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## **Africa: A Touch-Stone for China-EU Relations ?**

Author:	TONG Liqun
Institution:	Shanghai Institute for International Studies
Address:	NO.1 Lane 845 Julu Road, Shanghai P.R.C. 200040
E-mail:	tlqcom@yahoo.com.cn
Telephone:	008613564245002

## **Africa: A Touch-Stone for China-EU Relations?**

--Comparison for African policies, further Analysis in Cooperation of China and the EU

TONG Liqun<sup>1</sup>

Shanghai Institute for International Studies

**Abstract:** *This paper tries to compare the different characteristic policies of China and the EU in Africa. The reasons hide behind these differences. Then with the respective influences analysis, positive cooperation could be achieved for both sides. At the trilateral level, China and EU not only can interact in different areas in Africa, but also can bring into play respective advantages. The paper will finally include analysis on the possibilities, feasibilities, and concrete measures for China-EU's cooperation in Africa.*

**Keywords:** *Africa, China, EU, Cooperation*

### **Introduction:**

Recent years, the international situation marks “Years of Africa” among world powers’ diplomacies. African agenda was put forward in G8 summit of Heiligendamm process, which raised another climax for discussing the role of North and South in Africa.<sup>2</sup> Highly intensive activities with the relations to Africa were also took place for China and European Union (EU).

On the European side, there's been a flurry of activities and pronouncements, in November 2005 EU declared a clear and ambitious strategy for partnership with Africa including another document sets out the general policy lines of relations with North Africa and sub-Saharan African countries.<sup>3</sup> And EU with its member states are had the second EU-Africa Summit in the December 2007 in Lisbon, although there is still the problem on invitation of Robert Mugabe, President of Zimbabwe at that summit.<sup>4</sup> While China-African relations have experienced three China-African foreign ministers meeting within the mechanism of Forum on China-Africa Cooperation (FOCAC), the very successful Beijing Summit of the Forum on FOCAC on November 2006 along with the high-level visits between the two sides proved a new era for China-African relations.<sup>5</sup>

China-EU relation has entered into a new stage with the coming series of new events as well. Over the past few months, China-EU relations has been shaken by fractious trade relations over everything from steel to children's toys, the EU's rising suspicions over the China's economic ambitions and strong criticism on Chinese human rights statehood and environmental record, etc. But from my view, there should some solutions to all these challenges since the two sides experienced such difficulties between whiles and finally find

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<sup>1</sup> This paper was written as a final outcome while the author participated in the second School of Global Governance, which was organized jointly by the German Development Institute (DIE) and Capacity Building International, Germany(InWent).

<sup>2</sup> The annual summit of the Group of Eight (G8) at Heiligendamm G8 and O5 (China, India, Mexico, Brazil and South Africa) agreed to co-operate more closely and on a more continuous basis in what was called the Heiligendamm Process. “ helping Africa to develop” is one of the main topic in Heiligendamm process.

[http://www.g-8.de/Content/EN/Artikel/\\_g8-summit/briefing-sherpa\\_\\_en.html](http://www.g-8.de/Content/EN/Artikel/_g8-summit/briefing-sherpa__en.html)

<sup>3</sup> EU documents: EU Commission(2005): EU Strategy for Africa: Towards a Euro-African pact to accelerate Africa's development, COM(2005) 489 final, 12 October 2005, <http://europa.eu.int/comm/development>

<sup>4</sup> Zimbabwe crisis threatens EU-Africa summit,

[http://www.iol.co.za/index.php?click\\_id=68&set\\_id=1&art\\_id=nw20070914154454627C683524](http://www.iol.co.za/index.php?click_id=68&set_id=1&art_id=nw20070914154454627C683524)

<sup>5</sup> President Hu Jintao and former Foreign Minister Li Zhaoxing visited 15 different African countries within the first quarter of 2007. Assistant Minister Zhai Jun's visited to Sudan and the subsequent appointment of Ambassador Liu Guijin as China's special envoy for Darfur, etc.

ways, the biggest danger is when involved in the third party, the dilemma for both because of the individual policies with the third one.

Africa issue became one of the most sensitive “third party” in China-EU relations. China’s profile role in Africa arose the EU and its western allies’ attention. Despite many frictions recently highlighted the growing EU-China division, Africa ties pinpoint challenges to the stability of the relationship for China and the EU. Someone even argue that more worries will appear in China-EU relations partly due to their divergences in Africa. <sup>6</sup>If Africa turns a touch-stone for China-EU relations, there must be some efforts for both sides to turn it into a positive gain.

## **1 New Changes in African Policies of European Union and China**

### **1.1 China-Africa Relations: Historic Continuities and New Impulses**

**1.1.1** Most Chinese scholars argued for historic reasons to response to the suspicions of rapid progress in China-Africa relations. From 1949 to the end of the cold war, China’s African policies experienced four stages, which are “rich ideology and reinforcement of political benefits from 1950s to end of 1970s”, “weakening ideology and valuing economic benefits in the 1980s”, “Attaching importance to both political and economic benefits and developing bilateral relations in an all-round way”.<sup>7</sup>

In the early 2006, China issued the white paper of “China’s African Policy”, defined her new concept of strategic partnership with Africa. The FOCAC held in 2006, standing a peak of African agenda for China.

**1.1.2** The changes and new situations in China-Africa relations:

It is important to note that both China and Africa have been dramatically changed during the past 50 years. Facing similar internal and external challenges of development, the two sides share the views regarding the current international system, also have common grounds on some major international principles. With China’s becoming the biggest so called “new actors” in Africa, a new type of China-Africa strategic partnership forms.

Economically, China and Africa are mutually partners that benefit each other. China’s rise has direct and indirect effects to Africa, mainly through the channels such as aid, trade and investment. The bilateral trade volume reached nearly \$55.5 billion in 2006 and direct Chinese investment in Africa has reached \$3.7 billion. <sup>8</sup>Politically, China’s role in Africa is deepening every year, the political relation happens both in Africa’s supporting the one-China policy, and in China’s respecting African countries to take an active part in the international efforts. Cultural exchanges like professional training and exchanging students also in rapid growth. In the field of security, both traditional (mainly refers China’s devotion to UN-led peacekeeping operation in Africa) and non-traditional security (Antiterrorism, HIV, etc) issues are widely cooperated.

### **1.2 New Adjustments in African Strategy of the EU**

The beginning of EU-Africa relations dates back to the very foundation of the European Community in 1958. The relationship towards Africa was the foundation for common

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<sup>6</sup> Jin Canrong: China-EU relations generally in good but still some problem. The worries with Africa issue will rising in China-EU relations, in Chinese. [http://www.china.com.cn/txt/2007-03/06/content\\_7915135.htm](http://www.china.com.cn/txt/2007-03/06/content_7915135.htm)

<sup>7</sup> He Wenping, *Moving Forward with the Time: the Evolution of China’s African Policy*. <http://www.cctr.ust.hk/china-africa/papers.htm>

<sup>8</sup> <http://finance.people.com.cn/GB/jinji/222/9169/5508188.html>

European external relation. Mentioned the historic aspects with Africa, some members have close or loose ties to Africa ascending to the former colonies era. For instance, the great influence of France and the U.K in Africa became some advantages for the involvement in Africa.

Along with the new documents in 2005, the EU declared its African strategy singles out for particular emphasis two points over and above the Commission communication: the need for good governance and importance of peace and security in the continent. In delivery of the strategy, the EU has intensified its dialogue and partnership with Africa, most notably with the African Union. Until now, the EU as a whole has achieved EU-Africa relations as successes of its Strategy including: Supporting financially and technically to the formation of African Stand-by Forces, assisting reconstruction and security reforms for post-conflict countries, the establishment of the African Peace and Security Architecture (APSA), more aid to governance reform for Africa, etc.

A new Joint Strategy is expected at the second EU-Africa summit in Lisbon. The strategy was declared an "ambitious" one to achieve internationally-agreed development goals for EU-Africa relations.<sup>9</sup>

## **2 The Different Characters of African Policies for China and the EU**

### **2.1 China was Considered Having Close Relations with Individual African Countries while the EU Has a Good Cooperation Record with African Organizations**

**2.1.1** There are 48 members among 53 African countries has formal diplomatic relations with China.<sup>10</sup> With the first railway aid between Tanzania and Zambia, China is used to seeking "brotherly friendship" with individual countries in Africa. When it comes to new relation-building, or comes to areas like trade, financial, security, natural resources negotiations, most of items witnessed series of bilateral contacts. With the process of globalization, China systematically cultivated solidarity and working relations with a range of African states. However, China's cooperation with African regional organizations is deepening. China proclaimed that it will deal with the efforts being undertaken by the AU and New Partnership for Africa's Development (NEPAD) to promote good governance of Africa. Beijing summit broadened the continental frame of reference for China's foreign policy and strengthened Africa's collective self-perception. A substantial part of the Chinese aid has been channeled through the AU. The AU had participated in the Senior official's meeting of China-Africa Cooperation Forum, FOCAC Ministerial meeting and as a observer to Beijing Summit in 2006.

**2.1.2** The two important initiatives, the AU and the NEPAD are launched by African states in 2001 which have the full backing of the EU. The AU was created by African states in March 2001 to replace the Organization of African Unity. Taking EU as a model, this political organization provides and strengthens a framework for, political and economic regional cooperation and integration among African countries. The NEPAD was developed to work to eradicate poverty and to promote sustainable development and growth, whilst playing a full role in global political and economic life.

The EU has good cooperation with these African organizations. For instance, under the Governance Initiative, the EU provided support for reforms triggered by the African Peer Review Mechanism (APRM), a unique tool for peer review and peer learning in good

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<sup>9</sup> Key documents on EU-Africa relations, <http://europafrika.org/2007/01/01/key-documents-for-the-eu-africa-consultation/>

<sup>10</sup> Ministry of Foreign Affairs of People's Republic of China, <http://www.fmprc.gov.cn/chn/lbfw/jjbiao/t9650.htm>

democratic governance by and for Africans. The EU has proved a precious source of support in the development of the AU, notably where the NEPAD is concerned. In the context of the Partnership for Infrastructure, the EU supports programs that facilitate interconnectivity at continental level to promote regional trade, integration, stability and development. The EU and the AU now hold bi-annual Joint Task Force meetings, and the respective Commission colleges meet regularly, “troika” meeting became a very effective way as one of the appropriate format to conduct the dialogue between the two Unions.<sup>11</sup>

**2.1.3** It can be easily understood that China and the EU put respective emphasize on different intercourse in Africa. The EU represents all 27 members to make decisions, so does the AU, the communication on regional level is more acceptable. The EU as a successfully regional integration model attracts many regional organization including the AU. Although it is difficult to copy Europe’s example, the AU at least has a structure similar to that of the EU and benefits from the EU’s experiences.<sup>12</sup>

China has more individual relation with Africa countries because of politically supporting. Prior to the 1980s, China backed the anti-colonial struggles and independence movements in Africa. China needs the individual African supports on Taiwan issue, on fighting with the condemnation of hostilities to China, etc. For instance, China beat back the eleventh time a condemnation resolution at the 60<sup>th</sup> Session of UN Human Rights Commission in 2004, there were 15 Africans among the 28 countries who supported China.<sup>13</sup> Such kind of special reasons give the words that China enjoys good relations nowadays with Tanzania, Egypt, Zambia, Guinea, Mali, Algeria, etc.

## **2.2 China Considers Africa Rather than an Equal Potential Market, the EU’s African Policies Reveal the Attitude Regarding Africa as a Recipient Party**

**2.2.1** In the process of globalization, Africa has immense human resources and large markets that a natural attraction for China. Tapping these markets would tremendously benefit China’s own development as well as that of Africa.

China never denies its interests in the actual and latent market in Africa. With the rapid economic growth, China needs to expand markets for its domestic industry. While Africa currently has a lower industrial capacity, that creating chances for imports from China which has a strong manufacturing base. According to some figures, in 2006, Africa exported \$28.8 billion to China while the African imports from China were 26.7 billion.<sup>14</sup>

The presence and conduct of China’s businesses in Africa quickly became one of the features in the African economy. Majority of African countries have embraced market-oriented reform and readjustment. With more than two decades of reform and opening up, China now finds herself in a suitable position to offer what African countries need, namely, China’s sophisticated technology appropriate to African conditions at relative low cost and expertise in poverty alleviation development.

China also recognizes that there is “imbalance stemming from structural problems in China-Africa trade relations”.<sup>15</sup> Criticism from the West to China’s businesses in Africa actually reveals a development controversy within Africa.<sup>16</sup> But China is a responsible country who

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<sup>11</sup> The Troika format between AU and the EU, apply to meetings at senior official and expert levels.

<sup>12</sup> The function structures of the AU, See <http://www.africa-union.org/root/au/index/index.htm>

<sup>13</sup> *Xinhua news*, in Chinese. [http://news.xinhuanet.com/world/2004-04/16/content\\_1422346.htm](http://news.xinhuanet.com/world/2004-04/16/content_1422346.htm)

<sup>14</sup> <http://finance.people.com.cn/GB/jinji/222/9169/5508188.html>

<sup>15</sup> Liang Guixuan, *Perspectives on China-Africa Trade And Economic Cooperation*, Minister Counselor of embassy in South Africa at the 4th Tswalu Dialogue. <http://www.chinese-embassy.org.za/eng/znl/t194633.htm>

<sup>16</sup> As the president of the Corporate Council on Africa, a US industry lobby group based in Washington, DC, worries saying, ‘By American companies not taking more initiative in Africa, we’re going to lose important market share to the Chinese’,

has abided by international trade rules and market principles, such emergence is an outcome of taking Africa a potential market and a normal trend in a liberalizing global trade environment.

**2.2.2** All the EU's documents or the reports that are related with its African policies, the word "partnership" is literal indispensable. However, does EU really considers Africa as a equal "partner" is still a question mark. Politically, we know that the EU along with some members play very active roles in peace and security area in Africa. Despite a consistent emphasis on "partnership" and the EU's declarations about a post-colonial relationship, EU-Africa ties have often suffered from an expectations-capability gap, the EU's demands clashing with lack of African capacity or willingness to meet them. Browsing items of the EU-Africa strategy, you can hardly feel it is a mutual one since most of them aim to Africa such as standards of good governance, human rights or continental integration, ect.

From economic point of view, there is an arguement that agreements between the EU and Afirca, like Caribbean and Pacific (ACP) bloc, have served to retrench and maintain Europeman interests, since the sacrifices involved are more onerous for Africa than for the EU. This is also underlined by trade figures, which showing that, although the EU accounts for 75% of sub-Saharan Africa's trade, Africa is an increasingly marginal market for both EU's exports and imports, let alone direct investments.<sup>17</sup>

**2.2.3** The difference due to some causes. One is an repeated explanation but it really works from my view, that is, Africa is the 'continent with the largest number of developing countries', China is 'the largest developing country in the world'.<sup>18</sup> That's true because both China and Africa are willing to seize the opportunities to develop, which can easily form the common interests. And Africa is a big market in the eyes of developing China.

While Europe's relationship with Africa is deeply rooted in history .It sometimes make the individual EU members closer to Africa . The EU feels having a particular role to play and a particular responsibility towards the African continent. "The attitude predominant in the West is more that of charitable-paternalistic concern for the neighbour continent to the South",<sup>19</sup> the psychology to make Africa remain susceptible to the EU in the future can be read between lines.

Although China is becoming more attractive to Africa as a model to follow, the EU with its weatern allies remail the top choices for Africans. The reasons are multiple and comprehensive, such as geographical and history, language advantages, etc.

### **2.3 Internal and External Factors in African Policies: China's Independent Policy-making Compared to more Complicated Policy-making Process of the EU, China Takes UN as a External Authority Actor to Africa while more Influential Actors in the EU's (G8, OECD, etc)**

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cited from Chris Aldern and Martyn Davies: *Chinese Multinational Corporations in Africa*.

<sup>17</sup> John Kotsoppulo, *The EU and Africa: Coming together at last?*

[http://www.epc.eu/TEWN/pdf/794069478\\_The%20EU%20and%20Africa.pdf](http://www.epc.eu/TEWN/pdf/794069478_The%20EU%20and%20Africa.pdf)

<sup>18</sup> *People's Daily*, October 10, 2000.

<sup>19</sup> Thomas Fues, Sven Grimm, Denise Laufer, *China's Africa Policy: Opportunity and Challenge for European Development*.

<http://www.die->

[gdi.de/die\\_homepage.nsf/6f3fa777ba64bd9ec12569cb00547f1b/178fa4b8b8dc06fcc12570fb002ca2a2/\\$FILE/Druckfassung%20BriefingPaper%204.2006.pdf](http://www.die-gdi.de/die_homepage.nsf/6f3fa777ba64bd9ec12569cb00547f1b/178fa4b8b8dc06fcc12570fb002ca2a2/$FILE/Druckfassung%20BriefingPaper%204.2006.pdf)

**2.3.1** Holding the “five principles”<sup>20</sup> in foreign policy of Chinese government, China-Africa relations have continuities with the constant principles (Policies may adjust with the changing situation). Like any regional or national policy-making procedure, China’s African policies were firstly based on principles and general strategies made by central government on macroscopical level, then delivered into different microcosmic policies, such as diplomacy, trade and debt reduction, technical assistance and cooperation in science and technology, etc.

It should be pointed out that, regarding China’s African policy, different government actors bring different interests and leverage points to the debate on it, as well as varying capacities to see those interests served within China and with regard to Africa. Thus contradictions and competitors among different sectors struggling for their interests in Africa emerge.

Take companies’ behavior as examples. Although companies like China National Petroleum Corporation (CNPC) in African market are stated-owned, that does not mean they have the similar aims or interests to national ones. The main purpose of businesses of any Chinese enterprise in Africa is to make profits, which sometime beyond moral or strategic disciplines, this contradictory reality could be described as a “long term and for the overall relationship” facing a “maximizing short-term economic gains” situation.<sup>21</sup>

Chinese government realizes the negative outcomes such as neglecting environmental protection from some business behaviors in Africa. Since Chinese economy is a market-oriented one, there are few possibilities to force concrete measures on selfish business. While thanks to China’s unitary political system and the authority of the central government, China now make more measures and policies to eliminate and prevent those challenges and bad influences. Prime Minister Wen Jiabao, demanded Chinese enterprises have “long-term perspective” and should abide by the international rules, during his meeting with representatives of Chinese enterprises in South Africa.<sup>22</sup>

**2.3.2** With the multiple actors involved in the framework, EU has created a multi-level system of decision-making to make the EU more qualified. Regarding its African policies, they are mixture of interests in Member States with their own departments, EU commission, EU Council, EU parliament, etc. However, sometimes, the overlapping functions and agreements with Africa or individual African countries cluttering the landscape and challenging institutions of the EU with limited means.

Also, owing to the complicated process and multiple voices, the EU as a whole has a long way to go to achieve the African target set by the former. For instance, in the aid area to Africa, some countries, especially from the Northern Europe, already exceeded it, but many of states in the South, lagging well behind. It remains a hard task to the EU’s African policies. African Policies stand a good example for unsuccessful experiences of the EU’s “Common Foreign Policy”. It was very difficult for the EU to adjust its behavior and make a unified response. The “flag planting” and competition among members is “still very popular”.<sup>23</sup> The issue of Zimbabwe has been the main stumbling block which already derailed hopes of holding a second EU-Africa summit over the past seven years. Probably could yet derail the

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<sup>20</sup> The five principles are: Mutual noninterference in internal affairs, Mutual respect for territorial integrity and sovereignty, Mutual nonaggression, Equality and Mutual benefit, Peaceful coexistence.

<sup>21</sup> Li Anshan, *China and Africa: Policies and Challenges*, China Security Vol.3 No.3. Summer 2007.

<sup>22</sup> Wen Jiabao hoped Chinese enterprise could broaden their perspectives.in Chinese <http://news.qianlong.com/28874/2006/06/23/2502@3258810.htm>

<sup>23</sup> Verena Fritz, Germany’s G8 and EU Presidencies: a view from London, *Africa Agenda for 2007*, German Development Institute. P141.

planned December meeting in Lisbon.<sup>24</sup> British Prime Minister Gordon Brown said he would not attend the summit if President Mugabe was there.

**2.3.3** Regrading the external actors in both sides' policy-making, as one of the permanent representative of Security Council in United Nations (UN), China is more willing to take the responsibilities within the framework of U.N. China considers the necessities of gradual reform in current international system, the way China preserving the international system (including African issues), could be reflected in its policy practice that the insistence of national sovereignty and the authority of the UN.

For instance, China's contributions of soldiers and polices to UN peacekeeping operations in Africa have increased ten-fold since 2001. China has provided over 1,800 troops, military observers and civilian police to current UN-led peacekeeping operations until May 2007. Three-fourths of current Chinese peacekeeping forces are supporting UN missions in Africa (primarily Liberia, Sudan and the Democratic Republic of the Congo).<sup>25</sup>

**2.3.4** The EU's African policies have more interferential external factors. Four EU members are the members of the G8 and 19 members in the "developed club" OECD.<sup>26</sup> Germany, France and UK are crucial elements both in G8 and in the EU. Interests and concerns of the EU and the G8 are by no means identical, but there are several fields where you can find the interactional policies and there are sharing-responsibilities between G8 and the EU. Looking at agendas of G8 and the EU, African issue ranks similar status. The G8 has backed its partnership with Africa by providing multilateral debt relief and additional official resources, as demonstrated at the 1999 Cologne Summit and at the 2005 Gleneagles Summit, and at the Heiligendamm Summit as well,<sup>27</sup> which were also the very important periods in the EU-Africa relations. In Gleneagles summit, G8 announced that aid would increase by around US\$50 billion a year by 2010, half of which is to go to Africa. While a large part of this due to the EU shared commitment to reach a collective average of 0.56 per cent of GNI in aid by 2010. Some of the EU's actions, such as EU force to support the UN Mission during the election period in the DR Congo, EU-Africa Infrastructure Trust Fund, were counted in the contributions from G8 members in G8's African report.<sup>28</sup>

Minister of the Federal Ministry for Economic Cooperation and Development (BMZ), Ms Heidmarie Wieczorek-Zeul, expressed that the cooperation with Africa was the emphasis of Germany for taking over the presidencies of the European Union and the G8 this year, in her welcome remarks of the web page in BMZ.<sup>29</sup> Series of events and achievements mentioned upwards proved that not a flowry statements.

Same instance with the EU's relation to Organisation for Economic Cooperation and Development(OECD). OECD like a forum or estimator to the economic and development policies of the EU. Discussion and monitoring at a multiple level in support of Africa's development for the EU and its members within OECD, could be seen as a content of existent international system. For that reason, the EU and OECD members keep criticizing non-OECD

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<sup>24</sup> African leaders resent European efforts to exclude Zimbabwean President Mugabe, while several key EU members including UK and Netherlands still regard him as persona non grata for his authorization and repressive domestic policies.

<sup>25</sup> Chinese contribution to the various U.N. peacekeeping missions, <http://www.un.org/Depts/dpko/contributors/2007/may071.pdf>.

<sup>26</sup> OECD website, [http://www.oecd.org/countrieslist/0,3351,en\\_33873108\\_33844430\\_1\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/countrieslist/0,3351,en_33873108_33844430_1_1_1_1_1,00.html)

<sup>27</sup> G8 information centre, <http://www.g8.utoronto.ca/>

<sup>28</sup> G8 Africa Personal Representatives' Joint Progress Report on the G8-Africa Partnership, [http://www.g-8.de/Content/EN/Artikel/\\_\\_\\_g8-summit/anlagen/g8-africa-personal-report-long.property=publicationFile.pdf](http://www.g-8.de/Content/EN/Artikel/___g8-summit/anlagen/g8-africa-personal-report-long.property=publicationFile.pdf)

<sup>29</sup> [http://www.bmz.de/en/EU\\_G8/Grusswort/index.html](http://www.bmz.de/en/EU_G8/Grusswort/index.html)

donor China, its growth in Africa will threaten established patterns dominated by those “olds” of influence towards Africa.

## **2.4 China’s “New Security Concept” Differs from the EU’s Peace and Security Policy in Africa**

**2.4.1** China: New Security Concept in Africa: Adhering to basic principles while Changing policies with the situation.

Both China and the EU are important UN peacekeeping contributors in Africa’s peace and security. So far, China successively participated in 16 of the United Nations peace-keeping operations, altogether dispatches more than 7000 keep-peace personnel, which is the second biggest contributor of UN peacekeeping personnel. There are 1294 Chinese personnel in Africa until now.<sup>30</sup>

Some new changes in Africa itself, like African Union demonstrates a realization by African countries, that conflict in one area of Africa can affect neighboring countries, some collective responsibility is required for a strong and stable Africa.<sup>31</sup> China now was considered has some “rethinking of the non-interference principle” to face such changes, and China indeed adjusted some policies, such as enlarged participation dynamics in African peace-keeping activities within UN. However, what China had changed were “Policies Change, not principles”,<sup>32</sup> China’s respect for African countries’ sovereignty, territorial integrity and national dignity has won the trust and good will of African countries.<sup>33</sup> For over half a century, China’s policies toward Africa have been unfailingly based on these principles. Although China has taken part in the peacekeeping mission of UN, China had expressed the three preconditions of its participation: To get the agreement from the host country, to keep neutral, using force under self-defense.<sup>34</sup> Whilst China opposes any intervention to internal affairs under the pretext of Human Rights. The Five Principles are re-echoed implicitly throughout China’s Current stated Africa policy, released in January 2006.<sup>35</sup>

How to explain China’s changing security policies in Africa? I would argue that, Africa is seen as integral to Beijing’s strategic ambition to advance a “new security concept”<sup>36</sup> that reflects Chinese reaction to the varying international security system. China and Africa enhanced exchanges and consultation, thus raising the awareness of collective of security in the international community, promoting the new security concept featuring “mutual trust, mutual benefit, equality and cooperation”. Under the instruction of this new concept, China is expected to devote more resources to UN-led peacekeeping operations, thereby playing a greater role in the resolution of international conflicts and disputes in Africa.

**2.4.2** EU: Addressing the whole cycle of peace and security in Africa.

Peace and security architecture ranks highly on the agenda of the EU’s African policy. The successful operation is considered as successful political power for the EU. The first EU’s

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<sup>30</sup> <http://www.chinanews.com.cn/gn/news/2007/11-05/1068029.shtml>

<sup>31</sup> AU’s principle of “conditional intervention in member states’ internal affairs”, see

<sup>32</sup> Li Anshan, China and Africa: Policy and Challenges, China Security, Vol. 3 No.3 Summer 2007, pp.69-93

<sup>33</sup> Remarks by the former president of Republic of Zambia, Kenneth Kaunda, in Chinese  
[http://news.xinhuanet.com/world/2006-11/03/content\\_5285315.htm](http://news.xinhuanet.com/world/2006-11/03/content_5285315.htm)

<sup>34</sup> Qian Wenrong, There principles for Chinese peacekeeping mission, in Chinese [http://www.chinadaily.com.cn/hqzg/2007-07/30/content\\_5445939.htm](http://www.chinadaily.com.cn/hqzg/2007-07/30/content_5445939.htm)

<sup>35</sup> China’s African Policy Beijing: Ministry of Foreign Affairs, 2006. People’s Daily Online,  
[http://english.peopledaily.com.cn/200601/12/eng20060112\\_234894.html](http://english.peopledaily.com.cn/200601/12/eng20060112_234894.html)

<sup>36</sup> “New Security Concept” was firstly proposed on the ARF ( ASEAN Regional Forum) by China, developed and formed in foreign practice, turned into one of the core contents of Chinese Foreign Strategy.

out-of-area operation took place in the African continent in 2003, the operation Artemis in support of the UN mission in the Democratic Republic of Congo, which is therefore of particular importance for the EU's Common Foreign and Security Policy (CFSP).

Unlike other international fora or other donors' supporting efforts to prevent and resolve conflicts in Africa, the EU declared it addressing the whole cycle of conflict and peace, from prevention to peacekeeping and to post conflict relief, rehabilitation and development in Africa.<sup>37</sup> Here some figures, the EU has allocated €350 million (US\$452 million) to the African Peace Facility available for the prevention, management and resolution of conflicts, in line with a new EU concept for strengthening African capabilities in these areas. Whilst it has given some €240 million (US\$310 million) in support of the AU Mission in Sudan, and allocated some €2.7 billion (US\$3.5 billion) between 2008 and 2013 to support good governance globally. Finally, €5.6 billion (US\$7.2 billion) has been allocated in 2008-13 to support the proposed EU-Africa Partnership on Infrastructure.<sup>38</sup>

It should point out that, North Atlantic Treaty Organization (NATO) has similarly begun in some respects, competed with the EU to include Africa as a region in its activities. It is currently taking the form, the support for the AU mission in Darfur is an example.

With respective features in the involvement of peace and security in Africa, it may be foreseen, China and the EU will unceasingly enlarge the participation dynamics in African peace-keeping activities, will also contribute more for African regional peace and stability.

### **3. Enhancing China-EU Relations through Cooperation in Africa: Possibilities and Feasibilities**

It is undeniable that Africa became the very important "third party" for China-EU relations. Both sides combined more political and economic interests with Africa. However, the current situation is rather a competition than an coexistence, say nothing of a cooperation. Until now, topics related with Africa issue between China and the EU were mostly criticisms or superficial political statements with each other. Ambassador Guan Chengyuan, pointed out that the crux of the matter is how to deal with this encounter. If it is dealt with improper, it could become a new friction between China and Europe. If it is dealt with well, then it could become a bright new point of strategic cooperation.<sup>39</sup>

Relying on the points in this article, Africa turns into a "touchstone" in China-EU relations, which has both positive and negative impacts. China and the EU should realize, win-win situation could be reached no other than cooperation.

#### **3.1 Possibilities: Supplementary with Each Advantages and Disadvantages**

Base on the characteristic analysis, the respective superiorities or the challenges for China and the EU are made out.

**3.1.1** China now encounter many challenges as a rapid incomer in Africa, such as criticism by a Zambian presidential candidate during the 2006 elections that China engages in unfair mince labor practices,<sup>40</sup> the behavior of its self-interest companies. In 2006 South Africa trade

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<sup>37</sup> <http://europafrika.files.wordpress.com/2007/01/peace.pdf>

<sup>38</sup> Javier Solana, Challenges For EU-China Cooperation In Africa, *China Daily* 2007, [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressdata/EN/articles/92678.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressdata/EN/articles/92678.pdf)

<sup>39</sup> Ambassador (the People's Republic of China to the EU) Guan Chengyuan's remarks in seminar for China, the EU and Africa, June 28, 2007 [http://news.xinhuanet.com/world/2007-07/02/content\\_6315930.htm](http://news.xinhuanet.com/world/2007-07/02/content_6315930.htm)

<sup>40</sup> Liu, Melinda, "Pragmatism or Principle?" *Newsweek International Edition*, Nov.10,2006, <http://www.newsweek.com/id/44482>

union throw strong opposition to the flooding of south African markets by Chinese textiles.<sup>41</sup> And China has been increasingly criticized by environmental networks, human rights advocacy groups, they begun to push intensive pressure on China. The Darfur issue shows that in today's global trend China is in a misunderstood and difficulty over how to tackle crises like that in Darfur. China's growing power conflicting with western world including the EU's interests, thus China has to face challenges of how to safeguard or stabilize its interests at the global level.

Another point challenging China's African policy is that the lack of demotic communication for both sides. Main cooperation focused on Chinese and African elites. That is obviously not good for long-term relations between China and Africa.

Problems of the EU's African policies probably include: The first thing is that divergent interests and positions among EU members. This is the most serious obstacle for the EU. Zimbabwe was just one of the cases and this kind of divergences will accompany EU-Africa relations in long run. Another challenge is the overload and the overlap agreements with African countries and regional organizations made by different sectors of the EU and of different members, which will cluttering the EU's African Strategy. Roles in kinds of international fora (G8, OECD) also challenged institutions for disordered means. The last very important point is that there still some superiority complex exists in the EU when dealing with African issue. To make Africa "a real equal partnership" sometimes can hardly reach.

**3.1.2** Despite challenges which China and the EU have in Africa, fortunately, we could see that not only China-Africa relations but also EU-Africa relations are improving with respective superiorities and own experiences in Africa. This could be regarded as a sharing-experience and a supplementary basis for China and the EU's working together in Africa.

For China, it keeps the "stable and flexible" doctrine in Africa. and realizes the changes with the situation and consequently is exploring and adjusting policies to Africa's new situations. Nowadays China's role in Africa also embodies the fact that its experience and lessons of development in the past years are valuable to Africa.<sup>42</sup> China does not want to export its "model" to Africa, but African countries indeed can learn some lessons (including from China's failures) in economic development since Africa now in the same development stage which China had experienced. The Chinese talk of a new type of strategic partnership with Africa suggests that China do not want to make the same mistakes of the old imperialists.

The EU, as it was mentioned before, has sought a close interaction with African regional organizations. EU-AU cooperation entered into mature stage. The dialogue between the two Unions represents the most appropriate format to conduct the EU-Africa relations. Besides, it brings concrete cooperation from organic level. Such as the two Commissions interact at several levels, the European Parliament and the Pan-African Parliament, now are working closely on the report of the Joint Strategy in the run-up to the EU-Africa Summit in Lisbon.<sup>43</sup>

Under the support of economic strength, the EU has plenteous financial and human resources to help Africa, and it would be of greater benefit for Africa. The EU is already the world's

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<sup>41</sup> "Never too late to scramble", *The Economist*, Oct.26,2006,  
<http://www.uofaweb.ualberta.ca/chinainstitute/nav03.cfm?nav03=52043&nav02=43782&nav01=43092>

<sup>42</sup> Pail Wolfowitz (President of the World Bank), "China has valuable lessons for sub-Saharan Africa", *Financial Times*, 30 Oct.2006

<sup>43</sup> Commission/Council Secretariat Joint Paper: *Beyond Lisbon, Making the EU-Africa Strategic Partnership Work* □  
[http://eur-lex.europa.eu/LexUriServ/site/en/com/2007/com2007\\_0357en01\\_02.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/com/2007/com2007_0357en01_02.pdf)

largest donor in Africa and is the continent's most important economic and trade partner<sup>44</sup> The EU's considerate strategy and "people-centered" concept was welcomed by African countries.

If dealt with well, the individual links with Africa could strengthen EU-Africa relations as a whole, since their historical, cultural, and linguistic relationship is deeply rooted. And, from positive view, the EU was influenced by the other international fora could be seen a conciliationism for the EU with its western allies.

### **3.2 Feasibilities: Concrete Ways and Methods of Cooperation**

**3.2.1** Asked about the prospects for China and the EU to cooperate on Africa, EU High Representative for the Common Foreign and Security Policy, Mr. Solana, said both the EU and China have contributed "considerably" to the progress achieved on African issues. And the "global challenges" China and the EU confronted "obviously require even closer cooperation and coordination with China in the future".<sup>45</sup>

China and the EU noticed the importance of this cooperation and stepped into some fields as attempts, notably on Sudan and the Democratic Republic of Congo. African issue was one of the main topics in the last China-EU summit in Finland<sup>46</sup> and in the upcoming summit in Beijing in November 2007.<sup>47</sup> Besides, dialogues and seminars, such as the meeting for China, the EU and Africa in the EU's headquarters were frequently held in order to find ways.<sup>48</sup>

However, true is that those efforts still in a very superficial level and lots of suspicious between each other, the slower pace and tough diplomatic work of consensus building proved frustrations. The situation now is, both sides aware of the great potential of the cooperation within Africa, but due to lack of understanding-policies to the other side, and clear concepts of specific contribution for both, "Cooperation in Africa" is rather a slogan than practices.

**3.2.2** Given the arguments in this paper, what direction should China-EU cooperation take regarding Africa? How to get the points for China-EU's cooperation in Africa?

Fristly, a comprehensive strategy based on mutual-trust. China and the EU should have a urgent awareness that a malignant competition and criticism in Africa will sacrifice costly for both. There is a need for a strategy to pursue fruitful cooperation. And this strategic approach can only build on the reality that each one believe in the other. It is not a ideal measure but a realism for seeking common interests.

For China and the EU, such strategy to African relations demands a greater openness to deal with affairs through multilateral channels. For instance, the United Nations is a "platform acceptable to both sides",<sup>49</sup> UN agencies could thus serves as an effective catalyst to achieve a new quality of cooperation for China and the EU. Once incremental success has been

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<sup>44</sup> Since 2001, more than €850 million of the EU Commission funds have been used to help ACP regions in Africa to boost trade and integrate into the world economy. European Commission, external cooperation program [http://ec.europa.eu/europeaid/where/acp/overview/index\\_en.htm](http://ec.europa.eu/europeaid/where/acp/overview/index_en.htm)

<sup>45</sup> *Xinhua News* 2007, [http://news.xinhuanet.com/english/2007-11/24/content\\_7136795.htm](http://news.xinhuanet.com/english/2007-11/24/content_7136795.htm)

<sup>46</sup> EU-China Summit in Finland in September 2006 to establish a regular senior official-level dialogue on Africa. *China, EU issue joint statement* <http://english.mofcom.gov.cn/article/counselorsreport/americaandocanreport/200609/20060903112268.html>

<sup>47</sup> In Chinese, [http://www.singtaonet.com/china/200711/t20071127\\_679573.html](http://www.singtaonet.com/china/200711/t20071127_679573.html)

<sup>48</sup> Ministry of Foreign Affairs of P.R.C. <http://www1.fmprc.gov.cn/chn/wjb/zwjg/zwbd/t335115.htm>

<sup>49</sup> Thomas Fues, Sven Grimm, Denise Laufer, *China's Africa Policy: Opportunity and Challenge for European Development Cooperation* [http://www.die-gdi.de/die\\_homepage.nsf/6f3fa777ba64bd9ec12569cb00547f1b/178fa4b8b8dc06fcc12570fb002ca2a2/\\$FILE/Druckfassung%20BriefingPaper%204.2006.pdf](http://www.die-gdi.de/die_homepage.nsf/6f3fa777ba64bd9ec12569cb00547f1b/178fa4b8b8dc06fcc12570fb002ca2a2/$FILE/Druckfassung%20BriefingPaper%204.2006.pdf).

accomplished like in the UN-led peacekeeping mission, the momentum could be carried forward to other fields.

One thing need to strength that the selcting multilateral approaches, but in a bilateral way. China and the EU should make use of the unique roles they can play. For instance, in the framework in UN, the EU is softer compare to hegemony while China's voices speak for developing coutries, thus link gives opportunity for China and the EU to work together on Africa as a "go-between". This kind of cooperation could be a test for the resolve of China-EU strategy owing to the weak institution and fragility in Africa.

Secondly, more specifically, the different characters of African policy proved the working points for China and the EU. Same or similar goals in Africa make China-EU dialogue possible, but it was respect characteristics make the cooperation feasible. In a Chinese saying, "enhance strong points and avoid weaknesses".As mentioned before, China and the EU can supplement each other's function in Africa. For instance, the "four points"<sup>50</sup> on Darfur issue from President Hu Jintao was welcomed by the EU and make a basis for China-EU cooperation in Sudan. This case succeeded not only because of China-Sudan bilateral level, but also of the EU's active initiatives supporting the AU in Sudan.

Thirdly, to be more effective, China and the EU need better understanding of what each are doing, of the emphasis and programs of each are pursuing, thus demanding transparent information. For instance, in order to helping Africa to achieve the Millennium Development Goals (MDGs), the EU and China have similar aims to improve their policies in addressing the weakness of infrastructual capacities and health workforce shortages. China's project on planting southernwood (the core ingredient of anti-malaria) made great contribution on fighting malaria in Africa. The EU also deepened its investments in the sphere of public health and infectious diseases such as HIV/AIDS in Africa. It makes efforts on pharmaceutical industry facilitate access to affordable medicines and cooperate in securing distribution channels for drugs against HIV/AIDS. Despite the positive achievements, there must be some duplications or overlapping job for both sides owing to opaque information-exchange.

Another example is pertaining to non-traditional threat to Africa, there are no significant divergences of opinion for both. But China's new security concept works well and it should be introduced to the EU partners in Africa. Same situation exists with respect to ensuring good governance, regional integration, and poverty reduction in Africa ,etc. Due to this cause, the measure of success in the coming years will be whether China and the EU build a record of transparent collaboations in Africa .

Frequent dialogues and summits between China and the EU could realize this exchange. With the information and proposals, both sides can deliver on their promises: to do more for Africa, and to do it better and faster.

Fourthly, on matters of external actors, there should be a substantial convergence of perspective that do not want to substitue the other side in Africa. China is willing to take more international responsibilities, but that does not mean China will totally accept "external rules". The EU, as a industrialed unity, benefits more from international norms. That is the reason why its African policies is deeply influenced internationally. In late 2006, the European Investment Bank and the International Monetary Fund(IMF) warned that China's emergence as a major creditor is creating a wave of new debt for African

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<sup>50</sup> The four points are: Respect Sudan's sovereignty and territorial integrity, persevere in dialogue and consultation on an equal basis and to solve the issue peacefully, create a constructive peacekeeping role for the African Union and the United Nations, and promote the stability of the situation regionally and improve people's living conditions locally.  
*Hu puts forward principle on Darfur* [http://news.xinhuanet.com/misc/2007-02/03/content\\_5688991.htm](http://news.xinhuanet.com/misc/2007-02/03/content_5688991.htm)

countries.<sup>51</sup> Chinese government and Chinese scholars had replied back that is in large part the West's anxiety over China's rising presence and influence in Africa rather than just a humanitarian concern.

In order to avoid any interference from outside (not the Africa itself) and meaningless scold, both sides need new-thinkings. It will a blind lane for the EU, unwilling or unable to give China's presence in Africa the priority, time and policy-making. The opportunities and interests present themselves now as a chance for both sides, assessing Africa more accurately, and work to shape outcomes in Africa that are beneficial to Africans, as well as China-EU relations.

Finally, a benign competition is helpful for potential cooperation in reverse. With more international partners' engaging in, African countries and organizations have a much greater choice for development, thus will also brings more competitions in Africa. China and the EU, as the two important stake-holders in the world, have already and will keep in competition in Africa, in all aspects.

Importantly, malign competition or political attack sometimes release wrong signals to African partners and destroy images as well. Decision-makers of both sides would have the intelligence to make it "cooperation's competition".<sup>52</sup>

### **3.3 Conclusion**

The three relations, China-EU, China-Africa and EU-Africa relations are distinct and entering a new stage in their positive development, which provides a firm foundation for the process of cooperation on trilateral level – China, Europe and Africa. As concrete manifestations of practical measures proceeds, both China and the EU will find right positions in Africa. Indeed, there can be no doubt that supplementary function is the key for the success of the future China-EU partnership in Africa, as it is of the future prosperity for the whole of Africa. The win-win situation is realizable.

It also underlined the need to exploit more details (for both achievements and mistakes) between the promotion of China-EU's cooperation in Africa, which to ensure consistency between dialogues or strategies and meet the ultimate objectives for the two sides.

However, the results matching expectations in China-EU relations and actual needs in Africa, in spite of the many efforts and investments, is still in the process. Above all, China and the EU need closer to their African partner, to be better able not only to listen and understand, but also to engage in dialogue and communicate to Africa. By doing that, in the foreseeable future, China-EU relations will absolutely benefit from their new level of cooperation in Africa.

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<sup>51</sup> Phillips, Michael, "G-7 to Warn China over Costly Loans to Poor Countries", *Wall Street Journal*, Sept.15, 2006, <http://online.wsj.com/article/SB115826807563263495.html>

<sup>52</sup> Remarks by Ambassador Guan Chengyuan in seminar for China, the EU and Africa, June 28, 2007 [http://zz04w1.chinaw3.com/download/political/Ambassador\\_Guan\\_Speech.doc](http://zz04w1.chinaw3.com/download/political/Ambassador_Guan_Speech.doc)