



Policy Forum on Development

Africa Regional Meeting

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Travel Lodge

8th to 10th October, 2018

Gaborone, Botswana



The ATUDN members attended the forum – From Left to right: Paliani Chinguwo, Anne Cecile, Pierre Traore, Caroline Mugalla, Alex Nkosi and Khamadji Demba.

1. Introduction

- i. More than 100 representatives of civil society organisations, local authorities, trade unions, private sector, African Union (AU) institutions, and European Union (EU) Member States and EU institutions gathered in Gaborone (Botswana) from 8 to 10 October 2018 for the Africa Regional Meeting of the Policy Forum on Development (PFD).
- ii. PFD is a multi-stakeholder consultative policy forum that discusses crucial developmental issues affecting the EU and the African continent.

2. Welcome Speeches

As per tradition, the meeting kick-started with a number of speeches and follows:

- i. **Claire Frost** (Policy Officer, Commonwealth Local Government Forum), introduced participants to the aims of the Policy Forum which were to bring together development actors to reflect and engage in a structured dialogue on development processes as well as to network and build peer-to-peer relationships. The five areas of discussion at the regional meeting were reflections from the Botswana experience in achieving sustainable development, the intersections between the African and European development agendas, implementing the post Cotonou framework and the African Union theme of the year on winning the fight against corruption.
- ii. **Jan Sadek** (European Union Ambassador to the Republic of Botswana), in his welcome remarks noted the timely nature of the dialogue as it provided an opportunity to reflect on the AU-EU Summit outcomes, developing resilience to the “rising threats to multilateralism” and the opportunities presented by the new Africa - Europe Alliance for sustainable Investment and Jobs. He noted that the EU was Africa’s largest trading partner at 36% and thus underscored the need for continued dialogue on the shared development path. He encouraged participants to focus on developing concrete recommendations about implementing the sustainable development goals and Agenda 2063.
- iii. **Pelonomi Venson-Moitoi** (Minister of Local Government and Rural Development, Republic of Botswana), in her reflections on Botswana’s pathway to sustainable development noted the competing tension between prioritization and multiplicity of development objectives as a key challenge. She encouraged a shift from investment in Africa through grants to “trade based investment” as a means to ensuring sustainable development.
- iv. **Mpho Parks Tau** (President of the South Africa Local Government Association and Africa Vice-President, United Cities and Local Governments), encouraged the building more resilient communities through investment in cities to “capitalize on Africa’s demographic dividend.” He pointed to education, skilling, employment and entrepreneurship of youth as tools to achieving sustainable development. He also underscored the vital role of local authorities as being at the forefront of service delivery and democratic accountability.
- v. **Achieng Akena** (Executive Director, Pan African Citizens Network), welcomed the convening of the forum as a platform to develop innovative solutions and

encourage learning with practise. She drew on the positive lessons of Botswana in achieving sustainable development by ensuring development responses prioritized citizens. She appealed for the need to ensure that development solutions were responsive to ordinary African citizens and encouraged participants to engage in developing solutions in the spirit of “collective thinking.”

3. Lessons from Botswana on Attaining Sustainable Development

This session showcased Botswana’s experiences in successfully delivering development outcomes. Key players introduced what worked well, the challenges they faced and how they sought to overcome them.

- i. **Moiserale Goya** (Assistant Minister of Investment, Trade and Industry, Republic of Botswana), identified good governance, anti-corruption strategies and devolved governance as three pillars that contributed to Botswana’s successes. He observed that Botswana’s history encouraged “a culture of tolerance and pluralism” and this infused into national ethos. He pointed to the willingness to receive feedback and criticism from development partners as being key to fighting corruption. Botswana also adopted devolved governance models that proved effective in enhancing community beneficiation in the management of mineral resources and land.
- ii. **Rev Mpho Moruakgomo** (President, Botswana Association of Local Authorities), recognized leadership and participatory planning as important tools in contributing to state-building. He explained how past leaders integrated chieftainship in the devolved governance structure and how this encouraged social cohesion in the country. Effective and participatory planning also helped in identifying transformative development choices including encouraging private sector participation with the notable example of the strategic partnership with De Beers in diamond exploitation.
- iii. **Lorato Morapedi** (CEO, National Development Bank), spoke to people centred development priorities including the focus on investing in education, health and poverty eradication measures as a key feature in Botswana’s success story. She also mentioned that specific measures were also put in place to ensure that vulnerable groups such as women, the elderly and destitute were not left behind. In supporting these aspirations, the government of Botswana prioritized funding to these social sectors/areas. She did note however that challenges included income inequality, child nutrition and mortality and rural-urban migration.
- iv. It was further pointed out that the contribution of prudent economic management including “maintaining low and stable inflation rates”, low taxes and encouraging entrepreneurship were also a feature of Botswana’s success. Good examples of private sector engagement included quarterly meetings between business associations and technical offices of government and biannual meeting between the private sector council and the president.

4. Matching Africa's and Europe's Development Agendas

This session assessed whether Africa was on track in achieving its developmental goals. It reviewed key development policies for Africa including Agenda 2063 and the 2030 Agenda for Sustainable Development and their level of coherence and coordination with National Development and Urbanisation Plans.

- i. **William Carew** (Regional Desk Officer – Peace Movement, Citizens and Diaspora Directorate, Office of Chairperson, AU Commission) expressed optimism that Agenda 2063 would contribute to Africa's transformation. He identified delivery on key flagship initiatives including the adoption of the Continental Free Trade Area, progress towards silencing the guns and the adoption of a framework to achieve free movement. He pointed to the central role given to citizens in Agenda 2063 as contributors to Africa's development.
- ii. **Karen del Biondo** (Policy Officer, Directorate General for International Cooperation and Development, European Commission), referenced the need for strong monitoring frameworks for the delivery of development priorities. At the level of the EU, she stated progress was being made through regular reporting of the implementation of the Sustainable Development Goals through Eurostats and the inauguration of the EU sustainable development awards in 2019.
- iii. **Cristian Roger Okemba** (Mayor of Brazzaville, Republic of Congo), spoke to the need to review local development plans to reflect the realities of urban environments. He proposed to do this through funding research on urban development, standards of living and food security to address demographic changes and rural and urban landscapes. He also proposed peer evaluation and bench-marking visits to assess the progress in development among and between cities in Europe and Africa.
- iv. **Rachel Kagoiya** (Senior Manager, African Women's Development and Communication Network), spoke to the need to ensure that development initiatives impact and reach citizens most in need. She underscored the importance of tackling inequality and the rising cost of living. She proposed "broadening the tax base and eliminating the loopholes that facilitate Illicit Financial Flows." She also talked to the need to ensure research methods and tools "accurately reflected the lived reality of African citizens" in order to reflect sustainable development and not just growth.

5. Working Groups

The participants broke out into working groups to discuss trade and coherence for development, enabling environment, external investment plan and enhancing economic development and investment opportunities, including from the point of view of diaspora and environmental policy. They shared the main results and presented recommendations at the end of the first day.

6. The The Evolving AU-EU partnership

This panel discussed the stakeholder engagement at AU – EU Abidjan Summit and the progress and impact it had made in relation to youth engagement, peace and security, migration and mobility and governance.

- i. **Domenico Rosa** (Head of Unit, European Union-Africa, African Peace Facility, Directorate General for International Cooperation and Development, European Commission), presented outlines of the Africa and Europe strategy. He noted that while there were summits at the highest political level every three years, the strategy aimed to be people-centred to secure space for debate with all stakeholders between the summits. Each summit produced a political declaration and an associated action plan and there is a strong focus to ensure periodic evaluation of the implementation of the plans. He also stated that the EU deems itself as an honest broker in advocating for greater participation of non-state actors and in doing so facilitated the convening of preparatory pre-summit activities for non-state actors.
- ii. **Jean Pierre Elong Mbassi** (Secretary General, United Cities and Local Governments Africa), expressed concern with the restricted space local authorities were afforded at the Abidjan summit. A particular challenge was the slow pace of response from the AU side in accepting their request to attend. He stressed the need to include and hear from local authorities at future summits as they “serve as a bridge to rebuild lost trust between citizens and international institutions.”
- iii. **Abozer Mohamed** (Head of the Political Affairs Cluster of the AU Economic, Social and Cultural Council), also noted the challenges with participation at the summit including the limited access badges and the lack of effective coordination between the organizers related to accreditation. He expressed concern that the EU side facilitated side events with civil society in a manner that led to criticism by some African delegations. He suggested better coordination and transparency between African and European civil society to ensure that they spoke with one voice and that their recommendations effectively feed into the final summit declaration.
- iv. **Nondumiso N Hlophe** (Fellow, AU-EU Youth Plugin Initiative), expressed satisfaction with the ground-breaking dedication of the theme of the summit to the topic of youth empowerment. She attributed the engagement of youth to the necessity to address the dual sided nature of the surging demographic dividend in Africa as a great potential but also a risk if left unmanaged. With over 120 youth selected to attend the summit and its precursor activities, the Abidjan summit set a good precedent for future engagements. The selection of youth through a transparent and participatory open call process was welcomed but further engagement was needed to “ensure that the future calls reached a much broader and diverse demographic.” She remained optimistic about the gains that youth made at the forum but reiterated the need for follow-up to ensure meaningful engagement and partnership of youth.

7. Working Groups

The participants broke out into working groups to discuss youth, peace and security, mobility and migration and governance. They shared the main results and presented recommendations on the second day.

8. The Post 2020 EU-ACP and EU-Africa Relations

The session reflected on the lead up to the Cotonou Agreement, its present status and its future goals. The panel debated key aspects of the proposal for a new partnership agreement in the context of other existing intra-continental arrangements. It looked at the respective European and ACP's negotiation mandates, at the African region's preparation, and the involvement of various African constituents in the negotiation process for a renewed partnership.

- i. **Domenico Rosa** (Head of Unit, European Union-Africa, African Peace Facility, Directorate General for International Cooperation and Development, European Commission), reflected on the need to revisit the Cotonou framework due to the changing social, political, demographic and policy landscape over the past 20 years. Faced with this reality of change, two options emerged for a new partnership; the first to have separate strategies Africa, the Caribbean and Pacific, or to try and preserve the key pillars of the Cotonou partnership and take into consideration the different needs of the three regions through distinct strategic frameworks. He stated that the post Cotonou framework must build on the existing strengths including engaging civil society/trade unions, the private sector and local authorities as key stakeholders. He stated that the EU has adopted a negotiating directive with three priorities. The first was to have distinguishable governance structures to allow individual and regional consultations as a means to provide sufficient flexibility while retaining universality of the agreement. Second to “deal with Africa as one through the conclusion of an association agreement” and revising the tone of the agreement to ensure it reflects the spirit of a partnership of equals. He concluded by urging civil society to engage in the civil society platform that was created for partnership.
- ii. **Hon Pheny Segokgo** (Council Chairman for South East District Council, Botswana), recommended that the post Cotonou framework address new challenges such as migration and mobility, the emergence of Asian powers, the youth bulge, technology and its threat to jobs and the contestation for space between civil society, local authorities and the private sector. He recommended that to give effect to future agreements and ensure implementation, local authorities should be engaged to monitor and evaluate development projects. He further recommended the establishment of clear frameworks for operation for local authorities including harnessing traditional governance mechanisms, improvement of communication channels between international development frameworks, national governments and the citizens, enhancing policy coherence to minimize the proliferation of development frameworks and ensuring political commitment to real dialogue between the African and European partners.

- iii. **Tamzin Hudson** (Advocacy Senior Specialist, Habitat for Humanity International), noted the timeliness of the negotiations of a post Cotonou framework in relation to the emerging challenges of climate change, migration and rapid urban migration. She spoke to the realization by many governments that the solutions to these challenges could not be confronted solely by the state. This presented an opportunity for civil society, the private sector and local authorities to collaborate in identifying solutions to developmental challenges. The role of data consequently remained critical to tracking trends and enabling government the opportunity to feed projections into new policies.

9. **Winning the Fight Against Corruption**

The panel reflected on the AU theme of the year dedicated to winning the fight against corruption. The panel engaged on the challenges that corruption had on development and the opportunities for Africa to leverage its partnerships in the fight against corruption and Illicit Financial Flows.

- i. **Hon. Cllr Sylvia Tabitha Muzila** (Mayor of Francistown, Republic of Botswana), related Botswana's journey in fighting corruption which began in 1994 with the enactment of the Corruption and Economic Crimes Act. She attributed Botswana's favourable transparency rating to multi-sectoral partnerships particularly the establishment anti-corruption committees in both the public and private sectors. She also complemented the zero tolerance policy of the country's political leadership to corruption.
- ii. **Peter Frisch** (Senior political economist, Development Cooperation Coordination Division, European External Action Service), began by noting that according to Transparency International's corruption perceptions index, Africa's average rating had dropped from 33.3 in 2012 to 32.1 in 2017. Despite being a perceptions index that was subjective, this data corroborated other reports that showed the rate of Illicit Financial Flows from Africa was on the rise. In order to combat corruption, he recommended synergies between parliamentarians and anti-corruption bodies to ensure effective oversight. He also encouraged the "strengthening of youth and civil society networks that could act as watchdogs over government." He recommended the strengthening of the press and declaration of assets by public officials as other measures to be enhanced.
- iii. **Don Deya** (Chief Executive Officer of the Pan African Lawyers Union), recommended the expansion of the definition and application of corruption to broadly cover illicit activity including state capture, abuse of office and illicit business activity. He raised concern with the overemphasis on bribery to the detriment of the corporate dimension of Illicit Financial Flows which are largely perpetrated by western multinational corporations. He noted that Africa had done relatively well with respect to norm setting and establishment of institutions, however challenges remained with respect to effective implementation of norms. He recommended smart partnerships between civil society, academia and professional associations in the global north with their counterparts in the south to end Illicit Financial Flows. He recommended private criminal prosecutions and private civil actions against corrupt individuals and companies. He concluded by

urging EU member states to ensure the repatriation of stolen assets back to Africa without undue regard to technicalities and bureaucracies.

10. **A summary of Trade Unions input into the forum**

As usual, trade union representative at the forum played an active role. Some of the members of the delegation chaired some sessions; others were rapporteurs, while others made it into the drafting committee for the forum resolutions. However, during the forum, the trade union delegation made pertinent input on a number of issues under discussion as summarised below.

Trade Unions input into the debate:

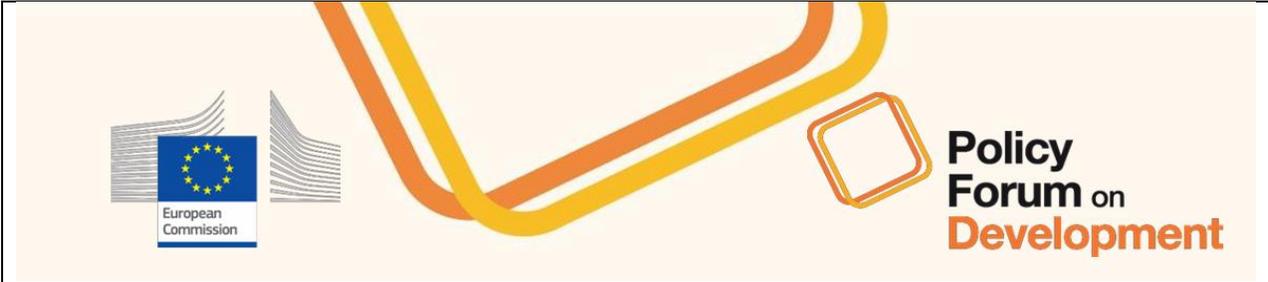
- a) *In reflecting on the Abidjan AU-EU summit, the trade unions asked the EU side to “shift perspective on the migration debate away from a purely security oriented lens to one that is linked to development and co-development of both regions and the world at large.”***
- b) *On winning the fight against corruption, trade unions posited the need to leverage partnerships to tackle Illicit Financial Flows and corruption, dedicating sufficient resources to fighting corruption, paying special focus to asset recovery and committing to living up to international commitments as key solutions to ending corruption in Africa.***
- c) *On the issue of security, the trade unions observed that the EU is enhancing the securitization of cooperation. In particular, a concern was raised on the usage of development funds for the capacity building of military actors in partner countries, even if it is to deliver security for development activities. Despite the EU’s commitment to “preserve peace and strengthen international security” (Lisbon Treaty), the current proposal seems to focus more on EU’s own concerns, than on overall collective global security.***
- d) *The trade unions welcomed the continued multi-stakeholder framework for engagement between the EU and Africa on matters developmental through the Policy forum for Development. The unions also noted the promoting Decent Work and Social Dialogue as cardinal tools for enhancing meaningful dialogue in the areas of cooperation of both the geographic and thematic programmes. These, however, need to be supported through the capacity building of the social partners to engage in meaningful social dialogue, so that they can ensure the implementation of these priorities, especially as far as the External Investment Plan is concerned. Moreover, prioritizing decent work also implies promoting green jobs creation and just transition in the cooperation priorities related to climate action.***
- e) *The trade unions raised a concern on the issue of migration and how it is being governed. The reactive approach of the EU towards this issue is a matter of great concern because the unions believe that the migration “crisis” can best be resolved by dealing with fundamental drivers of the phenomenon in the countries of origin.***
- f) *The trade unions also observed that the cherry-picking approach in dealing with migration means that the issues are not being dealt with holistically. Further, it was suggested that the EU should adopt a Human Rights Based***

Approach to Migration: with 10% of the budget dedicated to addressing the “root causes of irregular migration”, the Neighbourhood, Development and International Cooperation Instrument (NDICI) approach seems to put a stronger emphasis on avoiding the entry of “irregular” migrants to Europe, than on creating the conditions for sustainable development in the countries of origin. In this sense, we stress the need to adopt a human rights based approach to migration, by focusing on poverty reduction in partners countries by creation of employment opportunities, safeguarding the rights of potential migrant workers and boosting institutional collaboration and harmonization of governmental migration policies in origin and destination countries.

11. Conclusions

The meeting adopted a communiqué that detailed the key observations and recommendations to the AU and EU at the end of the third day. Below is the draft communiqué.

12. Communiqué



**Re-defining AU-EU Partnership
Perspectives of CSOs, Private Sector and Local Authorities**

Communiqué

1. Preamble

From the 8th to the 10th of October 2018, Gaborone, Botswana played host to the Africa Regional Meeting of the Policy Forum on Development (PFD). The Policy Forum on Development (PFD) is a multi-stakeholder platform that brings together Civil Society Organisations (CSOs), Trade Unions, Organized Private Sector and Local Authorities (LA) from around Africa to dialogue on critical development issues. The PFD recognises the European Commission’s 2012 communication on the “The roots of democracy and sustainable development” which clarifies the definition of CSOs in all their diversity and specificities. The PFD is supported by the European Commission and provides a platform where identified stakeholders’ together with EU Members States meet to debate on development matters. The regional PFD is organized on a rotational basis in addition to an annual global meeting.

The 2018 edition of the Africa PFD focused on the recommendations which emanated from the November 2017 African Union (AU) – European Union (EU) Summit of Heads of States and Governments; the vision for the proposed post-Cotonou framework, and further examined the AU theme of the year on Combatting Corruption.

2. Observations

The Africa PFD witnessed extensive deliberations across critical development and governance issues. Subsequently, at the end of the three days, the PFD observed the following:

- I. A mutual and balanced relationship between the African Union (AU) and the European Union (EU) is essential for both to play a leading role in world governance, now and the future. However, this relationship ought to be further cultivated and effectively harnessed for mutual benefit and to foster meaningful outcomes.
- II. The PFD as a multi-stakeholder platform should be a model that seeks to contribute to facilitating social dialogue across crosscutting development issues and sustain critical platforms that promote knowledge and information sharing between the two continents.
- III. Climate change is a real challenge to both continents and is already disrupting livelihoods.
- IV. Rising inequalities on both continents is an issue of political and social concern for sustainable peace and development.
- V. Africa has a youthful population that can be a demographic dividend or a bulge. This youthful population is often lacking requisite skills and competences to express their ingenuity and play their rightful role in the overall development of their societies and continent at large.
- VI. Existence and implementation of institutional frameworks and mechanisms that support effective governance systems are either lacking and/or not fully enforced in many countries. These countries also demonstrate very little corresponding political will to introduce and implement such systems.
- VII. Development at the national level has not been inclusive and has not reached the farthest behind in the spirit of the leave no one behind principle.
- VIII. Leadership has a fundamental role in determining the development trajectory of States. The challenges in quality leadership can be directly attributed to slow development.
- IX. Corruption and illicit financial flows hurt everyone as necessary resources that are meant for the general good of huge populations are diverted for personal gain. The overall attainment of both the Agenda 2063 and the Sustainable Development Goals (SDGs) face existential and attainment threats due to pervasive corruption.
- X. The evolving global context of migration greatly impacts on socio-cultural dynamics. The EU Neighbourhood Development and International Cooperation Instrument (NDICI) and the upcoming UN Global Compact on Migration presents a great opportunity to reengage on these issues.
- XI. The proposed European Investment Plan has the potential to contribute to Africa's development. However, the involvement of the local private sector is so far limited.

XII. The 20-year Cotonou Partnership Agreement comes to end in February 2020. The upcoming Post-Cotonou agreement negotiations provides a unique opportunity to re-define the AU-EU partnership.

3. Recommendations

In the spirit of dialogue and partnership of the PFD, the following recommendations were thus put forward:

- I. Future AU-EU partnerships, including the bi-annual Summits of Head of States and Governments should embrace a multi-stakeholder approach that ensures the voice, contributions and priorities of all stakeholders are incorporated in all mechanisms. AU and EU should take steps to ensure that they are aligned in their future visions regarding the direction of the partnership, and the impact they will make.
- II. The AU and EU should deliberately initiate and sustain mutually beneficial development models which will directly translate into clear improvements in the political and socio-economic wellbeing of the respective populations. These models should include development frameworks that adhere to the SMART principle that demonstrate clear-cut linkages between the initiatives and their impact.
- III. Multi-stakeholder and multi-level engagement that seek to promote wider ownership and deepen local stakeholder reach across all spheres of society should be initiated. Therefore, a PFD approach should also be implemented at the national level to ensure important voices and concerns that represent the critical mass of societies are adequately captured and taken on board.
- IV. Given the persistent challenges of climate change, the partnership must adopt a sustainable approach to strengthen adaptation and mitigation interventions at all levels, ensuring adherence to **the just transition principles**. The partnership should also support the implementation of the nationally determined contributions as prescribed by and agreed under the Paris Agreement.
- V. The AU-EU partnership should strive to deliberately target **inclusion and justice** at all levels as a priority agenda.
- VI. The AU-EU partnership should give higher attention to making adequate investments in the continent's youthful population, training them in requisite skills and competencies, providing opportunities and the enabling space which is essential to transform the continent to a digital age and a knowledge economy.
- VII. The AU-EU partnership should promote enabling environments that foster the contribution of all stakeholders to build effective institutional frameworks that are required for effective governance and development across the continent.
- VIII. Strengthening local structures and fostering inclusive development initiatives should be at the heart of national efforts at implementing both the Agenda 2063 and the Sustainable Development Goals (SDGs).
- IX. The AU-EU partnership should promote the building of resilient institutions and capable leadership that is able to deliver on development outcomes.

- X. Anti-corruption efforts must go beyond lip-service. The AU-EU partnership should encourage member States to efficiently use existing mechanisms **to curb corruption and illicit financial flows**, and where necessary, push for the creation of new mechanisms. Mechanisms focusing on the **recovery of assets from corrupt individuals are essential**, as are appropriate sanctions and consequences when corruption is uncovered.
- XI. The AU-EU partnership should push towards a deeper understanding of migration issues and advance a common descriptive narrative that abolishes the innate contestation between the opposing views of migration being exclusively a security issue or **it being a multi-dimensional human rights issue**.
- XII. The implementation of the EIP should enhance an enabling business environment following a structured dialogue between all parties involved, including local private sector to ensure mutual benefits as well as inclusive economic development.
- XIII. Negotiations for the Post-Cotonou Agreement should be undertaken in a timely manner and should take into adequate cognisance lessons learned from implementing the initial 20year Agreement, as well as changing dynamics and realities of the signing parties. **African countries must anchor their negotiations within their commonly adopted visions and goals, especially Agenda 2063, Agenda 2030 and the Africa Continental Free Trade Area (AfCFTA), and marshal the best strategy to realise these.**

4. Conclusion

The Africa PFD was a rallying point for advancing the development and governance dialogue amongst critical stakeholders. The Forum, like other previous editions saw the active participation of Regional Institutions, Trade Unions, Civil Society Organizations, Local Authorities, and Organized Private Sector amongst other actors.

The Forum afforded the relevant partners a platform to reinforce commitments that promote mutually agreeable and beneficial African Union (AU) – Europe Union (EU) relations. In this regard, the Forum noted that identified gaps that exist within the current working frameworks as constituted, remain subject to further engagement with the relevant stakeholders as the debate remains an ongoing one for enhancing future relations and promoting safer, just and equitable societies for all.

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