



Integrated Mission Strategy

AFRICAN UNION

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1. Chief of Mission Priorities

The African Union (AU), with 55 AU member states (AUMS), serves as the primary forum where African countries build consensus and shape positions on regional and global issues. In 2006, the United States became the first non-AU member to establish a fully accredited U.S. Mission to the AU (USAU). A strong 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. Although the United States is not a member of the AU, we engage in robust diplomacy to build partnerships, and advance U.S. priorities by supplementing our diplomacy in capitals and in other international fora.

Since it succeeded the Organization for African Unity in 2001, the AU has gained credibility as a more serious entity working to advance “African” solutions to problems on the continent. Our cooperation with the AU’s secretariat – the AU Commission (AUC) – is governed by a February 2013 Memorandum of Understanding that outlines engagement on democracy, human rights, peace and security, and sustainable economic development. We currently provide the AUC with limited technical assistance and aim to deepen our cooperation given the potential benefits, our mutual interests, and shared values. AUMS and many international partners view the AU as playing an impactful role to shape continental policy as it is the bedrock of African consensus.

USAU aims to work with the AU to address mutual strategic goals for Africa across four thematic areas, not necessarily in priority order: 1) Advancing peace, security, and good governance; 2) Promoting economic growth trade and investment; 3) Enhancing global health security; and 4) Promoting opportunity, development, and climate change counter measures. USAU will also work toward increased collaboration with the United Nations Economic Commission for Africa (UNECA) and other African regional organizations to coordinate efforts toward these mutually strategic goals. Our efforts will explore avenues where the United States can contribute to ongoing African initiatives, such as the AU’s Agenda 2063, the African Continental Free Trade Agreement (AfCFTA), and the African Continental Climate Strategy.

Peace, Security and Good Governance

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The AU's Peace and Security Council aims to facilitate timely and effective response to conflicts and crises. It is in the U.S. interest to support the AU's capacity as a normative body that promotes democracy, human rights, good governance, and holds member states accountable for undemocratic regimes, human rights abuses, or emerging conflicts, including through mechanisms such as the Commission on Human and Peoples' Rights and the African Peer Review Mechanism (APRM).

Economic Growth Trade and Investment

By 2050, a quarter of the world's people will be African. Nigeria will surpass the United States as the third-most populous country, with Democratic Republic of the Congo (DRC) and Ethiopia among the ten most populous countries. Consumer spending in Africa is forecast to reach \$2.5 trillion by 2030. The African Continental Free Trade Area (AfCFTA), when fully implemented, will capture an economic area that will be the fifth-largest economy in the world. The AfCFTA holds the potential to boost economic development and industrialization, attract investment, spread best practices, and promote inclusivity that benefits marginalized communities. African populations are also increasingly embracing digital transformation and innovation, which will help integrate Africa into the global digital economy.

Global Health Security

The Africa Centers for Disease Control and Prevention (Africa CDC), created with strong U.S. government (USG) support, has taken a critical role in COVID-19 pandemic response. Partnering with the AU on global health security will result in better health outcomes in Africa. It will also facilitate the engagement among African and U.S. private sector medical and pharmaceutical entities that are already seeking to expand collaboration beyond the immediate COVID-19 pandemic to address broader health sector challenges.

Opportunity, Development, and Climate Change Counter Measures

Our shared concern of promoting inclusive sustainable economic growth, as well as mitigating and adapting to the effects of climate change presents opportunities for increased collaboration. The AU can help promote policies to actively include women, youth, and

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marginalized communities in development initiatives. Africa boasts the earth's second-largest rainforest and the continent's renewable energy potential is unmatched. The AU could also play a strategic role in promoting a green post-COVID recovery. Through facilitating access to climate financing, clean energy technologies, and climate information, the AU can help build climate resilience and adaptive capacity across the continent. Addressing climate change can also contribute to peace and security by addressing conflicts stemming from shrinking arable land and declining water resource availability.

In order to meet these key goals, USAU will build and equip an effective, diverse, inclusive, resilient, and dynamic USAU team.

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2. Mission Strategic Framework

Mission Goal 1: Advance Peace, Security, and Effective Governance in Africa

- **Mission Objective 1.1:** The AU demonstrates promotion of best practices for inclusive civil-military relations and encouragement of member states toward accountable, professional security institutions that respect human rights.
- **Mission Objective 1.2:** The AU response to threats and insecurity is increasingly timely, effective, and consistent.
- **Mission Objective 1.3:** The AU improves its promotion of inclusive democracy, human rights, good governance, and rule of law, while holding member states accountable to these norms.

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

- **Mission Objective 2.1:** Economic development, trade, investment, and agriculture/food security improves through African economic integration and trade with the United States.
- **Mission Objective 2.2:** The AU promotes a healthy business climate with best practices for anti-money laundering and combating corruption and transnational criminal activities.

Mission Goal 3: Enhance Global Health Security

- **Mission Objective 3.1:** The AU, with emphasis on Africa CDC, demonstrates increased effectiveness to prevent, detect, and respond to health challenges across the continent.
- **Mission Objective 3.2:** The AU harmonizes regulatory standards across member states for pharmaceuticals and medical devices to meet international requirements and private industry standards to foster diversified supply chains.

Mission Goal 4: Promote Opportunity, Development, and Climate Change

Countermeasures in Africa

- **Mission Objective 4.1:** The AU advances sustainable development priorities, promotes empowerment of women and girls, elevates youth engagement, and strengthens technical education opportunities.
- **Mission Objective 4.2:** The AU enhances policies to successfully promote member state accomplishments regarding UN Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs) agreements.

Management Objective 1: USAU builds institutional capacity through robust staffing, resource utilization, and strengthened relationships to increasingly advance U.S. policy and national security priorities in Africa.

3. Mission Goals and Objectives

Mission Goal 1 | Advance Peace, Security, and Effective Governance in Africa

Description | Worldwide in 2021, eleven of the fifteen countries with the highest levels of fragility (i.e., states that fail to provide security and basic services to their populations and where the legitimacy of the government is questioned by the citizenry) were in Africa, as measured by the Fragile States Index. USAU supports key peace and security activities, including building AU member states' defense capabilities and crisis response capacity, as well as countering violent extremism. Security challenges remain across the continent, including violent extremism. However, progress has been made. Africans have more leaders in UN and regional peacekeeping missions than ever and now comprise more than 70 percent of the peacekeepers in Africa, up from 40 percent ten years ago.

Objective 1.1 | The AU demonstrates promotion of best practices for inclusive civil-military relations and encouragement of member states toward accountable, professional security institutions that respect human rights.

- **Justification |** Addressing security threats, such as terrorism, coups, insurgencies, inter-ethnic and inter-state conflict, can create unwanted opportunities for gross violations of human rights. The presence of professional security services and personnel can help avoid or reduce human right abuses, and establish systems to hold violators accountable.
- **Linkages |** This objective connects to February 2022 State - USAID Joint Regional Strategy (JRS) for Africa Bureau Objective 1.2 and 1.4. This objective also links to FY 2022-2026 State – USAID Joint Strategic Plan (JSP) Objective 1.4 and the 2019 U.S. Strategy on Women, Peace, and Security.
- **Risks |** Only governments with professionally trained security forces, can neutralize threats, provide physical security to protect their citizens, protect human rights, advance gender equity and equality, prevent gender-based violence, preserve access to justice, resist impunity, address corruption, and allow space for transparent

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political dispute resolutions. The failure to advance security sector best practices can threaten the legitimacy of governments. Particularly, the absence of citizen-responsive governance and accountability can spur future conflict in a state or region.

Objective 1.2 | The AU response to threats and insecurity is increasingly timely, effective, and consistent.

- **Justification** | With mechanisms to authorize, plan, and deploy peace support operations (PSOs) 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.
- **Linkages** | This objective is linked to JRS Bureau Objective 1.2.
- **Risks** | The risks associated with not achieving this Mission Objective include the inability of some African governments to meet the basic security needs of their people and continued obstacles to effective governance, economic growth, trade, investment, and human development. Furthermore, several ungoverned areas in Africa are at risk of becoming or continuing to be terrorist safe havens, from which attacks against U.S. and regional interests can be launched.

Objective 1.3 | The AU improves its promotion of inclusive democracy, human rights, good governance, and rule of law, while holding member states accountable to these norms.

- **Justification** | The United States and the African Union signed a Memorandum of Understanding (MOU) in 2013 prioritizing democracy and governance. This goal remains a priority. Strong, accountable, and democratic institutions, sustained by a deep commitment to human rights, remain the most reliable avenue to long-term

peace and prosperity. Encouraging the development of strong, effective, and independent institutions, to include the justice sector, legislatures, elections administration and dispute resolution bodies, and media, as well as a robust civil society is key for democratic consolidation. Addressing issues of political and social exclusion and inequalities, human rights violations and abuses, endemic corruption, along with improving public service delivery can counter democratic backsliding.

- **Linkages** | This objective supports JRS Bureau Goal 3 and also links to JSP Objective 3.1.
- **Risks** | 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 2 | Promote Economic Growth, Trade, and Investment

Description | USG support is driven by priority initiatives including Trade Africa, Prosper Africa, and the Africa Growth and Opportunity Act (AGOA). AU-led economic integration through the African Continental Free Trade Area (AfCFTA) can lead to positive outcomes on the continent, including poverty alleviation, economic development, industrialization, greater opportunities for women and youth, and increased trade and investment with the United States. The AfCFTA is aligned with U.S. continental initiatives and the U.S. objective to pursue modern, comprehensive trade agreements that ensure fair and reciprocal exchange between the U.S. and AUIMS. Accountable governments and strong anticorruption actions contribute to a more attractive business climate.

Objective 2.1 | Economic development, trade, investment, and agriculture/ food security improves through African economic integration and trade with the United States.

- **Justification** | Most African countries have fast-growing youth populations, burgeoning middle classes with appetites for high-quality American goods, and increasing regional integration that creates ever-larger markets. Many U.S.

businesses, particularly those in the energy, medical, agricultural, innovation and service sectors, are highly competitive in Africa. The agriculture sector remains an important sector for employment across Africa, and a sector that can welcome increased innovation in order to secure food security goals. The USAU will also support the Comprehensive Africa Agriculture Development Program (CAADP), which is Africa's policy framework for agricultural transformation, wealth creation, food security and nutrition, economic growth and prosperity for all. In Mozambique in 2003, the AU Summit made the first declaration on CAADP as an integral part of the New Partnership for Africa's Development (NEPAD). Economic integration can also allow many citizens to participate in regional value chains that can contribute to poverty alleviation and inclusive economic growth. Increased business activity can also grow the tax base, providing government revenue for needed social service and infrastructure investments. A strengthened private sector can also advocate for government policies that improve the business climate, thereby enabling foreign investment from U.S. firms.

- **Linkages** | This objective links to JRS Bureau Goal 2 and also links to JSP Objective 2.2.
- **Risks** | 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. Furthermore, weakened food security can make the region less resilient in the face of climate shocks and extreme weather. We will work to support AU initiatives to enhance trade and development, as well as on efforts to build food sector resiliency to both economic and environmental shocks.

Objective 2.2 | The AU promotes a healthy business climate with best practices for anti-money laundering and combating corruption and transnational criminal activities.

- **Justification** | Stronger economic governance and a healthy business climate that rejects money laundering and corruption are important features supporting regional integration toward larger markets that benefit from economies of scale. These features will also benefit U.S. firms interested in Africa. We will engage with the AU, other multilateral entities, and international financial institutions to promote regional integration and reduce barriers to trade and investment flows across the continent. We will support African efforts to protect the international financial sector from exploitation by criminals, terrorist groups, and money launderers. We will continue to promote African efforts to implement market friendly reforms, as well as reduce the time and cost of cross border transactions, including improving trade facilitation infrastructure (secure payment systems, transport infrastructure, SPS measures, and testing facilities etc.). We will also provide opportunities for American and African firms to advocate governments' and regional stakeholders' adoption of market friendly reforms. Furthermore, as an attaché to USAU, the USDOJ's International Computer Hacking and Intellectual Property (ICHIP) Attorney Advisor provides training and case-based assistance to the African justice sector both directly and with allied organizations, including UNECA and the Council of Europe. The ICHIP advisor also coordinates and assists with subject matter expertise to the AU Information Society Division.
- **Linkages** | This objective links to JRS Bureau Objective 2.1 as well as to JSP Objective 3.3.
- **Risks** | Corruption, illicit finance, and weaknesses in rule of law and business transparency can create unfavorable conditions for business and investment. This would undermine the efforts of key initiatives such as the AfCFTA, the AU's eCommerce programs, and others to foster economic growth. We will work with the AU and other African multilateral partners, such as the African EXIM Bank and UNECA, to promote policies for attractive business climates and financial sector safeguards.

Mission Goal 3 | Enhance Global Health Security

Description | Rapid population growth – projected to lead to a population of over two billion by 2050 – will result in increased demand for health services. Addressing diseases and public health reduces morbidity/mortality rates and improves quality of life, while also indirectly promoting peace, security, and economic growth.

Objective 3.1 | The AU, with emphasis on Africa CDC, demonstrates increased effectiveness to prevent, detect, and respond to health challenges across the continent.

- **Justification |** Africa accounts for nearly half of all global child deaths, more than half of all maternal deaths annually, and has the leading rates of mortality among every population group. Africa also accounts for 18 of the world's 20 countries with the highest prevalence of child, early and forced marriage. Furthermore, African governments' ability to deal with emerging disease threats will make a critical contribution to global and U.S. health security. We will work with the AU, Africa CDC, and other partners, to support mutual goals advanced through the Global Health Security Agenda (GHS), PEPFAR, the President's Malaria Initiative (PMI), and Feed the Future (FTF) to strengthen health sector capacity, end preventable maternal and child deaths, control the HIV/AIDS epidemic, and combat infectious disease. In addition, we recognize the COVID-19 pandemic continues to negatively impact economic growth and disrupt health services. It is important to support Africa's efforts to meet post-pandemic challenges and drive a post-COVID recovery.
- **Linkages |** This objective links to JRS Bureau Objective 4.1. and to JSP Objective 1.1.
- **Risks |** Achievement of the overall objective will depend upon sufficient political will across AUMS, domestic and external financing for AUMS, efficient utilization and coordination of resources, human capacity building, and the ability of stakeholders and health sector leaders to prevent and detect emerging health risks. We will work with the AU and other partners to coordinate programs, focus priorities, and efficiently utilize available resources.

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Objective 3.2 | The AU harmonizes regulatory standards across member states for pharmaceuticals and medical devices to meet international requirements and private industry standards to foster diversified supply chains.

- **Justification |** Private sector representatives and other stakeholders pointed to the lack of regulatory systems that meet global standards as the greatest obstacle to increasing African production of vaccines and other medical supplies. In 2021 the AU, AfCDC, AU Development Agency (AUDA-NEPAD), and AfCFTA Secretariat launched the Partnership for African Vaccine Manufacturing (PAVM) with the aim of increasing vaccine manufacturing in Africa through collaboration with a cross-section of stakeholders, including the USG, UNECA, WHO, the donor community, other multilateral organizations, and the private sector. While the need for COVID-19 vaccines was an impetus for PAVM, African leadership has taken a long-term view beyond COVID-19, highlighting the goal of increasing the percentage of vaccines consumed by Africans produced on the continent from the current one percent to 60 percent by 2040. Particularly, the AU laid out its medium and long-term vaccine production goals of 10 percent by 2025, 30 percent by 2030, and 60 percent by 2040. Furthermore, the African Medicines Agency (AMA) treaty entered into force in 2021, officially establishing the AMA and setting the AU on a course to create a much-needed regulatory medicines body and increase Africa's health security capacity. AMA is intended to enhance continental capacity to regulate medical products and improve access to quality, safe, and efficacious medical products. Stressing the importance of harmonizing standards across the continent, the AfCFTA Secretariat recently signed an MOU with the African Organization for Standardization to strengthen inter-African trade in areas like vaccines.
- **Linkages |** This objective links to JRS Bureau Objective 4.1 and USAID Private Sector Engagement Policy 3.
- **Risks |** Failure to establish harmonized regulations that meet international standards to produce vaccines and other medical supplies will hinder African nations from being more self-reliant and establishing diversified supply chains. As the

objective requires significant human capital investment, it is also important to have the right incentives in place to keep and attract the relevant human resources. We will work to connect U.S. subject matter experts to assist in capacity building and continue to work with partners to support PAVM and AMA.

Mission Goal 4 | Promote Opportunity, Development, and Climate Change Countermeasures in Africa

Description | Africa is vulnerable to the effects of climate change, which negatively influence nutrition and food security, and impact a large population that relies on natural resources for their livelihoods. Addressing the climate crisis includes recognizing the direct and indirect impacts of the climate crisis on women, girls, and marginalized communities, and empowering these communities as leaders and innovators in overcoming local climate challenges. Through U.S. financial, technical, and political support to the AU's Women, Peace, and Security initiatives and gender equality and women's empowerment programs, the AU will better support its member states to champion shared values such as empowering women and youth and reducing human suffering.

Objective 4.1 | The AU advances sustainable development priorities, promotes empowerment of women and girls, elevates youth engagement, and strengthens technical education opportunities.

- **Justification |** Trends in inequality and stresses on middle-class livelihoods have emerged as defining challenges for democratic governments around the world. Together with our partners, we will promote inclusive, sustainable growth, and build economic, environmental, and technology systems and infrastructure that are resilient. We are committed to uplifting the rights of women - in all their diversity, youth, and other marginalized groups. We will encourage and support AU activities that will build responsiveness to youth, gender needs, and the needs of marginalized groups. Equitable access to and availability of education, health, food and water, and livelihood support services are critical to alleviating poverty and building stable, inclusive, democratic societies.

U.S. security and prosperity are bolstered when other countries achieve social, economic, and political stability through inclusive responsive investments. These strategic investments foster stability, open new markets for U.S. businesses, and build the capacity of individuals and systems.

- **Linkages** | This objective links to JRS Bureau Objective 4.4, JSP Strategic Objectives 2.2 and 3.5. It also interconnects with National Strategy on Gender Equity and Equality and USAID Youth in Development Policy (Objective 1).
- **Risks** | The risks associated with not achieving this Mission Objective include doubt regarding the ability for democratic institutions to be inclusive, and challenges to AUMS governance, prosperity, peace, security, migration patterns, and potential youth recruitment by violent and criminal elements.

Objective 4.2 | The AU enhances policies to successfully promote member state accomplishments regarding UN Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs) agreements.

- **Justification** | The devastating impacts of the climate crisis are evident across Africa in drought, deforestation, failing crops, floods, advancing deserts, food insecurity, competition for resources, economic losses, and migration. Seventeen of the 20 countries most vulnerable to the impacts of climate change are in Africa and yet the continent accounts for less than 3 percent of global carbon emissions. That imbalance makes it critical that developed countries, including the United States, do much more to support climate actions across the region that either help to limit the causes of climate change or address its consequences. In the long-term, African countries will be able to adapt to the impacts of climate variability, and enhance conservation and biodiversity efforts, while continuing to grow their economies and optimize the use of natural resources and human capital in a socially, economically, and environmentally sustainable manner.

We will continue to work with the AU and other regional partners on climate-smart investments in agriculture, protecting forests, and improving climate education. We will

also seek to coordinate activities of the President's Emergency Plan for Adaptation and Resilience (PREPARE), which will provide funds to finance climate adaptation projects that will reduce the impact of climate change on those most vulnerable, as well as with African initiatives such as the AU's Green Recovery Action Plan (GRAP), the Africa Adaptation Initiative, and the AU's continental climate strategy.

- **Linkages** | This objective is linked to JRS Bureau Objective 4.2, JSP Objective 1.2, and also USAID Climate Strategy 2022-2030 Strategic Framework.
- **Risks** | Climate change and extreme weather events magnify the existing challenges on the continent, impact the most vulnerable groups and communities, and limit the ability of many African countries to achieve resilience, which will continue to worsen with increasing temperature variability. African countries and communities face challenges to achieve climate resilience due to the frequency and magnitude of multiple climate-related shocks and stressors (e.g., droughts, floods, pests, extreme heat), the high reliance on sectors and livelihoods that are sensitive to climate change, and natural resource availability (e.g., rainfed agriculture).

4. Management Objective

Management Objective 1 | USAU builds institutional capacity through robust staffing, resource utilization, and strengthened relationships to increasingly advance U.S. policy and national security priorities in Africa.

- **Justification** | USAU is 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. 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.
- **Linkages** | This objective links to JRS Bureau Cross-Cutting Management Objective 1 as well as JSP Objective 1.5.
- **Risks** | 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.