and Liberia, and 10% in Senegal)¹⁴.

¹³ To be approved in 2018.

¹⁴ Proposal for Spain's external action in Sub-Saharan Africa. Rafael Gómez-Jordana Moya.

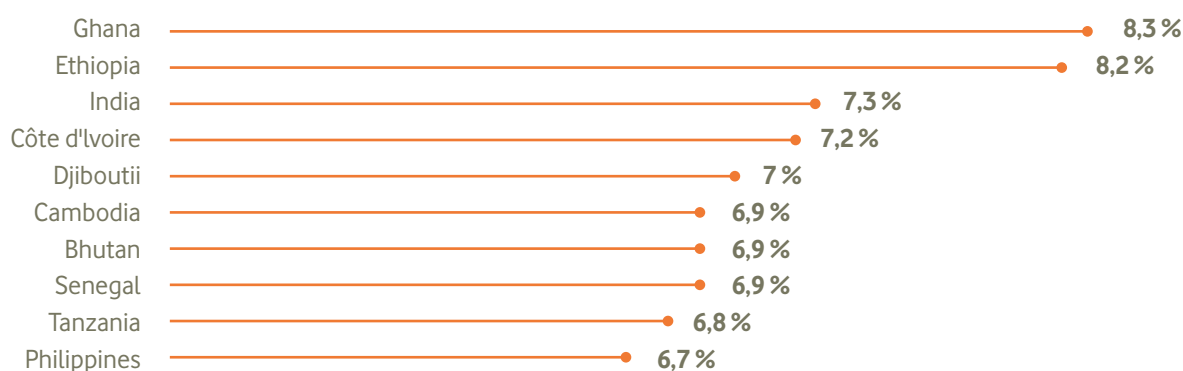
LARGEST AFRICAN ECONOMIES BY GDP

COUNTRY	2013	2014	2015	2016	2017	2018	2019	2020
Nigeria	514.965	568.496	493.841	405.442	394.818	460.660	536.320	588.841
South Africa	366.802	351.116	317.568	294.900	344.064	361.155	374.255	389.600
Angola	124.912	126.777	102.962	95.335	124.034	138.238	140.281	145.161
Sudan	65.507	71.081	81.444	91.240	118.979	145.215	172.841	202.537
Ethiopia	47.656	55.512	64.683	72.523	79.735	87.303	95.035	103.516
Kenya	55.126	61.544	63.995	70.527	78.397	85.980	93.688	101.195

In current USD. Source: IMF

Estimate

THE TOP 10 FASTEST GROWING ECONOMIES IN 2018



Source: Inside Africa - Eaglestone Newsletter. March 2018

2.2. ECONOMIC POINTS

The challenge of sustainable and inclusive growth is the great unresolved issue in Africa in general. The African economies do not yet create enough jobs. Existing jobs, mostly informal employment, often involve precarious working conditions and low salaries, and the unemployment rates are too high to be able to reduce inequalities. Today, 390 million people are still living below the poverty line.

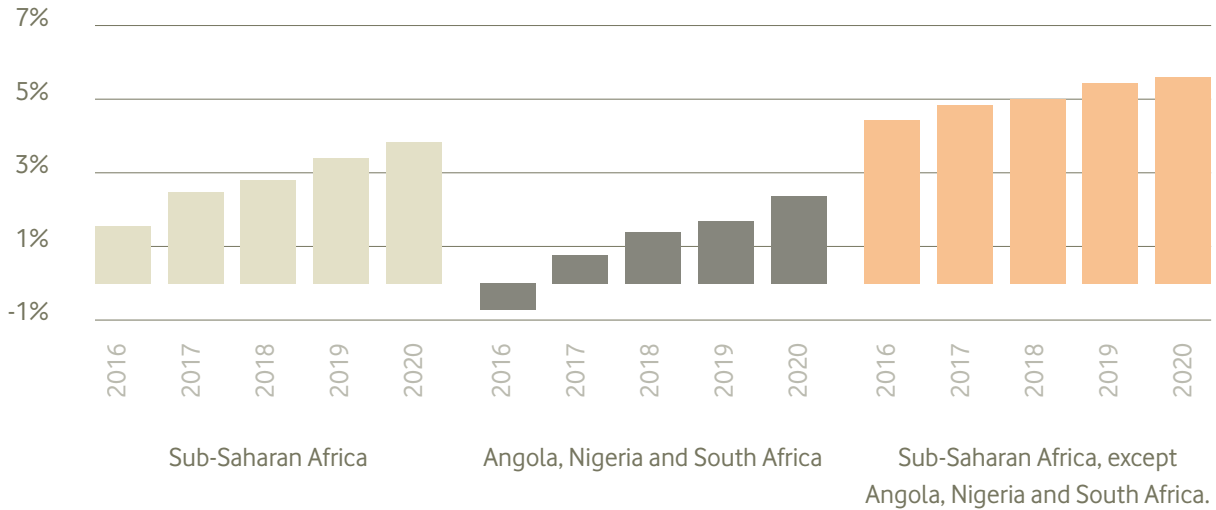
In addition, it is important to highlight that the African continent is especially vulnerable to the effects of climate change, and that the coming years will be key for all countries, including African countries, to implement their Nationally Determined Contributions under the Paris Agreement¹⁵.

It should also be borne in mind that technological change has enabled Africa to skip some traditional stages of development. Mobile telephones now have penetration rates not far removed from those of developed countries, without the need to invest in expensive landline networks. Renewable energies make it possible to take advantage of domestic natural resources to replace imports of conventional energy sources, avoiding price volatility, as well as providing universal access to energy (SDG 7) through rural electrification with a reduced investment in infrastructure. Renewables also make it possible to develop an economic sector that accelerates the creation of new job opportunities.

GDP for Sub-Saharan Africa as a whole in 2017 is estimated at USD 1.84 trillion (International Monetary Fund data, in current USD). According to different estimates, the average annual growth until the year 2022 across the whole of Sub-Saharan Africa will be between 3.5%

¹⁵ Paris Agreement on climate change. Adopted in December 2015, it entered into force on 4 November 2016

■ GDP GROWTH FORECAST



Source: World Bank

and 4%. By 2020, 26 African countries will have moved into the category of middle-income countries. The African middle class is growing, and numbers between 300 and 400 million people¹⁶.

Growth remains above the world average, and the outlook for the next few years is globally positive. According to the World Bank and the African Development Bank, growth resumed in 2017 and will continue in 2018 (+3%), especially in East and West Africa.

In its trend analysis, the World Bank emphasises the subcontinent's major growth potential for the next decade, although this will depend on the implementation of the necessary structural reforms, which in turn will require stability and large doses of political will. There is, therefore, a strong connection between the strategic objectives of growth and institutionalisation described above.

16 "The Middle of the Pyramid: Dynamics of the Middle Class in Africa" (AfDB, 2011). The AfDB defines the middle class as individuals with an income of more than USD 3,900 in purchasing power (between USD 2.2 and USD 20 per day). Of these 370 million middle-class individuals, 243 million live south of the Sahara, and 250 million live with a daily income of between USD 2 and USD 4. Therefore, according to the calculation used, the middle class is reduced to only 120 million people, of whom 50 million have an income of between USD 4 and USD 6. On the other hand, it is not specified whether the incomes are formal or informal.

3

Strategic objectives, principles, and priority countries

Based on the strategic vision articulated in Chapter 2, and the analysis of the situation in Africa made in the previous chapter, this strategy is based on the mobilisation of Spanish society's many resources to achieve four strategic objectives. Moreover, this is done pursuant to five principles that seek to multiply the effectiveness of Spain's actions, in particular through concentration on a few priority countries, with the capacity to transform their sub-regions, and, along with them, the reality of the continent.

3.1. STRATEGIC OBJECTIVES

3.1.1. PEACE AND SECURITY

Contribute to the implementation of the concept of cooperative security between Spain and its African partners, prioritising preventive action within the framework of Spain's Strategy for External Action, the UN 2030 Agenda, and the EU Global Strategy.

National borders in Africa are particularly porous, if not de facto non-existent, and national conflicts tend to escalate quickly into regional ones. To guarantee the security of individuals, avoid uncontrolled migratory flows forced by instability, and generate growth and employment, it is necessary to stabilise conflict zones and prevent focal points of instability from radiating to the rest of the continent, relying, in parallel, on the preventive approach and the security-development nexus. Here, Spain can contribute its vast experience, as well as promoting a more active role of women as agents of peace, in line with UN Security Council Resolution 1325 on Women, Peace and Security.

Spain has assimilated the approach of the EU Global Strategy, adopted in June 2016, which underlines the nexus between internal security and external security, pointing out that internal security is closely linked to peace and stability beyond Europe's borders. In peacetime, it is also necessary to shift from a logic of defence to a logic of security. Spain has opted for an approach that prioritises prevention and the security-development nexus, which aims to contribute to the security of the population and the stabilisation of the recipient countries at the regional level.

This is fully consistent with the plan of action stated by UN Secretary-General António Guterres for his mandate: emphasis on preventive diplomacy, which also takes into account new emerging challenges, such as climate change and energy security. This emphasis is fully incorporated into Spain's foreign policy, which has prioritised tools such as mediation and intercultural and interfaith dialogue as elements of this preventive diplo-

macy. Spain's commitment to Africa's security is a commitment to its own security.

The main threats and challenges for Spain are well identified in its Strategy¹⁷ for External Action, National Security Strategy, National Defence Directive (2012), and Defence Diplomacy Plan¹⁸. The main threats are armed conflict, terrorism and organised crime (including drug trafficking), and the effects of pandemics and major natural disasters. Noteworthy among the challenges are economic instability, energy vulnerability, irregular migratory movements (exacerbated by conflict and the effects of climate change in a region especially vulnerable to both), the struggle for access to water, and food security.

From a geostrategic point of view, Africa as a whole—especially North Africa—represents a major challenge in terms of security. As far as Sub-Saharan Africa is concerned, the most relevant security questions are concentrated primarily in the Sahel, the Gulf of Guinea, and the Horn of Africa (especially in relation to maritime and energy security), which are also the place where Spain has the most high-profile presence and involvement. In the Sahel region, different types of challenges converge (poverty, security, demography, humanitarian issues, climate change, discrimination against women, and violation of human rights), making it a laboratory for what has come to be known as the comprehensive approach, and the close ties between security and development. No development is possible without security; no security is possible without development; and neither is possible without a State that responds to the needs of its society. Spain is one of the countries with the most clearly articulated Sahel policy, and Spain's committed efforts there have set a benchmark in the EU. For its part, the Horn of Africa is a key sub-region from a geostrategic perspective; it is also the gateway to extremist currents and doctrines and is subject to political and security tensions. Internal conflicts are exacerbated by climate change, drought, desertification, pandemics, and the consequent increase in food insecurity in the region.

17 Spanish National Security Strategy 2017

18 The Defence Diplomacy Plan has been in force since 2011, and its guidelines revised periodically



General Francisco Espinosa of the Spanish Guardia Civil hands over the pennant of Niger's gendarmerie company trained under the GAR-SI Sahel programme.

Spain's contribution to peace and security in Africa

Spain's multilateral commitment has been constant since 1989, when it began participating in United Nations peacekeeping missions: the first Angola Verification Mission (UNAVEM I) and the UN Transition Assistance Group (UNTAG) in Namibia. Spain also makes significant financial contributions to the United Nations Peacekeeping Missions in Africa, ranking among the top ten countries in terms of contributions to the UN Peacekeeping Operations' budget.

Spain is one of the countries that have done the most to promote the EU's Common Security and Defence Policy (CSDP), maintaining a constant commitment to the operations and missions launched by the EU. At the date of publication of this Plan, Spain is the top contributor to EU military operations and civilian missions in Africa, and thus supports the task of reinforcing the capacity and effectiveness of African armed forces to tackle the continent's threats and challenges. With a view to the future, Spain will be particularly interested in ensuring that the continent is taken into consideration in the development of the EU's Permanent Structured Cooperation.

In the Mediterranean, one of Africa's natural borders, Spain has consolidated its position as the second largest contributor to the EUNAVFOR MED Sophia operation, whose main mandate has been to stamp out the business model of human trafficking networks and prevent deaths at sea, having rescued more than 35,000 migrants, most of them Sub-Saharan.

In the Sahel, Spain has been present since 2013, the year of the outbreak of the crisis in Mali, through the EU, the United Nations, and via bilateral missions.¹⁹ Spain has also supported the G5 Sahel.

In the Gulf of Guinea, Spain supports the efforts of countries and organisations of this region. It does so both bilaterally—Spain's Armed Forces carry out cooperative security activities with Senegal and Cape Verde to support military capabilities, and regularly deploy a vessel to reinforce maritime security capacities in coastal countries, while the Spanish National Police Corps and Civil Guard collaborate with deployments of personnel, aircraft, and patrol vessels in the countries of the area—and in multilateral contexts, in particular within the framework of the EU Strategy for the Gulf of Guinea.²⁰

19 These efforts include support for the French missions SERVAL and BARKHANE, participation at the highest level in all EU missions deployed in the area (EUTM Mali, EUCAP Sahel Mali and EUCAP Sahel Niger), and support for the efforts of the G-5 Sahel for the stabilisation of the region. Moreover, Spain participates in MINUSMA as a result of an agreement between EUROGENDFOR and the UN.

20 With the implementation of the Blue Sahel project (2017-2019) by the Civil Guard, which also includes some Sahel countries, and the G7++ Group of Friends of the Gulf of Guinea, in which Spain actively participates.

In the Horn of Africa, Spain has shown a strong commitment to the area's security, and in particular in Somalia, actively participating in various international missions, both in the realm of CSDP (Operations EUNAVFOR Atalanta²¹ and EUTM Somalia, since 2008 and 2010 respectively) and with NATO (such as the now completed Ocean Shield) and UN initiatives. Likewise, Spain's leadership in training projects for law enforcement agencies in the countries of the region is noteworthy.²² Spain also participates actively in the international Contact Group on Piracy off the Coast of Somalia (CGPCS) and in the Counter-Piracy Trust Fund, to which Spain has contributed since 2011.

In other parts of Sub-Saharan Africa, Spain contributes to the stabilisation of the Central African Republic through EU and UN missions (such as EUTM RCA and MINUSCA).

Spain participates in the financing of the African Peace Facility through the European Development Fund (EDF), which has made it possible to support peace operations led by the African partners themselves (e.g., AMISOM, ECOMIB), as well as strengthening actions, training, and rapid response mechanisms.²³

ECOWAS is also a point of reference in the region due to its role in preventive diplomacy and involvement in security issues. The organisation's leadership in recent crises (e.g., Côte d'Ivoire, Gambia, Burkina Faso, and Guinea Bissau) provides a good example of its growing regional muscle.

At the bilateral level, Spain has signed international cooperation agreements for fighting crime—including the fight against terrorism—with several African countries, such as Niger. All of these bilateral treaties complement those signed with Maghreb countries, such as Morocco, Algeria, Tunisia, and Mauritania. The activity of the Spanish Ministry of Health, Consumer Affairs and Social Welfare to address epidemics (such as Ebola) or in the context of trafficking of minors should also be highlighted. Similarly, Spain is strongly committed to regional conflict prevention initiatives. That commitment is shown

across the board in Spain's support for promoting UN Security Council Resolutions 1325 and 2242 on Women, Peace and Security, and the role of women in the prevention and resolution of conflicts, peacebuilding, and peacekeeping, in line with these resolutions.

Specific objectives

- 1. Contribute to capacity-building in Sub-Saharan African countries in the fight against terrorism, organised crime, and illegal trafficking of all kinds, as well as in the prevention of violent extremism and the fight against radicalisation.**
- 2. Promote strengthening of regional security structures and the preventive approach to crisis resolution, with particular attention to Spain's participation, presence, and involvement in Sahel to contribute to regional security.**
- 3. Contribute to strengthening maritime security and the fight against piracy in the Horn of Africa, the Gulf of Guinea, and West Africa.**
- 4. Empower and defend the role of women and youth in conflict resolution and peacebuilding.**

3.1.2. SUSTAINABLE DEVELOPMENT, INCLUSIVE AND RESILIENT ECONOMIC GROWTH

Promote shared, inclusive and sustainable economic growth for Spain's African partners, combating poverty in all its dimensions, with greater emphasis on trade, investment, job creation, scientific and technical collaboration, and promoting a higher profile for Spanish companies in Africa and stronger cooperation, thus supporting both the 2030 Agenda and the Agenda 2063.

The figures indicate that Africa is growing, although the challenge is to ensure that this growth is in-

21 Spain, which continuously participates with a Navy vessel and maritime patrol aircraft, has assumed command of the force seven times (for four months in 2009, 2010, 2011, 2012, 2013 and for five months in 2015 and 2017).

22 "EU Regional Counter-terrorism Project in the Horn of Africa and Yemen" together with the United Kingdom, France and Italy, funded by the European Commission.

23 The Commission's proposal for MFF 2021-2027 includes changes to the African Peace Facility and its funding with respect to the current MFF 2014-2020.



Farming in Sub-Saharan Africa.

clusive, aimed at creating quality jobs and fighting against poverty, and integrating the challenges of climate change mitigation, energy access,²⁴ and the empowerment of women, amongst the most significant. Therefore, we must opt for a model of sustainable, job-intensive growth for the millions of young men and women who will move the continent in coming decades.

The challenge of inclusive and sustainable growth requires promoting a suitable and secure business climate, increasing investment opportunities, giving greater prominence to the private sector, matching the training of young people to development needs and the demands of economic sectors, developing the necessary infrastructure, and boosting trade on the basis of growing regional integration and more dynamic potential in view of the trade agreements signed between Africa and the EU. The capacity of trade to generate prosperity for all sectors of society inside and outside Europe is gaining new relevance in the face of the migratory and security challenges Spain faces on its southern coast. The population of Sub-Saharan Africa is now 22 times larger than

that of Spain—despite the fact that the aggregate GDP of Sub-Saharan Africa, USD 1.84 trillion, is only 29% higher than the Spanish GDP (USD 1.42 trillion).²⁵ We must consider Africa's vast human and natural resources as an opportunity for its own development and growth, ensuring long-term sustainability.

Spanish Cooperation plays a key role when it comes to creating the appropriate conditions for economic and human development—the basis for inclusive, sustainable growth able to reduce poverty and inequalities—whilst also working to strengthen basic social sectors, combat hunger, malnutrition and extreme poverty, and promote gender equality and resilience, as well as participating in the response to humanitarian crises. At the same time, Spanish Cooperation must generate incentives for the private sector to align business strategies with the development objectives of each country in its business models and accountability policies.

Additionally, we must seize whatever opportunities we can to link migration with sustainable development, and in particular, to renew Spain's commitment to migration

²⁴ According to SDG 7 (without electricity, there can be no lighting, food security, improved nutrition, sustainable agriculture, equality, welfare, modern communication, or development).

²⁵ IMF Data mapper. 2017. Figures in current USD.

and development policies that highlight the beneficial effects of migration, building a joint strategy in which all States can be stakeholders. In particular, we must continue to explore initiatives in the framework of labour migration and mobility; the contribution to development that diasporas can make to the development of their respective countries of origin; the smart use of economic remittances to promote sustainable development; the reverse of brain drain; new constructive strategies to address the problem of irregular immigration and facilitate legal migration; maintaining the protection of migrants' rights and developing strategies at the regional level to make migration a driving force for regional integration. It is important in this area to encourage voluntary return with reintegration, making it a vector for development, for example, by studying the use of micro-credits to address the problem of unaccompanied minors and to encourage entrepreneurship among the families of these minors.

Spain is committed to integrating all these objectives and actions into a broad concept of shared economic growth for Spain and its African partners, with emphasis on trade, investment, job creation, and environmental commitment. The assumption is that Spain's security and, increasingly, its economic growth are linked to Africa's development.

This section includes those actions aimed at expanding Spain's economic presence in Africa, particularly in Sub-Saharan Africa, whilst contributing to the promotion of regional growth hubs in Ethiopia, South Africa, and Nigeria, as well as in Kenya, Tanzania, Senegal, Ghana, Côte d'Ivoire, Angola, and Mozambique—all countries with a great potential to act as hubs of growth and job creation.

Economic projection: An opportunity for Spanish companies to invest responsibly

Spain already has an economic presence in Sub-Saharan Africa. Nevertheless, the figures show room for improvement, opening up a wide range of opportunities. There are three main categories of difficulties to be addressed: the macroeconomic environment for investment, the business environment in which enterprises operate, and the environment of legal certainty and the financing

environment that potential investors face. OECD-Africa cooperation ought to be continued and strengthened as an effective way to promote good practices, transparency, and international standardisation among African economic systems.

Customs infrastructure plays a decisive role in trade facilitation and, therefore, ought to be actively incorporated into the United Nations 2030 Agenda for Sustainable Development. Within this framework, Spain could contribute to the institutional strengthening of customs administrations, enabling them to collaborate in the implementation of trade facilitation measures through technical assistance, if the necessary aid is available.

While Spain's foreign trade with Africa has a considerable volume (higher in terms of both imports and exports than Spain's trade with Latin America), it is concentrated in North Africa, where trade has grown particularly in recent years. In the case of Morocco, the volume of trade has doubled in the last 6 years, to the point of becoming the second destination for Spanish exports outside of the EU, surpassed only by the USA. Foreign trade with Sub-Saharan Africa is low in comparison, and has a structural deficit (mainly due to the trade balances with Nigeria and Angola, two of Spain's top suppliers of crude oil). Spanish investment in Africa is still very low (less than 0.4% of total Spanish investment abroad).

Approximately 20,000 Spanish companies export on a regular basis.²⁶ Spain's main trading partners on the continent are South Africa, Nigeria, Angola, and Equatorial Guinea. In the strategic energy sector, Spain's main suppliers are all in Africa: Spain imports 31% of its oil from the African continent, its top supplier being Nigeria, followed in sub-Saharan²⁷ Africa by Angola, as well as 60% of its natural gas, with Algeria accounting for almost 50% of the total. However, there are only five countries where Spanish exports exceed USD 200 million (Senegal, Côte d'Ivoire, Nigeria, Equatorial Guinea, and South Africa).

Around 600 Spanish companies are established in Sub-Saharan Africa, and 1,500 have commercial activity in

26 ICEX (Spanish Institute for Overseas Trade) CASA ÁFRICA REPORT.

27 DATACOMEX.

the region, with a high percentage being SMEs.²⁸ Nigeria, South Africa, Angola, and, to a lesser extent, Equatorial Guinea represent the bulk of this activity. South Africa is the only significant investment destination (approximately half of the total). Other countries where Spanish businesses are present include Cape Verde (26% of Spain's business presence), Senegal (also 26%), Namibia, Cameroon, Kenya, Ethiopia, and Mozambique. The main sectors are fishing, infrastructure and construction, energy (both fossil fuels and renewables), tourism, and logistics.

In the future, Sub-Saharan Africa could represent an attractive destination for the Spanish private sector. The growth of Spain's business presence on the continent as a whole is encouraging; between 2010 and 2014, the number of companies installed increased sevenfold, with a significant contribution in strategic sectors. Thus, for example, in the renewables sector, Spanish corporations have won 40% of the contracts for the South African national renewable energies programme. Spain's consolidated presence in North Africa also holds interesting potential as a platform for expansion towards the south.²⁹

At the same time, while Africa—and in particular Sub-Saharan Africa—represents an opportunity for Spanish companies, the investment of these companies has the potential to generate an enormous impact on the social, economic, and environmental development of the countries and communities in which they operate, becoming a driving force for social inclusion and the eradication of poverty. The Spanish business sector has expressed its commitment to the SDGs and to strict compliance with international principles and standards of workers' rights, human rights, the fight against corruption, and the promotion and safeguarding of environmental standards, making this commitment to development the hallmark of Spanish investment—a kind of country brand that is increasingly a fundamental factor in global competitiveness.

Both the Spanish public administrations and the Spanish business sector also have unquestionable scientific, technical, and practical capacity and experience in the agricultural and agri-food industry, in the sustainable use of natural resources, including marine resources, in water management, and in the recovery and environmental protection of natural ecosystems. The Spanish agri-food industry abroad can act as a very important driving force for local development, collaborating and investing in the primary sector of many African countries, observing the Principles for Responsible Investment in Agriculture and Food Systems, and the Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests.³⁰ In terms of environmental commitment, Spain, with its training, scientific and technical capacity, can contribute to achieving sustainable use in fisheries and agriculture, to studying and mitigating the effects of climate change, and to collaborating in such fields as waste treatment, a truly current issue, particularly in West African countries. Likewise, with Spain's experience and scientific and technological capacity, it could contribute to the sustainable development of emerging economic sectors such as those linked to the blue economy.

With regards to the economic legal framework, Spain has Double Taxation Agreements in force with Nigeria, Senegal, and South Africa and there are formal plans to negotiate such an agreement with Ethiopia. As to Agreements for the Reciprocal Promotion and Protection of Investments, the Agreements signed with Equatorial Guinea, Namibia, Nigeria, and Senegal are also in force, and another five such Agreements signed with countries in the region (Gambia, Yemen, Republic of Congo, Mozambique, and Ethiopia) are being processed or adapted to EU regulations.³¹ There is, therefore, room to improve the bilateral regulatory framework with African countries that have been identified as having great potential for growth and job creation. In the field of trade and foreign direct investment, the agreements signed by the EU with Sub-Saharan Africa, in particu-

28 ICEX/CASA ÁFRICA.

29 In Morocco, which is the main entrance to North Africa for ASS, according to ICEX 2017 data, 367 Spanish enterprises are established (the vast majority being SMEs).

30 Both resolutions were unanimously adopted by the Committee on World Food Security in Rome, in 2012 and 2014, with the support of Spain – among others – and the support of the Committee's Private Sector Mechanism.

31 Since the entry into force of the Treaty of Lisbon, the ability to negotiate and sign APPRI lies with the European Union. For this reason, the agreements on the reciprocal promotion and protection of investments with third countries signed by the Member States (including Spain) are gradually being replaced by EU investment protection agreements.

lar the Economic Partnership Agreements (EPAs), are being closely monitored.

Spain shares a seat on the Board of Directors of the African Development Bank with Belgium and France. This has made it possible to ensure a permanent presence that was previously lacking, thus facilitating the management of Spanish interests in the institution. A clear upward trend has been observed in the obtaining of contracts, whether in services, execution of work, or provision of goods—a clear sign that there are opportunities for Spanish enterprises in these markets. The AfDB offers numerous trade opportunities for Spanish enterprises for projects in sectors where they are highly competitive.

The Corporate Internationalisation Fund (known by its Spanish acronym, FIEM) offers tied financing on commercial terms or, if the country is eligible, on concessional terms. In the case of highly indebted poor countries (HIPCs), FIEM legislation provides that projects can only be financed on an exceptional basis, and only once they have reached the completion point. Spain's Official Credit Institute (ICO) and the Spanish commercial risk management firm CESCE also have a smaller but growing African presence in their portfolios.

The Spanish public-private funding vehicle COFIDES offers medium- and long-term financing to viable private investment projects in order to contribute, with profitability criteria, both to the development of the countries receiving the investments and to the internationalisation of the Spanish economy and Spanish corporations. To achieve this dual purpose, COFIDES uses its own resources to finance investment projects in emerging or developing countries and manages, on behalf of the Spanish State (Ministry of Industry, Trade and Tourism) the funds known as FIEX (Fund for Foreign Investment) and FONPYME (Fund for Foreign Investment Operations for SMEs). In addition, COFIDES has been accredited by the European Union since 2016, allowing it to provide combined financing ("EU blending") from reimbursable financing and donations to mobilise additional financing for development and to increase the impact of EU assistance. Finally, in October 2018, the Board of the Green Climate Fund (GCF) approved the accreditation of COFIDES, making it the only Spanish institution with the capacity to mobilise GCF resources.

In addition, Spain is positioning itself for the Multiannual Financial Framework 2021-2027, with the prospect of greater participation in EU financing projects aimed at Africa. In addition to the EU's major external action instruments for Africa and the Emergency Trust Fund for Africa, the EU currently also offers invaluable means of financial action in Sub-Saharan Africa that Spain, through its accredited entities (AECID-FONPRODE, COFIDES), can promote to the Spanish business sector for better use:

- The Africa Investment Platform (formerly Africa Investment Facility, or AfIF) is an innovative financing "blending" mechanism aimed at promoting investments with a positive impact on socioeconomic development—such as infrastructure for transport, communications, water, energy, and agriculture—and the development of the private sector, in particular SMEs.
- The European External Investment Plan (EIP), with the European Fund for Sustainable Development (EFSD) as its cornerstone, encourages investment in partner countries in Africa and the EU's Neighbourhood region, promoting inclusive growth, the creation of employment and sustainable development, and addressing some of the root causes of irregular migration. The EIP aims to reach countries where investments are currently difficult, and facilitates investments by private sector players who would otherwise invest less, or not at all. The EFSD is structured into two regional investment platforms, the Africa Investment Platform (AIP) and the Neighbourhood Investment Platform (NIP, with an indicative budget of €2.6 billion), and a financial guarantee fund (€1.5 billion). In total, the EFSD aims to mobilise an amount of €44 billion or more by 2020.
- The European Commission's launch of a new EU-Africa Alliance is a further step towards the objective of substantially boosting European investment in Africa, consolidating trade, creating employment, and investing in education and skills to eradicate poverty and support sustainable growth so that no one is left behind. This Alliance is part of a broader strategic framework defined by the 2030 Agenda, the EU's Global Strategy, and the African Union's Agenda 2063. Its objectives will be reflected in the EU's different external action instruments, currently under negotiation, which will enter into force with the new Multiannual



Photovoltaic farm in Sishen (South Africa), at the time the largest PV farm in the whole of Africa with an annual production of 216GWh, built and operated by a consortium led by a Spanish multinational of the sector.

Financial Framework 2021-2027. Spain welcomes this approach and is positioning itself for greater participation in EU financing projects.

The recent creation, by the Spanish Government's Delegate Committee for Economic Affairs, of an Inter-ministerial Working Group for Spain to optimise the EU's External Action financial instruments will strengthen the presence of Spanish companies in Africa by making better use of the growing resources that the European Union and other international institutions will dedicate to Africa in the coming years. It is important to keep in mind that not only the European Union, but also other international financial institutions, such as the European Investment Bank (EIB) or the European Bank for Reconstruction and Development (EBRD), will be stepping up their presence in Africa in the next few years by supporting private sector projects that favour development in the region. Therefore, it is very important for Spain to ensure that the Spanish public and private sectors make equally effective use of the tools that the European Union is making available to encourage greater investment in Africa.

This Third Plan Africa is, therefore, aligned with the objectives and principles of the 2017-2027 Strategy for the Internationalisation of the Spanish Economy.³² The Strategy considers South Africa as one of the 13 countries identified at a global level as being of special interest for the implementation of the Strategic Sectoral Action Policy, allowing for the inclusion of other countries in the future. Following these guidelines, COFIDES has a specific line of financing for projects in South Africa.³³ Those general objectives applicable to Sub-Saharan Africa ought to be added to this. In support of this Internationalisation Strategy, it is necessary to strengthen the coordination and collaboration mechanisms with the Economic and Trade Offices abroad, under the aegis of the Ministry of the Economy, in those countries where there is no resident Economic and Commercial Councillor, as well as to study mechanisms that allow for, to the extent that budgetary and human resources make it possible, the presence of an Economic and Commercial Councillor or Commercial Attaché at the 14 Spanish Embassies in Sub-Saharan Africa that lack a Commercial Office, pursuant to the strategy of the Secretary of State for Trade, based on Spain's commercial interests in these countries.

³² Approved by the Council of Ministers on 8 September 2017.

³³ The South Africa Line considers priority sectors: renewable energies, energy infrastructures, water and environment, automotive, tourism, chemical, and agri-food.

The Spanish Chambers of Commerce are increasingly active in supporting Spanish corporations in their internationalisation process in Sub-Saharan Africa through organising information, training, and promotion activities aimed at SMEs.³⁴

Finally, there is growing institutional and economic activity in Africa on the part of Spain's 17 Autonomous Communities (self-governing regions) and of the Autonomous Cities of Ceuta and Melilla, especially in the Autonomous Community of the Canary Islands, which, given its proximity to the West African coast and as a strategic point of the EU geographically located near Africa,³⁵ has opted for Africa in the internationalisation of its economy. The Canaries have developed substantial relations with many West African countries (e.g. Mauritania, Senegal, and Cape Verde), aspiring to become an international launch pad for the continent, as well as a reference centre for services for residents in nearby African countries. Las Palmas de Gran Canaria also houses the headquarters of Casa África (attached to the MAEUEC) and the Humanitarian Logistics Centre of the World Food Programme. Additionally, the Action Plan in Sub-Saharan Africa developed by the Andalusian Agency for Foreign Promotion (EXTENDA) includes an agreement (through an exchange of letters) with ICEX (the Spanish Institute for Overseas Trade) for channelling services to enterprises through the Economic and Commercial Offices in various countries of Sub-Saharan Africa.

Development Cooperation

The Fourth and Fifth Master Plans took an integrated and multidimensional approach to combating poverty, including such actions as the fight against energy poverty, the fight against climate change, the creation of networks (for communications, transport, energy), and job creation. This corresponds to a sustainable development approach in which, in addition to programmes to support basic social needs, economic growth and the role of private investment are called to have a prepon-

derant role. In fact, the Fifth Master Plan for Cooperation opens an opportunity, in this and other aspects, related to the implementation of the 2030 Agenda and the Paris Agreement, for agreements with the most relevant players and their full synchronisation with the present Plan in their field of action. There is also a commitment to other instrument modalities such as triangular cooperation, delegated cooperation, reimbursable cooperation, and public-private partnerships.

Additionally, Spanish Cooperation supports, through institutional strengthening programmes, the implementation of inclusive public policies, the creation of a suitable environment for investment and business, and, through technical cooperation and capacity-building in the area of justice reform, the fight against corruption and the improvement of tax systems, amongst others. In this regard, support for the civil registration systems of African countries and the incorporation of biometric registers is particularly important: only with knowledge of the distribution of the population can basic education and health care systems be developed; moreover, it constitutes a pillar of democracy in facilitating reliable voter registers. For institutional strengthening in African countries, supporting civil society to ensure transparency and accountability is also critical. Likewise, it is essential to work on training and knowledge transfer, as well as strengthening regional integration, an area in which Spanish cooperation has also been active in recent years.

The Fifth Master Plan will build on the achievements of the previous one which, as regards Sub-Saharan Africa, includes five Least Developed Partnership countries (Senegal, Mali, Niger, Ethiopia, and Mozambique) and two Advanced Cooperation countries (Cape Verde and Equatorial Guinea). From a regional point of view, West Africa and the Sahel are considered a priority. Spanish Cooperation will promote integration processes in Africa. In sectoral terms, the Fifth Master Plan focuses on technical cooperation, institution-building, and dialogue with middle-income countries (MICs) using Country Partnership Frameworks (CPAs) for aligning with partner

34 The 2018 Internationalisation Chamber Plan includes the support activities of the network of Territorial Chambers for Spanish enterprises coordinated by the Chamber of Spain. It includes a total of 32 promotional activities for Sub-Saharan Africa, including 26 direct commercial missions and 5 business meetings. The vast majority of these activities, largely supported by ERDF funds for participating SMEs, are developed or refer to Senegal, Ghana, Côte d'Ivoire, Kenya, Tanzania, Angola, Mozambique, Ethiopia, and South Africa.

35 The Macaronesia (Madeira-Azores-Canary Islands) cooperation programme financed with ERDF funds, which has been in operation since 2000, is an example of the integration of the outermost regions of Spain and Portugal with Cape Verde, Senegal, and Mauritania through jointly identified cross-border measures

countries and coordinating the planning processes of different cooperation actors.

On a humanitarian level, Spain will concentrate its efforts on food and nutrition security and on protecting displaced populations and host communities in the Sahel and Lake Chad regions and, to a lesser extent, the Horn of Africa.

The Fifth Master Plan integrates the decentralised cooperation carried out by Spain's Autonomous Communities and local entities, highlighting its high volume, significant added value as an expression of the diversity of sensibilities and plurality of interests existing in Spain, proximity to citizens, and relevance in terms of technical assistance and policy dialogue in those areas where Spanish regions and municipalities have authority. The commitments deriving from the 2030 Agenda imply an adequate multi-level and multi-stakeholder articulation, so that both the Autonomous Communities and local entities play an essential role in universally achieving the SDGs and developing alliances. This will require greater agreement, collaboration, and coordination involving all public-private partnerships to advance in the coherence, complementarity, effectiveness, and efficiency of cooperation interventions.

In the field of financial cooperation, Sub-Saharan Africa is the first region in terms of volume of funding from Spain's Development Promotion Fund (FONPRODE), with 35% of the total project portfolio loans concentrated in the region. FONPRODE provides financing, on an untied basis, for loans on concessional terms to States for development projects, loans to local financial entities for granting microcredits, and direct equity participation in private law entities for investments supporting the economic fabric, among other kinds of financing. Spanish Cooperation will seek to increase its activity, particularly in those operations involving loans on concessional terms to countries in the region, with the aim of supporting development projects co-financed by other development financial institutions.

Within the framework of the European Union, Spain has actively participated in the financing, programming, implementation, and monitoring of the European Development Fund (EDF), as its fifth contributor.³⁶ Now is a time

of great importance, because both the post-Cotonou Agreement and the new Financial Perspectives are being negotiated. With respect to the latter, the EU Commission is promoting a move towards a new single instrument (Neighbourhood, Development and International Cooperation Instrument, or NDICI) that encompasses all of the regions, both those of the Cotonou Agreement (Sub-Saharan Africa, the Caribbean, and Pacific), as well as others not included in that framework that are also very important for Spain, including North Africa (Neighbourhood Instrument). Spain will work to ensure that in the new Financial Perspectives for Africa, both North Africa and Sub-Saharan Africa will receive a proportion of the funds that reflects the magnitude of the challenges facing the continent.

Equally important is the delegated cooperation that is carried out in line with Spanish foreign action priorities, and the participation of Spanish Public Administrations in international scientific and technical cooperation projects. This form of cooperation is also an excellent example of the principle of partnership: Spain must use its resources and its participation in multilateral organisations to defend the principles of Spanish foreign policy and to increase the effectiveness of Spanish actions.

Efforts will be made to promote inclusive and sustainable growth in all countries, but with a special focus on those fast-growing economies such as Nigeria, Ghana, Côte d'Ivoire, Senegal, Kenya, Tanzania, and Ethiopia, due to their multiplier effect on the surrounding countries. In the region of Southern Africa, this applies to Spain's relations with the region's political and economic powers, such as South Africa and Angola. Mozambique is added, because it is a priority country for Spanish Cooperation and due to its potential natural gas discoveries and the expectation of possible development of major projects related to the exploitation of this resource. The region of Southern Africa possesses certain characteristics that make it unique in the African context: a decolonisation process with strong similarities, some countries that are moving towards political stability that can serve as an example to other parts of the continent, and, with a few exceptions, a sustained growth rate despite the recent impact of international crises and by devastating climate phenomena. The region also acts as a job creation

³⁶ In the 11th EDG (2014-2020), endowed with €30.5 billion, Spain—which distributes 7.9%—contributed nearly €2.42 billion, making it the fifth contributor to the Fund.

hub that attracts and sets the pace for migration in the entire southern half of the continent, thereby contributing to the orderly management of migratory flows.

Specific objectives

1. **Contribute to institutional strengthening of the different integration processes, intensifying Spain's cooperation and involvement with the different African regional economic organisations, as well as strengthening the framework of economic governance in the partner countries, and promoting the institutional strengthening of customs agencies as a key element in trade facilitation, through technical assistance that can help with the implementation of the principles established in the Trade Facilitation Agreement.**
2. **Consolidate Spanish Cooperation, reinforcing its impact and making its role more visible in the implementation of the 2030 Agenda, and deepening the synergies between humanitarian action, cooperation, investment, and research, involving Spain's central, regional, and local administrations.**
3. **Promote the use of Spanish, European, and international instruments to encourage investment, trade, and job creation, particularly the EIP and trade agreements (Economic Partnership Agreements, or EPAs) between the EU, regional economic organisations, and African countries, to advance the SDGs in Africa.**
4. **Support the internationalisation of the Spanish economy in the Sub-Saharan region by identifying business opportunities, integrating the SDGs into business strategies, and reinforcing the cooperation and coordination mechanisms of the Economic and Commercial Offices abroad in those countries where an Economic and Commercial Councillor is not resident, as well as to study mechanisms that allow for, insofar as human and budgetary resources make it possible, the presence of an Economic and Commercial Advisor or a Commercial Attaché at the 14 Spanish Embassies in Sub-Saharan Africa that lack a Commercial Office, pursuant to the strategy of the Secretary of State for Trade, based on Spain's commercial interests in these countries.**

3.1.3. INSTITUTIONAL STRENGTHENING

Contribute to the creation of politically and economically open and inclusive societies, as well as raising Spain's institutional profile on the subcontinent.

While there are still some authoritarian regimes, there is a prevailing demand for democratisation in Africa that is pushing for greater levels of representative democracy, good political and economic governance, respect for human rights, and participation of civil society. It is necessary to support progress in this direction, and to promote a multilateralism that is increasingly visible and present in Africa, demonstrating its capacity to manage institutional changes, supporting pan-African institutions such as the African Union, as well as regional ones such as ECOWAS, which have proved effective in maintaining peace and promoting democratic principles and respect for human rights.

The main purpose here is to strengthen Spain's ties of understanding with African countries and channel Spanish resources towards promoting the shared interests of economic growth, accompanying democratic processes, and consolidating the rule of law. Good governance, democracy and the rule of law are requirements for sustainable development. The fundamental objective will be to contribute to strengthening the State structures of Spain's African partners, and to explore the possibilities offered, where applicable and necessary, by a comprehensive approach that includes security issues linked to development.

Spain could also occupy a privileged position in relation to the training of civilian and military personnel who perform their functions in democratic institutions, especially in relation to gender issues, human rights, and international humanitarian law. A stronger relationship with African civil society will be decisive, particularly the attention paid to its young people, which has been established as a basic element of EU-African Union relations in the future. Education (particularly of women and girls), training, and the empowerment of cultural diversity are invaluable tools. Beyond the economic and job-creating potential of emerging cultural services and artistic activities in Africa, culture and education can be key elements in policies preventing radicalisation.

This is a comprehensive perspective that takes into account, beyond security aspects (policing and defence), issues of the rule of law, good governance, the fight against corruption and impunity and poverty, and the promotion of human rights, budgetary and macroeconomic viability, economic development, and basic social policies. It is difficult to envisage the consolidation of democracy and the rule of law without strengthening State authority and institutions, including their effective presence throughout the State's territory and their human and financial capability to provide basic services to the population. This also entails maintaining channels of collaboration and dialogue with civil society, with particular emphasis on women and youth, to integrate their contributions into the political dialogue with Spain's African interlocutors. In this context, the synergies already explored by the EU will be further developed through processes in which Spain participates, such as designing roadmaps for collaboration with civil society organisations.

This line of action is particularly sensitive, because actions promoting more democratic institutions and more open and inclusive societies might be perceived as attempts to interfere in African countries' internal affairs. However, the emerging reality is that the African countries themselves are reacting to the breakdown of democratic order. Moreover, one asset that Spain can leverage is that its image is largely detached from that of the former colonial powers, and is closely linked to the work carried out by Spanish Cooperation over the last decade, as well as Spain's commitment to human rights, peace, and regional stability. The element of proximity and our demonstrated commitment to Africa—development cooperation, contributions to security, notable multilateralism—make Spain an attractive partner.

Spain has only one former colony in sub-Saharan Africa, Equatorial Guinea, a country in which institutional strengthening, promotion of democracy and the defence of human rights present a particular challenge. Spain wants the same for Equatorial Guinea as for all the other countries belonging to the international community: democracy, peace, respect for human rights, and economic and social prosperity, as a framework for increasingly close relations. Spain is committed to continuing to maintain a critical yet constructive dialogue with Equatorial Guinea, conditioned by the pace of democratic progress in the country.

Institutional deployment

The current deployment and availability of resources in Africa—28 Embassies (22 in Sub-Saharan Africa), four General Consulates, one satellite consulate office, 12 Technical Cooperation Offices (eight in Sub-Saharan Africa), 15 Economic and Commercial Offices (eight in Sub-Saharan Africa), and two cultural centres—make Spain the EU's fourth-largest partner in terms of diplomatic presence on the continent. There are also the following Ministerial Department and Attaché Offices: Interior (in Niamey, Abuja, Accra, Bissau, Conakry, Bamako, Dakar and Yaoundé); Defence (Nouakchott, accredited in Senegal, Cape Verde and Mali, and Pretoria, accredited in Angola, Lesotho, Madagascar, Mozambique and Namibia); Labour, Migration and Social Security (Dakar); Agriculture, Fisheries and Food (one Attaché Office in Mauritania accredited in Guinea-Bissau and Senegal); and the deployment of Spain's National Intelligence Centre (CNI), as well as the Armed Forces Intelligence Centre (CIFAS). The Spanish Ministry of Education and Vocational Training is present in Equatorial Guinea with a Directorate for Educational Programmes. There is also growing external action by the Autonomous Communities and local entities, primarily in West Africa. In addition to this deployment on the ground, in 2017 a Directorate-General for Africa was created within the then Ministry of Foreign Affairs and Cooperation.

Promotion of the Spanish language and Spanish culture

Cultural cooperation with Africa has enormous potential: on the one hand, it allows for direct contact with civil society, offsetting the more institutional dimension

FUTURE IN SPANISH

According to the 2017 report *Spanish: a living language*, produced by the Instituto Cervantes, Benin (with 412,500 speakers), Côte d'Ivoire (with 341,000), Senegal (with 205,000), Cameroon (with 193,000) and Gabon (with 167,400) are the countries in the Sub-Saharan region with the highest numbers of students of Spanish, ahead of countries such as Japan (60,000), Australia (33,000), China (31,000) and Switzerland (20,000).



Students at the University of Ouagadougou (Burkina Faso).

of other instruments, and making Spanish cooperation more visible. Additionally, it represents a route of access for Spanish society to the reality of Africa. Finally, through cultural projects, channels of participation and job opportunities can be offered to young people.

Within the broad concept of migration advocated by Spain, whose lines of action go beyond combating illegal immigration, particular attention is paid to temporary movement or migration routes. In this regard, it is worth pointing out the importance that this is gaining in Spain, within the framework, for example, of the strategy to internationalise Spanish universities, by attracting foreign students to Spanish universities and other academic institutions, both public and private, for undergraduate and postgraduate studies. In this area, it is of crucial importance to promote the teaching of Spanish as an essential tool for studying in Spain.

Mobility for study purposes promotes the generation and acquisition of knowledge and skills and constitutes a form of reciprocal enrichment for migrants and for their countries of origin and destination, reinforcing cultural ties and increasing cultural diversity. The exchange of experiences and mutual knowledge of cultures also contributes to the creation of a shared

narrative that can serve as an antidote to processes of violent radicalisation.

With the exception of North Africa, where there is a large network of Instituto Cervantes centres (11) and Spanish education centres, the presence of institutions that promote the Spanish language and Spanish culture on the African continent remains limited, in contrast with the great interest in Spanish and Spanish culture (including Spanish sport) in African societies, particularly among young people. The boom enjoyed by Spanish in many African countries is an excellent base on which to build solid relationships in all areas, as well as to promote circular migration and to provide a very useful training element for a workforce that Spanish business can count on.

In various countries in the region, local education systems teach Spanish as an optional language to hundreds of thousands of students, but initiatives and resources to promote its use as an instrument of personal development and in international relations are still lacking. The same can be said for its institutional use within the African Union, where it is one of the official

languages. Spanish also has the status of an official language in Equatorial Guinea. .

Communication and visibility

In recent years, special emphasis has also been placed on the communication and visibility aspects of Spanish foreign action in Africa. The intention is to continue strengthening communication as a cross-cutting element of assistance, with the goal of accelerating the sought-after change in patterns. What we aspire to is a two-way communication: in Spain, to promote knowledge of the realities, opportunities and changes occurring in Africa; and, in Africa, to further knowledge of Spain, and, potentially, to promote Spain as a bridge to Europe and Latin America.

An important asset is the intense public diplomacy work carried out by the Casas, both Casa Árabe and, especially, Casa África, based in the Canary Islands, which celebrated its 10th anniversary in 2017. Casa África is one of the most emblematic projects of Spain's new African policy and has five fundamental fields of action: public, economic, cultural, digital and institutional diplomacy. Casa África contributes to building trust in Spain and the know-how of its institutions, companies and civil society, and its activities aim to show Spanish citizens a positive image of Africa, one that is more multifaceted and nuanced and reflects its abundant opportunities, providing an up-to-date, innovative, creative and enterprising vision of the continent.

The digital era opens up infinite possibilities for communication and the shaping of public opinion, as well as for generating contact networks, but it also necessitates a response to new sources of power and global competitiveness. Digital diplomacy, as it is already known, opens up a very powerful public sphere, one without barriers, where ideas, values and opinion are created in a collaborative way. This digital dimension will go hand in hand with the rest of our communication initiatives, but we can do more to improve the activism of our digital communication platforms and to use more traditional means, such as television and radio, to bring the reality of Africa to Spain and the reality of Spain to Africa. We must use these media as tools of soft power, adapting them to the language of the receiving country, as DW, France24 and the BBC already do.

The objective of institutionality is present in all of Spain's relations with Africa, but it is a priority in Central Africa, where we have Embassies in Cameroon, Gabon, Equatorial Guinea and the Democratic Republic of the Congo, as well as a military presence in the Central African Republic and in Gabon. In this region, countries with strong economic growth coexist with countries experiencing recurrent political crises. Equatorial Guinea occupies an important place in this region, and it is also one of the priority countries for Spanish cooperation. The significant historical and cultural ties linking Spain to Equatorial Guinea, and the Spanish language in particular, mean that relations between Spain and Equatorial Guinea transcend the political or economic sphere. In spite of the complexity of these relations, there is a perception that it is possible to do more (security and defence, economic relations, education, culture) and that progress can be made with a policy that affirms itself through gradual achievements. The Cultural Centres in Malabo and Bata have established themselves in recent years as model institutions in Equatorial Guinea.

Specific objectives

- 1. Contribute to the strengthening of Spain's African allies' national, regional and local institutional structures and increase our dialogue with multilateral African bodies in this field.**
- 2. Encourage greater participation on the part of African civil society, including women and young people, in democratic transition and consolidation, as well as reinforcing dialogue with the African diaspora in Spain.**
- 3. Consolidate and give greater visibility to Spain's foreign action, including its political, institutional and cultural presence in the region, with particular attention to supporting the promotion of the Spanish language.**
- 4. Promote and strengthen mutual educational and cultural knowledge, as a driving force in relations between our societies, and the activation, along these lines, of Spanish communities in Africa and African communities in Europe.**

3.1.4. SAFE, ORDERLY AND REGULAR MOVEMENT

Commitment to a global approach to migration that integrates migration, security and economic growth, in accordance with the Global Compact for Safe, Orderly and Regular Migration.

African population flows largely take place within the continent itself (around 80%), but migration to other regions, and especially Europe, continues to be highly significant, particularly because it primarily occurs outside a regulated framework. We must remain committed to a global and comprehensive approach which tackles the root causes of migration, combating people smuggling and human trafficking, and establishing safe, orderly and regular migration routes, because well-managed migration has a positive impact on migrants, communities, and on countries of origin and destination.

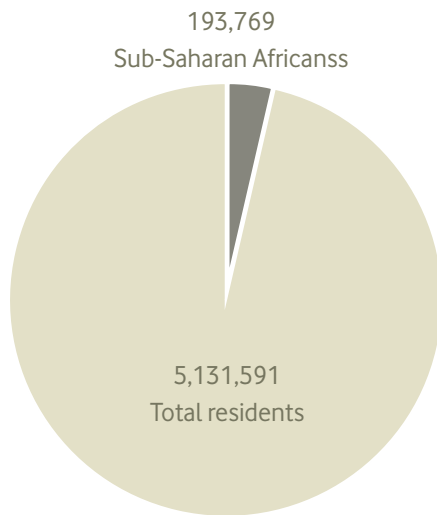
Conflict situations and the demographic challenge in the developing world, in general, and in Africa, in particular, together with population decline in many European countries (including Spain), require an approach that is forward-looking and proactive, rather than reactive. The channelling of migratory flows demands a comprehensive approach that includes continuous dialogue with countries of origin and of transit, control of external borders, and policies aimed at crisis management, stabilisation at the point of origin, development, combating the root causes of irregular migration, integration, and the promotion of economic growth through trade and investment.

The creation of opportunities is the best instrument available to guarantee orderly and regular migration flows (both for migrants and for countries of origin, transit and destination), both between African countries and towards Europe, which truly contribute to the development of countries of origin. Regional growth hubs attracting inter-regional migratory movements must also be strengthened.

Both facets of migration must be addressed; irregular flows must be combated and legal flows encouraged, so that migration can constitute a genuinely productive and transformative factor in driving development and accelerating processes of change and modernisation

in Africa. To this end, migration policy must be geared towards the increasingly joint management of migratory flows in all their dimensions so as to bring mutual benefits: joint activities to combat irregular migration (combating human trafficking and the smuggling of migrants, repatriations, paying particular attention to the reintegration of returning migrants, strengthening police capabilities and border control); facilitation of regular migration (visa policies, business travel, demand for services, circular migration, recruitment at origin, taking into account the needs of the local labour market itself, as well as those of the labour market in the country of origin, encouraging the recruitment of skilled labour without causing a brain drain); integration into the host society; continuing to opt for family reunification in compliance with European regulations; establishing ways to channel social remittances; empowerment and training in the form of scholarships; tourism in all its forms with the encouragement of Spanish-African initiatives; collaboration with the Office of the United Nations High Commissioner for Refugees and the International Organization for Migration within the scope of some of these initiatives and within the framework of the global compacts on migration and on refugees to be adopted in the second half of 2018.

RESIDENTS IN SPAIN



Source: INE

Dialogue on migration

Bilateral relations with countries of origin and of transit are one of the pillars of the fight against illegal immigration, as well as for the identification of legal migration routes. This cooperation is based on the principles of respect and mutual trust. Spain's experience in this area has taught us that the only effective response to migration is a global and comprehensive approach, focused on prevention at source, which takes into account the needs and interests of our partners when we formulate our lines of political action and, above all, when we convert them into specific projects to be developed on the ground. In many cases, the African countries themselves face challenges in managing migration from other African countries, which represents four fifths of total African migration. This situation creates opportunities for collaboration to help these countries manage their own migratory flows in an orderly manner.

Due to its geographical proximity and to its own experience, in particular that gained since the 2006 migration crisis, Spain is making a valuable contribution to the

EU by sharing what it has learnt in what many call the "Spanish model". Spain is contributing to this dialogue on migration by sharing its years of experience based on a comprehensive and balanced approach to all aspects of the migration phenomenon. This approach encompasses the promotion of measures to tackle the root causes of irregular migration; international protection and respect for international law on asylum and refuge; the fight against human trafficking and the smuggling of migrants; border control; respect for human rights; institutional strengthening; prevention of illegal immigration; and repatriation and readmission measures. The efficacy of this model has been demonstrated with the main countries of migrant origin and transit towards Spain from the north of Africa and the Atlantic seaboard.

The State Secretariat for Migration of the Ministry of Labour, Migration and Social Security, along with the Ministry of the Interior and the Ministry of Foreign Affairs, the European Union and Cooperation (MAEUEC), maintain close coordination of the negotiation and implementation of migration instruments, both through central services and abroad, via the Embassies and their offices. This coordination includes the Spanish Agency for International Cooperation and Development (known by its Spanish acronym, AECID), in identifying and implementing cooperation projects relating to migration, whether within the framework of European financial instruments (such as the EU Emergency Trust Fund for Africa or the Mobility Partnership Facility) or within the framework of Spanish financial instruments.

Spain participates in the EU Emergency Trust Fund for Africa, both financially and through the numerous projects carried out by AECID (projects to combat the root causes of migration) and the International and Ibero-American Foundation for Administration and Public Policies (known by its Spanish acronym, FIIAAP) (projects carried out by the Ministry of the Interior to combat irregular immigration and human trafficking).³⁷

37 In June 2018, Spain participated with €9 million from AECID's budget. To date, Spain has approved 11 projects for a total amount of €113 million, nine of which were carried out by AECID in Senegal, Mali, Mauritania, Ethiopia, Egypt and Morocco, and two by FIIAAP. Among the projects led by Spain are GAR.SI Sahel, together with France, Italy and Portugal, for the creation of robust rapid action groups with the aim of combating irregular immigration, and the tripartite Spain-France-Niger Joint Investigation Team project, led by the Spanish National Police Corps and created to combat irregular immigration and human trafficking. Spain also participates in the SENSEC-EU project in Senegal, whose objective is to develop the response capabilities of Senegal's security agencies with regard to border security, improving the management of security services, and combating terrorism and organised crime.

Education and training

Spain contributes through different initiatives developed by its universities, ministries and regional government departments in a wide range of areas. Relations between Spanish and African universities have intensified in recent years due, among other measures, to the programme of lectureships funded by AECID³⁸, with Spanish business schools, particularly in West Africa. Additionally, many of Spain's Autonomous Communities have supported these relationships or have contributed to strengthening ties between Spain and the region at the university level with initiatives of their own.

In the field of education, Spain is considering various lines of action to achieve SDG 4. In 2017, Spain once again contributed financially to the Global Partnership for Education. Spain is currently the sixth-largest donor to this initiative, and has committed a further €1.5 million for the next three years.

The aim is also to increase the availability of scholarships through new programmes and other specific and targeted initiatives that ultimately favour the training of

human capital, job market integration and the creation of opportunities in both regions.

Specific objectives:

- 1. Continue to promote a comprehensive approach to migration, both at a bilateral level as well as through the EU and in the various forums and initiatives that affect the region.**
- 2. Support the development of channels for safe, orderly and legal migration for educational purposes and for economic and vocational training in sectors in which Spain has added value, as well as for work purposes, after analysis of the capabilities and demands of economic and social operators both in Spain and in the countries of origin, through cooperation with the countries of origin.**
- 3. Contribute effectively to preventing irregular migration flows and to combating human trafficking and the smuggling of migrants.**
- 4. Strengthen links between Spanish and African educational institutions, especially university**

³⁸ This programme currently has 14 lectureships in 11 Sub-Saharan nations.

JOINING EFFORTS

Among the Spanish players called upon to play a key role are: the MAEUEC, and within it AECID; the "Casas" network (Casa África) and Instituto Cervantes; the Ministry of Economy and Business, and within this ICO; the Ministry of Industry, Trade and Tourism and, within this COFIDES; the Ministries of Defence; the Interior; Culture and Sport; Education and Vocational Training; Health, Consumer Affairs and Social Welfare; the Spanish Service for the Internationalisation of Education (known by its Spanish acronym, SEPIE), attached to the

Ministry of Science, Innovation and Universities; the Ministries of Infrastructure; Labour, Migration and Social Security; Ecological Transition; Industry, Trade and Tourism; Agriculture, Fisheries and Food; and Science, Innovation and Universities; the FIIAPP; the Autonomous Communities and local entities; NGOs; universities; and business schools. Among the Spanish and international instruments and mechanisms to be taken into account are: technical cooperation; multilateral and financial cooperation; debt coordination; the different scholarship systems; FONPRODE,

FIEM, FLEX and FONPYME; the European Development Fund; the EU Emergency Trust Fund for Africa and its successors; the EIP; blending mechanisms; the Compact with Africa launched through the G20's Partnership with Africa; the World Bank; the Green Fund for Climate Change Financing; the European Investment Bank; the UN; the United Nations Industrial Development Organization; the International Energy Agency; the International Renewable Energy Agency; development aid funds; International Financial Institutions; and Multilateral Banks, among others.

and professional training and research institutions, in order to promote an active mobility policy for students, researchers and teachers and the progressive improvement of local systems.

3.2. CROSS-CUTTING PRINCIPLES

Spain's resources are limited, especially with respect to the scale of the objectives set out. This is why we have defined five cross-cutting principles that seek to maximise the impact of the lines of action defined in the Plan. Moreover, the aim is to ensure that all actions undertaken are in line with the basic foreign policy principles included in Spain's Foreign Action Strategy.

3.2.1. PRINCIPLE OF DIFFERENTIATION

A strategy for Africa must be able to develop policies that are more appropriate for each region and country. This necessarily entails allowing degrees of priority according to Spanish interests in the different regions and the different spheres of work, accompanied by the appropriate instrument(s) in each case. This also requires the necessary concentration and adaptation of the different strategic objectives in certain regions according to the extent of Spain's presence and the interests it intends to develop. It is an indisputable fact: the resources available do not allow everything to be done everywhere, so priority will be given to different areas according to national and regional realities.

Additionally, the principle of differentiation must naturally lead to a certain degree of concentration and the selection of a number of priority and preferred partners: South Africa, Ethiopia, Nigeria, Senegal and Angola on one hand, and Ghana, Mozambique, Côte d'Ivoire, Tanzania and Kenya on the other.

3.2.2. PARTNERSHIP PRINCIPLE

This strategy for Sub-Saharan Africa lacks its own budget, and is therefore based on the external action of existing players, with their own resources. It is important to stress that the fact that there is no specific budget does not mean that there are no resources. The resources exist, and are considerable, but they are no longer exclusively in the hands of public players, much less in the hands of the Ministry of Foreign Affairs, the European Union and Cooperation. The partnership principle seeks to associate as many players as possible with the aims and means of foreign policy on Africa, in order to maximise the impact of their actions and their alignment with foreign policy objectives. This partnership must be sought in two spheres, internal and external. It is clear that the principle of unity of action abroad is intimately linked to the association of the different public players. It is necessary, however, to underline the fundamental role that a non-State player, the private business sector, will play, particularly in terms of job creation and with respect to its capacity to mobilise alternative resources to ODA.

In the internal sphere, and as regards the different Spanish players, we must optimise existing resources by integrating and channelling the resources of public and private players. We must also systematise and take better advantage of collaboration with the European Union and the instruments it offers.

In the external sphere, the objective is to seek partnerships with African countries and their civil societies. The "appropriation" of the Plan by our African partners is not advocated, as the present Plan Africa is a Spanish national strategy and our African partners do not participate in its design, implementation or monitoring. However, the objectives of this strategy broadly coincide with those that our African partners have formulated for themselves. The four strategic objectives described are adopted by the African Union's Agenda 2063: democracy, growth, and peace and security, as well as an orderly response to migration.

In terms of resources, there is a consensus on the African side that the development of Africa requires the mobilisation of resources far greater than those of ODA. Firstly, it requires the mobilisation of Africa's domestic resources, the broadening of its tax base and collabora-

tion to reduce corruption and capital flight. Secondly, it requires the mobilisation of Africa's private sector, its entrepreneurial spirit and its investor potential. This calls for institutional stability, legal certainty, and open economic frameworks conducive to investment, both domestic and foreign, as well as to sustainable, inclusive and job-creating growth. Spain must pool its efforts with those of Africans themselves, avoiding the duplication of efforts, and promoting the transfer of knowledge.

3.2.3. MULTILATERALISM

The international community faces the paradox that while many of the challenges it must tackle are global, the legitimacy and means to do so remain national. We must take into account not only Spain's bilateral relationships, but also Spain's ability to act on EU policy towards Africa, and other multilateral bodies and forums of which Spain forms part.

In the field of development cooperation, the Master Plan also provides for a rich regional approach, with ongoing work in cross-cutting areas of cooperation such as gender, the environment, climate change, human rights, and cultural diversity, in collaboration with African integration bodies, the EU, the United Nations, as well as other international forums, civil society and private initiatives.

Spain's foreign action, therefore, will embrace multilateralism whenever possible, both out of conviction and because of its capacity to increase the effectiveness of Spain's actions and to facilitate the achievement of Spain's foreign policy goals. This action has four levels: through the EU; through the United Nations; on a continental level through the African Union, and on a sub-regional level through African regional organisations.

United Nations

During its term as a non-permanent member of the UN Security Council (2015-2017), nearly 70% of Spain's activity was devoted to Africa, promoting an array of initiatives aimed at reaffirming Spain's willingness to listen to and to serve as a voice for Africa.

Various future joint initiatives were identified with African members of the UNSC that will serve as good practices for the design of Spain's future actions, such as the Arria-formula meeting with Angola on food security and peace, or that held with Senegal on cybersecurity. Africa's efforts to strengthen its mechanisms and capabilities to prevent and resolve conflicts were supported. With regard to new threats, Spain presented the related issues of water and peace and that of the threat of water insecurity to global stability³⁹ to the UN Security Council.

Spain advocates strengthening collaboration between the UN and African regional organisations, in particular through the UN Security Council and the African Union's Peace and Security Council. In addition, Nairobi, together with Addis Ababa, where the headquarters of the United Nations Economic Commission for Africa (UNECA) are located, houses the main UN headquarters in Africa. By number of employees, the Nairobi office is the third largest UN office in the world, after New York and Geneva. For Spain it is important that Africa maintains UN offices and, for this reason, Spain is particularly active in these UN programmes. Both UN-HABITAT, the United Nations Human Settlements Programme, and the United Nations Environment Programme reinforce Africa's role on the world stage and are instrumental in bringing the African vision to international bodies.

Spain's election as a member of the Human Rights Council for 2018-2022 represents another good opportunity to intensify dialogue and collaboration on the subject of human rights with African countries. In the Council, Spain proposes to contribute its knowledge and experience in those areas in which it has a proven track record—many of which are of mutual interest to African countries—and which we can group around three fundamental lines of action: human dignity and equal human rights for all; democracy and the rule of law; and sustainable development.

It should be noted that the United Nations World Food Programme has a centre for the logistical pre-positioning of food and humanitarian aid at the port of Las Palmas de Gran Canaria, funded by Spain's Humanitarian Action, which mainly responds to emergencies on the African continent, and which has made it possible to reduce the costs and increase the effectiveness of WFP in-

39 In 2016 Spain organised a specific event in the Sahel centred on the challenges associated with water and climate change



Headquarters of the African Union in Addis Ababa (Ethiopia).

terventions. This is an excellent example of how a multilateral approach can boost the impact of Spain's action.

African Union

The African Union is assuming a growing, effective role in the continent, with peacekeeping missions such as those in Darfur or Somalia, while its reform process is limiting the access of third parties to its work and deliberations. Spain will reinforce its association with the African Union, becoming more actively involved in its work.

Spain is an Observer State of the African Union. It cooperates very closely with the African Union and the New Partnership for Africa's Development (NEPAD), primarily in two sectors: peace and security (conflict prevention, management and resolution programme; post-conflict reconstruction and development; common African defence and security policy; gender, peace and security programme) and economic, human and social development (improvement of the business climate; African energy development; economic empowerment of African women and gender equality; animal resources, agriculture and rural development through the Comprehensive African Agricultural Development Programme, or CAADP).

As part of the reinforcement of multilateralism proposed by this strategy, Spain intends to explore the possibility of a special statute that would give Spain a more significant role in its cooperation with the African Union. As a starting point, the Memorandum of Understanding on Cooperation between Spain and the African Union—to be renewed in 2019—is to be given a broader focus, including regular political dialogue.

Regional Organisations

In Africa, regional organisations have been playing a very important and growing role in preserving peace, as well as in disallowing unconstitutional transfers of power. Spain maintains close relations with ECOWAS, which it considers an organisation of reference, and the Southern African Development Community (SADC), to which it is accredited.

Given that peace and security and institutional strengthening are objectives that Spain shares, it is imperative to align Spain's foreign action with that of regional organisations in the pursuit of these objectives. The same can be said for economic and trade integration initiatives, both regional and on a continental level. The role

that the African Continental Free Trade Area can play as a driver of inclusive growth and employment is incalculable. Similarly, as regards climate change, only a multilateral approach will allow us to reach our objectives.

Cooperation relationships with regional African bodies complement bilateral actions and allow the extension of Spanish Cooperation's geographic reach to countries that are not priority partners from the point of view of bilateral cooperation. The Fifth Master Plan maintains ECOWAS as a notable partner. The plan reiterates Spain's commitment to supporting regional integration processes as a means of consolidating the structures and management systems of its Member States' public sectors.

Spain's cooperation programme with ECOWAS carries out this strengthening in a comprehensive manner, prioritising areas such as free movement between Member States and the prevention of human trafficking; the development of strategic regional infrastructure or energy integration, especially promoting the use of renewable energy sources and rural electrification; regional agricultural policies and strategies to address problems common to the region such as food insecurity and child malnutrition; and policies to generate job opportunities for young people and women.

3.2.4. PROMOTION AND PROTECTION OF HUMAN RIGHTS AND GENDER EQUALITY

The promotion and protection of human rights must be considered as a cross-cutting factor in Spain's relationship with its African partners. Human rights, the rule of law, and democracy are interlinked and mutually reinforcing. As stated previously, it is also essential to maintain channels of cooperation and dialogue with civil society—an essential aspect of any true democracy—with the aim of integrating its contributions into the political dialogue with Spain's African partners. Foreign action on human rights with African partners must be based, in those places where it is needed, on critical, constructive but firm dialogue. From this perspective, maintaining dialogue is necessary even in serious cases of human rights violations, as the breakdown of dialogue means the loss of practically all capacity for influence.

This principle of action is closely linked to that of multilateralism, as the defence of human rights calls for concerted action to prevent the principle of non-interference in the internal affairs of States from being used as a dialectical refuge. Both the United Nations and the African Union are active in defending human rights. Spain, as a Member of the EU, channels its action in this area through the EU, together with our European partners, but without renouncing Spain's bilateral cooperation.

The priorities set out in Spain's Foreign Action Strategy have been adopted: the fight against the death penalty; the fight against discrimination based on gender, sexual orientation and gender identity; the rights of people with disabilities; the human right to drinking water and sanitation (a right which is of particular significance in the subcontinent, and the promotion of which Spain has co-led internationally); companies and human rights; and defenders of human rights. Also of special interest are those aspects related to the fight against human trafficking, particularly of women and minors. The fight against impunity for genocide, war crimes, and crimes against humanity constitutes a fundamental element of the conflict resolution process. Spain, as a party to the Rome Statute, will continue to promote, explain and support the work of the International Criminal Court in Africa, as it does in the rest of the world, in favour of the integrity and universalisation of the Statute.

Within the framework of the Women, Peace and Security Agenda, Spain leads initiatives such as the Network of Focal Points, in which African countries participate and which is coordinated by the Troika formed by Germany, Namibia and Spain. In July 2017, the Council of Ministers approved the Second National Action Plan on Women, Peace and Security. This Plan establishes specific actions and monitoring indicators, both internally and within the framework of Spanish foreign action. The Plan also establishes priority countries and geographical areas, including Mali and the Central African Republic.

3.2.5. UNITY OF ACTION ABROAD

For reasons of proximity and interest, Spain's external action with respect to Africa is particularly complex. It involves all State administrative bodies and a good number of constitutional bodies. It is not merely a question of fostering greater coordination among them, but of

being able to integrate responses, share information and create synergies through the harmonisation of existing and future policies and strategies, contributing to a common end: increasing the effectiveness and visibility of Spain's action.

To this end, efforts will be made to provide the means of action and monitoring necessary to allow for the creation of synergies and the avoidance of duplications. In particular, it is proposed that an inter-ministerial concertation and coordination body be set up under the auspices of the Presidency of the Government, and with the participation of the primary ministries that undertake significant foreign action in Africa. This body would complement the Africa Roundtable dedicated to consultation with civil society, acting as a coordination instrument for the principal public actors.

3.3. PRIORITY COUNTRIES

The Plan does not seek to achieve all its objectives in each African country. Nevertheless, Spain can contribute significantly, both bilaterally and through the EU and multilateral bodies, to encourage the development of hubs of stability and growth. This is also a requirement of the application of the principle of differentiation.

3.3.1. PRIORITY PARTNERS

In the case of five countries, the four strategic objectives come together directly or indirectly, so a strategic dialogue has been established with them, with annual Policy Consultations at Secretary of State level. These countries are the five priority partners for Spain's foreign policy in Sub-Saharan Africa: South Africa, Nigeria, Ethiopia, Angola and Senegal.

A) Anchor countries

Three of the priority partners—South Africa, Nigeria and Ethiopia—are key partners for any policy concerning Africa due to their populations and their economic and political profiles. They are considered “anchors of stability” because, to a large extent, the stability and growth of their neighbouring countries, as well as those of Africa

as a whole, depend on their stability and growth. These anchor countries, which benefit from conditions of peace and security and job-generating economic growth, already absorb part of the intra-regional migratory flows. They can also contribute to promoting a virtuous circle in neighbouring countries by providing a development paradigm, in the same way that the Asian Tigers acted as regional drivers of development in Asia during the early stages of their accelerated economic development.

B) Partnership countries

Despite their lower populations, the relationship with the other two priority partners, Senegal and Angola, is also of the utmost importance. Due to its greater geographic proximity, Spain will establish an enhanced partnership with Senegal in order to develop the actions and tools foreseen in the strategy as a pilot scheme. The assessment of this pilot scheme will allow Spain to establish enhanced partnerships with other countries, starting, in principle, with Angola.

3.3.2. PREFERENTIAL PARTNERS

Of course, there are other key regional leaders in Africa with which Spain maintains a privileged relationship, which we want to strengthen. These five preferred partners—all of which are stable countries with great potential for economic growth—are Ghana, Kenya, Mozambique, Côte d'Ivoire and Tanzania. These five countries have dynamic economies in which there is already a Spanish presence that can potentially be amplified. Increasingly, they are also host countries of intra-African migration.

Finally, Spain has a preferential relationship with two sub-regions of Sub-Saharan Africa, which we wish to continue promoting: West Africa and the Sahel.

To a certain extent, this selection of priority countries reflects a regional approach, as in each of the three large regions of Africa (West Africa, East Africa and Southern Africa) there is an “anchor country” with recognised sub-regional leadership, supported by two countries with particular economic dynamism (preferred partners), except in West Africa, where there are three.

4

Monitoring and evaluating The Plan

The Plan does not have a closed time frame, since its objectives are defined in the very long term, set forth as a framework for action. This requires a capacity to adapt in line with changes in the general context, and the extent to which its mechanisms work properly or not. To this end, an annual monitoring framework is proposed, supported by Spain's Embassies in the region and by the creation of central coordination mechanisms, setting up a wide-ranging, effective network for the exchange of information and expertise between public and private bodies. Implementation information collected by Embassies and other available sources will be monitored on an annual basis. In addition, the Africa Plan will be subject to an in-depth review every three years.

4.1. MONITORING

Embassies as the focal points on the ground/ Annual Action Plan:

- The Spanish Embassies will prepare a proposal for an Annual Action Plan for the implementation of Plan Africa, adapting it to the specific characteristics of their countries of accreditation, with special emphasis on the implementation of coordination mechanisms on the ground, including the private sector. Each Action Plan will set its own table of measurable objectives and indicators. The Action Plans will follow a uniform format that is flexible enough to suit the particularities of the country of accreditation and its interests. In Spanish Cooperation partnership countries, the Country Partnership Framework or equivalent instrument will be integrated into the Action Plan.

Sectoral/regional meetings will be held (at least every two years) at the continental and/or sub-regional level of Heads of Mission, including the Heads of Mission in North Africa concerned, and the sectoral offices, including the Instituto Cervantes.

Central coordination mechanisms:

- Re-launching an Africa Board (Mesa África),¹ which will have of an advisory nature and aspire to serve as a platform for information and exchange between the Public Administration and key Spanish players in Africa (civil society, academia, private sector, decentralised administration), as well as a dynamic instrument for coordinating, monitoring, and evaluating the Plan's results. The Africa Board will meet at least once every 12 months, without prejudice to extraordinary meetings. These meetings will be complemented by an online information exchange network managed by the Ministry of Foreign Affairs, European Union and Cooperation. The number of attendees at face-to-face meetings should not exceed 35 persons.
- Creating an Inter-Ministerial Commission for Africa (CIMA, in Spanish) coordinated by the Ministry of Foreign Affairs, European Union and Cooperation. This body

would meet at the Assistant Director-General level on a quarterly basis, and at the Director-General level when deemed appropriate or necessary. CIMA will be responsible for formulating general guidelines on issues affecting the external action of various ministries in Africa in the implementation of this Plan. It will also develop a "reinforced partnership pilot programme" with an African country that meets the conditions of suitability to develop the actions and tools foreseen in the strategy as a preliminary experience, with a view to replicating it in other countries ("Spain-Africa Partnership Model"). The first enhanced partnership country will be Senegal. The evaluation of this pilot experience by CIMA will make it possible to establish reinforced partnerships with other countries, starting, in principle, with Angola.

- Setting up mechanisms that favour exchange with and between Embassies on previously identified regional and/or thematic objectives, priorities, and strategies, with the aim of enriching and nurturing the Spanish position in different multilateral forums.
- Networked information exchange mechanisms will be developed by regions between focal points at the main ministries and institutions involved, disseminating the actions to be carried out or that were recently carried out by each institution or unit.

Annual monitoring report

In the last quarter of each year, the Directorate-General for Africa will compile the information provided by the Embassies, the Africa Bureau, and the Inter-Ministerial Group on the degree of implementation of the action lines and indicators contained in the appendix to this strategy and in the Plans of the Embassies.

4.2. EVALUATION

Plan Africa will be subject to an in-depth review every three years, entrusted to the Inter-Ministerial Coordination Group on Africa, which the Ministry of Foreign Affairs, European Union and Cooperation aims to create. This review will be based on an evaluation by the Institute for the Evaluation of Public Policies.

¹ This body was created from the First Plan Africa (2006-2008), meeting twice under the name of Board for Africa. It also met within the framework of the Second Plan Africa (2009-2012).

5.1. PEACE AND SECURITY

Contribute to the implementation of the concept of cooperative security between Spain and its African partners, prioritising preventive action within the framework of Spain's Strategy for External Action, the UN 2030 Agenda, and the EU Global Strategy.

INDICATORS

- Number of violent conflicts in Sub-Saharan Africa/ number of conflicts resolved.
- Number of violent deaths (in conflicts or not, including violent crime) in Sub-Saharan Africa.
- Number of missions with Spanish participation and/or Spanish financial support (military or civilian).
- Number of soldiers/police officers trained by these missions, disaggregated by gender.

SPECIFIC OBJECTIVES

- 1. Contribute to capacity-building in Sub-Saharan African countries in the fight against terrorism, organised crime, and illegal trafficking of all kinds, as well as in the prevention of violent extremism and the fight against radicalisation.**
- 2. Promote strengthening of regional security structures and the preventive approach to crisis resolution, with particular attention to Spain's participation, presence, and involvement in Sahel to contribute to regional security.**
- 3. Contribute to strengthening maritime security and the fight against piracy in the Horn of Africa, the Gulf of Guinea, and West Africa.**
- 4. Empower and defend the role of women and youth in conflict resolution and peacebuilding.**

LINES OF ACTION

- 1. Contribute to capacity-building in Sub-Saharan African countries in the fight against terrorism, organised crime, and illegal trafficking of all kinds, as well as in the prevention of violent extremism and the fight against radicalisation.**

- > Participation in security sector reform projects, training, and capacity building.
 - > Deepen collaboration with the Ministry of Defence, within the framework of the Defence Diplomacy Plan, and strengthen defence attaché offices in key countries.
 - > Work to strengthen African participation in international initiatives, particularly those promoted by Spain in the fight against terrorism and those dedicated to strengthening preventive diplomacy.
 - > Negotiate conventional bilateral instruments in the fight against terrorism and organised crime.
 - > Involvement in EU crisis management structures and UN Missions in Africa, including stepping up the presence of Spanish experts.
 - > Support strategies to prevent and combat radicalisation, particularly as part of the UN Secretary-General's Plan of Action to Prevent Violent Extremism.
 - > Promote Spain's Action Plan against trafficking and international poaching of wild species (TIFIES Plan), strengthening cooperation, communication, and capacities with countries of origin.
- 2. Promote strengthening of regional security structures and the preventive approach to crisis resolution, with particular attention to Spain's participation, presence, and involvement in Sahel to contribute to regional security.**
- > Support strengthening of the African Peace and Security Architecture.
 - > Promote the role of regional and sub-regional African organisations in conflict prevention.

- > Intensify security cooperation with ECOWAS.
- > Support the efforts of the G-5 Sahel to stabilise the region, including supporting the G-5 Sahel Joint Task Force.
- > Support the regionalisation of the EU presence in the Sahel.
- > Maintain and broaden the involvement in the identification and execution of EU's Capacity Building in Support of Security and Development (CBSD) and Permanent Structured Cooperation (PESCO) projects.

- > Open a satellite diplomatic office in Chad.

3. Contribute to strengthening maritime security and the fight against piracy in the Horn of Africa, the Gulf of Guinea, and West Africa.

- > Continue and expand cooperative security programmes on along the coast of West Africa.
- > Participate actively in the EU Strategy for the Gulf of Guinea, and consolidate Spain's contribution through the G7++ Group of Friends of the Gulf of Guinea.
- > Maintain Spain's commitment and leadership in Operation Atalanta and Spain's contribution to CSDP missions in the area, and continue to support the international Contact Group on Piracy off the Coast of Somalia (CGPCS) and its Trust Fund.

4.- Empower and defend the role of women and youth in conflict resolution and peacebuilding.

- > Implement the agenda on Women, Peace and Security (WPS), developing in Sub-Saharan Africa the goals and actions of the Second National WPS Plan (2017-2023).
- > Promote in Africa the network of WPS focal points sponsored by Spain, Germany, and Namibia.
- > Continue to contribute to training peacekeepers in the area of Women, Peace and Security, and to achieving the inclusion of a comprehensive gender approach in peacekeeping operations.

- > Contribute to the G5 Sahel Women's Platform (Permanent Secretariat).
- > Prioritise and promote the protection and respect of the human rights of women and girls in conflict and post-conflict situations.

5.2. SUSTAINABLE DEVELOPMENT, INCLUSIVE AND RESILIENT ECONOMIC GROWTH

Promote shared, inclusive and sustainable economic growth for Spain's African partners, combating poverty in all its dimensions, with greater emphasis on trade, investment, job creation, scientific and technical collaboration, and promoting a higher profile for Spanish companies in Africa and stronger cooperation, thus supporting both the 2030 Agenda and the Agenda 2063.

INDICATORS

- Evolution of the HDI.
- Evolution of employment/unemployment in Sub-Saharan Africa and of intra-African trade and investment indicators.
- Evolution of Spanish trade and investment indicators (total investment and number of companies, including number and percentage of companies with presence and relations with Africa that include in their reports their social and environmental impact and/or impact on the SDGs, and comparison with investment from the USA, China, and the EU).
- Total amount and percentage of total Spanish ODA allocated to Sub-Saharan Africa.
- Use of the European Union's external action resources.

SPECIFIC OBJECTIVES

- 1. Contribute to institutional strengthening of the different integration processes, intensifying Spain's cooperation and involvement with the different African regional economic organisations, as well as strengthening the framework of**

economic governance in the partner countries, and promoting the institutional strengthening of customs agencies as a key element in trade facilitation, through technical assistance that can help with the implementation of the principles established in the Trade Facilitation Agreement.

2. **Consolidate Spanish Cooperation, reinforcing its impact and making its role more visible in the implementation of the 2030 Agenda, and deepening the synergies between humanitarian action, cooperation, investment, and research, involving Spain's central, regional, and local administrations.**
3. **Promote the use of Spanish, European, and international instruments to encourage investment, trade, and job creation, particularly the EIP and trade agreements (Economic Partnership Agreements, or EPAs) between the EU, regional economic organisations, and African countries, to advance the SDGs in Africa.**
4. **Support the internationalisation of the Spanish economy in the Sub-Saharan region by identifying business opportunities, integrating the SDGs into business strategies, and reinforcing the cooperation and coordination mechanisms of the Economic and Commercial Offices abroad in those countries where an Economic and Commercial Councillor is not resident, as well as to study mechanisms that allow for, insofar as human and budgetary resources make it possible, the presence of an Economic and Commercial Advisor or a Commercial Attaché at the 14 Spanish Embassies in Sub-Saharan Africa that lack a Commercial Office, pursuant to the strategy of the Secretary of State for Trade, based on Spain's commercial interests in these countries.**

LINES OF ACTION

1. **Contribute to institutional strengthening of the different integration processes, intensifying Spain's cooperation and involvement with the different African regional economic organisations, as well as strengthening the framework of**

economic governance in the partner countries, and promoting the institutional strengthening of customs agencies as a key element in trade facilitation, through technical assistance that can help with the implementation of the principles established in the Trade Facilitation Agreement.

- > Establish regional strategies with all the players involved in the economic field, with special emphasis on the African Union and ECOWAS.
 - > Reinforce technical assistance and capitalise on the experience of the Spanish Regional Development Agencies, as a vehicle for economic development in the priority areas of the African Union and of ECOWAS.
 - > Promote the consolidation of a legal framework that provides greater security to the business community and investors in African countries, through such mechanisms as: double taxation agreements with those countries where the level of economic activity makes it advisable; international investments agreements (IIAs), within the framework of the attribution of powers to the European Commission; and as industrial property protection agreements.
 - > Continue and strengthen OECD-Africa cooperation, as an effective way of promoting best practices, transparency, and international recognition of African economic systems, through promoting programme contracts with interested African countries with which Spain has a more mature economic relationship.
 - > Promote mechanisms to encourage quality private investment.
2. **Consolidate Spanish Cooperation, reinforcing its impact and making its role more visible in the implementation of the 2030 Agenda, and deepening the synergies between humanitarian action, cooperation, investment, and research, involving Spain's central, regional, and local administrations**

- > Negotiate Country Partnership Frameworks with Least Developed Partnership Countries, and New Generation Agreements with Advanced Cooperation Countries.
- > Design a Cooperation Strategy with the Sahel.

- > Develop a Regional Gender Programme for Sub-Saharan Africa.
 - > Strengthen programmes of resilience and access to basic social services by supporting:
 - 1-Rural development and food security initiatives, key to economic development and job creation in rural areas;
 - 2. Health, with public health programmes and training in specialised medicine.
 - > Promote the presence of Spanish NGOs in Africa.
 - > Promote the role of FONPRODE in sustainable development projects in the areas of water/sanitation, sustainable energy, resilient infrastructures, sustainable cities, and microfinance.
 - > Identify and capitalise upon opportunities for delegated cooperation, triangular cooperation, and reimbursable cooperation.
 - > Promote public-private partnerships for development.
 - > Encourage, after identifying the interests of Spain's business sector, professional training alliances at source.
 - > Promote cooperation actions through the Fishing Cooperation School Vessel Intermares, owned by the Ministry of Agriculture, Fisheries and Food (MAPA) and the Ministry of Defence, and within the campaign organised and coordinated by the MAPA "Train to Advance" programme, aimed mainly at training trainers in third countries in the comprehensive field of fishing and marketing, as well as nautical fishing and oceanographic research, among other aspects.
 - > Promote cooperation in fisheries and oceanographic research between Spanish scientific institutes and those in African countries, through exchanges of knowledge and collaboration with existing instruments such as fishing and oceanographic cooperation vessels.
- 3. Promote the use of Spanish, European, and international instruments to encourage investment, trade, and job creation, particularly the EIP and trade agreements (Economic Partnership Agreements, or EPAs) between the EU, regional economic organisations, and African countries.**
- > Strengthen efforts to inform and advise companies, business organisations, and exporters' associations on access to co-financing offered by the various EU funds, in particular the EIB, the European Sustainable Development Fund, and the Africa Investment Platform, as well as the G20 Africa Compact, led by Germany.
 - > Promote the mobilisation of EU blending resources (combined funding) through the Spanish accredited entities, COFIDES and AECID, with the aim of supporting the identification of operations and strengthening relations with local authorities, microfinance institutions, and the private sector.
 - > Facilitate the financing of Spanish corporations for them to set up in Sub-Saharan Africa and to undertake business initiatives in collaboration with local firms, in line with the models of the Neighbourhood Instrument, with EU financing for African and Spanish companies, or financing from the Spanish Autonomous Communities for Spanish enterprises.
 - > Collaborate with the private sector, both in Spain and in the recipient countries, as well as with COFIDES and FONPRODE, in identifying the projects most in line with the criteria of the EU External Investment Plan (EIP).
 - > Monitor progress in signing, ratifying, and effectively implementing the various Economic Partnership Agreements (EPAs).
 - > Strengthen and consolidate the network of bilateral agreements on sustainable fisheries between the EU and Africa as a tool for investment through fishing companies and cooperation, with sectoral support linked to these agreements.
- 4. Support the internationalisation of the Spanish economy in the Sub-Saharan region by identifying business opportunities, integrating the SDGs into business strategies, and reinforcing the cooperation and coordination mechanisms of the Economic and Commercial Offices abroad in those countries where an Economic and Commercial Councillor is not resident, as well as to study mechanisms that allow for, insofar as human and budgetary resources make it possible,**

the presence of an Economic and Commercial Advisor or a Commercial Attaché at the 14 Spanish Embassies in Sub-Saharan Africa that lack a Commercial Office, pursuant to the strategy of the Secretary of State for Trade, based on Spain's commercial interests in these countries.

- > Strengthen the relations between Spanish and African businesses and other Spanish and African economic development stakeholders.
- > Intensify the coordination of strategies between Economic and Commercial Offices and Embassies through the establishment of plans for meetings and events, which may integrate Technical Cooperation Offices, councillors' offices, attaché offices, and Representations of Spain's Autonomous Communities and Regional Development Agencies.
- > Review the districts of Spanish Embassies and of Economic and Commercial Offices with multiple accreditations, to achieve the highest possible degree of coincidence.
- > Strengthen the capacity to support companies of those Embassies that do not have an Economic and Commercial Office, through the reinforcement of the Economic and Commercial Offices with multiple accreditations and of the mechanisms for coordination and collaboration with the resident Economic and Commercial Offices, as well as studying mechanisms that allow, to the extent that budgetary and human resources permit, the presence of an Economic and Commercial Councillor or Commercial Attaché at the 14 Spanish Embassies in Sub-Saharan Africa that lack a Commercial Office, in accordance with the strategy of the Secretariat of State for Trade, based on Spain's commercial interests in those countries.
- > Strengthen cooperation mechanisms with the OFECOMES in order to, in coordination with them, advise and accompany Spanish corporations in their business initiatives on the African continent. Strengthen the mechanisms for collaboration and information exchange between the different councillors' offices and technical offices to guarantee maximum efficiency in the provision of advice and economic information services to corporations.

- > Strengthen technical cooperation with some States in sectors related to transport infrastructure, energy, the environment, urban development, tourism, and agriculture.
- > Monitor the development plans of Spain's African interlocutors, to systematise and disseminate opportunities for Spanish corporations.
- > Support the development of Spanish technical assistance that strengthens companies' capacities, and the transfer of skills and training.
- > Promote improvements in the field of air, sea, and land connectivity.

5.3. INSTITUTIONAL STRENGTHENING

Contribute to the creation of politically and economically open and inclusive societies, as well as raising Spain's institutional profile on the subcontinent.

INDICATORS

- Mo Ibrahim Foundation's annual Ibrahim Index of African Governance (IIAG).
- World Economic Forum economic openness index (ease of doing business).
- Number of trips and official visits by Heads of State/Central Government and Autonomous Communities, and Ministers (of Foreign Affairs) to sub-Saharan Africa, and from these countries to Spain.
- Ratification of international instruments regarding human rights, and preparation of periodic reports required by them.

SPECIFIC OBJECTIVES

- 1 Contribute to the strengthening of Spain's African allies' national, regional and local institutional structures and increase our dialogue with multilateral African bodies in this field.**

2. **Encourage greater participation on the part of African civil society, including women and young people, in democratic transition and consolidation, as well as reinforcing dialogue with the African diaspora in Spain.**
 - > Strengthen Spanish Cooperation's Programme to Support Inclusive African Policies (known as APIA), and identify synergies with similar initiatives.
 - > Promote coordination in the activities regarding the Human Rights Council seat, and joint initiatives in the area of human rights.
 - > Promote the role and value of Spanish decentralised cooperation in strengthening civil society organisations, as well as local authorities' institutions in the region.
 - > Negotiate with the African Union formulas to strengthen or reassess Spain's current role as an observer in the organisation.
 - > Encourage the formalisation of collaboration agreements with Sub-Saharan African countries to leverage the Spanish public sector and the possibilities offered by its public institutes (knowledge exchange, best practices, and training).
 - > Create a scholarship programme for diplomats from the ECOWAS countries in the field of international relations and diplomacy, in collaboration with Spain's Diplomatic School.
 - > Study possibilities for joint action with third countries having a presence in Sub-Saharan Africa, taking advantage of the presence of Spanish companies or the existence of cooperation programmes.
3. **Consolidate and give greater visibility to Spain's foreign action, including its political, institutional and cultural presence in the region, with particular attention to supporting the promotion of the Spanish language.**
4. **Promote and strengthen mutual educational and cultural knowledge, as a driving force in relations between our societies, and the activation, along these lines, of Spanish communities in Africa and African communities in Spain.**

LINES OF ACTION

- 1.- **Contribute to the strengthening of Spain's African allies' national, regional and local institutional structures and increase our dialogue with multilateral African bodies in this field.**
 - > Further in Sub-Saharan Africa the priorities set forth in the External Action Strategy and in existing human rights plans.
 - > Promote the international agenda through identifying joint initiatives of special importance to African countries that may be accompanied by Spain.
 - > Promote harmonisation between the AU's Agenda 2063 and the UN 2030 Agenda and the new European Consensus for Development, with which Spanish Cooperation is aligned.
 - > Promote the EU-African Union Action Plan within the framework of the Joint Africa-EU Strategy (JAES) and the post-Cotonou Agreement.
 - > Design a strategy for participation in electoral observation missions.
- 2.- **Encourage greater participation on the part of African civil society, including women and young people, in democratic transition and consolidation, as well as reinforcing dialogue with the African diaspora in Spain.**
 - > Active participation in the design, implementation, and monitoring of EU roadmaps for work with civil society organisations.
 - > Develop, in collaboration with the main Spanish think tanks and relevant NGOs, tools for supporting and promoting African civil societies, with special emphasis on youth and new technologies.

3.- Consolidate and give greater visibility to Spain's foreign action, including its political, institutional and cultural presence in the region, with particular attention to supporting the promotion of the Spanish language.

- > Encourage Embassies to design specific work plans where proposals are formulated, common interests are identified, and clear country strategies are developed that reinforce their coherence with Plan Africa, while adapting them to national needs and priorities.
- > Strengthen political, economic, and military relations with the region's leading countries, intensifying political and institutional contacts with South Africa, Angola, and Mozambique, and expanding the bilateral political dialogue scheme, using the Ethiopian model, to Nigeria, Côte d'Ivoire, Ghana, Kenya, and Tanzania through designing specific strategies
- > Strengthen the dialogue, contacts, and monitoring of the main political actions carried out by the African Union, Regional Economic Communities, and the two UN agencies located in Addis Ababa and Nairobi.
- > Increase Spain's capacity to guide and influence the design of major policy initiatives carried out by European institutions in areas related to African policies.
- > Promote the constitution of parliamentary friendship groups between Spain and the countries of Sub-Saharan Africa.
- > Support the institutional activity of Spain's Autonomous Communities and local entities, and encourage twinning between municipalities in Spain and Sub-Saharan Africa.
- > Intensify dialogue and cooperation with EU Delegations based in Sub-Saharan African countries, especially in those countries where Spain does not have a resident Embassy.
- > Cooperate with the main African think tanks to anticipate trends and propose long-term measures to strengthen the Spanish-African partnership.
- > Expand Instituto Cervantes activities in the region.

> Promote the study of Spanish as a foreign language in official educational centres and language centres in those countries where there are no plans to open an Aula Cervantes.

> Organise intensive Spanish courses, both online (AVE Global) and in person at the Instituto Cervantes headquarters for diplomats from Sub-Saharan African countries who come to receive training at Spain's Diplomatic School in Madrid or at other Spanish educational institutions.

> Promote cooperation between Instituto Cervantes and the Ministries of Defence and of the Interior, to offer Spanish classes to members of the military and State security forces from Sub-Saharan countries who travel to Spain to participate in activities organised by those Ministries.

> Increase the number of lecturers, especially at the most prestigious universities and those with a high number of potential students of Spanish.

> Resume collaboration between Spain and Equatorial Guinea in promoting the institutional presence of the Spanish language in the African Union.

> Promote the use of Spanish at the headquarters and offices of the United Nations in Africa.

4.- Promote and strengthen mutual educational and cultural knowledge, as a driving force in relations between our societies, and the activation, along these lines, of Spanish communities in Africa and African communities in Spain.

> Involve the private business sector and civil society in the promotion of the Spanish language and culture, including the implementation of scholarship programmes and the promotion of cultural and creative industries.

> Create an African Youth Leaders programme and an African Youth Leaders Network, including exchanges and visits to Spain and activities in their home countries.

- > Create a scholarship program to study MBAs in Spain, open to African postgraduates in collaboration with Spanish companies and business schools.
- > Raise Africa's profile in Spanish Cooperation's heritage programme.
- > Promote digital diplomacy and a greater media presence for Spanish policy in Sub-Saharan Africa.
- > Strengthen the synergies of collaboration between Casa Africa and Spain's Embassies.
- > Encourage cooperation in the field of sport, bringing our societies closer together through these activities.
- > Promote España Global (Global Spain) in Sub-Saharan Africa.

5.4. SAFE ORDERLY, AND REGULAR MOVEMENT

Commitment to a global approach to migration that integrates migration, security and economic growth, in accordance with the Global Compact for Safe, Orderly and Regular Migration.

INDICATORS

- Population growth in Sub-Saharan Africa
- Number of regular and irregular migrants from Sub-Saharan Africa arriving in Europe and specifically to Spain, disaggregated by gender and type of authorisation.
- Mobility in Spanish-African educational or training institutions.
- Number of Spanish residents in Sub-Saharan Africa.

SPECIFIC OBJECTIVES

- 1 Continue to promote a comprehensive approach to migration, both at a bilateral level as well as through the EU and in the various forums and initiatives that affect the region.**

- 2. Support the development of channels for safe, orderly and legal migration for educational purposes and for economic and vocational training in sectors in which Spain has added value, as well as for work purposes, after analysis of the capabilities and demands of economic and social operators both in Spain and in the countries of origin, through cooperation with the countries of origin.**
- 3. Contribute effectively to preventing irregular migration flows and to combating human trafficking and the smuggling of migrants.**
- 4. Strengthen ties between Spanish and African educational institutions, especially university and professional training and research institutions, in order to promote an active mobility policy for students, researchers and teachers and the progressive improvement of local systems.**

LINES OF ACTION

- 1.- Continue to promote a comprehensive approach to migration, both at a bilateral level as well as through the EU and in the various forums and initiatives that affect the region.**
 - > Effectively use the Emergency Trust Fund for Africa, including through delegated cooperation.
 - > Promote African involvement in the follow-up to the UN Summit on major movements of refugees and migrants, and in the correct and balanced implementation of the global compact for migration.
 - > Promote all initiatives that highlight the positive effects of migration, and support synergies between existing processes.
 - > Facilitate the activation of numerically significant African diaspora communities in Spain, as a way of promoting more dynamic bilateral relations—especially business, economic, and human relations.
 - > Promote co-development projects and interventions between migrants' countries of origin and of destination.

.2.- Support the development of channels for safe, orderly and legal migration for educational purposes and for economic and vocational training in sectors in which Spain has added value, as well as for work purposes, after analysis of the capabilities and demands of economic and social operators both in Spain and in the countries of origin, through cooperation with the countries of origin.

- > Expedite the granting of visas for business people who wish to visit Spain and vice versa.
- > Create pilot projects on legal migration with certain third States. Study with economic operators the additional possibilities of circular migration, as well as the configuration of professional qualification partnerships (skill partnerships) with identified third States.
- > Launch a scholarship programme focused on African postgraduates, aimed at business and business management studies, in collaboration with Spanish companies and business schools.
- > Participation of the African diaspora in the Forum for the Social Integration of Immigrants.

3.- Contribute effectively to preventing irregular migration flows and to combating human trafficking and the smuggling of migrants.

- > Contribute to improving the capacity of countries of origin and transit to control their borders.
- > Increase and improve cooperation in the fight against criminal networks that smuggle and traffic human beings. Continue promoting Spanish projects in this field within the framework of EU financial schemes.
- > Expand the network of readmission agreements with countries of origin and transit, and improve the implementation of existing bilateral agreements and arrangements.

4.- Strengthen ties between Spanish and African educational institutions, especially university and professional training and research institutions, in order to promote an active mobility poli-

cy for students, researchers and teachers and the progressive improvement of local systems.

- > Encourage Spanish participation in the EU's ERASMUS + Programme and other European projects to develop skills and promote mobility in the field of higher education.
- > Promote actions aimed at the exchange of information and the development of contacts with those responsible for educational matters at the African Embassies accredited in Spain.
- > Increase educational cooperation in the field of vocational training.
- > Advise and accompany Spanish universities in their initiatives to develop support and training projects for African partner universities.



III PLAN AFRICA

Spain and Africa: challenge and opportunity



GOBIERNO
DE ESPAÑA

MINISTERIO
DE ASUNTOS EXTERIORES, UNIÓN EUROPEA
Y COOPERACIÓN