

A woman with short dark hair, wearing a white shirt and a dark blazer, stands prominently in the center. Behind her is a large, dense crowd of people of various ages and ethnicities, many wearing head coverings. The background behind the crowd shows a bookshelf filled with books and a tufted leather chair. The entire scene is set against a dark green, textured background that resembles a map of Africa.

TOOLKIT FOR CIVIL SOCIETY ADVOCACY

IN THE
**PAN-AFRICAN
PARLIAMENT**

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FOR
**CIVIL SOCIETY
ADVOCACY**
IN THE
**PAN-AFRICAN
PARLIAMENT**

Toolkit for Civil Society Advocacy in the Pan-African Parliament

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The Centre for Human Rights, Faculty of Law, University of Pretoria, is an internationally recognised university-based institution combining academic excellence and effective activism to advance human rights, particularly in Africa. It aims to contribute to advancing human rights, through education, research and advocacy.

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INTRODUCTION

Since its launch in 2004, the Pan-African Parliament (PAP) has become an important part of the African Union (AU) institutional landscape, aimed at strengthening African governance. The Members of PAP (MPAPs) are all Members of Parliament (MPs) in Africa's national Parliaments. The PAP works to promote popular participation and representation in the continent's decision-making.

People's participation is at the core of AU activities. The Preamble of the AU Constitutive Act enshrines the principle that civil society organisations (CSOs) and the people of Africa should be engaged in the AU's activities. One of the objectives of the AU under article 3(g) of the Constitutive Act is to promote popular participation.

To fully accomplish its mission, the PAP should work in tandem with and be supported by African civil society. Individuals and CSOs — whether community groups, non-governmental organizations (NGOs), labour unions or professional associations — should be empowered and activated to bring their unique expertise to the PAP's sessions. Armed with such people-centred perspectives, acutely conscious of the problems from the grassroots, and drawing from the insights derived from national constituencies, the PAP would be able to better achieve good governance, accountability and transparency in the AU. Civil society involvement will ensure that the PAP's agenda and activities are driven by the unfiltered lived experiences of all important stakeholders, including disadvantaged communities.

Despite its potentially crucial role in PAP's activities, civil society still knows very little about this institution. For most CSOs, the PAP, and the AU in general, are largely invisible, and too distant to access or influence with their advocacy. This Toolkit aims to change that.

The Toolkit comprises three sections:

- 1 The first part gives an introduction to the institutional framework of PAP. It aims to familiarise civil society with the basics of the PAP.
- 2 The second part identifies potential areas for civil society engagement with the PAP.
- 3 The third part lists crucial contacts and resources vital for successful engagement with the PAP.

TOOLKIT FOR CIVIL SOCIETY ADVOCACY IN THE PAN-AFRICAN PARLIAMENT



PART 1

THE PAN-AFRICAN PARLIAMENT

ITS MANDATE AND ITS ORGANS

WHAT IS THE PAP?

The PAP is one of the organs of the AU, set out in the Constitutive Act of the African Union (AU Constitutive Act). As a continental parliamentary forum, representing the people of Africa, PAP is tasked to facilitate full participation in the development and economic integration of the continent.¹ The PAP forms part of a broader vision to institutionalise pan-Africanism in an integrated AU that promotes the principles of human rights and democracy in Africa.²

The PAP puts into action a vision to provide a pan-continental platform for Africa's lawmakers to be more involved in decision-making on the continent. It consists of MPs from AU member states that have ratified the 2001 Protocol to the Treaty establishing the African Economic Community relating to the Pan-African Parliament (PAP Protocol). All 55 AU member states are members of the PAP, except for Eritrea. The state parties are Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, the Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of Congo, Djibouti, Egypt, Equatorial Guinea, Eswatini, Ethiopia, Gabon, the Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauretania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sahrawi Arab Democratic Republic, Sao Tomé e Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Tanzania, Togo, Tunisia, Uganda, Zambia and Zimbabwe.

1 Article 2(2), PAP Protocol; Art 17 AU Constitutive Act; see also art 4 of the African Charter on Democracy, Elections and Governance, putting forward participation through universal suffrage as an inalienable right for Africans.

2 Article 3(2), PAP Protocol.

Under Article 3 of the PAP Protocol – the instrument which sets out the PAP’s functions – the PAP is tasked to

- facilitate the effective implementation of the policies and objectives of the AU;
- promote the principles of human rights and democracy in Africa;
- encourage good governance, transparency and accountability in member states;
- familiarise the peoples of Africa with the objectives and policies aimed at integrating the African continent within the framework of the establishment of the AU; and
- promote peace, security and stability.



**FIVE MPs SERVE IN THE PAP • TWO MPs MUST BE MEMBERS OF OPPOSITION PARTIES
AT LEAST ONE MP MUST BE A WOMAN**

WHO ARE MEMBERS OF THE PAP?

MPAPs are appointed by national parliaments.³ Article 4 of the PAP Protocol requires national parliaments or other deliberative bodies to elect five MPs to serve in the PAP.⁴ To ensure diverse representation across the political spectrum, two of the five MPs must be members of opposition parties.⁵ Once appointed, MPAPs serve for a term of five years in office, running concurrently with their term in the national parliament or other deliberative organs.⁶ At least one MPAP among the five must be a woman.⁷ Even though MPAPs are appointed by a national institution, they vote in their individual capacity, free from any interference, ‘instructions or orders from any authority.’⁸

3 This position differs from that in other regions, such as as Europe, where regional MPs (members of the European Parliament) are elected through universal adult suffrage.

4 Rule 7(1), PAP Rules of Procedure.

5 Article 4(3), PAP Protocol.

6 Article 5(3), PAP Protocol.

7 Article 4(2), PAP Protocol.

8 Rule 7(3), PAP Protocol.

WHAT ARE THE PAP'S MANDATE AND POWERS?

Law-making?

At present, the PAP has no 'law-making powers'. However, its ultimate aim is to evolve into an institution with a fully-fledged legislative mandate whose members run for office and are elected by universal adult suffrage.⁹ When this is achieved, the PAP will be transformed into the AU's most democratic organ, empowered with the legislative authority to enact Model Laws applicable to the entire continent.

To make this ambitious goal a reality, a simple majority of the AU's 55 member states (28 states) would have to ratify the Protocol to the Constitutive Act of the African Union relating to the Pan-African Parliament (Malabo PAP Protocol) and deposit their instruments of ratification with the AU. By 2020, only 12 states have deposited an instrument of ratification: Benin, Cameroon, Chad, Equatorial Guinea, Gambia, Ghana, Madagascar, Mali, the Sahrawi Arab Democratic Republic, Sierra Leone, Somalia and Togo. South Africa, where the PAP is seated, is conspicuously absent from this list.

Until 28 ratifications have been secured, the PAP will only ever exercise consultative and advisory functions.¹⁰ While its members are free to deliberate over any event on the continent, they can do no more than making non-binding resolutions and recommendations to table before the AU organs, Africa's regional economic communities (RECs) and individual AU member states.¹¹



⁹ Article 2(3), PAP Protocol.

¹⁰ Article 2(3)(i), PAP Protocol.

¹¹ Rule 5(d), PAP Rules of Procedure.

Advisory powers leading to recommendations

The PAP has advisory powers. This means that it has the authority to discuss, at its own initiative, and express opinion on any matters relating to the AU, AU organs, RECs or any member state. Many of the PAP's broad advisory powers have a direct impact on AU policy.¹² Exercising these powers, the PAP is free to make a non-binding recommendation on 'any matter' relevant to:

- respect for human rights,
- consolidation of democracy,
- the promotion of good governance in Africa, and
- the promotion of the rule of law.¹³

See for example, the PAP's Recommendations on Renewable Energy where the PAP recommend that states:

1. Mainstream renewable energy in short and long-term national developments plans and strategies;
2. Identify barriers to the participation of women and girls in designing, formulating, training and capacity development on [renewable energy].
3. Build gender sensitive policy frameworks that can deliver on the particular energy needs of women and girls.
4. Put in place policies that regulate the renewable energy industry and promote its further development, so that Africa is better positioned to transition to sustainable energy and meet the continent's growing energy needs;
5. Adopt renewable energy as a strategic choice and develop comprehensive programs for renewable energy industries and markets.
6. Encourage the Members of Parliament to urge their respective governments to commit a minimum of 1% of the national budget to the promotion of renewable energy.¹⁴

Budgetary oversight

The PAP is empowered to discuss its own budget and the budget of the AU at large. The PAP Protocol may table budgetary recommendations to the AU Assembly, the chief decision-making body of the AU.¹⁵ The PAP draws up its budget per the Financial Rules and Regulations of the AU.¹⁶

Even though the PAP is competent to discuss both the AU's and its own budget, it has no final say over how either budget will be structured. Its own budget is drafted and finally approved by the AU Assembly. In effect, the PAP's role in its own and the AU's budgetary processes is very limited, and can easily be overridden by the AU Assembly.

¹² Article 11, PAP Protocol.

¹³ Article 11, PAP Protocol.

¹⁴ Pan African Parliament Recommendation on mainstreaming sustainable energy access in Africa (2014).

¹⁵ Rule 82(a)-(b), PAP Rules of Procedure; Article 15, PAP Protocol.

¹⁶ Article 15(2), PAP Protocol.

Rules of Procedure

How long can an MPAP speak for during a debate? Can one MPAPs interrupt another with questions, or remove any MPAP for any impropriety? For the most part, these questions are left unanswered by the PAP Protocol. To address these kinds of issues, the Protocol empowers the Plenary to adopt Rules of Procedure.¹⁷ The Rules of Procedure is an internal document – adopted with a two-thirds majority in the Plenary – and is designed to organise and facilitate the smooth running of the PAP.

Unlike the PAP Protocol, which sets out a broad institutional framework, PAP's Rules of Procedure are more detailed and resolve most of the ambiguities in the founding instrument. The Rules address minor procedural issues such as the quorum in the Plenary,¹⁸ and institutional matters such as the composition of the Secretariat and the procedure for individual citizens to petition the PAP.¹⁹ The Rules govern the tenure of MPAPs, the immunities they enjoy, how the PAP's meetings are conducted, and how the PAP engages with the other organs of the AU.

Any dispute over the interpretation or application of the rules is addressed by the PAP's Permanent Committee on Rules, Privileges and Disciplines. This Permanent Committee also decides whether it is necessary to amend the Rules of Procedure, and table this amendment before the Plenary.²⁰



17 Article 12, PAP Protocol.

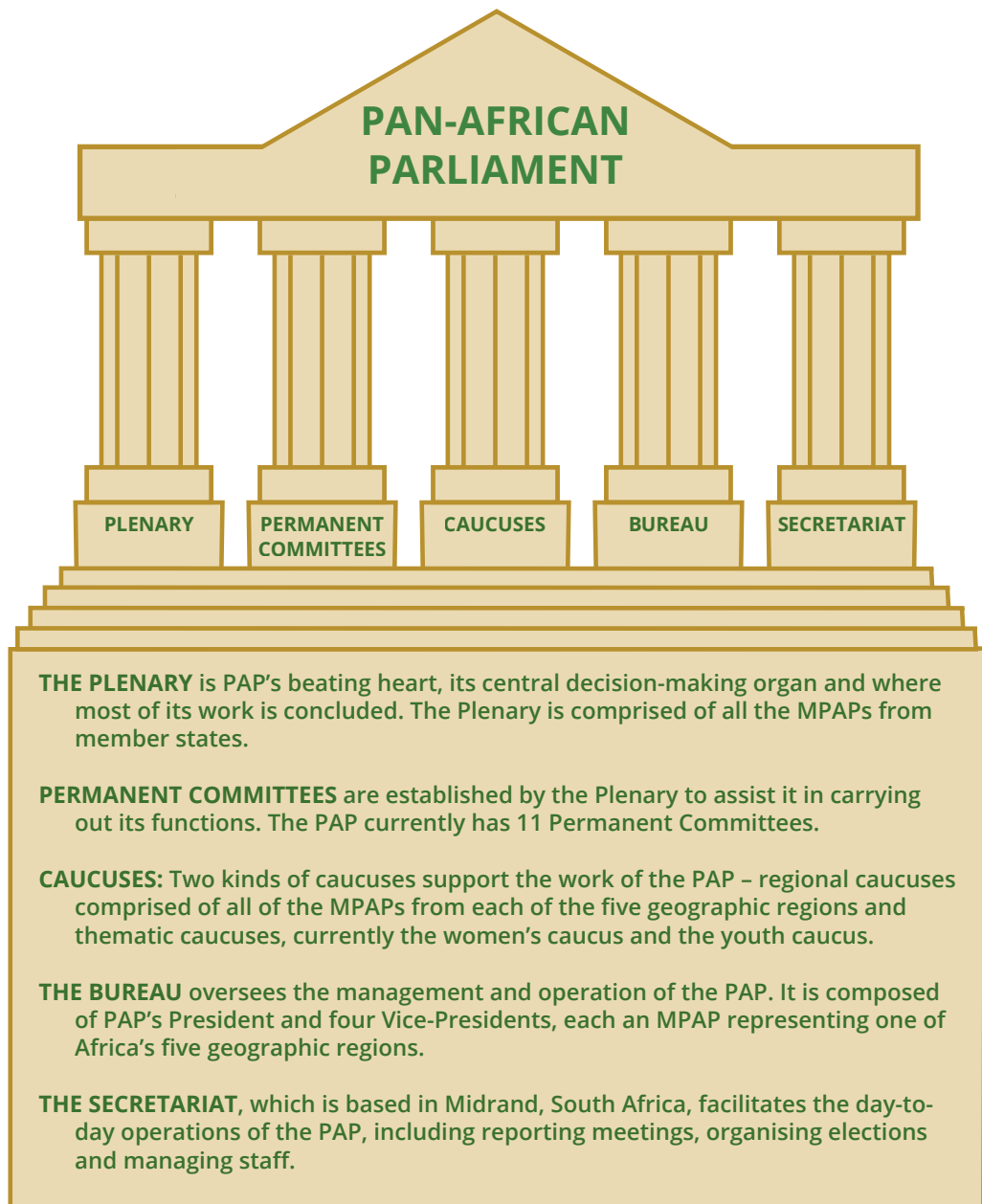
18 Rule 55, PAP Rules of Procedure.

19 Rule 72, PAP Rules of Procedure.

20 Rules 92 & 93, PAP Rules of Procedure.

WHICH ORGANS AND STRUCTURES MAKE UP THE PAP?

The PAP is made a range of organs and structures through which it conducts its day-to-day activities and plans its long-term objectives. These are the Plenary, the Permanent Committees, the Bureau, the Caucuses and the Secretariat.





Plenary

The Plenary is PAP's beating heart, its central decision-making organ and where most of its work is concluded.²¹ The Plenary is comprised of all the MPAPs from member states. Its members debate over the issues tabled before the PAP and pass resolutions and recommendations to express Africa's position on a particular matter. This includes adopting and approving the PAP's draft budget and making recommendations on the AU's budget. The Plenary is also responsible for drafting and adopting the PAP's Rules of Procedure.²²

The PAP holds four meetings a year. Two plenary sessions are held in May and October respectively to discuss activities from the various committees and other pertinent issues. In addition to that, the PAP hosts two committee meetings in March and August where members of the PAP deliberate on relevant matters affecting Africa. Typically, PAP's meetings occur at its seat in Midrand, South Africa but there is nothing preventing MPAP's from meeting in other parts of the continent. This happened in 2018, when the PAP met in Kigali, Rwanda's capital, for an Ordinary Session.

21 Article 11 PAP Protocol; Rule 4, PAP Rules of Procedure.

22 Article 12(1), PAP Protocol.

Permanent and other Committees

To assist the Plenary to carry out its functions, the PAP Protocol grants it the authority to establish Permanent Committees.²³ The Rules of Procedure are flexible, and allow the PAP to establish as many Permanent Committees as it needs. Each Permanent Committee is special, thematic working group of no more than 30 MPAPs. Each region (North Africa, East Africa, Central Africa, Southern Africa and Western Africa) must appoint at least three MPAPs to each Permanent Committee. While the Rules of Procedure encourage 'gender balance', they impose no formal quota.²⁴ Each Committee has a wide discretion to consider various issues falling under their respective mandate before submission to Plenary for final consideration.

The PAP currently has 11 Permanent Committees, which hold two sittings per year, in March and August. No matter can go for consideration in the Plenary unless it has been discussed and tabled through a Committee. Currently, the PAP's deliberations are funnelled through ten Permanent Committees and one ad-hoc Committee. These are:



The Committee on Rural Economy, Agriculture, Natural Resources and Environment This Committee is tasked to develop regional and continental responses to issues arising in the agricultural sector. Here, MPAPs work to oversee and promote the harmonisation of policies for rural and agricultural development together with the AU's policies on Africa's natural resources and environmental protection.



The Committee on Monetary and Financial Affairs This Committee is where most of PAP's budgetary oversight occurs. It examines the PAP's draft budget and makes recommendations on the overall budget of the AU. Where there are any problems involved in implementing the annual AU and PAP budget, it recommends to the Plenary the most effective course of action. Lastly, it makes recommendations to the Plenary on the economic, monetary and investment policies the PAP can recommend to the AU.



The Committee on Trade, Customs and Immigration Matters This Committee is mandated to address transnational trade (primarily external trade), customs and immigration. It assists MPAPs to oversee developments in the AU organs and institutions that focus on trade.



The Committee on Cooperation, International Relations and Conflict Resolutions MPAPs in this Committee consider policy issues on international cooperation and international relations for the Parliament and the AU. It also deals with conventions and protocols linking the Parliament to regional and international institutions.

²³ Article 13, PAP Protocol.

²⁴ Rule 22(5), PAP Rules of Procedure.



The Committee on Transport, Industry, Communications, Energy, Science and Technology This Committee assists the PAP to oversee the development of Africans transport and communication infrastructure. Its MPAPs support the plenary to devise and evaluate AU programmes for matters of industry, science, technology and energy.



The Committee on Health, Labour and Social Affairs The Committee works to support the implementation of social development, labour and health policies and programmes throughout the AU, including through regional and international cooperation with the UN's human rights architecture. It also monitors health security in Africa, engaging with the work of regional organs such as the Africa Centre for Disease Control.



The Committee on Education, Culture, Tourism and Human Resources This Committee is tasked to develop policy and programmes on issues of access to education, promotion of cultural tourism, and the development of Africa's human resources.



The Committee on Gender, Family, Youth and People with Disability In this Committee, MPAPs work to promote gender equality in Africa. Its members also assist the PAP to oversee the development of AU policies and activities relating to family, youth and people with disabilities.



The Committee on Justice and Human Rights This Committee is responsible for helping member states harmonise and coordinate their legal systems and to promote human rights on the continent.²⁵



The Committee on Rules, Privileges and Discipline This Committee is responsible for the amendment and interpretation of the Rules and assists the Bureau to decide on matters relating to privileges and discipline. It considers requests for 'waivers of immunity' submitted under the Rules and examines cases of indiscipline.



Committee on Audit and Public Accounts This is the PAP's newest Committee and considers internal and external audit reports on the PAP, and the Board of External Auditors' reports on the AU, and recommends measures for effective implementation of the recommendations.

25 Rule 26(9)(a) & (b); PAP Protocol.

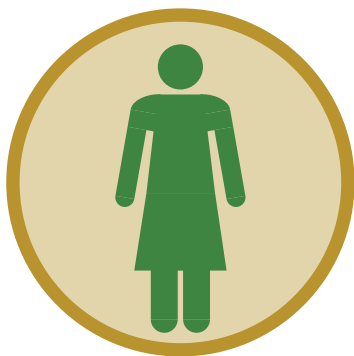
Caucuses

Two kinds of Caucuses support the work of the PAP. The first is regional and the second is thematic. Under the PAP's Rules of Procedure, each of the five geographic regions forms a Regional Caucus comprised of all of the MPAPs from that specific region.²⁶ These Regional Caucuses are managed by a President, Vice President and a rapporteur, elected from among their members. Each Regional Caucus determines which parliamentary bodies its MPAP's are assigned to, they also perform the select tasks assigned to them by the Bureau, the Plenary or the Permanent Committee on Rules, Privileges and Discipline.²⁷



FIVE REGIONAL CAUCUSES

Others Caucuses are designed to focus on a particular thematic area in the PAP's work. Under Rule 85 of the Rules of Procedure, '[m]embers may form caucuses around issues of common interest as and when they deem it necessary.' Currently, there are two thematic caucuses – the Women's Caucus and the Youth Caucus.



**THE WOMEN'S
CAUCUS**



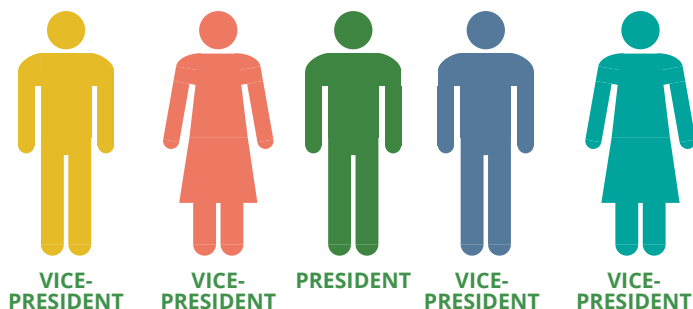
**THE YOUTH
CAUCUS**

²⁶ Rule 83(1), PAP Rules of Procedure.

²⁷ Rule 84, PAP Rules of Procedure.

The Bureau

The Bureau oversees the management and operation of the PAP. It is composed of PAP's President and four Vice-Presidents, each an MPAP representing one of Africa's five geographic regions. Under PAP's Rules of Procedure, the Bureau is responsible for the organisational and financial management of the PAP per the AU's financial rules.²⁸ With the support of the Secretariat, it prepares and submits the PAP's annual budget for adoption in Plenary, through the Permanent Committee on Monetary and Financial Affairs.



Secretariat

The Secretariat, which is based in Midrand, South Africa, facilitates the day-to-day operations of the PAP, including reporting meetings, organising elections and managing staff.²⁹ It is led by the Clerk, who oversees the duties of two Deputy Clerks and all the other staff and functionaries appointed by the PAP.³⁰ It is the entry point to the organs of the Pan-African Parliament, including the Bureau and Permanent Committees



28 Rule 3, PAP Rules of Procedure.

29 Rule 21, PAP Rules of Procedure.

30 Rule 20(2), PAP Rules of Procedure.



WHAT IS THE FUTURE FOR THE PAP?

With the Malabo Protocol's adoption in 2014, the AU took the first steps to transform PAP into an institution with veritable legislative authority. While the Protocol has not yet entered into force, it has the potential to greatly expand the PAP's powers. However, even in its new format, the Model Laws adopted by the PAP have to be approved by the AU Assembly.³¹

The new Protocol democratises the appointment procedures for MPAPs. Although MPAPs are still elected by the national Parliament, the Malabo Protocol does not require them to be MPs. In effect, anyone can run to become an MPAP, but only if they secure a majority of votes in the national Parliament to be appointed.³² After the PAP establishes a new elections code, national Parliaments' role in the appointment process will be replaced with universal adult suffrage, where every adult votes for their state's representatives in the PAP.³³ Until the Malabo PAP Protocol enters into force, it is likely that the PAP will remain largely invisible to the 1.2-billion Africans it was established to represent.

PART 2

POTENTIAL AREAS FOR CIVIL SOCIETY ENGAGEMENT WITH PAP

CSOs have been at the forefront in advocating for the rights of the African people especially the marginalised communities such as children, women and elderly people. Since PAP is such a people-centred AU organ, it is only natural that it works hand-in-hand with civil society, which has an authentic and well-developed understanding of local issues on the continent. This part sets out how CSOs can work with deepen their collaboration with PAP, and place their issues on the pan-African agenda.

CSOs are an important stakeholder in the workings of PAP. They provide the crucial partnership which establishes strategic corroborations to ensure that PAP performance its core mandate of representing the African people. Without the participation of the people, the mantra of inclusion in all aspects of PAP remains a lofty ideal. What makes CSOs unique is their diverse mandate which offers a rich contribution to the workings of PAP. Therefore, through the opportunities for engagement of CSOs PAP can be a truly representative organisation not only in composition but also in the issues that they are handling. This toolkit posits that the opportunities for CSOs engagements are a mutual benefit to CSOs and PAP. There are two opportunities for CSOs to engage with PAP:

- opportunities based on the PAP Protocol; and
- opportunities independent of the Protocol.

OPPORTUNITIES BASED ON THE PAP PROTOCOL

1. CSOs can attend PAP's proceedings, which are open to the public.
2. CSOs have the right to petition PAP.
3. CSOs can trigger motions.
4. CSOs can access PAP documents.

OPPORTUNITIES INDEPENDENT OF THE PROTOCOL

1. CSOs can lobby individual members of PAP to submit a motion.
2. CSOs can enter into corroboration and partnerships with PAP.
3. CSOs can mobilise expert support to PAP.
4. CSOs can participate in public hearings on important issues.
5. CSOs can support PAP advocacy activities.
6. CSOs can initiate and support the adoption of model laws.
7. CSOs can advance ratification of Malabo PAP Protocol.

These opportunities are not just available to CSOs – any African can take advantage of them. Used effectively, these avenues of cooperation are crucial in cementing the relationship between the PAP and the African people. They provide a chance for the aspirations, challenges, and interests of the African people to be embedded in the PAP architecture.

The purpose of the establishment of the PAP under Article 17(1) of the African Union is to ensure full participation of the African people. This participation is envisioned for the development and economic integration of Africa. The objective of the PAP as a platform for propelling the voice of the African people is underscored under Article 3 of the Protocol.

OPPORTUNITIES FOR CIVIC ENGAGEMENT BASED ON PAP PROTOCOL AND RULES OF PROCEDURE

1 CSOs can attend PAP's proceedings, which are open to the public.

According to Rule 35 of PAP Rules of Procedure, PAP proceedings should be open to the public unless the Bureau decides otherwise. This means that the general public and CSOs are free to attend both the Bureau and Plenary. This ensures that PAP is transparent and accessible to African people.

2 CSOs have the right to petition PAP.

Rule 72 provides that a citizen of a member state to the Protocol has a right to petition the PAP. The petitioner may address the PAP individually or in association with other persons. This petition must be within the four corners of the activities of the AU which affects the petitioner directly. The formal admissibility requirements for the petition is that it must indicate the name, nationality, address, and written in one of AU official language. The PAP's President will forward the petition to the committee for considerations. If the petition is admissible the committee will report to the PAP Plenary for adoption. The decision of the PAP must be communicated to the petitioner together with reasons.

3 CSOs can trigger motions.

CSOs can trigger motions under Rule 60. They can engage with MPAPs and sensitize them on specific issues and get them to put questions in this regards to the other AU organs.

4 CSOs can access PAP documents.

For the general public to participate in the activities of the PAP, the right to access information is crucial. Rule 87 of PAP Rules of Procedure provide that a person who is a citizen, resides or has a registered office in member states has a right to access PAP's documents. This right is important to enable the CSOs to engage with the PAP, with full knowledge of the dealings of the PAP.

OPPORTUNITIES FOR CIVIC ENGAGEMENT NOT BASED ON PROTOCOL AND RULES

CSOs and the general public have opportunities to engage with the PAP which are not explicitly provided by the PAP Protocol and Rules. These opportunities can be inferred from the workings of PAP and existing Rules.

1 CSOs can lobby individual members of PAP to submit a motion.

CSOs and the general public may approach MPAPS individually to submit a motion on a matter of interest to CSOs and the public. Members of PAP have a representative role to bring to the PAP matters that affect the African people. This provides an opportunity for partnership between CSOs and friendly members of PAP. CSOs should identify members with whom they can have a fruitful corroboration. This is easier than lobbying PAP as an institution due to the bureaucracy of the PAP. The accessibility of individual MPAPS in different countries ensures that the impact of the PAP is felt at the state level. This option is key for sensitive matters that the PAP as an institution might not be willing to undertake. For example, in advancing the rights of sexual minorities, it is easier for an individual member of parliament to move such a motion than the entire parliament.

2 CSOs can enter into corroboration and partnerships with PAP.

The PAP can enter into partnership arrangements with CSOs to advance matters of common interest. These arrangements can be in the form of MOUs providing for a working framework. The advantage of this is that the partnership is at an institutional level which gives it visibility as opposed to raising issues with individual members. The MOU between the Centre for Human Rights University of Pretoria and PAP to foster closer collaboration between the PAP and civil society is an example.

3 CSOs can mobilise expert support to PAP.

CSOs can offer technical support to PAP's Committees. These Committees have thematic issues that require expert assistance. This provides an opportunity for CSOs to engage with PAP and influence its decisions. The advantage of this is that the CSOs will be engaging with PAP at the level of expert hence providing more authority as opposed to petitions. CSOs should identify the areas of expertise and engage with respective committees. In addition to benefitting CSOs, it will build the capacity of the PAP to an institution that is led by research and expert knowledge.

4 CSOs can participate in public hearings on important issues.

The PAP organises public participation forums on several issues of public interests. These public hearings ensure that the African people participate directly in the execution of the PAP mandate. CSOs can take this opportunity to air their views on issues of concern. For instance, the PAP is developing several model laws that require the input of the people.

5 CSOs can support PAP advocacy activities.

CSOs can provide crucial support that is needed to advance PAP's activities. Due to the wide presence of CSOs in Africa, they can act as agents of advocating for PAP's agenda. For instance, CSOs can play a crucial role in lobbying states to ratify the Malabo PAP Protocol.

6 CSOs can initiate and support the adoption of model laws.

The PAP has developed a procedural guideline for model law formulation, which was adopted in Plenary in October 2018. Under the Procedural Guideline, CSOs not only listed amongst the stakeholders to be consulted and be given an advocacy space in this process of model law formulation, but they have recognised the right to trigger the formulation of a model law, by simply addressing a formal request to the PAP President.

7 CSOs can advance ratification of Malabo PAP Protocol.

Ratification of the Malabo PAP Protocol has been a slow laborious process. To accelerate the process, CSO should develop and share strategy papers on the Malabo PAP Protocol, for distribution to MPs, MPAPs, lawmakers and other staff in the foreign ministry.



PAP CSO FORUM

In May 2019 CSOs convened a CSO Forum on the side-lines of the PAP Ordinary Session and agreed on the need to have an effective and sustainable overall Forum or space that would ensure cohesion, coordination and effectiveness in their engagement with the PAP. Such a Forum can also give support to new or small organisations engaging with the PAP, and also assist the PAP in its outreach and advocacy campaigns, such as for the ratification, domestication and implementation of the AU legal instruments, particularly the new PAP Protocol.

Against this background, the CSO Forum was established to foster closer collaboration between and among CSOs on PAP-related issues, on the one hand, and between CSOs and the PAP, on the other. The Forum also aims to advance and promote the mandate of the PAP by achieving the following objectives:

- To sensitize civil society organisations on the workings of the PAP, including on the key themes of the PAP session and potential avenues to engage with the PAP;
- To promote active and constructive citizen and civil society engagement with the PAP and to encourage more programming on issues pertaining to the PAP;
- To enable sharing of best practices on effective civil society engagement with the PAP;
- To identify gaps and challenges relating to civil society engagement with the PAP and devise effective strategies for addressing them.

CONCLUSION

PAP engagement with CSOs is far from perfect but with proper utilisation of the available opportunities, this engagement can be strengthened. The PAP must take active steps in engaging CSOs. CSOs have been facing numerous challenges in engaging other organs of the AU and the PAP can offer the missing platform to solidify CSOs in AU. There is a need for forging the way forward to developing institutionalised engagement mechanisms and strategic collaborations.





PART 3

RESOURCES AND CONTACT DETAILS

The PAP Secretariat can be accessed physically on 18 Richards Dr, Gallagher Estate, Halfway House, Midrand, South Africa or electronically on secretariat@panafricanparliament.org. The telephone contact is +27 11 545 5000.

The PAP Committees and MPAPs may be contacted through the Secretariat on secretariat@panafricanparliament.org. The telephone contact is +27 11 545 5000.

THE PAP RESOLUTIONS AND RECOMMENDATIONS

PAP resolutions and recommendation can be accessed on the PAP website: www.panafricanparliament.org/index.php/documents and/or by contacting the PAP Secretariat.

HOW TO FIND THE PAP PROTOCOL AND THE MALABO PAP PROTOCOL?

The PAP Protocol and the Malabo PAP Protocol are on the African Union's depository of treaties. The PAP Protocol can be accessed at au.int/en/treaties/protocol-treaty-establishing-african-economic-community-relating-pan-african-parliament, while the Malabo PAP Protocol can be accessed at au.int/sites/default/files/treaties/7806-treaty-0047_-_protocol_to_the_constitutive_act_of_the_african_union_relating_to_the_pan-african_parliament_e.pdf.

For more on the PAP, visit www.panafricanparliament.org/index.php

CSO FORUM DETAILS:

Centre for Human Rights
Faculty of Law
Room 3-3.11, Level 3, Law Building
University of Pretoria
Private Bag X20, Hatfield 0028, South Africa

Tel +27 (0) 12 420 4199
Fax +27 (0) 86 580 5743

bonolo.makgale@up.ac.za

www.chr.up.ac.za

