



Integrated Country Strategy

African Union

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1. Chief of Mission Priorities

A strong African Union (AU) is in the interest of the United States. The AU is the largest multilateral organization outside of the United Nations system and World Trade Organization to which the United States has an accredited ambassador. Its founding documents are largely consistent with our values, making the AU a natural strategic partner. As a Pan-African forum, the AU bridges regional divides through partnerships across its 55 member states, and is increasingly the venue in which consensus on African and global issues is formed. The AU will grow in importance and U.S. investment in building this institution will facilitate the promotion of U.S. national interests, especially given its upward trajectory and broad mandate. The occasional flexing of anti-western tendencies notwithstanding, the United States is a vital partner to the AU, and deepening that relationship will yield dividends.

The engagement of the U.S. Mission to the African Union (USAU) with the AU has grown substantially in the pursuit of mutual strategic objectives for Africa: 1) Advancing peace and security; 2) Promoting economic growth, trade, and investment; 3) Strengthening democratic institutions to foster good governance and rule of law; and 4) Promoting opportunity and development. These four pillars of engagement, formalized in the 2013 Memorandum of Understanding that created a strategic partnership with the African Union, remain our guiding principles for cooperation. The MOU provides a framework for the United States to expand and deepen its relationship with the AU and affirms the AU Commission's (AUC) strong commitment to partner with the United States.

In all these areas, USAU will encourage broad engagement with AU member states and citizens, and seeks to open space for youth, women, and other voices to contribute to the institution-building processes necessary to meet the needs and satisfy the aspirations of people and communities across the continent. USAU will also engage AU-associated organs and Regional Economic Communities, reinforcing U.S. mission programs to strengthen the institutions that serve as building blocks for the AU. USAU also seeks to expand partnerships with the United Nations Economic Commission for Africa (UNECA), operating at the regional and sub-regional levels to harness resources to promote Africa's economic and social development, foster intra-regional integration, and promote international cooperation. Through robust public diplomacy across each of our pillars of engagement, USAU offers targeted programs and opportunities for a wide range of educational and cultural exchanges. Through outreach to the AU, UNECA, and African regional organizations, we are strengthening partnerships to encourage expansion of best practices, standards development, and leveraging U.S. programs to broaden their reach. We are building capacity within the AU, AUC, and organizations across Africa based on

prevailing international norms and best practices, thereby improving prospects for future cooperation.

The AU has articulated a vision for its future. Agenda 2063 outlines the aspirations for an “enduring Pan-African vision of an integrated, prosperous and peaceful Africa, driven by its own citizens” to elevate the region as a global player. The United States has an opportunity to help the AU operationalize this vision as the institution is pursuing major reforms and initiating projects to gain increased self-sufficiency. Our technical expertise and advice is welcome, to complement the AU’s ability to demonstrate leadership as member states exert national and regional interests within the multilateral body.

With mechanisms to authorize, plan and deploy peace enforcement missions in its member states, the AU fills an essential responsibility in responding to crises and insecurity. The USG is an indispensable partner to these missions, assisting the AU to more quickly, efficiently and effectively respond. AU troop contributing countries are willing to intervene and have become first responders, assuming casualties the United Nations and many other countries are not willing to bear. By training and equipping these forces, we are advancing regional security cooperation and professionalizing African security forces. The United States must continue to support this robust response to crisis. The AU has identified transnational threats, including terrorism, cross-border criminal activity, and violent extremism, as direct contributors to armed conflict and invited U.S. support to enhance member state and regional cooperation in these areas. We are expanding our security cooperation to focus on conflict prevention, mitigation, and mediation to build the conditions for greater stability and opportunity. Through our enhanced partnership, with the AU to address peace and security in Africa, we are able to support urgent needs while helping to develop peace building capacity on the continent that will help realize our common goals.

Increasing economic integration among member states, including via the new African Continental Free Trade Area, means our economic diplomacy can have exponential impact. Our economic engagement with the AU builds on existing U.S. programs such as Power Africa, Partnership for Growth, the Africa Growth and Opportunity Act (AGOA), and Feed the Future. Drawing best practices from the world’s most dynamic and vibrant economies, USAU will work with UNECA and the AUC to improve trade and investment among AU member states, and to unlock equitable and sustainable growth across the continent. We will reinforce efforts to improve the enabling environment for shared prosperity. In collaboration with the U.S. Commercial Service, USAU will launch new initiatives to partner with the AU to open opportunities for U.S. companies which support the development of public-private partnerships to advance our mutual objectives. We will similarly expand our collaboration with the AU to

monitor and support the development and establishment of AU entities focused on intellectual property rights, information and communication technology, cyber security, and a range of other issues to support an enabling environment for trade and sustainable economic development.

To build strong institutions, promote democratic governance, and encourage free, fair and transparent elections on the African continent, we are supporting the AUC's implementation of the African Governance Architecture. This AU-sponsored framework offers significant opportunities to deepen synergies across AU organs, institutions, and regional structures to encourage citizen engagement in the areas of human rights, democracy and elections, rule of law, governance, and humanitarian affairs. USAU will also encourage member states to adhere to concrete commitments under the Open Government Partnership to promote transparency and empower citizens, the media, and civil society. By building the AUC's capacity to implement shared goals that align with our core values, we will be able to help the AU hold its members to their commitments as the AU seeks to promote good governance, rule of law, and upholding democratic norms. At the same time, we will encourage the AU to take more proactive leadership in political negotiations to prevent and mitigate conflict. We will strive to assist the AUC to become a more influential and capable advocate for these issues in AU member states.

Within the AU, there are significant opportunities for non-traditional partnerships. Lessons learned from our assistance to the AU in mounting a robust response to the Ebola epidemic reinforced the potential of this institution to lead responses to transnational threats and challenges. The USAU focus on health diplomacy set the stage for an African Centers for Disease Control and Prevention, improving the health infrastructure across the continent and offering a common project for the United States to partner with China. Building on this relationship, USAU will continue to engage our counterparts in the Chinese Mission to the AU, the second non-African dedicated mission to the AU, to explore additional areas for collaboration. Over the past decade, the AU has put in place a substantial number of charters, policy statements, protocols, action plans, standards and other agreements which have now been formally adopted by Regional Economic Communities (RECs) and member states. The AUC is shifting its focus to implementing these various instruments. To promote opportunity and development, the USG seeks to assist the AUC in accelerating a range of capacity building and education projects and advancing the implementation of the USG Young African Leaders Initiative.

Following the U.S. decision in 2006 to open a dedicated AU mission, other global powers have followed, including the European Union, China, Japan, and Italy. As a relatively young mission, USAU is engaged in its own institution-building, establishing the structures and securing the

human and operational resources to increasingly advance U.S. policy and national security priorities. We are engaging with the AU and UNECA to open opportunities for partnerships with USG agencies, specialized offices and programs, and African and American non-governmental organizations and private sector actors. Through public diplomacy and targeted messaging, we are advancing the natural partnership that exists between the United States and Africa as a result of our deep historic ties, significant present-day links, and common values. The work of USAU -- building partnerships with the institutions, state, and non-state actors representing more than 1 billion people across the continent, remains essential in advancing U.S. strategic objectives in the diplomatic capital of Africa.

2. Mission Strategic Framework

Mission Goal 1: Advance Peace and Security in Africa

Mission Objective 1.1 The AU response to threats and insecurity is timely, effective, and resolute

Mission Objective 1.2 The AU demonstrates increased capacity for conflict prevention, mediation, post-conflict reconstruction and development, and countering violent extremism

Mission Goal 2: Promote Economic Growth, Trade, and Investment

Mission Objective 2.1: Economic development, trade, and investment increases through African economic integration and trade with the United States

Mission Objective 2.2:The African Union enables member states to promote development through investments in clean energy and rural electrification, while sustainably managing their natural resources.

Mission Objective 2.3:Food security is strengthened through development of agriculture production systems, market linkages, and investment

Mission Goal 3: Strengthen Democratic Institutions

Mission Objective 3.1: The AU strengthens and expands its promotion of democratic governance and institutions, including respect for the rule of law and human rights

Mission Goal 4: Promote Opportunity and Development in Africa

Mission Objective 4.1: The AU advances sustainable development priorities, promotes women's and girls' empowerment, elevates youth engagement, and strengthens technical education opportunities

Mission Objective 4.2: The AU increasingly prevents, detects, and responds to health challenges across the continent

Mission Management Objective USAU builds institutional capacity to increasingly advance U.S. policy and national security priorities in Africa

3. Mission Goals and Objectives

Mission Goal 1: Advance Peace and Security in Africa

Description and Linkages: USAU supports key peace and security activities, including building AU member states' defense capabilities and crisis response capacity, as well as countering violent extremism. USAU's Mission Goal 1 "Advance Peace and Security in Africa" directly supports the National Security Strategy's Military and Security Objectives in Africa, U.S. Africa Command's Mission Statement, and its Line of Effort (LOE) 5: Build peacekeeping, humanitarian assistance, and disaster response capacity of African partners.

Mission Objective 1.1: The AU response to threats and insecurity is timely, effective, and resolute

Justification: With mechanisms to authorize, plan, and deploy peace support operations in its member states, the AU fills an essential role in responding to crises and insecurity across the continent. Acting in consultation with the UN and the Regional Economic Communities (RECs)/Regional Mechanisms (RMs), the AU deploys missions to prevent, mediate, and manage crises, restore stability, engage in post-conflict reconstruction, and counter terrorism and violent extremism. The USG has become a trusted partner for the AU in these missions, and recognizes the AU's growing political will and capacity to respond to situations of insecurity and instability, especially when the UN peacekeeping system is overstretched.

The AU is developing regional standby forces of member states and a supporting continental logistics base that can be called upon to act in the continental interest to respond to insecurity. A stronger, better trained and equipped African peacekeeping apparatus, coordinated by the AU, will ensure better protection of civilians and contributing to a more enduring peace in Africa's conflict areas.

The AU is increasingly focused on how its member states confront the threat of global and regional terrorist organizations and how to galvanize regional responses and coordination to cross-border threats. Many of the terrorist groups that threaten AU member states are aligned with groups that are threats to U.S. security. It is in our national interest to assist the AU to combat terrorism.

Peace and security in AU member states continue to drive the AUC agenda, and there is increasing recognition of the importance of transnational crime as one of the drivers of instability. USAU will encourage collaboration among AUC departments to disseminate best practices and undertake legislative initiatives to combat transnational crimes,

including terrorism, illicit capital flows, trafficking of humans, arms, and wildlife, as well as corruption. By helping the AU encourage member states to nationalize treaties and covenants, USAU can provide technical advice to AU entities to strengthen commissions of inquiry, fight transnational crimes and create standards for national frameworks to advance these goals.

The risks associated with not achieving this Mission Objective include the persistent inability of some African governments to meet the basic security needs of their people and continued obstacles to effective governance, economic growth, trade and investment, and human development. Furthermore, several ungoverned areas of Africa are at risk of becoming or continuing to be terrorist safehavens from which attacks against U.S. interests can be launched.

Mission Objective 1.2 The AU demonstrates increased capacity for conflict prevention, mediation, and post-conflict reconstruction and development

Justification: The AU Commission is seeking to improve its capacity to prevent and mediate conflicts, and to help member states recover from violence and instability. The Commission is formalizing mechanisms and work units to support these areas, yet ad hoc responses to specific crises remain common. By supporting the AU's efforts to anticipate and counter threats to peace before they devolve into conflicts, USAU will support existing U.S. foreign policy priorities in conflict-prone regions and support enduring solutions rather than short-term military fixes to crisis situations. Specifically, USAU will continue to support AU efforts to pursue an inter-departmental approach to early warning, including through a task force comprised of representatives from across the AUC as well as efforts to undertake structural vulnerability and mitigation assessments in member states. In addition, we will encourage strengthening links between the AUC and the Regional Economic Communities/Regional Mechanisms assets for conflict early warning.

The risks associated with not achieving this Mission Objective include continued financial and resource-intensive ad-hoc responses to outbreaks of conflict, which could then foster protracted violence and instability on the continent and threaten economic growth, trade and investment, and human development. Such violence on the African continent costs the United States billions of dollars each year to provide life-saving aid and assist with peacekeeping missions, and distracts from fundamental issues of development.

Mission Goal 2: Promote Economic Growth, Trade, and Investment

Description and Linkages: USAU Mission Goal 2 activities focus on increasing intra-African and U.S.-Africa trade; encouraging an open, reliable, interoperable, and secure internet; and boosting Africa's energy and agricultural production while promoting sustainable natural resource management. These efforts support Africa Bureau Joint Regional Strategy (JRS) Goal two, "Increase Mutually Beneficial Economic Growth, Trade, and Investment," as well as National Security Strategy Pillar II, "Promote American Prosperity." They also advance the goals of the President's Executive Order on Strengthening the Cybersecurity of Federal Networks and Critical Infrastructure.

Mission Objective 2.1 Economic development, trade, and investment increases through African economic integration and trade with the United States

Justification: USG support is driven by priority initiatives including Trade Africa, Power Africa, Partnership for Growth, and the Africa Growth and Opportunity Act (AGOA). Recognizing the intersection between economic development and peace and security, the African Union Commission is focused on improving economic trade and investment among its member states. The USG's increased economic engagement with AU member states ensure the United States plays a vital role in the continent's development. The USG will collaborate with the AU, UNECA, and Regional Economic Communities (RECs)/Regional Mechanisms (RMs) to advance the AU's African Continental Free Trade Area and Boost-Intra African Trade initiatives. In support of the AUC's economic initiatives, USAID will continue to provide technical assistance to the AUC's Department of Trade and Industry on its efforts to promote intra-African trade.

Many AU member states, though eligible for trade preference under AGOA, have yet to benefit significantly from AGOA trade preferences. The USG will increase engagement with AU trade officials and RECs to enhance the capacity of AU member states to develop AGOA strategies that position African countries to take full advantage of AGOA trade preferences. USAU will also convene AUC and USG officials to discuss possible structures for U.S.-Africa trade after 2025, when AGOA's provisions will expire.

Realizing the importance of information and communications technology (ICT) infrastructure in the overall development goals of the continent, the USG will continue to encourage the AU to promote ICT development and help member states address gaps, including in cybersecurity. USAU will partner with AUC's Department of Infrastructure and Energy to increase the technical capacity of its member states, and navigating competing philosophies among member states regarding internet governance.

The risks associated with not achieving this Mission Objective include African countries' failure to attain the economic growth required to employ growing populations, potentially leading to extremism, unrest and mass migration. African countries may also strengthen trade relations with other non-African partners at the expense of the United States. Criminal groups may increasingly use Africa as a base to launch cyberattacks against global targets, including U.S. government agencies, businesses, and citizens.

Mission Objective 2.2 The African Union enables member states to promote development through investments in clean energy and rural electrification, while sustainably managing their natural resources.

Justification: In addition to the above-mentioned policy priorities Trade Africa, Power Africa, Partnership for Growth, and AGOA, USG engagement with the AUC is also focused on sustainable natural resource management.

The AUC's Department of Rural Economy and Agriculture (DREA) adopted a continental strategy on wildlife trafficking, and seeks to partner with the United States to encourage ratification and implementation of this plan, in coordination with regional bodies and member states. Member states with significant wildlife populations have adopted varying legislations at the national level and have various perspectives on the greater threat posed by wildlife trafficking and its linkages to organized crime groups. The USG will consider providing short-term expert assistance in support of the AU counter-wildlife trafficking strategy, as well as organizing opportunities for AUC wildlife officials to enhance their understanding of the threats posed by wildlife trafficking, and to build their networks with like-minded organizations, with the hopes that such knowledge will be transferred to AU member states during AUC wildlife-focused conferences.

Through the Energy and Infrastructure Department, the AUC plans to increase access to clean energy for the majority of Africans. Under the Power Africa framework, USAID continues to fund the geothermal energy development priorities of the AU flagship programs, and is exploring opportunities to collaborate on the AU's ruralwork on off-grid electrification.

The risks associated with not achieving this Mission Objective include continued or increasing illicit trade of wildlife products, a prominent source of financing for organized crime and terrorist groups. Failure to increase electrification in Africa would damage the continent's capacity to achieve adequate and inclusive economic growth.

Mission Objective 2.3 Food security is strengthened through development of agriculture production systems, market linkages, and investment

Justification: Despite the agriculture’s significance to the economic transformation of Africa, the sector remains underdeveloped and in some countries has remained unchanged and unimproved for decades. Domestic and foreign investment in agriculture continues to be minimal. Livestock and crop yields are low due to a variety of factors, including climate change, insufficient access to and application of new technologies, outdated agricultural and animal husbandry practices, etc. As a consequence, many Africa countries are dealing with food insecurity, which hampers country, region, and continent-wide stability and prosperity.

The USG seeks to assist the AUC in tracking, designing, and implementing continental development strategies that address the above-mentioned challenges, while strengthening food security and promoting equitable economic growth. As part of this effort, the USG plans to continue its institutional and human capacity building activities to strengthen DREA and its subordinate scientific institutions. In addition, the USG will continue partnering with these scientific institutions, such as the Inter-African Bureau of Animal Resources (AU-IBAR) and the Partnership for Aflatoxin Control in Africa (PACA), to develop science-based livestock, plant health, and food safety standards that will facilitate inter- and intra-Africa agricultural trade and provide a level playing field for U.S. agriculture trade and investment.

The risks associated with not achieving this Mission Objective include African countries being unable to feed rising populations, potentially leading to food shortages or unsustainable foreign debt. Reduced livelihoods among farmers and pastoralists may lead to greater conflict over scarce resources and mass migration.

Mission Goal 3: Strengthen Democratic Institutions

Description and Linkages: USAU supports key activities including training, and human resource capacity building to strengthen the AU’s capacity to promote democracy and governance in its member states. Financial, technical, and political support to the AU will enhance its capacity in the areas of human rights, democracy and elections, rule of law, governance, humanitarian affairs, and conflict mediation. USAU’s Mission Goal 3 “Strengthen Democratic Institutions” directly supports pillar four of the National Security Strategy, “Advance American Influence;” and Africa Bureau Joint Regional Strategy (JRS) Priority three, “Strengthen Democracy, Human Rights, and Good Governance.”

Mission Objective 3.1 : The AU strengthens and expands its promotion of democratic governance and institutions, including respect for the rule of law

Justification: The United States and the African Union signed a Memorandum of Understanding in 2013 prioritizing democracy and governance. The African Union

Commission (AUC) and the USG will collaborate on the development of the AU's African Governance Architecture (AGA) to strengthen its capacity in the areas of human rights, democracy and elections, rule of law, governance, and humanitarian affairs, as well as conflict mediation. USAU plans to advance these objectives by providing political, technical, and financial support for democratic policies and training to relevant offices at the AUC. As the AU undertakes comprehensive reforms, USAU will engage with relevant bodies to encourage establishment of frameworks for more decentralized decision-making and structures that encourage greater involvement of member states and their citizens. USAU will support AU member state ratification of the African Charter on Democracy, Elections, and Governance as well as support implementation of the Charter by member states that have already ratified it.

Poor governance undermines African economic activities and political stability, hindering nations' ability to work with the United States on issues of peace and security and limiting their trade potential. Unconstitutional changes in government continue to threaten respect for democratic principles and gains on the African continent.

Mission Goal 4: Promote Opportunity and Development in Africa

Description and Linkages: Through U.S. financial, technical, and political support to the AU's youth; technical vocational education and training; Women, Peace, and Security; and gender equality and women's empowerment programs, the AU will better support its member states to champion American values such as empowering women and youth and reducing human suffering. USAU activities contribute to Goal 4 of the draft Joint Department of State and USAID Regional Strategy for Africa (2018), which is to "Promote Inclusive Country-led Development." USAU programs are also fully aligned with the U.S. National Action Plan on Women, Peace, and Security (2016); the United States Strategy to Empower Adolescent Girls (2016); USAID's Youth in Development Policy (2012), and USAID's Gender Equality and Female Empowerment Policy (2012).

Mission Objective 4.1: The AU advances inclusive development priorities, promotes women's and girls' empowerment, elevates youth engagement, and strengthens technical education opportunities

Justification: Strengthened youth engagement where the equities and voices of Africa's young people are given sufficient weight in the policy arena, widespread and multisector women's and girls' empowerment and improved availability and accessibility of educational opportunities that match projected economic needs in

Africa, all represent crosscutting conditions critical to attain sustainable and equitable development in Africa.

Africa's youth dividend, highlighted by the African Union's 2017 Theme "Harnessing the demographic dividend in Africa," is a key African Union focus area in terms of delivering impactful development initiatives to the continent. In line with this emphasis, USAU will continue working closely with multiple departments within the AUC to support the elevation of youth issues including increased focus on the participation of youth in national, regional and continental decisions; volunteer and young professional opportunities and strengthened skills acquisition through volunteer training programs; and promotion of exchange opportunities such as the President's Young African Leaders Initiative (YALI).

In light of the growing grassroots and political movements of women and girls throughout the continent insisting on greater recognition of their economic, political and social rights, the African Union has increased its focus on acting as a strong continental leader in the arena of women's and girls' empowerment. USAID has leveraged this existing momentum by co-leading the establishment of a partners' group which leverages support for the Women, Gender and Development Directorate (WGDD). This role, and the increased focus on supporting the Office of the Special Envoy for Women, Peace and Security to provide expertise in the area of women's rights and political participation in peace processes, will serve as a strategic opportunity to implement the USG's strong stance on the rights of women and girls throughout the world. Recognizing the significant economic opportunities at hand, the African Union has developed multiple interrelated approaches for increasing access, availability and quality of education opportunities in Africa. USAU has provided support to the AU's technical capacity to track and analyze projected labor market needs on the continent, which will allow the AU to help establish national, regional and continental data systems to inform education policy. USAU will partner with the AU to develop Technical Vocational Education and Training centers, disseminating best practices.

The risks associated with not achieving this Mission Objective include challenges to AU member state governance, prosperity, peace, and security, including increased migration and potential youth recruitment by violent and criminal elements.

Mission Objective 4.2: The AU increasingly prevents, detects, and responds to health challenges across the continent

Justification: After the 2013-2015 Ebola epidemic that ravaged West Africa, the AU fast tracked its efforts towards establishing an Africa Centers for Disease Control (Africa CDC) to combat health challenges across the continent. A 2014 MOU pledged U.S. assistance in establishing Africa CDC. U.S. CDC committed USD 10 million in a multi-year effort to supply technical support, advisors, a fully equipped Emergency Operations Center in Addis Ababa, and African epidemiologist fellows to be trained by U.S. CDC in Addis Ababa. These fellows are the first staff of the Africa CDC. USAID provides additional support for coordination, information sharing, and capacity building. As Africa CDC responds to disease outbreaks across the continent, and gains the confidence of AU member states, sustained support to Africa CDC's growth plans will ensure a robust African led ability to be the first responder to public health emergencies at their source.

The Campaign on Accelerated Reduction of Maternal Mortality (CARMMA) was founded by the AU with the objective of reducing maternal mortality in Africa. The program generates policy discussions and mobilizes community and political support to increase resource commitments and improve policies for reducing maternal mortality.

The risks associated with not achieving this Mission Objective include real threats to global health security as a result of undetected and uncontrolled emerging disease outbreaks. Uncontrolled infectious disease outbreaks not only pose risks to human health, but cause significant economic and national security threats as well. The risk of not reducing maternal mortality include negative impacts on education and innovation and diminished prosperity and productivity at every level.

4. Management Objectives

Mission Management Objective: USAU builds institutional capacity to increasingly advance U.S. policy and national security priorities in Africa

Justification: USAU remains a relatively young mission, established in 2006 as the first non-member state mission accredited to the African Union. As the AU grows in size, scope, and influence, so does USAU. We are also launching more robust engagement with UNECA and AU regional organizations. The mission has increased its permanent interagency presence as it expands partnerships that advance key USG priorities. USAU continues to work with US agencies and through various programs to deploy imbedded experts in various departments and offices across the AU. They remain a critical resource for the AU, and provide information and advice to USAU, based on the close relationships they cultivate and the deep knowledge of AU and member state activities gained through close proximity; increasing U.S. influence. However, in an environment where sustained personal relationships are key, our mission team requires Locally Employed Staff positions who serve as the institutional memory for US policy, programs, and engagement. With additional human resources, to include a dedicated Public Affairs Officer and Locally Engaged Staff positions on the Political, Economic, and Military teams, USAU could increase its impact significantly.

With a shared management platform with the bilateral mission, USAU works in close collaboration with our bilateral colleagues, at all levels. Our operating environment is also intrinsically linked with the domestic security, political, and economic context of Ethiopia, an environment where USAU and AU member states, and AUC communications and freedom of movement are constrained.

The risks associated with not achieving this Mission Objective include a decreased ability for the United States to monitor and influence continent-wide policies in peace and security, economic growth, democracy and governance, and opportunity and development.