

HUMAN RIGHTS AND THE **AFRICA CONTINENTAL FREE** TRADE AREA PROCESSES, A BASELINE ASSESSMENT AND STAKEHOLDER MAPPING

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Championing A Human Rights Based Approach in the Implementation of the AfCFTA: The Role of NHRIs and Key Stakeholders

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Baseline Assessment and Stakeholder Mapping of National Human Rights Institutions' and Other Actors' Involvement in African Continental Free Trade Area (AfCFTA) Processes

Commissioned by the Network of African National Human Rights Institutions (NANHRI) with support from the Government of Germany within the context of the GIZ-Implemented Programme 'Strengthening Good Governance and Human Rights in Africa – AGA'



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Foreword:

The AfCFTA is one of the flagship projects under the AU Agenda 2063. It is a framework agreement covering trade in goods and services, investment, intellectual property rights and competition policy. The AfCFTA envisages the creation of a single market with free movement of goods, services, capital and natural persons, as a way of promoting social and economic development in Africa. The AfCFTA agreement was adopted by the 10th Extraordinary Session of the Heads of State Assembly in Kigali Rwanda on 21st march 2018 and entered into force on 30th May 2019. Currently, it has been signed by 54 African Union Member States and ratified by 44 Member States. The AfCFTA opened for business in January 2021, opening up a new market that is projected to have a Gross Domestic Product (GDP) of \$3.4 trillion serving 1.3. billion across the continent, while having the capacity to alleviate the lives of approximately 30 million Africans by lifting them out of extreme poverty. The ambitious development goals of the AfCFTA will only be achieved efficiently when human rights interventions are mainstreamed to ensure that no one is left behind as stipulated under the African Union Agenda 2063 and the United Nations Sustainable Development Goals Agenda 2030.

The African Commission on Human and Peoples Rights therefore welcomes the "Baseline Assessment and Stakeholder Mapping of National Human Rights Institutions' and Other Actors' Involvement in African Continental Free Trade Area (AfCFTA) Processes" (hereinafter the Baseline assessment commissioned by the Network of African National Human Rights Institutions (NANHRI). The baseline is timely as it is being published at a time when The Assembly of the Heads of State and Government of the African union approved "Acceleration of AfCFTA Implementation" as the AU theme of the Year. The Baseline reveals that the AfCFTA design process and negotiations have so far paid minimal attention to the human rights implications of the AfCFTA. For instance, 76% or organizations working with vulnerable groups on the continent had not participated in the AfCFTA negotiations; and only 24% of government actors reported that they had worked with vulnerable groups on trade and human rights issues. Additionally, no National Human Rights Institutions were involved in the AfCFTA negotiations.



As the main human rights body of the AU, the African Commission is responsible for promoting and protecting human and peoples' rights in Africa, in accordance with the African Charter on Human and Peoples' Rights. We therefore support the recommendations of the Baseline for multi-stakeholder interventions towards mainstreaming a human rights-based approach to implementing the AfCFTA and its subsequent agreements/ protocols.

The African Commission recalls its "Resolution on a Human Rights-Based approach to the Implementation and Monitoring of the African Continental Free Trade Area Agreement - ACHPR/Res.551 (LXXIV) 2023 adopted at its 74th Ordinary Session. The Resolution emphasizes that the African Commission will collaborate, using its various working methods as applicable, with African Union Member States, National Human Rights Institutions and relevant African Union Organs, to promote the mainstreaming of human and peoples' rights in the negotiations and the implementation of the AfCFTA Agreement, including in relation to national strategies that are adopted by member States. In this regard, the African Commission has availed its good offices through its Working Group on Extractive Industries, Environment and Human Rights in Africa, to work with NANHRI and NHRIs towards implementing the findings of the Baseline study.

Together we will work towards ensuring that human and people's rights are integrated in the implementation of the AfCFTA to ensure that all Africans share its benefits equitably, particularly the most vulnerable and marginalized groups who are at risk of being left behind. Our efforts will ensure that the AfCFTA is not only a tool for economic integration, but also a catalyst for inclusive and equitable development of all African people, democratic governance and social justice in Africa as envisioned in the African Charter on Human and Peoples' Rights.

Commissioner Hon. Dr Solomon Ayele Dersso,

Chairperson of the Working Group on Extractive Industries, Environment and Human Rights in Africa & Immediate Past Chairperson of the African Commission on Human and Peoples' Rights

Preface

Under the blueprint of Agenda 2063 of the African Union, the African Continental Free Trade Area Agreement (AfCFTA) was signed in 2018, in Kigali, Rwanda. The main aim of this framework, which came into force in 2019, is to invigorate intra-regional trade through eased movement of people, goods and services across the continent by tapping into the more than 1.4 billion population.

Despite the mammoth benefits the framework promises to deliver to the continent through increased trade, to a great extent, it missed to directly factor in the impact on human rights. The exclusion has raised concerns from human rights and other actors over non-involvement in the processes leading to the adoption of the final document, which has been ratified and is now being implemented.

But all is not lost; for instance, as States engage in bilateral and multilateral dialogues for inter-State and sub-regional pacts within the frameworks of AfCFTA, there is an opportunity to apply a human rights-based approach.

This is why the Network of African National Human Rights Institutions (NANHRI) embarked on this baseline study to determine the status of involvement of the National Human Rights Institutions (NHRIs) in the AfCFTA processes. It was established that there was no involvement of NHRIs in the negotiations, and only one NHRI has taken part in the implementation.

National Human Rights Institutions (NHRIs) are mandated to support the States in delivering on their human rights obligations through, *inter alia*, monitoring, advisories and implementing activities as per the establishing laws under various thematic areas.

Trade and movement of people and other forms of transactions beyond the borders of one State have a direct impact on business and human rights, migration, sustainable development, good governance, among other key thematic issues that fall under the purview of the NHRIs. Their involvement, therefore, in national discourses and implementation of the AfCFTA will also allow them to incorporate components of this framework in their projects. This is not only important in identifying risks, but also in tracking, monitoring and reporting progress to the national agencies like Parliament and regional bodies.

Indeed, AfCFTA has been coined to promote integration because of the shared values of the African people. This is why Agenda 2063 of the African Union's Seven Aspirations¹ are bedrocked on human rights. This was a deliberate move because the framers of this agenda understood the crucial role of human rights in achievement of sustainable development in *leaving no one behind* in the *Africa We Want*. This has been evident especially since 2017 after NANHRI members adopted the Kigali Declaration on the Role of NHRIs in providing a human rights-based approach to sustainable development².

In this regard, the work of NHRIs will be complementary to the efforts of other actors towards a one, prosperous and integrated Africa.

It is for these reasons that we call for inclusion of NHRIs, public and private stakeholders, in national processes on the realm of the AfCFTA for the continent to reap the maximum benefits of this framework.

Gilbert Sebihogo Executive Director, NANHRI.

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¹ https://au.int/sites/default/files/documents/36204-doc-agenda2063_popular_version_en.pdf

² https://www.nanhri.org/final-kigali-declaration-on-the-agenda-2030-and-agenda-2063/



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List of Abbreviations and Acronyms

ACERWC	African Committee on the Rights and Welfare of the Child
ACHPR	African Commission on Human and Peoples' Rights
AfBC	Africa Business Council
AfCFTA	African Continental Free Trade Area
AfIRM	AfCFTA Implementation Review Mechanism
APRM	African Peer Review Mechanism
AU	African Union
COVID-19	Coronavirus Disease 2019
CSO	Civil Society Organisation
DRC	Democratic Republic of the Congo
DSM	Dispute Settlement Mechanism
EAC	East African Community
ECOSOCC	Economic, Social and Cultural Council
FES	Friedrich-Ebert-Stiftung
FGD	Focus Group Discussion
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
KII	Key informant interview
IHRDA	Institute for Human Rights and Democracy in Africa
IOM	International Organisation for Migration
ITUC-Africa	Africa Regional Organisation of the International Trade Union Confederation
MOU	Memorandum of Understanding
MSME	Micro, Small & Medium Enterprises
NANHRI	Network of African National Human Rights Institutions
NAWIA	Nigeria Association of Women in Agriculture
NGO	Non-governmental Organisation
NHRI(s)	National Human Rights Institution(s)
OHCHR	Office of the High Commissioner for Human Rights
REC	Regional Economic Community
SATUCC	Southern Africa Trade Union Coordination Council
SEATINI	Southern and Eastern Africa Trade Information and Negotiations Institute
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNHCR	United Nations High Commissioner for Refugees
WTO	World Trade Organisation



Executive Summary

The African Continental Free Trade Area (AfCFTA) is often lauded as a game-changer for Africa because of its potential to boost intra-African trade and reposition Africa in the global arena. It came into being in 2019, with the AfCFTA Agreement's entry into force. Trading formally began in January 2021. Prior to the adoption of the Agreement, in a 2016 statement, civil society organisations complained about their exclusion—coupled with that of the private sector and other stakeholders—from AfCFTA processes.³ More recently, the African Commission on Human and Peoples' Rights (ACHPR) has called for the African Union (AU) to ensure that human rights are integrated into AfCFTA processes. Despite the common separation of trade and human rights. Moreover, the AU emphasised an inclusive process in its Draft Strategic Framework. Such a process would be in line with human rights principles of transparency, accountability, non-discrimination, and meaningful participation which are guaranteed by the ACHPR; African Charter on Democracy, Elections and Governance; and other African and international human rights instruments. However, to date, little research has been undertaken on the role of human rights actors and other stakeholders in AfCFTA processes.

This report, which was commissioned by the Network of African National Human Rights Institutions (NANHRI), presents the findings of a baseline study on the status of knowledge and capacity of National Human Rights Institutions (NHRIs) and other stakeholders as well as the status of their engagement in the negotiation and implementation of the AfCFTA. Results of a stakeholder mapping are also presented. The findings will inform NANHRI's development of a programme on promoting a human rights-based approach to implementation of the AfCFTA and strengthen the engagement of human rights' actors in AfCFTA processes. The report further identifies potential opportunities for engagement, including partnerships that might be developed based on the stakeholder mapping and analysis presented.

Methodology

The study involved desk research, focus group discussions (FGDs), semi-structured interviews, and an online survey with 115 respondents. It was conducted primarily in English, but included one FGD in French, one interview in Portuguese, and the survey was deployed in English, French, and Portuguese. Stakeholders who participated include NHRIs, government, intergovernmental, private sector, and civil society actors from 37 African countries in addition to stakeholders working at the sub-regional and continental levels. The researchers took a human rights-based approach and paid particular attention to vulnerable groups.

Limitations

The study's limitations included limited coverage of Arabophone and Lusophone countries, its exclusive virtual modality, and a small sample size for interviews. Other limitations included insufficient representation of people from some vulnerable groups and the lower levels of participation by private sector actors than government and CSOs, and lack of a participatory process for the stakeholder mapping.

Key Findings

The study found low levels of engagement in AfCFTA processes by NHRIs. Among 26 NHRIs who participated in the study, none had been involved in negotiations and only one had participated in implementation. Participation was higher more broadly among organisations working with vulnerable groups where 8% and 14% of survey respondents representing vulnerable groups organisations reported involvement in negotiations and implementation respectively.

³ Regions Refocus, "African Civil Society Statement on the Continental Free Trade Agenda at Africa Trade Week 2016," 2016, https://regionsrefocus.org/app/uploads/2019/11/African-Civil-Society-Statement-at-Africa-Trade-Week-English-1.pdf.

Although findings were mixed for private sector actors, their engagement in AfCFTA processes seemed generally higher than that of NHRIs. This may be, at least in part, due to specific avenues for participation that the AU has created, activities undertaken by actors like the AfroChampions Initiative, and Member State engagement of private sector actors at the national level. Nevertheless, private sector actors are diverse and considerable variations in participation rates suggest the need for greater inclusion of some actors.

As might be expected, engagement in AfCFTA processes was found to be highest among government actors. In the survey, about 67% of government respondents reported participation in negotiations and the same number reported participation in implementation.

Many study participants across intergovernmental organisations, the private sector, and civil society alluded to the challenges African citizens and/or institutions face participating in AfCFTA negotiation and implementation processes due to issues such as: lack of knowledge of the AfCFTA, limited information regarding avenues for participation, lack of specific references to human rights and the rights of vulnerable groups in AfCFTA texts, and lack of organisational capacity both in terms of number of personnel and expertise on trade. Nevertheless, throughout the research, all NHRI participants and many non-NHRI participants recognised the relevance of human rights within the AfCFTA. Some non-NHRI participants were reluctant to address questions relating to human rights. Nevertheless, in the survey, 74% of all respondents who answered a question regarding the level of importance of human rights within the AfCFTA characterised them as 'very important'. The majority of research participants also expressed interest in engaging further on human rights issues within the AfCFTA and 85% expressed interest in participating in a NANHRI AfCFTA programme.

The following are key opportunities for NHRIs and other human rights actors to increase their engagement with AfCFTA processes:

- (1) Protocol on Women and Youth in Trade;
- (2) National AfCFTA implementation strategies;
- (3) AfCFTA Implementation Review Mechanism;
- (4) Ongoing ratification of the AfCFTA Agreement and the Free Movement Protocol;
- (5) AfCFTA Initiative on Guided Trade;
- (6) Input into identification of priority value chains; and
- (7) Five-year review of the AfCFTA.

Key Recommendations

NANHRI should:

- help strengthen NHRIs' knowledge of the AfCFTA and its potential impact on diverse rights holders by developing resource material and conducting training on a human rights-based approach to the AfCFTA;
- work with NHRIs and other partners to develop and mainstream tools for monitoring and evaluating the impact of the AfCFTA on human rights, including on vulnerable groups' enjoyment of their human rights;
- assess the feasibility of establishing a formal relationship with the AfCFTA Secretariat in order to strengthen the trade-human rights nexus and facilitate NHRIs' access to current information on and involvement in AfCFTA processes;
- create a platform for NHRIs to brainstorm, share experiences, identify best practices, and collaboratively inform AfCFTA processes;
- broaden the reach of its AfCFTA programme by building relationships with trade unions, private sector actors, NGOs, and academic institutions/think tanks including the survey respondents who expressed interest in a NANHRI programme;

NHRIs should:

- Map out and develop formal relationships with the government ministries, departments, and agencies involved in AfCFTA processes in order to identify entry points for greater engagement at the national level;
- Conduct awareness-raising and other activities on the AfCFTA that not only sensitise the public, but also bring greater visibility to the NHRIs so that they can more effectively exercise their mandate;
- Collaborate with other actors to conduct and/or support ex-ante and/or ex-post human rights impact assessments of the AfCFTA in keeping with the 'Guiding Principles on human rights impact assessments of trade and investment agreements'⁴;
- Partner with NGOs, private sector actors, academic institutions, and other actors to coordinate reporting on the impact of the AfCFTA on human rights;
- Develop compelling, evidence-based arguments and a broader strategy to counter two detrimental narratives, namely, that (1) trade and human rights are separate, and that (2) human rights hinder the realisation of the benefits of trade liberalisation;
- Partner with members of vulnerable groups to design and routinely conduct activities aimed at raising awareness of the AfCFTA among these groups and the general public;
- Provide clear, accessible avenues for members of vulnerable groups to lodge complaints regarding violations of human rights in relation to the AfCFTA;
- Partner with members of vulnerable groups to monitor the impact of the AfCFTA on them.

NHRIs and CSOs should:

- Develop resource materials to enhance the knowledge and understanding of civil servants within national AfCFTA trade policy institutions of the relationship between human rights and free trade;
- Seek linkages and common ground in engagements with stakeholders like private sector actors that might be doing work which addresses human rights issues despite not framing it as such;

Vulnerable groups should:

- Engage with the AfCFTA Secretariat and with their national governments regarding contributing to the development of for example the Protocol on Women and Youth in Trade;
- Work with research institutions and/or NGOs to conduct research within their communities to assess the AfCFTA's coherence with human rights and evaluate its impact on these rights;
- Advocate for the creation of a Simplified Trade Regime at the continental level in an effort to not only help citizens understand and benefit from the AfCFTA, but to make it more inclusive and help address issues such as gender-based violence faced by women traders at the borders;
- Build relationships and form coalitions of like-minded actors that build members' capacity and conduct advocacy to promote and protect the human rights of vulnerable groups within the AfCFTA.

The AfCFTA Secretariat should:

- Consider the feasibility and potential benefits of establishing a formal relationship with NANHRI in order to strengthen the trade-human rights nexus and facilitate greater engagement by human rights actors in AfCFTA processes.
- Create (a) mechanism(s) through which representatives of vulnerable groups can inform AfCFTA processes, including the development of the Protocol on Women and Youth in Trade;
- Ensure that its efforts to foster inclusion: (1) take an intersectional approach that recognises how multiple facets of an individual's social identity (such as gender, class, and race) might intersect to render them

⁴ Olivier De Schutter, "Report of the Special Rapporteur on the Right to Food, Olivier De Schutter - Addendum: Guiding Principles on Human Rights Impact Assessments of Trade and Investment Agreements," 2011, https://www.ohchr.org/sites/default/files/Documents/HRBodies/HRCouncil/RegularSession/Session19/A-HRC-19-59-Add5_en.pdf.



simultaneously subject to different forms of discrimination⁵; and (2) consider the different economic roles individuals play (i.e., as producers, workers, consumers);

- Mobilise financial resources to support a training programme within the planned AfCFTA Academy for members of vulnerable groups working on trade issues;
- Collaborate with organisations working with vulnerable groups to conduct case studies in select countries across all five regions and in select RECs identifying lessons learned and best practices in engaging these groups in AfCFTA processes;
- Include monitoring of the impact of the AfCFTA on vulnerable groups within broader monitoring processes;
- Create a Simplified Trade Regime at the continental level;
- Enhance both formal space for human rights actors' participation in negotiations and other avenues for dialogue such as the Economic, Social and Cultural Council (ECOSOCC);
- Regularly disseminate accessible information on the AfCFTA, including opportunities for stakeholder engagement, in the AU's six official working languages (i.e., Arabic, English, French, Kiswahili, Portuguese, and Spanish).

Member States should:

- Give greater prominence to human rights concerns and principles by ensuring that NHRIs are consulted by the ministries, departments, and agencies involved in developing and implementing AfCFTA policy as well as in monitoring and evaluating implementation;
- Regularly share information through traditional and social media on the status of ratification and/or implementation of the AfCFTA in official and vernacular languages;
- Take measures to eliminate stereotypes that hinder certain vulnerable groups' participation in trade;
- Develop mechanisms to protect vulnerable groups to the greatest extent possible from harmful impacts of the AfCFTA on their human rights;
- Ensure representation of vulnerable groups and integration of their concerns within national AfCFTA policymaking, implementation, and monitoring and evaluation processes;
- Develop and widely disseminate simple guides on how individuals, businesses, and civil society actors can contribute to AfCFTA processes as well as how they can seek redress for human rights grievances;
- Invite diverse stakeholders including human rights actors to participate in the national implementation strategy development process;
- Ensure that line ministries (including ministries of trade, industry, development, social affairs, gender, justice, labour) are in conversation with each other and NHRIs regarding the AfCFTA.

Private Sector Actors should:

• Develop stronger partnerships with NHRIs and other human rights actors in order to strengthen implementation of the AfCFTA and collective realisation of its benefits.

⁵ Kimberle Crenshaw, "Mapping the Margins: Intersectionality, Identity Politics, and Violence against Women of Color," *Stanford Law Review* 43, no. 6 (1991): 1241–99.

Introduction

The African Continental Free Trade Area (AfCFTA) is often lauded as a game-changer for Africa. Established in 2018, the AfCFTA is a flagship project of the African Union (AU) Agenda 2063, which is the AU's 'blueprint and master plan for transforming Africa into the global powerhouse of the future'.⁶ It is expected that the AfCFTA will promote sustainable and inclusive development in Africa primarily by boosting intra-African trade, better integrating African producers into global value chains, and promoting foreign investment. A key question that has emerged as the AfCFTA takes shape is: what is the relationship between trade and human rights within this integration initiative? Relatedly, what role are human rights actors playing in AfCFTA processes?

Trade and human rights 'developed on parallel, separate, and sometimes inconsistent tracks'⁷. However, the expansion of human rights discourse and practice in the last several decades, coupled with increasing recognition of the social impacts of trade have contributed to greater incorporation of human rights language in preferential trade agreements,⁸ such as the Agreement Establishing the AfCFTA. Emphasising the importance of human and peoples' rights in the recovery from the Coronavirus Disease 2019 (COVID-19) pandemic, in Clause 16(j) of Resolution 449 (LXVI), the African Commission on Human and Peoples' Rights (African Commission)

[u]rge[d] the African Union [to] ... infuse the AfCFTA process with human rights standards and principles of the African Charter for ensuring that trade, investment and finance processes serve for achieving climate resilient socio-economic transformation of Africa as a vehicle for reducing poverty and inequalities and implementing environmentally sustainable inclusive development.⁹

Understanding and strengthening the relationship between trade and human rights has presented challenges across the globe.¹⁰ The challenges many AU Member States faced in accessing COVID-19 vaccines, tests, and treatments highlighted, for example, how the World Trade Organisation (WTO)'s intellectual property regime can impede realisation of the right to health. Nevertheless, through Resolution 449, the African Commission reminds AU Member States that integrating human rights into AfCFTA processes will better enable it to achieve its goals. Such integration will require the participation of human rights actors. This report, which was commissioned by NANHR), seeks to take stock of the extent of human rights actors' and other stakeholders' engagement in AfCFTA processes, to consider some of the parameters that shape it (namely, knowledge and capacity), and to make recommendations on how to enhance this engagement.

from Its Socio-Political Impacts - ACHPR/Res. 449 (LXVI) 2020," 2020, https://www.achpr.org/sessions/resolutions?id=480. 10 Susan Ariel Aaronson and Jamie M. Zimmerman, "Trade Imbalance: The Struggle to Weigh Human Rights Concerns in Trade Policymaking" (Cambridge:

Cambridge University Press, 2008), https://doi.org/10.1017/CBO9780511550973; Berta Esperanza Hemández-Truyol and Stephen Joseph Powell, Just Trade: A New Covenant Linking Trade and Human Rights (New Y: New York University Press, 2009), https://doi.org/10.18574/nyu/9780814736937.001.0001.

⁶ African Union Commission, "Agenda 2063: The Africa We Want," n.d., https://au.int/en/agenda2063/overview.

⁷ Makau W. Mutua and Robert L. Howse, "Protecting Human Rights in a Global Economy: Challenges for the World Trade Organization," in Human Rights and Development Yearbook 1999/2000: The Millenium Edition, ed. Hugo Stokke and Anne Tostensen (The Hague: Kluwer Law International/ Nordic Human Rights Publications, 2001), 53.

⁸ Susan Ariel Aaronson and Jean Pierre Chauffour, "The Wedding of Trade and Human Rights: Marriage of Convenience or Permanent Match?," Discussion forum -World Trade Report 2011 The WTO and preferential trade agreements: From co-existence to coherence, 2011,

https://www.wto.org/english/res_e/publications_e/wtr11_forum_e/wtr11_15feb11_e.htm#fnt5. 9 African Commission on Human and Peoples' Rights, "Resolution on Human and Peoples' Rights as Central Pillar of Successful Response to COVID-19 and Recovery

Contextual Background

The AfCFTA is the world's largest free trade area in terms of membership, which will potentially include all 55 AU Member States and eight Regional Economic Communities (RECs).¹¹ The AfCFTA seeks to establish a single continental market with an estimated combined gross domestic product (GDP) of US\$ 3.4 trillion and population of approximately 1.3 billion people.¹² The AfCFTA's mandate includes the elimination of trade barriers and enhancement of intra-Africa trade, focusing on diverse, value-added products and services across all sectors. Overall, the AfCFTA aims to contribute to fostering 'sustainable and inclusive socio-economic development, gender equality and structural transformation' in the continent (Article 3(e)). More specifically, it is expected to facilitate the establishment of regional value chains in Africa, boost investment and job creation with the potential to foster industrialisation, make Africa more competitive in the medium to long term, and serve as a stepping point towards the future establishment of a continental customs union.¹³

The Agreement establishing the AfCFTA was adopted on 21 March 2018 by the AU Heads of State and Government. This was preceded by the adoption of the Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment (Free Movement Protocol), signalling the AU's commitment to foster not just the free movement of goods, services, and capital, but also people. To date, 54 AU Member States have signed the AfCFTA Agreement and 43 have ratified it.¹⁴ Trading officially began in January 2021.

The Draft Strategic Framework for the Implementation of the Action Plan for Boosting Intra-Africa Trade and for Establishing the Continental Free Trade Area emphasised that implementation of the AfCFTA 'must be an inclusive process that involves not only governments and [Regional Economic Communities] RECs but also other stakeholders such as the private sector, civil society, media, parliamentarians and development partners'.¹⁵ Notwithstanding, during Africa Trade Week in 2016, African civil society organisations issued a statement in which they noted that '[t]he processes involved in the design and negotiations of the [African Continental Free Trade Area] [Af]CFTA are so far opaque and exclusive. The structures created for the [Af]CFTA have little or no space for the involvement of civil society, the private sector, and the different social groups and economic constituencies whose interests are implicated.'¹⁶ Although this statement predated the AfCFTA Agreement's entry into force on 30 May 2019, it raised an important concern about the potential marginalisation of various populations in the design, negotiations, and realisation of the AfCFTA.

13 AfCFTA Secretariat; "Agreement Establishing the African Continental Free Trade Area" (2018), https://au.int/en/treaties/agreement-establishing-africancontinental-free-trade-area.

14 AfCFTA Secretariat, "State Parties," 2022, https://au-afcfta.org/state-parties/; Tralac, "Status of AfCFTA Ratification," 2022,

https://www.tralac.org/resources/infographic/13795-status-of-afcfta-ratification.html. 15 African Union Commission, "Draft Strategic Framework for the Implementation of the Action Plan for Boosting Intra-Africa Trade and for Establishing the

Continental Free Trade Area" (Addis Ababa, n.d.), para. 33, https://au.int/sites/default/files/newsevents/workingdocuments/14510-wd-

¹¹ AfCFTA Secretariat, "About the AfCFTA: Brief Overview," 2022, https://au-afcfta.org/about/.

¹² AfCFTA Secretariat.

^{10.2}_draft_strategic_framework_for_the_implementation_of_the_action_plan_for_boosting_intra-africa_trade_and_for_establishing_the_continental_free_trade_area_-__english.doc.

¹⁶ Regions Refocus, "African Civil Society Statement on the Continental Free Trade Agenda at Africa Trade Week 2016."

Moreover, a 2017 *ex-ante* human rights impact assessment of the AfCFTA commissioned by the United Nations Economic Commission for Africa (UNECA), Friedrich-Ebert-Stiftung (FES) Geneva office, and Office of the UN High Commissioner for Human Rights (OHCHR)¹⁷ contended that because trade liberalisation does not necessarily have fair, equitable outcomes for everyone—especially vulnerable people—it must be complementary with human rights.¹⁸ According to this assessment, despite the AU consultative sessions with some civil society actors, those involved failed to reflect the diversity of civil society and even those represented were only invited to participate in discrete events.¹⁹ Although the 2022 update on the human rights impact assessment noted progress that has made in addressing human rights concerns since the adoption and entry into force of the Agreement, it highlighted several ongoing areas of concern with regard to awareness and engagement that are relevant to this study.²⁰ These include:

- (1) limited awareness-raising and availability of draft documents and information about AfCFTA processes; and
- (2) failure to facilitate greater engagement, especially of non-state actors, through 'entry points and mechanisms for ensuring transparency, consultation and participation'.²¹

By acknowledging 'the importance of international security, democracy, human rights, gender equality and the rule of law', the AfCFTA Agreement's Preamble provides a critical entry point for human rights actors to engage in AfCFTA processes. This language aligns the AfCFTA Agreement with AU Member States' commitment to human rights as provided in the African Charter on Human and Peoples' Rights–which they have almost universally ratified²²–as well as other African and international human rights instruments. Based on this alignment, there is room to strengthen meaningful engagement by human rights actors with AfCFTA processes.

As independent national institutions with a mandate to promote and protect human rights, National Human Rights Institutions (NHRIs) occupy a unique space between the government and civil society. As such, they have the potential to play a key role in raising awareness of the AfCFTA, advising governments, ensuring that human rights are integrated into AfCFTA processes, monitoring ratification and implementation of AfCFTA-related instruments, and holding governments to account for violations of obligations in relation to the AfCFTA. NANHRI,²³ the umbrella organisation of 46 African NHRIs, also has an important role to play given its general objectives of supporting the establishment of NHRIs that conform with the UN Paris Principles, strengthening

- 18 Gathii et al., "The Continental Free Trade Area (CFTA) in Africa A Human Rights Perspective," 10.
- 19 Gathii et al., "The Continental Free Trade Area (CFTA) in Africa A Human Rights Perspective," 124.

¹⁷ The human rights impact assessment was conducted between 2015 and 2017 in consultation with diverse actors including representatives of the African Union (AU) Commission.

²⁰ Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 2022, https://geneva.fes.de/e/new-publication-macleod-jamie-human-rights-and-the-afcfta.

²¹ Friedrich Ebert Stiftung Geneva Office, 6.

²² South Sudan is the only member state that has not yet done so. African Commission on Human and Peoples' Rights, "Ratification Table:- African Charter on Human and Peoples' Rights No Title," accessed June 8, 2022, https://www.achpr.org/ratificationtable?id=49.

²³ NANHRI, "Network of African National Human Rights Institutions (NANHRI)," 2021, https://www.nanhri.org/.

NHRIs, and encouraging their cooperation with intergovernmental and governmental institutions on the continent.²⁴

In a step towards addressing the potential marginalisation of various groups and in order to, more broadly, promote the integration of human rights within the AfCFTA, NANHRI, with support for the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ)-implemented project *Strengthening Good Governance and Human Rights in Africa – African Governance Architecture*, commissioned a baseline study on NHRIs' and other stakeholders' involvement with the AfCFTA, coupled with a stakeholder mapping. The findings will inform NANHRI's future work on the AfCFTA and might be useful for strengthening the capacity of other human rights actors to engage with AfCFTA processes more actively and effectively.

Objectives

The baseline study and stakeholder mapping seek to not only identify some of the prerequisites for boosting NHRI and human rights actors' participation in AfCFTA processes, but to also foster greater integration of human rights into the AfCFTA. The findings will inform the design of a NANHRI programme for mainstreaming human rights within AfCFTA negotiations and implementation and hopefully serve as a useful resource for human rights actors to strengthen their engagement in AfCFTA processes.

Specific objectives include to:

- Gain knowledge and information on NHRIs' and other stakeholders' level of knowledge, capacity, and engagement, with AfCFTA negotiation and implementation processes;
- Map out key stakeholders involved in addressing human rights concerns and implications in AfCFTA negotiation and implementation processes and identify additional stakeholders whose engagement on human rights issues could be strengthened; and
- Provide relevant data and recommendations for enhancing the capacity of human rights actors, including NHRIs, on the AfCFTA and its potential human rights impacts/implications through a human rights-based approach to development.

Scope

The geographical scope of the research extends across the 46 countries in the five sub-regions (i.e., Central, East, North, South, and West Africa) where NANHRI has membership (*see Annex A*). Although it was impossible to cover all the countries due to time, resource constraints, linguistic challenges, and the unavailability and/or unresponsiveness of some potential participants, stakeholders from 37 countries²⁵ (i.e., about 67 % of AU Member States) and sub-regional and continental levels took part in at least one facet of the research (focus group discussions, interviews, or survey)

²⁴ Network of African National Human Rights Institutions, "Constitution" (as amended on 27 November 2013), Article 2, https://www.nanhri.org/wp-content/uploads/2021/09/NANHRI-Constitution-English-Version.pdf.

²⁵ Algeria, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Chad, Republic of Congo, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Ethiopia, The Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mozambique, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, South Africa, South Sudan, Sudan, Tanzania, Togo, Uganda, Zambia, Zimbabwe

Methodology

The study used mixed methods or, in other words, a combination of qualitative and quantitative methods. Mixed methods were ideal because of the interdisciplinarity of human rights.²⁶ Moreover, it not only allowed for triangulation of results, which improved the validity of the findings, but facilitated greater participation of a range of stakeholders including vulnerable groups. Indeed, taking a human rights-based approach, the research process placed emphasis not just on realising the objectives of the research, but on the research process. More specifically, we sought to promote human rights through the research, observe continental and regional human rights standards and principles, and foster capacity building of duty bearers and rights holders.²⁷ We also paid particular attention to the needs of vulnerable groups such as women, youth, people living with disabilities, small-scale farmers, among others by inviting organisations working with these groups to participate.

Data collection methods included desk research, focus group discussions, an online survey, semi-structured key informant interviews. The data collection approach to mixed methods was sequential. The researchers began with qualitative methods and then used an online survey to 'test, confirm, deepen [and] extend the findings'.²⁸

A NANHRI sensitisation webinar held on 22-23 June 2022 provided an opportunity for the researchers to briefly present key findings and receive feedback from representatives of NHRIs and CSOs. Presentations by the AfCFTA Secretariat, representatives of vulnerable groups (i.e., women, youth, people with disabilities, and indigenous people), Powershift Africa, Green Age Warriors, Change.org, and the OHCHR coupled with plenary discussions further informed the research. However, due to time constraints and limited availability of timely information regarding such activities, the researchers were unable to also use direct observation, as planned, at other relevant online meetings, trainings, or conferences on the AfCFTA organised during the research period by the AfCFTA Secretariat and NHRIs.

All NANHRI members were invited to participate in the research, and purposive and snowball sampling was used to identify other research participants. More specifically, such organisations/institutions and individuals were selected based on the following:

- responses to requests for recommendations made during FGDs and interviews;
- their publicised work on trade and/or human rights in Africa (at the national, sub-regional, and/or continental level);
- recommendations of CSOs working on trade and/or human rights from a private foundation that funds these and other organisations;

²⁶ Bård A. Andreassen, Hans-Otto Sano, and Siobhán McInerney-Lankford, "Human Rights Research Method," in Research Methods in Human Rights: A Handbook, ed. Bård A. Andreassen, Hans-Otto Sano, and Siobhán McInerney-Lankford (Cheltenham, UK: Edward Elgar Publishing, 2017), 5; Malcolm Langford, "Interdisciplinarity and Multimethod Research," in Research Methods in Human Rights: A Handbook, ed. Bård A. Andreassen, Hans-Otto Sano, and Siobhán McInerney-Lankford (Cheltenham, UK: Edward Elgar Publishing, 2017), 164.

²⁷ Rhona Smith, "Human Rights Based Approaches to Research," in Research Methods in Human Rights, ed. Lee McConnell and Rhona Smith (Abingdon, Oxon: Routledge, 2018), 8, https://doi.org/10.1038/198048a0.

²⁸ Langford, "Interdisciplinarity and Multimethod Research," 187.

- their publicised work with vulnerable groups; and/or
- the researchers' selection of target stakeholders from different stakeholder groups including government ministries and agencies, RECs, private sector institutions, CSOs, research institutions, and UN agencies.

Figure 1 provides an overview of the data collection methods used in the study. Further detail about each facet of data collection is also provided.

Method	Tools ²⁹	Participants	Topics	Number of participa nts	Language(s)
Desk research	Primary and secondary sources	N/A	AfCFTA Human rights and trade Stakeholder mapping	N/A	English
Focus group discussion	Protocol Semi-structured questionnaire	NHRIS	Knowledge, capacity, engagement with AfCFTA Priority human rights issues in AfCFTA Other stakeholders	10	English - 1 French - 1
	Protocol Semi-structured questionnaire	Representatives of organisations working with vulnerable groups	Knowledge, capacity, engagement with AfCFTA Potential methods/tools/ mechanisms to monitor and evaluate AfCFTA impacts on vulnerable groups	10	English
Key informant interview	Semi-structured questionnaire	African intergovernmental institutions, UN agencies, private sector institutions, continental NGOs, NHRI, academics/ researchers	Knowledge, engagement with AfCFTA Integration of human rights into AfCFTA Key actors for addressing human rights concerns Information on relevant research studies	19	English -18 Portuguese -1
Online survey	SurveyMonkey software	Diverse stake-holders including government, NHRIs, intergovernmental organisations, private sector, civil society, academic institutions, think tanks	Level of various stakeholders' knowledge, capacity, and engagement with AfCFTA Views regarding the relevance of human rights for AfCFTA	115	English - 79 French - 33 Portuguese - 3 ³⁰

Figure 1 - Data collection methods used in the study

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Desk Research

Desk research reviewed relevant NANHRI, private sector, and civil society organisation (CSO) websites, reports, and other documents on the AfCFTA as well as relevant AU and AfCFTA Secretariat documents.

Focus Group Discussions (FGDs)

FGDs were used to facilitate a more participatory research process by ensuring that participants in the groups provided input on potential stakeholders and priorities for the research project. Although the research team had initially planned to facilitate a more inclusive and less impersonal process by asking NHRI and NANHRI staff

³⁰ Unfortunately, making the questionnaire available in Arabic presented challenges since no one in the research team spoke Arabic and inputting the questionnaires into the software in Arabic required at least basic knowledge of the language.

members to facilitate the NHRI FGDs in English, French, and Arabic, this was ultimately not possible. Also, although all NANHRI members were invited to participate in FGDs, given limited availability of the Arabic-speaking and Lusophone NHRIs, only one FGD in English and another in French were held. Thirty-three organisations were invited to participate in a third FGD for organisations working with vulnerable groups. Representatives from eight organisations accepted the invitation and attended one virtual FGD held in English (*See Figure 2*). Most of these organisations were led by members of vulnerable groups and/or focused their work entirely on particular vulnerable groups.

Semi-Structured Key Informant Interviews (KIIs)

Nineteen KIIs were conducted – 18 in English³¹ and one in Portuguese.³² One key informant submitted written responses to interview questions. Forty individuals and organisations were contacted for the interviews. Several key informants were selected at the onset of the research, but the snowball method was used to identify additional key informants. Interviews were conducted using an interview guide that was developed based on input from the FGDs and in collaboration with NANHRI. Responses to follow-up questions from written interviews³³ were also received from various stakeholders.

Online Survey

Using insights gained from the FGDs, an online survey questionnaire was developed to assess the level of various stakeholders' knowledge, capacity, and engagement with the AfCFTA as well as their views regarding the relevance of human rights for the AfCFTA and its potential impact on such rights (*See Annex B*). The survey was disseminated not only to actors already engaging in AfCFTA processes but targeted a diverse range of groups including organisations working at the grassroots level with vulnerable populations. The deployment process sought to ensure diverse representation based on gender and geography as well as the sectors in which various actors work and the levels (i.e., grassroots, national, sub-regional, continental) at which they work. Recipients were also invited or asked to share the survey link with others in their networks.

Stakeholder Mapping and Analysis

A stakeholder mapping and analysis was conducted to map out stakeholders currently addressing human rights concerns in the AfCFTA as well as identify others who could potentially address such issues. We opted to draw on methodologies from different disciplines in our mapping and analysis.³⁴ However, due to time constraints, we

³¹ Two interviews were led by other researchers. Anonymous, "Virtual Interview - Non-NHRI 1" (19 April 2022); Anonymous, "Virtual Interview - Non-NHRI 2" (6 May 2022).

³² Although we had planned to conduct additional interviews in Portuguese as well as in French and Arabic, the key informants we contacted did not respond. The interview in Portuguese was conducted with assistance from an interpreter.

³³ Anonymous, "Written Interviews" (April-May 2022).

³⁴ John M. Bryson, "What to Do When Stakeholders Matter: Stakeholder Identification and Analysis Techniques," Public Management Review 6, no. 1 (2004): 21–53, https://doi.org/10.1080/14719030410001675722; M. S. Reed and R. Curzon, "Stakeholder Mapping for the Governance of Biosecurity: A Literature Review," Journal of Integrative Environmental Sciences 12, no. 1 (2015): 15–38, https://doi.org/10.1080/1943815X.2014.975723; Artemis Skarlatidou et al., "The Value of Stakeholder Mapping to Enhance Co-Creation in Citizen Science Initiatives," Citizen Science: Theory and Practice 4, no. 1 (2019): 1–10, https://doi.org/10.5334/cstp.226; Karina Barquet, Lisa Segnestam, and Sarah Dickin, "MapStakes: A Tool for Mapping, Involving and Monitoring Stakeholders in Co-Creation Processes," 2022, https://doi.org/10.51414/sei2022.014.

were unable to engage in the participatory or 'co-creation'³⁵ process that is often at the heart of stakeholder mapping and analysis.³⁶

This is, as noted below, a key shortcoming in our mapping and analysis. However, we drew on our interviews, FGDs, and survey to reflect stakeholders' perspectives as much as possible. Where this was not possible, we used desk research to fill in the gaps.

Ethical Considerations

Conducting safe and ethical research in compliance with human rights protection standards, policies, and principles was a priority. In keeping with NANHRI's commitments, the researchers sought to undertake the research in a manner that safeguarded the dignity, safety, privacy, autonomy, and well-being of participants.³⁷ Survey software was used to anonymously conduct an online survey. Prior to conducting FGDs, participants were asked to provide voluntary, informed consent and informed that non-participation or withdrawal would have no adverse consequences. The research team put in place security measures for storage, access, and sharing of data. At the same time, all individual informants' statements have been kept confidential in this report. However, various organisations' identities are disclosed where it is crucial to the study's usefulness and poses minimal or no risk to the organisation.

Data Processing and Analysis

Brewer defines analysis as 'the process of bringing order to the data, organising what is there into patterns, categories and descriptive units, and looking for relationships between them'.³⁸ The quantitative data was organised and then systematically thematically coded and sorted. Qualitative data was analysed and presented using frequencies, percentages, and graphs. The analysis and interpretation are disaggregated into four categories: all participants, NHRIs only, non-NHRIs only, and participants from organisations/businesses working with vulnerable groups. The latter category includes both NHRIs and non-NHRIs who indicated that they were working with vulnerable groups on trade and human rights. This disaggregation allows us to tease out specific findings/insights from the categories and formulate targeted recommendations.

Limitations

The main limitations of the study are detailed below.

- Linguistic **scope** it has more limited coverage of Arabophone and Lusophone countries.
- **Exclusively virtual modality** this limited participation by individuals and groups with internet connectivity challenges.

³⁵ Barquet, Segnestam, and Dickin, "MapStakes: A Tool for Mapping, Involving and Monitoring Stakeholders in Co-Creation Processes."

³⁶ As Aligica contends, when the process is undertaken with stakeholders, it can foster "building legitimacy and [,,,] ownership" Paul Dragos Aligica, "Institutional and Stakeholder Mapping: Frameworks for Policy Analysis and Institutional Change," Public Organization Review 6, no. 1 (2006): 80, https://doi.org/10.1007/s11115-006-6833-0.

³⁷ See, e.g., Frank Vanclay et al. (2013) Principles for ethical research involving humans: ethical professional practice in impact assessment Part I, Impact Assessment and Project Appraisal, 31:4, 243-253, 246-248.

³⁸ John D. Brewer, Ethnography (Buckingham: Open University Press, 2000), 105.

- **Sample size** the sample size for interviews was not representative and the few individuals interviewed were predominantly from organisations working at the continental level. Nevertheless, we sought to ensure better representativeness through FGDs and the survey.
- **Diversity** insufficient representation from some vulnerable groups such as older persons, migrants and migrant workers, refugees, asylum seekers, stateless persons, people living with HIV, persons living with albinism, and pastoralists, among others.
- Less representation of certain stakeholder groups there was less representation of private sector actors than government and civil society actors. There was also limited participation of representatives from the RECs.
- No participatory process for stakeholder mapping time constraints made it impossible to conduct a stakeholder mapping exercise in collaboration with stakeholders. As such, although the mapping and analysis are informed by engagement with stakeholders, they reflect the researchers' rather than stakeholders' perspectives. Also, given that there was insufficient time to receive feedback on a draft from various stakeholders, there are likely to be errors and omissions.

Structure of the Report

The findings of the study are presented and discussed in the next section of the report, which is divided into three parts, namely:

- (1) NHRI knowledge, capacity, and engagement with the AfCFTA;
- (2) Vulnerable groups' knowledge, capacity and engagement with the AfCFTA; and
- (3) Non-NHRI stakeholders' knowledge, capacity, and engagement with the AfCFTA.

The findings are followed by a section on key opportunities for greater engagement by NHRIs and other human rights actors with the AfCFTA. Next, the stakeholder mapping and analysis are presented. The report ends with conclusions and recommendations.

Presentation of Findings

This baseline study assesses the knowledge, capacity, and engagement of various stakeholders with AfCFTA processes. Although significant attention is placed on engagement in AfCFTA negotiations and in implementation of the AfCFTA, consideration is also given to what is framed as less direct engagement in consultations such as informational meetings and public fora.

As Reed and Curzon note, there are multiple definitions of a 'stakeholder'. (Cite Reed and R. Curzon 17) Nevertheless, at the most basic level, a stakeholder is an individual or group with a 'stake' in a particular initiative, meaning that they 'can affect or [are] affected' (Cite Friedman and Miles 25) by this initiative. Stakeholders who participated in the study included NHRIs, the AfCFTA Secretariat and other intergovernmental organisations, government ministries and agencies, NGOs, private sector actors, research institutions, and academics. The study findings are presented in three categories as follows:

- (1) NHRIs;
- (2) Vulnerable groups; and
- (3) Non-NHRIs.

In the third sub-section, the aggregate findings from non-NHRIs are presented along with specific findings from government and private sector actors. Although there is overlap in the three categories, given the potential marginalisation of vulnerable groups and NANHRI and NHRI's mandate to protect and promote their rights, it was important to include a section focusing specifically on them.

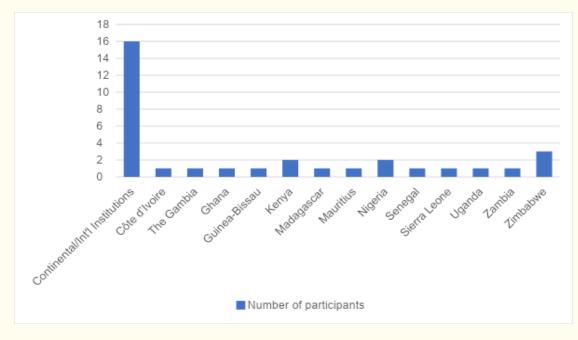
Description of study participants

FGDs and interviews were conducted during the first phase of data collection. The three FGDs had a combined total of 20 individual participants from 17 NHRIs and organisations working with vulnerable groups. Five of the participants were female while 15 were male. In total, 16 KIIs³⁹ were conducted. The key informants included actors from two African intergovernmental institutions, four UN agencies, three private sector institutions: two continental CSOs, one NHRI as well as three academics/researchers. Nine of the key informants were male, while 10 were female. *Figure 2* depicts the AU Member States represented in both the interviews and FGDs.

³⁹ Three interviews were conducted with two individuals each.



Figure 2 - FGD and key informant interview participants by Member State



A total of 115 respondents participated in the online survey- 69%, 29% and 2% answered the survey in English, French, and Portuguese respectively. Respondents included representatives from different sectors and 37 countries. A quarter were NHRI representatives from 22 countries. Around 48% of the respondents selfidentified as women, while 50% self-identified as men. The largest age group category was 35-44 years (43%) followed by the 45-54 age group (25%) with those in the 18-24 group least represented (2%). More than 80% had a university degree, and slightly over 50% a Master's degree. More than half of the respondents (56%) had been working at their organisations for over six years and a significant number held senior positions (42%). See Annex A for figures of demographic characteristics of the survey participants. Most respondents (87%) indicated that they were fully/very aware of human rights, 13% were slightly aware, and none indicated they were not aware at all. Survey respondents acknowledged the importance of human rights issues in the establishment of the AfCFTA. The majority (74%) agreed that human rights were very important, whilst only 7% believed human rights issues were somewhat important.

Part I: NHRI Knowledge, Capacity, and Engagement with AfCFTA Processes

As the umbrella organisation of African NHRIs, NANHRI has 46 members⁴⁰ and as of July 2002, 28 of them had 'A' status while six had 'B' status in accordance with the minimum standards set out in the Paris Principles.⁴¹ One member's accreditation has lapsed and the remaining 10 members have no status⁴² (*See Annex A*). The majority of NANHRI's members, or 36 of them, are from AU Member States that have ratified the AfCFTA (*See Annex A*). However, there is a dearth of literature on NHRI's involvement in AfCFTA processes. Following the publication of a *Report on the NANHRI Mapping Survey on Business and Human Rights*⁴³ nearly a decade ago, NHRIs have increasingly conducted work in this area. Although business and human rights might provide one possible entry point, almost all the NHRIs who were engaged for study are yet to extend such work to the AfCFTA. NHRIs were represented in two FGDs, one interview, and the online survey. One FGD in English was attended by representatives of five NHRIs and another in French attended by four NHRIs. Twenty-six NHRI participants from 26 Member States (i.e., representing about 57% of NANHRI's members) participated in the FGDs, interview, and/or the survey.

Knowledge

During the FGDs and interview, most NHRI representatives indicated that staff in their institutions had limited or basic knowledge of the AfCFTA. Several stated that they lacked the requisite technical knowledge to engage on AfCFTA issues. In the survey, only 27% of the NHRI representatives indicated that they were fully aware of the AfCFTA while more than half them (68%) had limited knowledge of it (*Figure 3*). The main sources of information identified were AU/AfCFTA Secretariat's website, television, government publications, and other printed materials (*Figure 4*).

- https://www.ohchr.org/sites/default/files/Documents/Countries/NHRI/StatusAccreditationChartNHRIs.pdf.
- ⁴² GANHRI.

⁴⁰ NANHRI, "Our Members," 2021, https://www.nanhri.org/members/.

⁴¹ GANHRI, "Chart of the Status of National Institutions Accredited by the Global Alliance of National Human Rights Institutions," 2022,

⁴³ Network of African National Human Rights Institutions, Report of the NANHRI Mapping Survey on Business and Human Rights, 2013, https://media.businesshumanrights.org/media/documents/files/documents/mapping_survey_on_bhr_-_role_of_nhris_-_final_version.pdf. The report was updated, and a new baseline report was launched in May 2022.



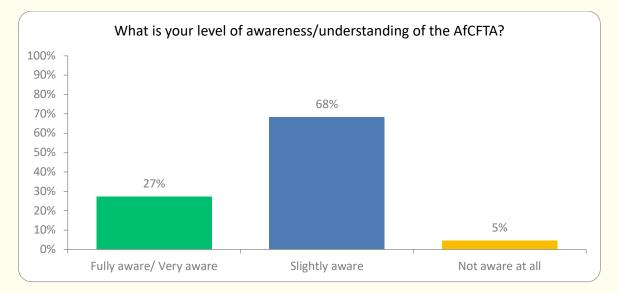
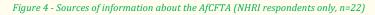
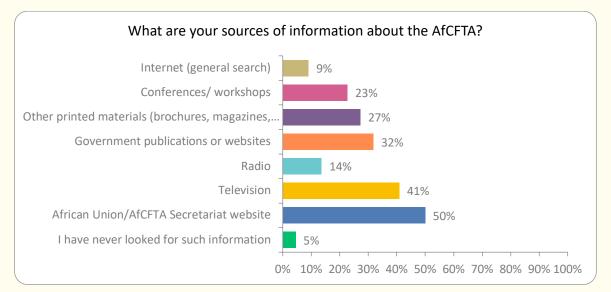


Figure 3 - Level of awareness/understanding of the AfCFTA (NHRI respondents, n=22)





Capacity

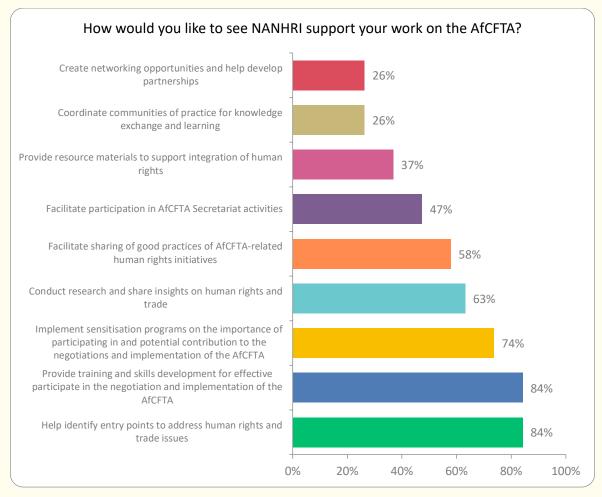
In FGDs, follow-up questions, and the survey, NHRIs indicated that limited capacity posed a significant challenge to engagement in AfCFTA processes. A large majority of the NHRIs that were represented in the survey lack dedicated staff working on the AfCFTA (91%). Despite 75% of NHRI respondents acknowledging that their institution has the responsibility to ensure that human rights issues are addressed within the context of the AfCFTA, 64% agreed that the lack of a sufficient number of personnel presented an obstacle to their engagement in AfCFTA processes. The same percentage also agreed that lack of capacity in terms of expertise on trade and related topics also constituted a barrier.



NHRI representatives indicated that there was a need to improve staff understanding of the AfCFTA, including technical knowledge, in order to contribute to negotiations. In the survey, NHRIs indicated that the top five ways that NANHRI could support their work on the AfCFTA as shown in *Figure 5* were:

- help identify entry points to address human rights and trade issues (84%);
- provide training and skills development to effectively participate in the negotiation and implementation of the AfCFTA (84%);
- implement sensitisation programs on the importance of participating in and potential contribution to the negotiation and implementation of the AfCFTA (74%);
- conduct research and share insights on research and trade (63%); and
- facilitate sharing of good practices of AfCFTA-related human rights initiatives (58%).

Figure 5 - NANHRI support expected by NHRIs (NHRI respondents, n=19)



In both FGDs and the survey, NHRIs proposed that capacity building should focus on: developing NHRIs' understanding of the AfCFTA both in general and with specific focus on the links between human rights and trade, mainstreaming of human rights, the impact of the AfCFTA on human rights, the role of NHRIs and the tools that they can use as they participate in AfCFTA processes. Some of the specific requests from NHRIs are listed in *Figure 6*.



Figure 6 - Sample of requests from NHRIs regarding capacity building on the AfCFTA by NANHRI⁴⁴

Knowledge	 promotion and protection of human rights under the AfCFTA human rights-based approaches to the AfCFTA linkages between trade and human rights impact of the AfCFTA (and trade generally) on human rights legal frameworks for human rights in the AfCFTA impact of AfCFTA implementation on development opportunities and domestic trade barriers
Capacity	 capacity building and sensitisation training around the AfCFTA tools for the promotion of human rights in the AfCFTA training on the intersection of human rights and trade training on the protection of people living in industrial areas, people living with disabilities, and vulnerable people in general
Engagement	 role of NHRIs in AfCFTA processes including implementation of the AfCFTA identifying potential entry points for participating human rights monitoring and compliance

Engagement

There is a clear gap in NHRI engagement in AfCFTA processes. Out of the 26 NHRIs consulted, all reported that they have not participated in AfCFTA negotiations while only one reported involvement in implementation, and six reported their involvement in consultations on the AfCFTA. Only one was very involved in consultations such as informational meetings and public fora. Three were moderately involved in such consultations, and two had low involvement. A senior staff member of another NHRI indicated that despite no previous work on the AfCFTA, the institution was planning to begin a project on the AfCFTA soon if the necessary approvals are secured.

The research highlighted a disconnect between NHRI participants' view of their role in AfCFTA processes and their actual participation in such processes. As indicated above, three quarters of NHRI survey respondents agreed or strongly agreed that their NHRI had a responsibility to ensure that human rights are addressed in the AfCFTA. Moreover, 85% agreed or strongly agreed that their NHRI had a responsibility to ensure that human rights the human rights of vulnerable groups are addressed in the AfCFTA (*Figure 7*). Similarly, 95% of NHRI respondents agreed or strongly agreed that their NHRI 'can influence the incorporation of human rights issues in the AfCFTA'. However, these views have largely not been translated into action.

⁴⁴ Sample responses to question: "If interested in trainings and skills development, please provide specific details of what the training should focus on?"



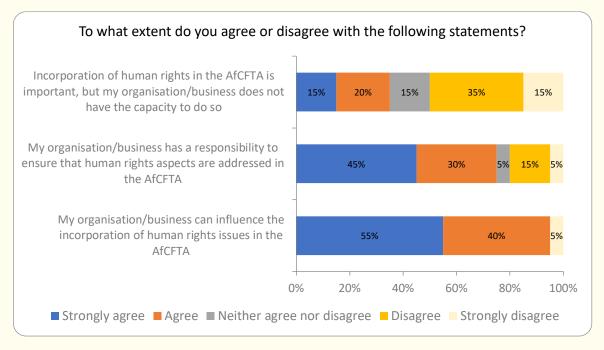


Figure 7- Incorporation of human rights into the AfCFTA (NHRI respondents, n=20)

During FGDs and the interview, NHRIs indicated that the following were some of the barriers to their participation in AfCFTA processes:

- insufficient understanding of the AfCFTA and of its relationship with human rights;
- little reference to human rights in AfCFTA instruments;
- lack of recognition within AfCFTA instruments of the role of various stakeholders in negotiation and implementation;
- lack of appreciation among drafters and/or negotiators of the importance of human rights to trade;
- limited experience working on free trade;
- limited domestication of human rights obligations in some contexts; and
- lack of sufficient independence to freely implement activities (in one Member State).

In the survey, NHRIs also made additional comments regarding barriers to their involvement in negotiation or implementation of the AfCFTA. More than half of the 22 NHRI representatives who answered the question on these barriers agreed or strongly agreed that the main ones were: '[l]imited access to information on the AfCFTA'(68%), '[l]lack of capacity in my organisation/business (in terms of number of people)' (64%); '[l]ack of people with expertise on related topics such as trade in my organisation/business' (64%) and '[l]ack of communication from the AfCFTA Secretariat/African Union Commission' (54%) (*Figure 8*). Further comments from NHRIs regarding barriers are shown in *Figure 9*.





Figure 8 - Barriers to involvement in AfCFTA processes (NHRI respondents only, n=22)

Figure 9 - Comments from NHRI respondents regarding barriers to the involvement of their NHRI in negotiation/ implementation of the AfCFTA

The only time I heard of AfCFTA was this year when I was invited to a zoom meeting by the secretariat. I do not know why that is so.

Our organisation has a specific mission assigned to it by a law that determines the mandate, competences and limits of action. On the AfCFTA our organisation will be interested in certain aspects relating to human rights. We then have a team that can be mobilised at any time to get involved in economic issues of any scale to monitor whether they are in perfect harmony with the individual and collective prosperity of the populations.

Considering that my organisation works in connection with human rights, it would take concrete actions to raise awareness about how it can collaborate in the implementation of the AfCFTA

Low capacity and knowledge of the material

Project leaders are unaware of our role, which is transversal and which also affect economic issues with the Economic and Social Cultural Rights (ESCR)

The Commission would appreciate a more proactive approach to the subject matter by the primary executors of the AfCFTA so that it can elicit effective participation by the support actors and for the NHRIs to execute their mandates effectively.

The main obstacles are mainly related to the weak collaboration with the local authorities responsible for implementing the project. Our institution has never been invited to initiatives to implement the project.

I think the main barriers to the involvement of the organisation in the negotiation and implementation of the AfCFTA is related to mandate and resource limitation.

There is little information about the role of National Human Rights Institutions on AfCFTA from a human rights perspective. This is coupled by lack of awareness of the content of AfCFTA and how one can engage with it

At the same time, the visibility of NHRIs will likely affect the impact of their work on the AfCFTA and other issues. When survey respondents were asked if they knew about NANHRI, 57% of those who answered the question responded affirmatively (*Figure 10a*). Although 62% of respondents indicated that they had not previously participated in NANHRI initiatives, 85% expressed interest in their organisation/business participating in a NANHRI programme on the AfCFTA while only 4% indicated that their institution would not be interested, and 11% did not know. The main NANHRI initiatives in which all survey respondents–including NHRIs–reported participation include the following: conferences, webinars, workshops and panel discussions; capacity building activities; NANHRI research studies; and the NANHRI biennial conference.

Among non-NHRI survey respondents, 59% of the 56 who answered the question about NHRI awareness knew about the NHRI in their country (*Figure 10b*). However, only 29% of respondents indicated that they had participated in NHRI initiatives; 66% reported that they had not. As with NANHRI, 85% of the 74 respondents who answered indicated that their organisation/business would be interested in participating in an NHRI programme on the AfCFTA while only 1% expressed disinterest in such a programme (*Figure 11*). Survey respondents reported that they had participated in NHRI initiatives such as stakeholder or NGO dialogues or fora; conferences and other events; writing shadow reports; and participating in research validation sessions.



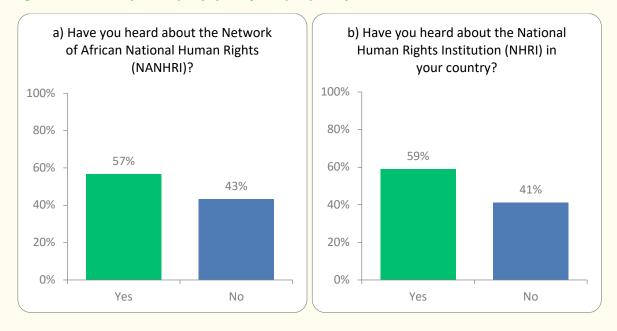
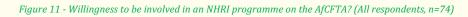
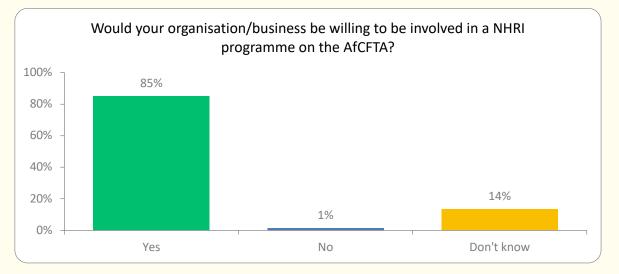


Figure 10 - Heard about: a) NANHRI (n=74); b) country NHRI (n=56), All respondents





Thus, while there was significant interest from the survey respondents who answered questions regarding participation in potential NHRI or NANHRI programmes on the AfCFTA, greater visibility of these institutions would help broaden the reach and impact of such programmes.

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Key Recommendations

NANHRI should:

- help strengthen NHRIs' knowledge of the AfCFTA and its potential impact on diverse rights holders by developing resource material and conducting training on a human rights-based approach to the AfCFTA;
- work with NHRIs and other partners to develop and mainstream tools for monitoring and evaluating the impact of the AfCFTA on human rights;
- look into the feasibility of establishing a formal relationship with the AfCFTA Secretariat in order to strengthen the trade-human rights nexus and facilitate NHRIs' access to current information on and involvement in AfCFTA processes;
- create a platform for NHRIs to brainstorm, share experiences, identify best practices, and collaboratively inform AfCFTA processes.

NHRIs should:

- map out and develop formal relationships with the government ministries, departments, and agencies involved in AfCFTA processes in order to identify entry points for greater engagement at the national level;
- conduct awareness-raising and other activities on the AfCFTA that not only sensitise the public, but also bring greater visibility to the NHRIs so that they can more effectively exercise their mandate;
- Collaborate with other actors to conduct and/or support *ex ante* and/or *ex post* human rights impact assessments of the AfCFTA in keeping with the 'Guiding Principles on human rights impact assessments of trade and investment agreements'⁴⁵;
- partner with NGOs, private sector actors, academic institutions, and other actors to coordinate reporting on the impact of the AfCFTA on human rights;
- develop compelling, evidence-based arguments and a broader strategy to counter two detrimental narratives, namely, that (1) trade and human rights are separate, and that (2) human rights hinder the realisation of the benefits of trade liberalisation.

The AfCFTA Secretariat should:

• consider the feasibility and potential benefits of establishing a formal relationship with NANHRI in order to strengthen the trade-human rights nexus and facilitate greater engagement by human rights actors in AfCFTA processes.

Member States should:

• Give greater prominence to human rights concerns and principles by ensuring that NHRIs are consulted by the ministries, departments, and agencies involved in developing and implementing AfCFTA policy as well as in monitoring and evaluating implementation.

⁴⁵ Olivier De Schutter, "Report of the Special Rapporteur on the Right to Food, Olivier De Schutter - Addendum: Guiding Principles on Human Rights Impact Assessments of Trade and Investment Agreements."



Part II: Vulnerable Groups' Knowledge, Capacity, and Engagement with AfCFTA Processes

The UN describes children, youth, women, older persons, people living with disabilities, refugees, indigenous populations, ethnic minorities, migrant workers, indigent people, and other marginalised groups as vulnerable populations.⁴⁶ More broadly, the UN High Commissioner for Refugees (UNHCR) defines vulnerability as '[t]he limited capacity to avoid, resist, cope with, or recover from harm [...] [as a] result of the unique interaction of individual, household, community, and structural characteristics and conditions'.⁴⁷ As such, the UNHCR further includes religious minorities and persons. of diverse sex, sexual orientation and gender identity among vulnerable groups.⁴⁸ Moreover, a few research participants recommended inclusion of small-scale farmers and rural dwellers as well.⁴⁹

During the research, in addition to engaging with NHRIs which often work with members of vulnerable groups, we conducted an FGD with CSOs who do the same. Although some of the representatives who participated in the FGD were themselves members of vulnerable groups, this was not always the case. Nevertheless, as indicated in the introduction, the majority of organisations represented in the FGD were led by members of vulnerable groups and/or focused their work on vulnerable groups. While the representatives of organisations who participated in the online survey might also have been members of vulnerable groups, it cannot be confirmed due to the anonymity of survey respondents.

Women and Youth Inclusion Efforts and Challenges

Gender equality is mentioned in the AfCFTA's Preamble and its realisation is one of the general objectives delineated in Article 3(e). Article 27(2)(d) of the Protocol on Trade in Services also stipulates that state parties should take action towards 'improving the export capacity of both formal and informal service suppliers, with particular attention to [...] women and youth service suppliers. Moreover, since the AfCFTA Agreement's entry into force, there has been more research on the potential impact and benefits on/for vulnerable groups, with particular attention given to women and youth.⁵⁰ Nevertheless, two recent reports suggest that women are not

⁴⁶ United Nations Enable, "Part V. Rights of Vulnerable Groups with Disabilities," Compilation of International Norms and Standards Relating to Disability, accessed June 4, 2022, https://www.un.org/esa/socdev/enable/discom500.htm.

⁴⁷ UN High Commissioner for Refugees, "UNHCR Glossary," accessed June 5, 2022, https://www.unhcr.org/glossary.

⁴⁸ UN High Commissioner for Refugees.

⁴⁹ Based on the UNHCR definition, other populations that could be included as vulnerable groups are people living with HIV, asylum seekers and stateless persons, persons with albinism, pastoralists, and informal workers.

⁵⁰ Fatimah Kelleher, "The African Continental Free Trade Area (AfCFTA) and Women: A Pan African Feminist Analysis," 2021,

http://www.crfm.net/index.php?option=com_k2&view=item&layout=item&id=1<emid=114; International Trade Centre, "Results Analysis: Survey of African Women's Business Associations," 2021, https://www.shetrades.com/application/files/6216/1579/9079/SheTrades_AfCFTA-

_Survey_of_African_Womens_Business_Associations-_12_March_2021.pdf; Goretti Mudzongo, "Understanding the African Continental Free Trade Area (AfCFTA) and How It Relates to Zimbabwean Women in Trade," n.d.; Ivan Atuyambe (Principle Researcher), "Making the AfCFTA Promises a Reality for African Youth: A Continental Study on Capacity Gaps, Policy Constraints and Prospects of Youth Inclusion in AfCFTA" (Arusha: MS Training Centre for Development Cooperation, 2022), https://arushadebates.africa/downloads/AfCFTA REPORT 2021.pdf; United Nations Development Programme and AfCFTA Secretariat, "The Futures Report: Making the AfCFTA Work for Women and Youth," 2020, www.africa.undp.org; Nadira Bayat, "Advancing Gender-Equitable Outcomes in African Continental Free Trade Area (AfCFTA) Implementation," 2021,

 $https://www.uneca.org/sites/default/files/keymessageanddocuments/22May_Final_WhitePaper_Advancing_gender_equitable_outcomes.pdf; UNECA, "Gender_equitable_outcomes.pdf; UNEC$



well represented among negotiators and that there is little evidence of significant youth participation.⁵¹ Although such representation is important, it is not, as a female trade expert suggested in an interview, sufficient for advancing equality. Further compounding the challenges, vulnerable groups lack direct avenues to participate in AfCFTA processes and must rely on negotiators and other participants in negotiations to raise and integrate their concerns.⁵²

A continental scoping study on youth inclusion emphasises the need for further efforts to promote inclusion of youth, women, as well as people with disabilities in the AfCFTA.⁵³ The continental scoping study included a poll of 4,295 youth entrepreneurs, professionals, policy makers, informal workers, unemployed individuals, and university and tertiary students.⁵⁴ The researchers found that 50.4% of them had not heard of the AfCFTA.⁵⁵ Those who were aware of it tended to be in leadership positions and/or urban professionals working predominantly for the private sector or CSOs.⁵⁶ Even where members of vulnerable groups are aware of the AfCFTA, challenges accessing information on the benefits and modalities of free trade hinder their participation, as in the case of women business associations and women informal cross-border traders.⁵⁷

On a more positive note, actors like UNECA have been working with member states to mainstream gender into their AfCFTA national implementation strategies, and, thus far, the majority of these strategies consider gender and inclusion.⁵⁸ Seeking to take a more comprehensive approach, the AfCFTA Secretariat recently initiated the drafting of a Protocol on Women and Youth, and the United Nations Development Programme (UNDP) and UN Women organised consultations with women traders and other stakeholders across the continent to provide input to the Secretariat.⁵⁹ During an interview for this study, a UN representative indicated that a UNDP report on the consultations is forthcoming. UN Women will also soon publish the results of a continental survey that it conducted on women and trade although at the time of publishing this report, results for the survey were yet to be published.

Mainstreaming in African Continental Free Trade Area National Implementation Strategies: An Inclusive and Sustainable Pathway towards Gender Equality in Africa" (Addis Abab, 2020), https://repository.uneca.org/handle/10855/43144.

⁵¹ Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 42;

Atuyambe (Principle Researcher), "Making the AfCFTA Promises a Reality for African Youth: A Continental Study on Capacity Gaps, Policy Constraints and Prospects of Youth Inclusion in AfCFTA," 36.

⁵² The following participate in AfCFTA negotiations "accredited negotiators, the Regional Economic Communities, technical partners, and other specially invited groups and organisations." Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 41–42.

⁵³ Atuyambe (Principle Researcher), "Making the AfCFTA Promises a Reality for African Youth: A Continental Study on Capacity Gaps, Policy Constraints and Prospects of Youth Inclusion in AfCFTA," 8.

⁵⁴ Atuyambe (Principle Researcher), 16.

⁵⁵ Atuyambe (Principle Researcher), 33.

⁵⁶ Atuyambe (Principle Researcher), 36.

⁵⁷ International Trade Centre, "Results Analysis: Survey of African Women's Business Associations," 10; African Peer Review Mechanism, "A Study on the Opportunities in the AfCFTA for Women in the Informal Cross-Border Trade," 2022, 9, https://au.int/en/documents/20220311/study-opportunities-afcfta-womeninformal-and-cross-border-trade.

⁵⁸ Bayat, "Advancing Gender-Equitable Outcomes in African Continental Free Trade Area (AfCFTA) Implementation"; Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 41.

⁵⁹ UN Women and United Nations Development Programme, "Women in Trade Protocol: Zimbabwe Consultation Report," 2021.



Study Findings on Knowledge and Capacity

Although at least half of the eight organisations represented in the FGD for organisations working with vulnerable groups had programs on trade, almost all of them still contended that many members of vulnerable groups are unaware of the AfCFTA's existence, its potential impact, and of how to meaningfully engage in its processes. Nevertheless, two of the organisations represented are involved in awareness raising and/or capacity building around the AfCFTA.

In the survey, 67 respondents (64% of all) stated that they worked with vulnerable groups on trade and human rights related issues. NHRIs were also part of this category and were the majority (33%) (*Figure 12*). Almost a quarter (24%) of the vulnerable groups' organisations identified as CSOs and 18% identified as local NGOs (*Figure 12*).

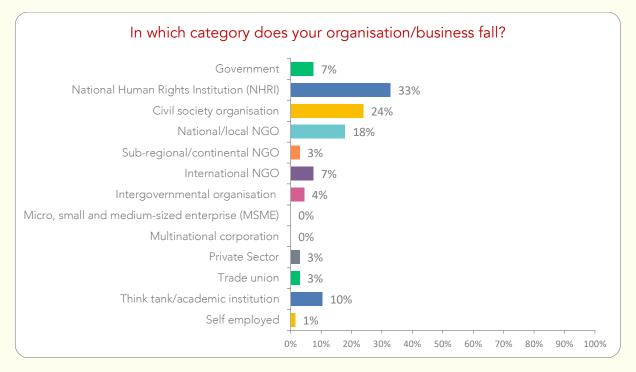


Figure 12 - Category of business (Vulnerable groups organisations, n=67)⁶⁰

These respondents indicated that the vulnerable groups with whom they work include the following: children; girls; youth; women; older persons; victims of human rights violations; peasant communities affected by megaprojects; fisherfolk; workers in the informal sector; migrants; disadvantaged consumers; indigenous people; victims of trafficking; people living with disabilities; mining affected communities; lesbian, gay, bisexual, transgender, queer/questioning, plus; rural women; refugees; victims of sexual violence; sex workers; infants living with their mother in prisons; people with albinism; returnees; internally displaced persons; women

⁶⁰ Note that participants were allowed to select multiple responses.



prisoners; indigent people, among others. Some specific focus areas they highlighted include advocacy in improving access to justice, capacity building on human rights; teaching and research in human rights; monitoring, investigations, and reporting on compliance with human rights standards; education/sensitisation; training; market linkages/trade facilitation; public awareness and redressing of violations/abuses; *pro bono* legal services; illicit financial flows; slavery by descent; business and human rights; and service provision for ethnic minorities in different communities who are at a disadvantage due to background and immigration status.

A quarter (25%) of 59 representatives of organisations/businesses working with vulnerable groups indicated that their organisation/business work with vulnerable populations specifically on the AfCFTA. These organisations were included in the stakeholder analysis. Only 36% of the respondents working with vulnerable groups on the AfCFTA indicated that they were fully aware of the AfCFTA (*Figure 13*).

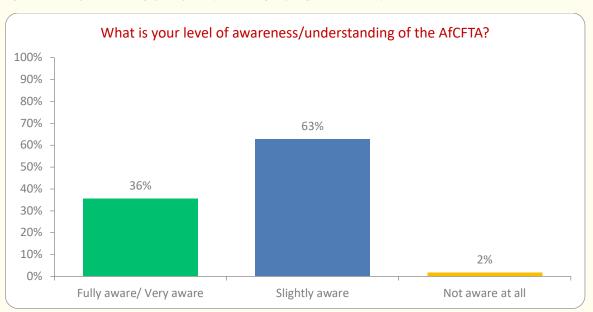
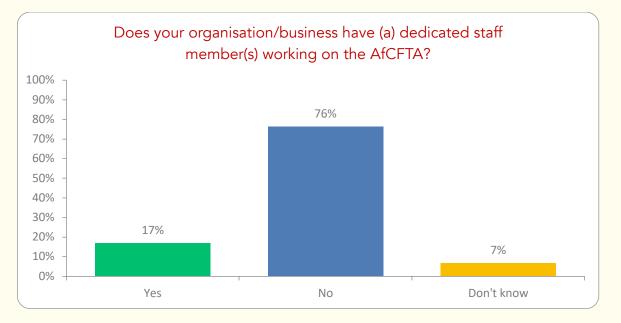


Figure 13- Level of understanding of the AfCFTA (Vulnerable groups organisations, n=59)

More than half of the organisations (76%) working with vulnerable groups reported that they do not have a dedicated staff member working on the AfCFTA (*Figure 14*).







Study Findings on Engagement

As stated in the update on the human rights impact assessment, '[a] human rights-consistent negotiating process is based on States' human rights obligations: it is participatory, inclusive and transparent, with appropriate accountability and oversight'.⁶¹ Negotiators must strike a delicate balance between transparency and the reality that trade negotiations 'require a degree of confidentiality'.⁶² However, FGD participants and CSO key informants stated that they lacked information about the negotiations and avenues for participation. According to the human rights impact assessment update, 'the pertinent texts and meeting reports have remained unpublished at best and actively restricted at worst'.⁶³ One key informant from an organisation that works with vulnerable groups was a member of a large CSO forum for members of a vulnerable group and was surprised that even this forum was not engaged by the AU Commission. Another key informant from a CSO that has observer status with the AU similarly decried the lack of transparency and side-lining of the AU advisory organ that is made up of CSOs, namely ECOSOCC. This informant contended that the COVID-19 pandemic aggravated the challenge of CSO engagement in AU processes since the cancellation of physical meetings led to the inability of even NGOs with observer status to participate.

None of the organisations that participated in the FGD on vulnerable groups had been involved in negotiation of the AfCFTA Agreement. In the survey, 8% of organisations working with vulnerable groups indicated that they had participated in AfCFTA negotiations, while 76% indicated the contrary (*Figure 15*). At the same time, only 14% of the organisations working with vulnerable groups have been involved in its implementation (*Figure 15*).

- 62 Friedrich Ebert Stiftung Geneva Office, 29.
- 63 Friedrich Ebert Stiftung Geneva Office, 39

⁶¹ Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 38.



Thirty-two percent were involved in AfCFTA consultations although their level of involvement was mainly low (71%) (*Figure 16*)

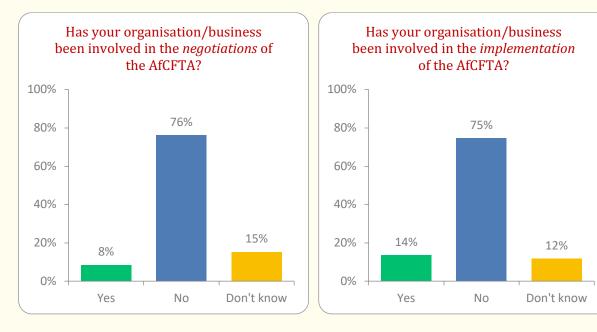
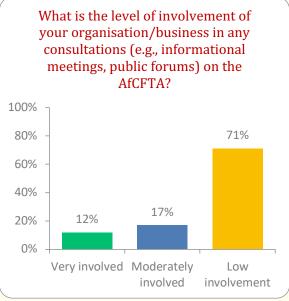


Figure 15 - Involvement in AfCFTA processes (Vulnerable groups organisations, n=59)

Figure 16 - Involvement in consultations on the AfCFTA (Vulnerable groups organisations, n=59)





The FGD CSO participants from organisations working with vulnerable groups mentioned the following additional barriers to their engagement in AfCFTA processes:

- challenges linking current work to trade;
- lack of clarity regarding the authorities behind the AfCFTA;
- assumptions and stereotypes regarding the capacity of persons with disabilities to produce good quality products and be involved in trade;
- lack of specific references to vulnerable populations in the AfCFTA Agreement and its protocols;
- insufficient visibility to raise concerns with relevant parties;
- a shift in priorities as a result of the need to respond to the COVID-19 pandemic; and
- lack of practical knowledge about trade.

In the survey, the organisations also indicated several barriers (*Figure 17*) and made the following additional comments regarding barriers to involvement in AfCFTA processes: lack of sufficient funding, the AfCFTA not being a focus area in their work or only certain aspects of the AfCFTA falling within their mandate, lack of capacity both in terms of number of people and in-depth understanding of the AfCFTA, lack of structured forms of engagement, and lack of communication. Specific barriers that were raised with regard to national governments included the predominant role of governments and exclusion of non-state actors from AfCFTA processes at the national level, not being invited to participate by national and local authorities, and the government not engaging all sectors. Respondents also highlighted the following barriers at the level of the AfCFTA Secretariat: failure to proactively engage NHRIs and/or CSOs, failure to take into account key stakeholders such as consumers, and the Secretariat's lack of awareness of the transversal role of organisations working on human rights.



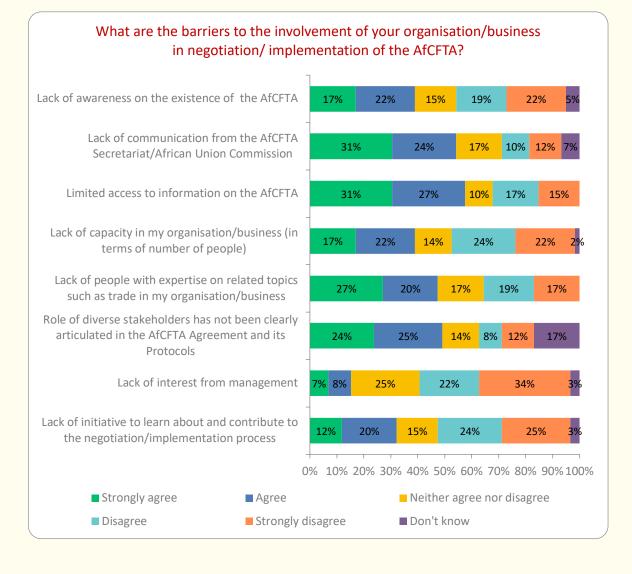


Figure 17- Barriers to involvement in AfCFTA processes (Vulnerable groups organisations, n=59)

Organisations/businesses working with vulnerable groups largely expressed a commitment to advancing human rights, with 91% agreeing or strongly agreeing that they had this responsibility while 5.6% either disagreed or strongly disagreed. More than half of them (59%) indicated that their organisation/business had the particular responsibility to ensure that human rights issues are addressed within the AfCFTA. Nevertheless, 50% of respondents working with vulnerable groups reported that their organisation/business lacked the capacity to integrate human rights into the AfCFTA (*Figure 18*).



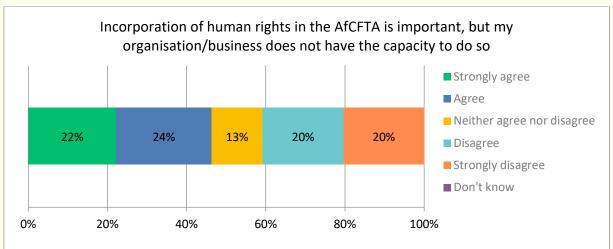


Figure 18 - Organisation/business responsibility to incorporate human rights into the AfCFTA (Vulnerable groups organisations, n=54)

Key Recommendations

Vulnerable groups should:

- particularly women and youth, engage with the AfCFTA Secretariat and with their national governments regarding contributing to the development of the Protocol on Women and Youth in Trade;
- work with research institutions and/or NGOs to conduct research within their communities to assess the AfCFTA's coherence with human rights and evaluate its impact on these rights;
- advocate for the creation of a Simplified Trade Regime at the continental level in an effort to not only help citizens understand and benefit from the AfCFTA, but to make it more inclusive and help address issues such as gender-based violence faced by women traders at the borders;
- Build relationships and form coalitions of like-minded actors that build members' capacity and conduct advocacy to promote and protect the human rights of vulnerable groups within the AfCFTA.

NANHRI should:

• Ensure that tools for monitoring and evaluating implementation which it develops in collaboration with NHRIs pay particular attention to the impact of the AfCFTA on vulnerable groups' enjoyment of their human rights.

NHRIs should:

- partner with members of vulnerable groups to design and routinely conduct activities aimed at raising awareness of the AfCFTA among these groups and the general public;
- provide clear, accessible avenues for members of vulnerable groups to lodge complaints regarding violations of human rights in relation to the AfCFTA;
- partner with members of the vulnerable groups with whom they work to monitor the impact of the AfCFTA on them.



A Baseline Assessment and Stakeholder Mapping

The AfCFTA Secretariat should:

- create (a) mechanism(s) through which representatives of vulnerable groups can inform AfCFTA processes, including the development of the Protocol on Women and Youth in Trade;
- ensure that its efforts to foster inclusion: (1) take an intersectional approach that recognises how multiple facets of an individual's social identity (such as gender, class, and race) might intersect to render them simultaneously subject to different forms of discrimination; (cite Crenshaw) and (2) consider the different economic roles individuals play (i.e., as producers, workers, consumers);
- mobilise financial resources to support a training programme within the planned AfCFTA Academy for members of vulnerable groups working on trade issues;
- collaborate with organisations working with vulnerable groups to conduct case studies in select countries across all five regions and in select RECs identifying lessons learned and best practices in engaging these groups in AfCFTA processes;
- include monitoring of the impact of the AfCFTA on vulnerable groups within broader monitoring processes;
- create a Simplified Trade Regime at the continental level.

Member States should:

- Regularly share information through traditional and social media on the status of ratification and/or implementation of the AfCFTA in official and vernacular languages;
- Take measures to eliminate stereotypes that hinder certain vulnerable groups' participation in trade;
- develop mechanisms to protect vulnerable groups to the greatest extent possible from harmful impacts of the AfCFTA on their human rights;
- ensure representation of vulnerable groups and integration of their concerns within national AfCFTA policymaking, implementation, and monitoring and evaluation processes;
- Develop and widely disseminate simple guides on how individuals, businesses, and civil society actors can contribute to AfCFTA processes as well as how they can seek redress for human rights grievances.

Part III: Non-NHRI Stakeholders' Knowledge, Capacity, and Engagement with AfCFTA Processes

Non-NHRI stakeholders who participated in the study include government ministries and agencies, civil society and private sector actors, and representatives of intergovernmental organisations. In total, 68 online survey respondents were in this group. As explained in the introduction, although there is overlap between this category and the previous one (i.e., vulnerable groups), disaggregation of the data on vulnerable groups was considered critical in order to ensure that their concerns were reflected in the report. Seventeen, or 15% of survey respondents, reported that they work for the government. Eight NGOs participated in an FGD on vulnerable groups, and at least 20 survey respondents, or 19%, indicated that they worked within CSOs. Although private sector actors were less represented in the online survey—five respondents, or 5% of the total—we conducted two interviews with private sector actors.⁶⁴ Intergovernmental actors also only made up 3% of respondents (two respondents) in the survey. However, the researchers interviewed five representatives from such institutions and received written responses from one additional representative. Desk research was also used to complement our findings.

Like the 2016 civil society statement⁶⁵ and the *ex-ante* human rights impact assessment, a 2016 primer by Regions Refocus and Third World Network-Africa noted that although the AU had plans to engage various stakeholders on the AfCFTA, at the time no 'official mechanisms' had been created for civil society participation.⁶⁶ However, more recently a report by the Southern Africa Trade Union Coordination Council (SATUCC) points to some avenues for engagement at the regional level by certain categories of stakeholders.⁶⁷ Fora mentioned include the AfCFTA Civil Society Forum held in Niamey in 2019⁶⁸ and the AfCFTA Business Forum in 2020.⁶⁹ Other recent studies and reports call for more consultative processes that include women's groups–including women's rights groups⁷⁰--trade unions,⁷¹

and certain private sector actors⁷².

African government actors are at the centre of the negotiation and implementation of the AfCFTA. Although a 2020 AfroChampions assessment ranked average commitment to the AfCFTA at 44% and the level of implementation at 49%,⁷³ over the last two years, AU member states have taken significant steps to

66 "The Continental Free Trade Area (CFTA): Process and Political Significance," 2016, 2, https://regionsrefocus.org/app/uploads/2019/11/CFTA-Primer-1.pdf. 67 "Review the Impacts of the Africa Continental Trade Agreement (AfCFTA) on Decent Work, Labour Migration and Employment Creation at the SADC Region Level," 14.

71 Chiwota, "The African Continental Free Trade Area – Will It Promote Fair Trade, Economic Development and Decent Work?"; Southern Africa Trade Union Coordination Council, "Review the Impacts of the Africa Continental Trade Agreement (AfCFTA) on Decent Work, Labour Migration and Employment Creation at the SADC Region Level"; Daniel, "Trade Unions and Trade: A Guide to the African Continental Free Trade Area Agreement (AfCFTA)."

⁶⁴ Anonymous, "Virtual Interview - Non-NHRI 1."

⁶⁵ Regions Refocus, "African Civil Society Statement on the Continental Free Trade Agenda at Africa Trade Week 2016."

⁶⁸ UNECA, "A Highlight About the AfCFTA Civil Society Forum," 2019, https://multimedia.uneca.org/handle/10855.1/616?show=full.

^{69 &}quot;Report of the AfCFTA Business Forum 2020," 2020, https://www.africaeconomiczones.com/wp-content/uploads/2021/03/REPORT-of-the-AfCFTA-Business-

Forum-2020_FINAL-1.pdf.

⁷⁰ International Trade Centre, "Results Analysis: Survey of African Women's Business Associations"; Kelleher, "The African Continental Free Trade Area (AfCFTA) and Women: A Pan African Feminist Analysis."

⁷² Economic Commission for Africa, "Survey Report: Perception of the East African Community Private Sector on the African Continental Free Trade Area" (Addis Ababa, 2021), https://repository.uneca.org/handle/10855/43975; International Trade Centre, "Results Analysis: Survey of African Women's Business Associations." 73 Michael Kottoh et al., "AfCFTA Year Zero Report: Part 1 - An Assessment of African Governments' Commitment and Readiness for AfCFTA Start of Trading in Light of COVID-19," 2020, 8.

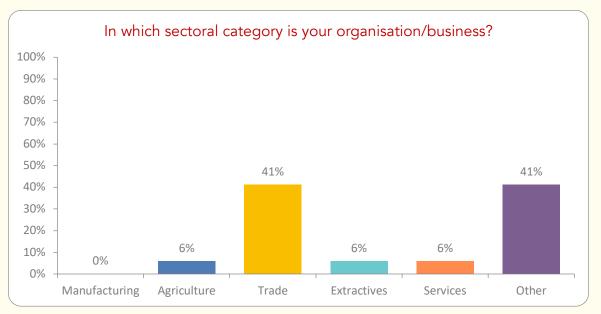
operationalise the AfCFTA including through ratification of the AfCFTA Agreement and development of national implementation strategies. These activities present new opportunities for engagement by human rights actors.

In this section, we examine the data collected from non-NHRIs in the study. Before examining the data for this category as a whole, we highlight survey findings from government actors and, due to the limited number of private sector survey respondents, we share interview and desk research findings regarding private sector institutions.

Government Actors

Government survey participants came from various ministries (including those charged with trade, development, industry, and justice), revenue authorities, and national universities and research institutions. Representation from various sectors was as follows: trade sector (41%), agriculture (6%), extractives (6%), and services (6%) (*Figure 19*). Less than a quarter of the respondents (24%) reported working with vulnerable groups on trade and human rights issues (*Figure 20*).







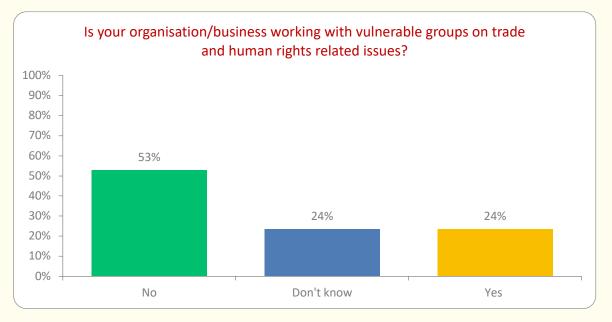


Figure 20 - Percentage of organisations/businesses working with vulnerable groups on trade and human rights related issues (Government, n=17)

Most of the government respondents (80%) reported that they were fully aware of the AfCFTA while about 13% reported being slightly aware and about 7% indicated that they were not aware (*Figure 21*). Two-thirds (66%) had a dedicated staff member working on the AfCFTA (*Figure 22*).

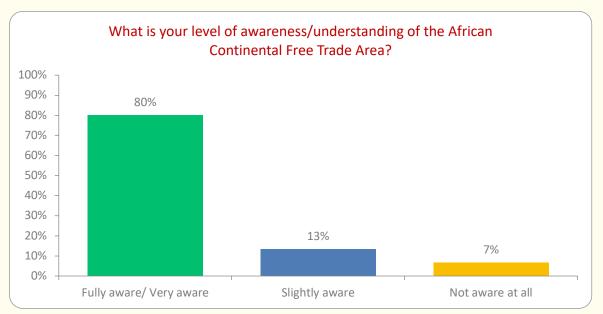
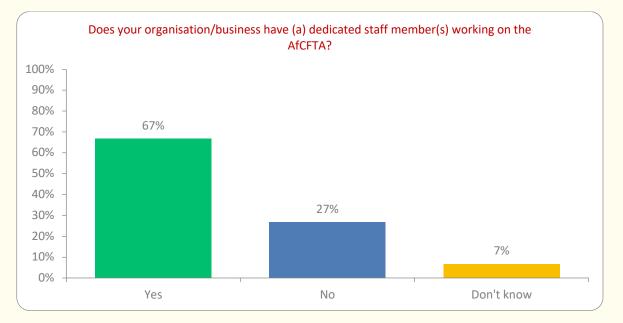
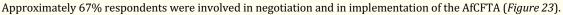


Figure 21- Level of awareness/understanding of the AfCFTA (Government, n=15)









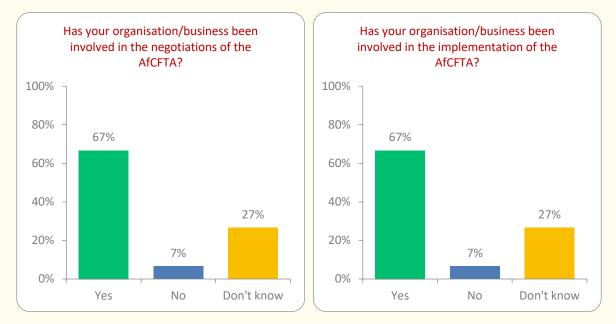


Figure 23 - Involvement in AfCFTA negotiations and implementation (Government, n=15)

Most of the government actors surveyed were involved in consultations on the AfCFTA, with high (53%) to moderate (46%) involvement (*Figure 24*). None of the respondents reported low engagement.



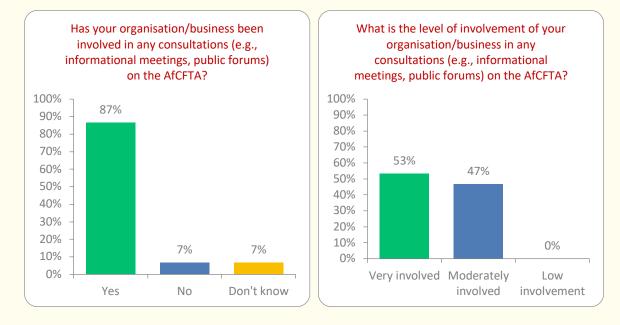


Figure 24 - Involvement in consultations on the AfCFTA (Government, n=15)

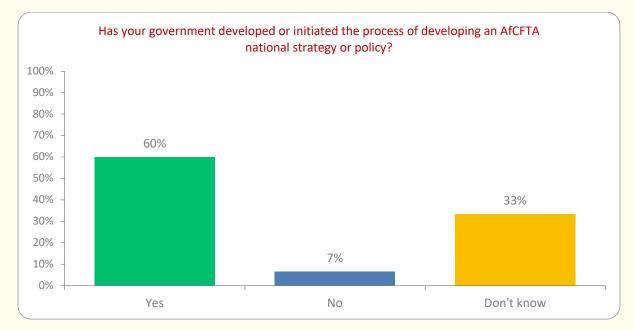
The main barriers to the involvement of governmental institutions in negotiation and implementation of AfCFTA were lack of capacity (i.e., people and expertise) and limited access to the relevant information (*Figure 25*). A significant number of government respondents (60%) reported that their countries had developed or initiated the process of developing an AfCFTA national strategy (*Figure 26*).





Figure 25- Barriers to involvement in negotiation/implementation of the AfCFTA (Government, n=15)





Although almost 30% of government survey respondents skipped the question regarding their level of awareness of human rights, those who answered indicated that they were either fully/very aware of human rights (67%) or slightly aware (33%) (*Figure 27*). When asked how important human rights are to the establishment of the AfCFTA, more than half suggested that they are very important (58%), while 25% and 17% characterised them as important or somewhat important, respectively (*Figure 28*).

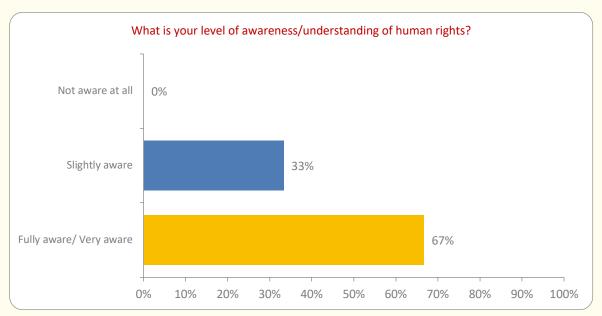
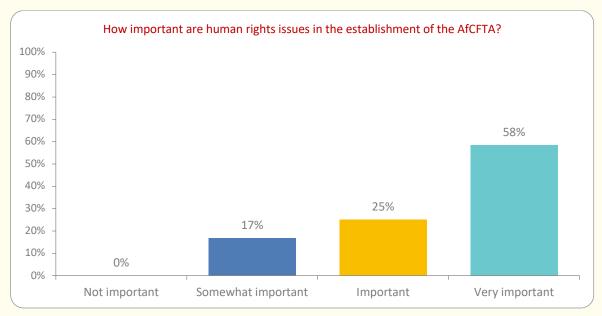


Figure 27- Level of awareness/understanding of human rights (Government, n=12)





Two-thirds of government respondents agreed or strongly agreed that their institution has a responsibility to advance human rights. This agreement/strong agreement dropped to half of the respondents when asked whether their institution has a responsibility to ensure that human rights are addressed in the AfCFTA. However, 58.33% agreed or strongly agreed that their institution had a responsibility to ensure that the human rights of vulnerable groups are addressed within the AfCFTA. Interestingly, some government respondents might not have agreed about their institution's obligation to address human rights in the AfCFTA except where the human rights of vulnerable groups are concerned.

Private Sector Institutions

The AU emphasises the 'crucial' role that the private sector plays in promoting development.⁷⁴ In response, the AU has created structures such as the African Private Sector Forum, AU Foundation, and Africa Business Council (AfBC) through which it engages the private sector. The AfBC, for example, has the following mission:

[t] o be the premier advocacy arm and platform for private sector cooperation and engagement at the African continental level, strengthening economic, commercial, business, and investment ties among the business communities of the African continent, while ensuring regular inclusive dialogue with the African Union.⁷⁵

It is expected that the AfCFTA Secretariat and AfBC will jointly organise the AfCFTA Business Forum on an annual basis immediately prior to AU Summits.⁷⁶ Almost 1,800 delegates participated in the 2020 Forum whose theme was 'AfCFTA's Role in post COVID-19 Recovery, Resilience & Structural Transformation'.⁷⁷

The AfroChampions Initiative, a 'public-private partnership designed to galvanise African resources and institutions to drive Africa's economic integration',⁷⁸ is an official AU partner whose work focuses on the AfCFTA. It includes capacity building for private sector actors; the Trillion Dollar Framework aimed at supporting infrastructure and strategic projects; PanaBIOS, digital technology that facilitates safe travel; and initiatives to support youth empowerment and entrepreneurship (conducted together with the Arab Bank for Economic Development in Africa).⁷⁹ In May 2020, AfroChampions conducted 'An Assessment of African Governments' Commitment and Readiness for AfCFTA Start of Trading in light of COVID-19', which was mentioned above.⁸⁰ This was the first such assessment within a plan to continuously monitor and evaluate implementation of the AfCFTA.⁸¹ Within the Trillion Dollar Framework, the Initiative also plans, among other activities, to monitor certified projects as well as, more broadly, to develop a mechanism to monitor, rate, and

77 "Report of the AfCFTA Business Forum 2020."

⁷⁴ UNECA, "Leveraging Private Sector Engagement for the Africa We Want," 2021, https://au.int/en/pressreleases/20211108/leveraging-private-sector-engagementafrica-we-want.

⁷⁵ Africa Business Council, "Africa Business Council," 2021, https://africanbusinesscouncil.org/.

^{76 &}quot;Report of the AfCFTA Business Forum 2020," 2020, 7, https://www.africaeconomiczones.com/wp-content/uploads/2021/03/REPORT-of-the-AfCFTA-Business-Forum-2020_FINAL-1.pdf.

⁷⁸ AfroChampions Initiative, "Driving Africa Forward," 2022, https://afrochampions.org/drivingafricafoward.php.

⁷⁹ The AfroChampions Initiative and African Union, "The Trillion Dollar Investment Framework for Africa in Support of AfCFTA Implementation: Version 2.0 - An Executive Summary," n.d., https://www.afrochampions.org/assets/doc/Contenus Trillion Dollar Framework/THETRI-1.PDF; Afrochampions Initiative, "Trillion Investment Framework Presented at AfroChampions Boma," 2019; ANA MAG and The AfroChampions Initiative, "ZLECAF: L'Afrique Sur La Route de l'intégration ! / AfCFTA: Africa on the Road to Integration!," ANA MAG, April 2021; The AfroChampions Initiative and Arab Bank for Economic Development in Africa, "Continental Advancement & Rebirth Through Value-Chain Accelerators & Networks (Caravan)," accessed June 8, 2022, https://caravanafrica.com/about/. 80 Kottoh et al., "AfCFTA Year Zero Report: Part 1 - An Assessment of African Governments' Commitment and Readiness for AfCFTA Start of Trading in Light of

⁸⁰ Kottoh et al., "AfCFTA Year Zero Report: Part 1 - An Assessment of African Governments' Commitment and Readiness for AfCFTA Start of Trading in Light of COVID-19."

A Baseline Assessment and Stakeholder Mapping

'how well they sensitise/advocate on SDGs-compliant AfCFTA projects and hold governments accountable on commitments and mitigation of any adverse impacts'.⁸³

At the national level, private sector actors may have formal avenues through which to participate in AfCFTA processes such as through bodies tasked with leading negotiation processes. Two business membership organisations that participated in the study, for example, indicated that they inform trade policy through national bodies in which they represent their members. One of the associations participated in both national and sub-regional processes. However, during an interview, a representative of another private sector actor that had been involved in AfCFTA-related activities in different parts of the continent, remarked that some private sectors think the AfCFTA is averse to their interests while others are disinterested in it because they doubt the AU's capacity to ensure its full realisation. This representative suggested that in Africa there is often a big disconnect between the private sector–including sectoral business associations and chambers of commerce–and government institutions.

Private sector actors should all not be assumed to have had greater engagement with the AfCFTA processes than other actors. Findings from this and other research show that engagement levels have varied. While a representative of one private sector organisation interviewed⁸⁴ was actively involved in AfCFTA negotiation and implementation processes at the national level, another private sector actor working at the continental level and involved in conducting capacity building among private sector actors remarked during another interview that there was little awareness of and engagement by these actors in the AfCFTA processes. The different levels of engagement by private sector actors are also reflected in the literature. Although a 2021 UNECA report on East African Community (EAC) perceptions of the AfCFTA notes 'low direct participation of the private sector in the negotiation process',⁸⁵ the study found that 30% of the respondents⁸⁶ had been 'actively involved' in the AfCFTA negotiations and/or in the development of national implementation strategies.⁸⁷ An International Trade Centre survey involving 68 African women's business associations also found that 25% of the associations had been 'consulted on the negotiation and implementation of the AfCFTA'.⁸⁸ At the same time, it is important to note that these findings are not representative of the entire continent given the limited scope of the research projects.

Survey Findings on Knowledge and Capacity of Non-NHRIs

More than half of the non-NHRI respondents (51%) reported that they are fully aware of the AfCFTA while 46% reported being slightly aware (*Figure 29*). However, only 27% have a dedicated staff member working on the AfCFTA (*Figure 30*).

87 Economic Commission for Africa, 14.

⁸² AfroChampions Initiative and African Union, "The Trillion Dollar Investment Framework for Africa in Support of AfCFTA Implementation: Version 2.0 - An Executive Summary," n.d., 7, https://www.afrochampions.org/assets/doc/Contenus Trillion Dollar Framework/THETRI~1.PDF.

⁸³ AfroChampions Initiative and African Union, 22.

⁸⁴ Anonymous, "Virtual Interview - Non-NHRI 1."

⁸⁵ Economic Commission for Africa, "Survey Report: Perception of the East African Community Private Sector on the African Continental Free Trade Area," 16. 86 The number of survey respondents in the study were 264 and 25 stakeholders were interviewed. Economic Commission for Africa, 4.

⁸⁸ International Trade Centre, "Results Analysis: Survey of African Women's Business Associations," 6.



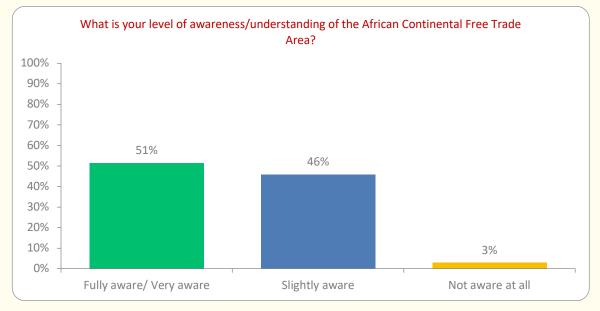
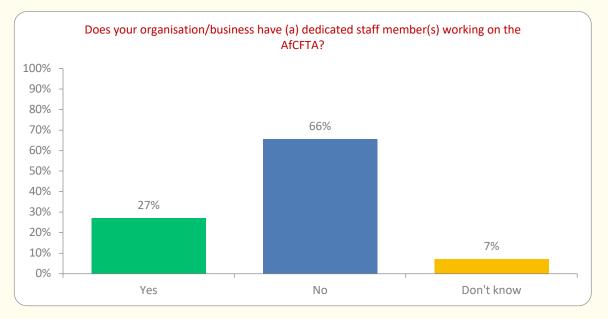


Figure 29 - Level of awareness/understanding of the AfCFTA (non-NHRIs, n=70)





Survey Findings on Engagement

Among the non-NHRI organisations surveyed, 17% of these organisations had participated in AfCFTA negotiations and 20% were involved in implementation.



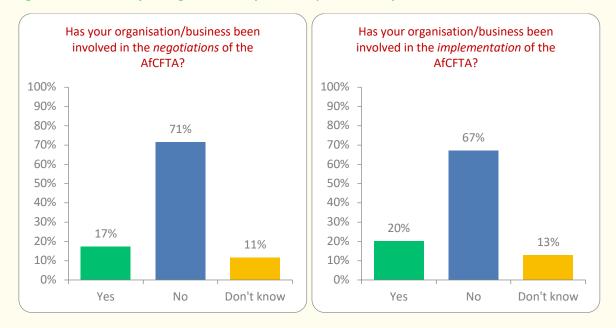


Figure 31 - Involvement in AfCFTA negotiations and implementation (non-NHRIs, n=70)

Thirty-eight percent were involved in consultations on the AfCFTA although their level of involvement was mainly low (57%) (*Figure 32*).

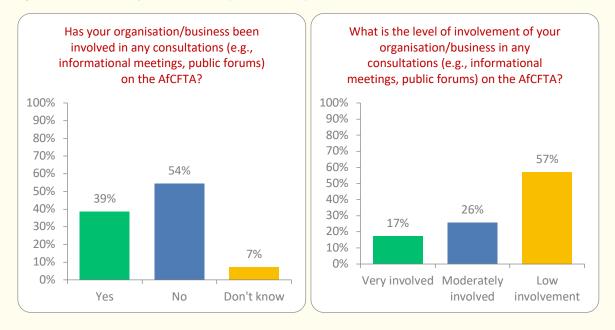


Figure 32 - Involvement in AfCFTA consultations (non-NHRIs, n=70)

The main barriers to the involvement of non-NHRI organisations and businesses in negotiation and implementation of AfCFTA were reported as lack of communication from the AfCFTA Secretariat and AU Commission and limited access to the relevant information (*Figure 33*).

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Figure 33 - Barriers to involvement in AfCFTA processes (non-NHRIs, n=70)

Non-NHRI respondents largely expressed a commitment to human rights, with 85% agreeing or strongly agreeing that their institution had an obligation to advance human rights. However, fewer (55%) agreed or strongly agreed that their institution had a responsibility to ensure that human rights are addressed within the AfCFTA. Over half (63%) agreed or strongly agreed that their institution had a responsibility to ensure that human rights of vulnerable people are addressed in the AfCFTA.



Key Recommendations

NANHRI should:

• Broaden the reach of its AfCFTA programme by building relationships with trade unions, private sector actors, NGOs, and academic institutions/think tanks including the survey respondents who expressed interest in a NANHRI programme;

NHRIs and CSOs should:

- develop resource materials to enhance the knowledge and understanding of civil servants within national AfCFTA trade policy institutions of the relationship between human rights and free trade;
- seek linkages and common ground in engagements with stakeholders like private sector actors that might be doing work which addresses human rights issues despite not framing it as such;

Private Sector Actors should:

• develop stronger partnerships with NHRIs and other human rights actors in order to strengthen implementation of the AfCFTA and collective realisation of its benefits;

The AfCFTA Secretariat should:

- enhance both formal space for human rights actors' participation in negotiations and other avenues for dialogue such as ECOSOCC;
- regularly disseminate accessible information on the AfCFTA, including opportunities for stakeholder engagement, in the AU's six official working languages (i.e., Arabic, English, French, Kiswahili, Portuguese, and Spanish);

Member States should:

- invite diverse stakeholders including human rights actors to participate in the national implementation strategy development process;
- ensure that line ministries (including ministries of trade, industry, development, social affairs, gender, justice, labour) are in conversation with each other and NHRIs regarding the AfCFTA.



Opportunities for Greater Engagement with the AfCFTA by Human Rights Actors

Describing the 'democracy deficit' in the AfCFTA, Fagbayibo contends that

[a]lthough the AU failed to stipulate meaningful consultation as an integral part of the negotiation process, there is still an opportunity to ensure that after it comes into force, member states are mandated to implement the AfCFTA within a more democratic context.⁸⁹

Human rights actors can play a key role not only in democratising AfCFTA processes, but also in making the AfCFTA more human-centred through the development and implementation of a human rights-based approach.⁹⁰ This section of the report considers some of the key opportunities on which human rights actors could capitalise as they boost their engagement with the AfCFTA. These are, by no means, the sole opportunities that exist. Rather, the aim of this section is twofold. First, it seeks to help jump-start human rights actors' involvement as soon as possible in these early stages of operationalising the AfCFTA. Second, it offers a few ideas to foster further reflection regarding possible medium- and long-term interventions. The following opportunities are highlighted:

- (1) Protocol on Women and Youth in Trade;
- (2) National AfCFTA implementation strategies;
- (3) AfCFTA Implementation Review Mechanism;
- (4) Ongoing ratification of the AfCFTA Agreement and Free Movement Protocol;
- (5) AfCFTA Initiative on Guided Trade;
- (6) Input into identification of priority value chains; and
- (7) Five-year review of the AfCFTA.

Protocol on Women and Youth in Trade

Engagement in the drafting and negotiation processes for the Protocol on Women and Youth arguably presents the most immediate opportunity for human rights actors to facilitate greater integration of human rights into the AfCFTA and more inclusion of diverse actors in these processes. At the 35th Ordinary Session of the Assembly of Heads of State and Government held from 5-6 February 2022, the Assembly hailed the Council of Ministers' creation of a Committee on Women and Youth in Trade and establishment of guidelines for negotiation of the Protocol on Women and Youth.⁹¹ The AU informed the researchers that negotiations have not begun, and various stakeholders are likely to be consulted regarding the draft text as the process unfolds.

Human rights actors should remain alert not only to consultations that the AfCFTA Secretariat might organise, but also to consultations on the Protocol organised by other actors at the national level⁹² and other opportunities to

90 Kombo, "Strengthening the Potential of the African Continental Free Trade Area by Integrating Human Rights," 7.

^{89 &}quot;The African Continental Free Trade Area (AfCFTA) and the Imperative of Democratic Legitimacy: An Analysis," in Nigerian Yearbook of International Law, Vol 2018/2019, ed. Chile Eboe-Osuji, Engobo Emeseh, and Olabisi D. Akinkugbe (Cham: Springer, 2020), 393–412, https://doi.org/https://doi.org/10.1007/978-3-030-69594-1_17.

⁹¹ Assembly of the Heads of State and Government, "Decision on the African Continental Free Trade Area," Assembly/AU/Dec.831 (XXXV), 2022, para. 34, https://au.int/sites/default/files/decisions/41583-Assembly_AU_Dec_813-838_XXXV_E.pdf.

⁹² UN Women, "9 Advocacy Messages to Make the African Continental Free Trade Area (AfCFTA) Work for Women," 2021, https://africa.unwomen.org/en/digitallibrary/publications/2021/07/9-advocacy-messages-to-make-the-african-continental-free-trade-area-work-for-women.

inform the negotiations. For example, at the request of the AfCFTA Secretariat, the UNDP and UN Women conducted national consultations with women traders and other stakeholders across the continent.⁹³ In anticipation of the negotiations, human rights actors should also map out the national mechanisms through which they can influence the negotiations and meaningfully participate in these processes.⁹⁴

National and Regional AfCFTA Implementation Strategies

During a May 2018 conference in Addis Ababa, Ethiopia, the African Ministers of Finance, Planning and Economic Development agreed that AfCFTA Member States should develop national strategies for implementation of the AfCFTA Agreement and its protocols.⁹⁵ Later, at the July 2018 AU Summit in Nouakchott, Mauritania, Heads of State and Government expressed their commitment to ensure the development of national strategies by National Committees.⁹⁶ Together with the AU Commission, UNECA subsequently developed *Guidelines for Development of African Continental Free Trade Area National Strategies*⁹⁷ which recognise the importance of respect, protection, and fulfilment of human rights in implementation of the AfCFTA and encourage member states to:

- (1) include human rights, among other relevant legal, policy, and institutional frameworks in their situational analysis;
- (2) consider human rights while identifying potential risks and mitigation strategies, particularly to vulnerable groups;
- (3) possibly factor in the 'Guiding Principles on Business and Human Rights' into the analysis of potential constraints and strategic actions required for achieving AfCFTA goals; and
- (4) recognise cross-cutting issues like 'inclusivity, gender equality, youth employment, environmental, climate change and technologies'.⁹⁸

In its 2020 AfCFTA Year Zero Report, the AfroChampions Initiative indicated that all AfCFTA Member States had delayed completion of their implementation strategies and called for countries to draft such strategies through consultative processes and to make the strategies available online.⁹⁹ As of July 2022, at least 21 Member States¹⁰⁰ had finalised their AfCFTA implementation strategies with UNECA's support.¹⁰¹ Some of the strategies are being developed at the level of the RECs, such as the EAC, Economic Commission of West African States, Economic Community of Central African States, and Intergovernmental Authority on Development.¹⁰² Nevertheless, only a few strategies are available online. Cameroon's is a notable example.¹⁰³

- 97 "Guidelines for Developing African Continental Free Trade Area National Strategies."
- 98 UNECA, "Guidelines"

⁹³ UN Women and United Nations Development Programme, "Women in Trade Protocol: Zimbabwe Consultation Report," 2021.

⁹⁴ In Kenya, for example, one of the key institutions to engage would be the National Trade Negotiations Council.

⁹⁵ UNECA, "Guidelines for Developing African Continental Free Trade Area National Strategies," 2021, 4,

https://repository.uneca.org/bitstream/handle/10855/43060/b11968138.pdf?sequence=7.

⁹⁶ Assembly of the Heads of State and Government, "Decision on the African Continental Free Trade Area (AfCFTA) (Assembly/AU/Dec.692)," 2018, para. 11, https://au.int/sites/default/files/decisions/36130-assembly_au_dec_690_-_712_xxxi_e.pdf.

⁹⁹ Michael Kottoh et al., "AfCFTA Year Zero Report: Part 1 - An Assessment of African Governments' Commitment and Readiness for AfCFTA Start of Trading in Light of COVID-19," 2020, 21.

^{100.}Burkina Faso, Burundi, Cameroon, Comoros, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Guinea, Kenya, Malawi, Mauritius, Mauritania, Niger, Rwanda, Senegal, Sierra Leone, The Gambia, Tunisia, Togo, Zambia, and Zimbabwe. 101 Communication from UNECA, 25 July 2022.

¹⁰² Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 2022, 40, https://geneva.fes.de/e/new-publication-macleod-jamie-human-rights-and-the-afcfta; Luke David, Judith Ameso, and Mahlet Girma Bekele, "New Trade Agreement Involves Country and Regional Economic Community Actions," 2021, https://trade4devnews.enhancedif.org/en/op-ed/implementing-afcfta-2021. 103 https://repository.uneca.org/handle/10855/46418



Engagement in the development and assessment of these strategies presents another key opportunity for human rights actors to inform the implementation of the AfCFTA from a human rights perspective. As suggested by a UN representative during an interview, such actors should work to ensure that national AfCFTA implementation strategies and national action plans on business and human rights speak to each other.

Contribution to AfCFTA Implementation Review Mechanism (AfIRM)

In November 2021, the African Peer Review Mechanism (APRM) signed a Memorandum of Understanding (MOU) with the AfCFTA Secretariat, with one of the planned areas of collaboration being on '[d]eveloping methodology and tools for review of national policies and practices in the areas of trade policy and governance generally'.¹⁰⁴ In light of this partnership, the APRM has been leading the development of a tool that will ideally be used by all AfCFTA Member States to monitor and evaluate implementation of the AfCFTA. In March 2022, the APRM partnered with the AfCFTA Secretariat to hold the first meeting of the Technical Trade Expert Taskforce—a group drawn from policy circles, the private sector, youth, academia, and think tanks, among other sectors—in Nairobi, Kenya.¹⁰⁵ This meeting culminated in the validation of the AfCFTA Implementation Review Mechanism (AfIRM).¹⁰⁶

As the APRM and AfCFTA Secretariats work towards developing this tool, testing it, finalising, and getting member state buy-in for its use, they should engage with NHRIs and other human rights actors. On their part, such actors should contribute to the incorporation of human rights issues into the tool and work towards imbuing human rights principles into the processes through which it will be developed and deployed.

Ongoing Ratification of the AfCFTA Agreement and the Free Movement Protocol

As of May 2022, 10 AU Member States were yet to ratify the AfCFTA Agreement.¹⁰⁷ Eight of these have NHRIs that are NANHRI members (*See Annex A*). At the same time, although the Free Movement Protocol was adopted over a month¹⁰⁸ before the AfCFTA Agreement, as per the latest AU Commission status list, it has only been ratified by four AU member states,¹⁰⁹ which is quite far from receiving the 15 ratifications required for its entry into force.¹¹⁰ The NHRIs of three out of the four States are NANHRI members. Ongoing consultations over ratification of both instruments provide an opportunity for NHRIs and other human rights actors in these Member States to raise awareness about them, advocate for inclusive consultations, inject human rights considerations into

¹⁰⁴ African Peer Review Mechanism, "Signing Ceremony of the Memorandum of Understanding (MOU) Between the Afcfta Secretariat and the APRM Secretariat," 2021, https://www.aprm-au.org/publications/signing-ceremony-of-the-memorandum-of-understanding-mou-between-the-afcfta-secretariat-and-the-aprm-secretariat/. 105 African Peer Review Mechanism, "APRM Achievements from January 2021 to Date," APRM Governance Link, no. 10 (May 2022): 27, https://www.aprmau.org/publications/aprm-governance-link-issue-10/.

¹⁰⁶ African Peer Review Mechanism, 27.

¹⁰⁷ Benin, Comoros, Democratic Republic of the Congo, Guinea-Bissau, Liberia, Libya, Madagascar, Mozambique, South Sudan, and Sudan.

¹⁰⁸ January 29, 2018.

¹⁰⁹ Mali, Niger, Rwanda, and São Tomé and Príncipe.

¹¹⁰ African Union Commission, "Status List - Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment," 2019, https://au.int/sites/default/files/treaties/36403-sl-PROTOCOL TO THE TREATY ESTABLISHING THE AFRICAN ECONOMIC COMMUNITY RELAT....pdf.

ratification and domestication processes, and—as a few NHRI representatives emphasised during FGDs—learn from other countries' experiences.

At the same time, engagement of human rights actors with the Free Movement Protocol is also critical to ensure that AfCFTA Member States do not prioritise free movement of goods, services, and capital while side-lining the free movement of people. As the AfroChampions initiative suggests, 'There is [a] mismatch between countries' enthusiasm for the free trade area and cold feet towards free movement [of people]. This could spell trouble for AfCFTA'.¹¹¹ The International Organisation for Migration (IOM) emphasises that 'migrants' rights are human rights'. Ignoring the trade/migration nexus creates delays, threatens safety, and reduces policy coherence. ¹¹² By emphasising the connection between trade, migration, *and* human rights NHRIs can ensure that 'people are at the centre of trade'.¹¹³

AfCFTA Initiative on Guided Trade

At the ninth meeting of the AfCFTA Council of Ministers held in Accra, Ghana, on 25-26 July 2022, the AfCFTA Secretariat announced the selection of Member States that will participate in the AfCFTA Initiative on Guided Trade. This initiative is a pilot phase that the Secretariat aims to use, in their words, to:

- Test the environmental, legal and trade policy basis for trade under the AfCFTA;
- Demonstrate that the AfCFTA is functioning;
- Send an important political message to countries that are yet to submit their provisional schedules of tariff concessions in accordance with the agreed modalities;
- Give hope to the continent that trading under the AfCFTA is achievable.¹¹⁴

The countries selected are Cameroon, Egypt, Ghana, Kenya, Mauritius, Rwanda, and Tanzania.¹¹⁵ Human rights actors can also use this pilot phase to develop collaborative relationships with government and other actors, conduct human rights impact assessments, and collectively develop a human rights-approach to trade that is rooted in realities on the ground. Much like the AfCFTA Secretariat seeks to use the pilot phase to demonstrate the feasibility of free trade at the continental level, human rights actors can use the pilot phase to demonstrate the feasibility and desirability of taking a human rights-approach to such trade.

¹¹¹ Kottoh et al., "AfCFTA Year Zero Report: Part 1 - An Assessment of African Governments' Commitment and Readiness for AfCFTA Start of Trading in Light of COVID-19," 22.

¹¹² Wachira, "Study on the Benefits and Challenges of Free Movement of Persons in Africa"; International Organization for Migration and COMESA, "Making the Case to Integrate Human Mobility into Cross-Border Trade and Trade Facilitation: Cross-Border Trade and Border Management in Select Countries and Borders in the COMESA Region - A Case Study."

¹¹³ Assembly of the African Union, "Boosting Intra-African Trade: Issues Affecting Intra-African Trade, Proposed Action Plan for Boosting Intra-African Trade and Framework for the Fast Tracking of a Continental Free Trade Area," 2012, para. 81, http://ti.au.int/en/sites/default/files/Boosting IAT Assembly AU 2 %28XVIII%29 English.pdf.

¹¹⁴ AfCFTA Secretariat Official, "The AfCFTA Initiative on Guided Trade," Twitter, 2022,

https://twitter.com/AfCFTA/status/1551615488911884293?ref_src=twsrc%5Etfw.

¹¹⁵ AfCFTA Secretariat Official; Femi Adekoya, "AfCFTA Secretariat Commences Pilot Trading with Seven Countries," The Guardian Nigeria, July 27, 2022, https://guardian.ng/business-services/afcfta-secretariat-commences-pilot-trading-with-seven-countries/.

Input into Identification of Priority Value Chains

As AfCFTA Member States begin to implement the AfCFTA Agreement and its protocols, they must make a multitude of decisions. Prioritising particular value chains is one way that they might take targeted action towards advancing the AfCFTA's goals of promoting gender equality, sustainable and inclusive development, and structural transformation. In a 2021 report, the UNDP and AfCFTA Secretariat propose the following value chains for prioritisation in the AfCFTA: automotive, lithium ion battery, leather and leather products, cocoa and cocoa products, soya, textiles and apparel, pharmaceuticals, as well as various service value chains.¹¹⁶ Although particular human rights actors might not have expertise in these areas, in collaboration with each other and relevant partners and agencies, they can conduct human rights impact assessments of the value chains in order to inform the strategies being developed.

Five-Year Review of the AfCFTA

Article 28 of the AfCFTA Agreements provides as follows:

- 1. This Agreement shall be subject to review every five (5) years after its entry into force, by State Parties, to ensure effectiveness, achieve deeper integration, and adapt to evolving regional and international developments.
- 2. Following the process of review, State Parties may make recommendations for amendments, in accordance with Article 29 taking into account experience acquired and progress achieved during the implementation of this Agreement.

Characterising this provision as one of the most important ones in the Agreement, one trade expert key informant jokingly referred to it as a 'time bomb'. As Kuhlman and Agutu contend, this 'inherent flexibility'¹¹⁷ within the AfCFTA should facilitate its adaptation so that it addresses emerging issues. Through active involvement in the five-year review process, human rights actors have an opportunity to individually and collaboratively conduct rights-based assessments that evaluate the impact of the AfCFTA and inform conversations about amendments. Desta clarifies that Article 29 of the Agreement also provides for amendments prior to the mandatory review in 2024.¹¹⁸ Nevertheless, the mandatory review process presents a key opportunity for human rights actors for which they should plan and mobilise early.

^{116 &}quot;The Futures Report 2021: Which Value Chains for a Made in Africa Revolution," 2021, https://www.undp.org/africa/publications/futures-report-2021. 117 Katrin Kuhlmann and Akinyi Lisa Agutu, "The African Continental Free Trade Area: Toward a New Legal Model for Trade and Development," Georgetown Journal of International Law 51, no. 4 (2020): 758.

¹¹⁸ Melaku Geboye Desta, "Rules-Based International Cooperation During a Global Pandemic: The COVID-19 Crisis and Trade Law Lessons for Africa," in Ethiopian Yearbook of International Law 2019: Towards a Global Order Based on Principles of Fairness, Solidarity, and Humanity, ed. Zeray Yihdego, Melaku Geboye Desta, and Martha Belete Hailu (Springer International Publishing, 2020), 25.

A Baseline Assessment and Stakeholder Mapping

Stakeholder Analysis and Mapping

Stakeholder mapping and analysis is an important 'strategic and tactical'¹¹⁹ tool that helps identify key actors; their interests; the relationships between them; and their potential roles within, support for, and influence on a given initiative.¹²⁰ This stakeholder mapping and analysis seeks to identify current and potential actors involved in addressing human rights concerns within the context of the AfCFTA.

Four matrices/tables are presented on the following pages. *Figure 34* focuses on stakeholders who are already engaged in addressing human rights issues in AfCFTA processes. *Figure 35* considers stakeholders that *could* be involved in addressing human rights issues. *Figure 36* considers both stakeholders that are engaged in addressing human rights concerns as well as those that could be. It maps out their engagement at the nexus between human rights and the AfCFTA. Finally, *Figure 37* presents a hypothetical ideal stakeholders' landscape from a human rights perspective.

Please note that in the interest of privacy, contact information for focal/contact persons at the featured organisations is not included in this document. Rather, where it is available, it has been encrypted and shared separately with NANHRI.

Stakeholders Addressing Human Rights Concerns in the AfCFTA

The first mapping and analysis table (*Figure 34*) focuses on stakeholders that are currently addressing human rights concerns. This is a descriptive¹²¹ exercise, in which we profile these stakeholders and highlight their key interests and activities.

It is important to note that while many stakeholders' work has human rights implications or connections—such as work with women, youth, and other vulnerable groups—we have focused on stakeholders who specifically construe their work, or aspects of it, as human rights work.

¹¹⁹ Aligica, "Institutional and Stakeholder Mapping: Frameworks for Policy Analysis and Institutional Change," 79.

¹²⁰ It might also consider how stakeholders might be affected by such an initiative.

¹²¹ Skarlatidou et al., "The Value of Stakeholder Mapping to Enhance Co-Creation in Citizen Science Initiatives," 2; Andrew L. Friedman and Samantha Miles, Stakeholders: Theory and Practice (Oxford: Oxford University Press, 2006), 2.

Figure 34 - Stakeholders currently addressing human rights concerns in the AfCFTA

Stakeholder Name & Website (if available)	Key Interest(s) in Relation to the AfCFTA	Relevant Activities/Outputs
Continental Institutions		
AU Commission https://au.int/en/commission	• All aspects	Initial coordination of AfCFTA negotiations Chairperson is Depository of AfCFTA Agreement Assesses the status of implementation of the Free Movement Protocol Development of <i>Stakeholder Engagement Manual for Trade Policy in Africa</i> with funding from the GIZ (ongoing) Development of <i>Gudelines for developing African Continental Free Trade Area</i> National Strategies ¹²²
AfCFTA Secretariat https://au-afcfta.org/	• All aspects	Coordination of implementation of the AfCFTA Development of Protocol on Youth and Women in Trade Stakeholder engagement meetings Consultations with stakeholders, including on human rights issues
African Commission on Human and Peoples' Rights (ACHPR) https://www.achpr.org/	 Promotion and protection of human and peoples' rights 	Clause 16(j) of Resolution 449 (LXVI) on Human and Peoples' Rights as central pillar of successful response to COVID-19 and recovery from its socio-political impact ¹²³
African Committee of Experts on the Rights and Welfare of the Child (ACERWC) https://www.acerwc.africa/	Promotion and protection of children's rights and welfare	Mapping Children on the Move within Africa ¹²⁴ (2018) report
APRM https://www.aprm-au.org/	• Developing methodology and tools for peer review of the AfCFTA and national trade policies and practices	Development of the AfCFTA Implementation Review Mechanism (AfIRM)
	UN and Other Multilateral Agencies	ncies
UNECA https://www.uneca.org/	 Capacity building Promoting inclusion Research 	Provision of support to negotiations Collaborator in the <i>ex ante</i> human rights impact assessment of the AfCFTA ¹²⁵

122 UNECA, "Guidelines for Developing African Continental Free Trade Area National Strategies" (Addis Ababa, 2021), https://repository.uneca.org/bitstream/handle/10855/43060/b11968138.pdf?sequence=7. https://www.achpr.org/sessions/resolutions?id=480.

124 African Committee of Experts on the Rights and Welfare of the Child, "Mapping Children on the Move within Africa" (Addis Ababa, 2018), https://www.ace.wc.africa/wp-content/uploads/2019/03/ACERWC_Study-Mapping-Children-on-the-Move-within-Africa-Nov2018-_A4_Website-version.pdf. 125 James Thuo Gathii et al., "The Continental Free Trade Area (CFTA) in Africa – A Human Rights Perspective," 2017, https://www.ohchr.org/Documents/Issues/Globalization/TheCFTA_A_HR_ImpactAssessment.pdf.

Stakeholder Name & Website (if available)	Key Interest(s) in Relation to the AfCFTA	Relevant Activities/Outputs
Especially the African Trade Policy Centre https://www.uneca.org/african-trade- policy-centre	 Raising awareness Supporting development and implementation of strategies, policies, and programmes Supporting member states in monitoring implementation 	Collaborator in development of <i>Guidelines for developing African Continental Free</i> <i>Trade Area National Strategies</i> Supporting member states in development of national AfCFTA implementation strategies <i>An inclusive African Continental Free Trade Area: Aid for trade and the</i> <i>empowerment of women and young people¹²⁶</i> (2019) report (in collaboration with the WTO)
OHCHR https://www.ohchr.org/en/ohchr homepage Especially the East Africa Regional Office (EARO)	 Promoting inclusion Engaging NHRIs Capacity building Research Supporting monitoring, evaluation, and reporting Raising awareness 	Collaborator in publication updating <i>ex ante</i> human right assessment of the AfCFTA (referenced in FES section below) Collaborator in the <i>ex ante</i> human rights impact assessment Organising fora during African Commission sessions and other events
UN Women https://www.unwomen.org/en	 Promoting women's inclusion Research Raising awareness 	Consultations with women traders and other stakeholders to provide input into Protocol on Women and Youth in Trade Survey on Women and Trade
UNDP https://www.undp.org/	 Promoting inclusion Research Capacity building Raising awareness 	Financial support to AfCFTA Secretariat (\$3 million financial grant) ¹²⁷ Consultations with women traders and other stakeholders to provide input into Protocol on Women and Youth in Trade
United Nations Conference on Trade and Development (UNCTAD), Trade, Gender and Development Programme https://unctad.org/	 Integrating gender Research Capacity building 	Online course on 'Trade and Gender Linkages with a Focus on the Least Developed Countries' ¹²⁸
International Organisation for Migration https://www.iom.int/ Especially the Special Liaison Office	 Strengthening recognition of trade/migration nexus Research Building partnerships, including non-traditional ones 	Advocacy for ratification of the Free Movement Protocol Stakeholder mapping and gender analysis in relation to the ratification of the Free Movement of Persons Protocol
International Labour Organization https://www.ilo.org/global/lang en/index.htm	 Promoting decent work, social protection, and social dialogue Improving labour migration governance 	Study on Employment Creation and Decent Work Impacts of the AfCFTA (ongoing)

¹²⁶ United Nations Economic Commission for Africa and World Trade Organization, "An Inclusive African Continental Free Trade Area: Aid for Trade and the Empowerment of Women and Young People" (Addis Ababa, 2019),

https://www.to.org/english/tratop_e/devel_e/a4t_e/gr19_e/a4treporteca2019_e.pdf. 127 UNDP, "AfCFTA and UNDP Announce New Partnership towards Inclusive Growth in Africa," 2021. 128 UNCTAD, "Online Course 'Trade and Gender Linkages with a Focus on the Least Developed Countries," 2022, https://tgcoursefiles.blob.core.windows.net/uploads/SM link for TG courses 2022/Prospectus TAG2022_LDCs_files.blob.core.windows.net/uploads/SM link for TG courses 2022/Prospectus

Stakeholder Name & Website (if available)	Key Interest(s) in Relation to the AfCFTA	Relevant Activities/Outputs
	Research	
World Food Programme https://www.wfp.org/	 Strengthening food security Fostering climate change mitigation and adaptation Technical support and training to small-holder farmers 	Together with Afreximbank, signed Memorandum of Understanding with the AfCFTA Secretariat in which agro-processors and commodity traders will be supported with US\$2 billion in loans and the organisations will collaborate on 'agricultural development, climate action and trade in Africa'
International Trade Centre https://intracen.org/	 Promoting inclusion of MSMEs, women, and youth Technical assistance and capacity building Advisory services 	SheTrades: Empowering Women in the AfCFTA programme Empowering Women in the AfCFTA brochure ¹²⁹ National and regional hybrid workshops on opportunities for MSMEs, women, and youth Awareness-raising events for the public sector
	Development Partners and Foundations	idations
FES http://fes-dee.org/n/cms/1/?L=1	 Research Awareness raising Supporting monitoring and evaluation Supporting 	Collaborator in the <i>ex ante</i> human rights impact assessment of the AfCFTA Publication updating the assessment - <i>Human Rights and the African Continental</i> <i>Free Trade Area Report: Taking Stock and Navigating the Way Forward</i> ¹³⁰ (2022)
Open Society Foundations https://www.opensocietyfoundations.org/	 Supporting civil society inclusion Promoting a gendered approach Promoting dialogue Supporting critique of economic orthodoxies and development of alternative models 	Collaboration with the ACHPR through the University of Pretoria's Centre for Human Rights on a study on technology and human rights with a component on protection of personal data
	National Institutions	
NANHRI http://www.nanhri.org	 Developing and promoting a human rights-based approach to the AfCFTA Capacity building of NHRIs Encouraging NHRI cooperation with African intergovernmental and governmental institutions Raising awareness 	Current Baseline Study and Mapping Regional Sensitisation Workshop on the AfCFTA (Agreement) Processes, Normative Framework and Human Rights Standards (22-23 June 2022) Guiding Framework on Mainstreaming Human Rights in the AfCFTA Processes (Forthcoming)
	NGOs	
Institute for Human Rights and Democracy in Africa (IHRDA) https://www.ihrda.org/	 Capacity building Strategic litigation Raising awareness 	Study on the Role of Human Rights Defenders (HRD) in the African Continental Free Trade Area (AfCFTA), and to Develop a Toolkit for HRD on AfCFTA Processes ¹³¹
 129 International Trade Centre SheTrades Initiative, "Empowering Women in the AfCFTA," n.d., https://intracen.o.130 "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward." 131 Institute for Human Rights and Development in Africa, "Call for Applications for Consultancy Services to Cond 131 Institute for HRD on AfCFTA Processes," 2022, https://www.ihrda.org/wp-content/uploads/2021/11/T 	129 International Trade Centre SheTrades Initiative, "Empowering Women in the AfCFTA," n.d., https://intracen.org/media/file/11175. 130 "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward." 131 Institute for Human Rights and Development in Africa, "Call for Applications for Consultancy Services to Conduct a Study on the Role of Human Rights Defenders (HRD) in the to Develop a Toolkit for HRD on AfCFTA Processes," 2022, https://www.ihrda.org/wp-content/uploads/2021/11/ToR-Study-on-role-of-HRD-toolkit-for-HRD-AfCFTA-Nov-2021,pdf.	129 International Trade Centre SheTrades Initiative, "Empowering Women in the AfCFTA," n.d., https://intracen.org/media/file/11175. 130 "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward." 131 Institute for Human Rights and Development in Africa, "Call for Applications for Consultancy Services to Conduct a Study on the Role of Human Rights Defenders (HRD) in the African Continental Free Trade Area (AfCFTA), and to Develop a Toolkit for HRD on AfCFTA Processes," 2022, https://www.ihrda.org/wp-content/uploads/2021/11/T0R-Study-on-role-of-HRD-toolkit-for-HRD-AfCFTA-Nov-2021.pdf.

Relevant Activities/Outputs	Regional training workshop for HRDs in Africa on mainstreaming human rights in the AfCFTA agenda (19-20 July 2022) ¹³²	The African Continental Free Trade Area (AfCFTA) and Women: A Pan African Feminist Analysis ¹³³	Mapping of the AfCFTA from a feminist perspective	The African Continental Free Trade Area Agreement: Its Implications on Cross- Border Issues Affecting Children		Trade Unions and Trade: A Guide to the African Continental Free Trade Area ¹³⁴ (in collaboration with the Labour Research Service)	Review the Impacts of the Africa Continental Trade Agreement (AfCFTA) on Decent Work, Labour Migration and Employment Creation at the SADC Region Level ¹³⁵ e,
Key Interest(s) in Relation to the AfCFTA		 Developing and integrating a feminist analysis Promoting inclusion of women and other vulnerable groups Raising awareness Capacity building 	 Fostering understanding through an intersectional, Pan-African feminist approach Building community 	 Ensuring that women and children benefit equally from the AfCFTA Developing and promoting a child rights perspective of the AfCFTA Developing and promoting gender analysis of AfCFTA with a focus on possible implications for women and girls Strengthening the capacity of girls, young women, and their CSOs to use regional accountability mechanisms to address GBV 	Trade Unions	 Developing strategies unions can use to help advance the AfCFTA's development goals 	 Advancing human and trade union rights Raising awareness Supporting vulnerable groups including women, migrants, older persons, children, unemployed people, informal workers Research
Stakeholder Name & Website (if available)		African Women's Development and Communications Network (FEMNET) https://femnet.org/	NAWI: Afrifem Macroeconomics Collective http://www.nawi.africa/	Girls Advocacy Alliance (GAA) Africa Programme (Plan International, Terre des Hommes, Defence for Children-Sierra Leone, ECPAT International) https://www.girlsadvocacyalliance.org/		Africa Regional Organisation of the International Trade Union Confederation (ITUC-Africa) https://www.ituc-africa.org/	Southern African Trade Union Co-ordination Council (SATUCC) https://satucc.org/

¹³² Bessen Ayuk, "IHRDA Organises Regional Workshop on Mainstreaming Human Rights in AfCFTA Processes," 2022, https://www.ihrda.org/2022/07/ihrda-organises-regional-workshop-on-mainstreaming-human-rights-in-afcHaprocesses/.

¹³³ Fatimah Kelleher, "The African Continental Free Trade Area (AfCFTA) and Women: A Pan African Feminist Analysis," 2021, http://www.crfm.nev/index.php?option=com_k2&view=item&layout=item&id=1<emid=114. 134 Marie Daniel, "Trade Unions and Trade: A Guide to the African Continental Free Trade Area Agreement (AfCFTA)," 2021, https://www.lrs.org.za/wp-content/uploads/2021/12/Trade-Unions-and-Trade-A-Guide-to-the-African-Continental-Free-Trade-Agreement.pdf.

¹³⁵ Southern Africa Trade Union Co-ordination Council, "Review the Impacts of the Africa Continental Trade Agreement (AfCETA) on Decent Work, Labour Migration and Employment Creation at the SADC Region Level," 2022, https://satucc.org/2022/01/27/review-the-impacts-of-the-africa-continental-trade-agreement-afcfta-on-decent-work-labour-migration-and-employment-creation-at-the-sadc-region-level/.

A Baseline Assessment and Stakeholder Mapping

Stakeholders with Potential to Address Human Rights Concerns

The Stockholm Environment Institute recently developed MapStakes as a tool to support more transparent, participatory, and methodological stakeholder mapping.¹³⁶ For our mapping of stakeholders who could be involved in addressing human rights concerns (*Figure 35*), we adapted the MapStakes mapping of stakeholders based on representation.¹³⁷ Organisations' actual or potential roles were identified or implied based on information from their websites. In a few cases, these roles were determined based on information provided during interviews or FGDs. The following roles were borrowed from MapStakes: **decision makers**, **implementers**, **coordinators**, **knowledge providers**, and **financers**. We supplemented these with the following: **decision shapers**, **capacity builders**, **popularisers**, **enforcers**, **advocates**, **reformers**, and **users/testers**.

Although most of the roles are self-explanatory, a few clarifications are in order regarding decision shapers, enforcers, and advocates. Our rationale for adding **decision shapers** was to distinguish between actors who make the decisions in trade negotiations (e.g., negotiators), and those who help shape them through their involvement in the negotiations, such as the technical partners that might make presentations to negotiators.¹³⁸ We consider **enforcers** the stakeholders who enforce the law, including human rights law. Admittedly, this is a slippery category that could benefit from further refinement because while courts might be the primary enforcers, other stakeholders play a role through strategic litigation, strikes and industrial actions, social mobilisation, and other activities. Finally, although MapStakes included lobbyists, we opted to use **advocates** instead, to highlight the role of stakeholders who are engaged in conducting advocacy.

Many of the stakeholders featured in *Figure 35* are already engaged in AfCFTA processes at some level. Much of this work is connected to human rights but might not be specifically framed as human rights work. The table seeks to highlight potential contributions the stakeholders could make specifically regarding human rights within the context of the AfCFTA.

137 Barquet, Segnestam, and Dickin, 11.

138 Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 43.

¹³⁶ Barquet, Segnestam, and Dickin, "MapStakes: A Tool for Mapping, Involving and Monitoring Stakeholders in Co-Creation Processes."

Figure 35 - Stakeholders with potential to address human rights concerns in the AfCFTA

						1																			
	Financers						\boxtimes								\boxtimes		\boxtimes								
	Users/testers													\boxtimes										\boxtimes	\boxtimes
	Reformers					\boxtimes			\boxtimes	\boxtimes				\boxtimes							\boxtimes				
	Advocates (conducting advocacy)					\boxtimes									\boxtimes						\boxtimes			\boxtimes	\boxtimes
(s)	Enforcers (law incl. human rights)																				\boxtimes	\boxtimes			
Actual/Potential Role(s)	Popularisers (raising awareness)		\boxtimes	\boxtimes	\boxtimes	\boxtimes					\boxtimes		\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes		\boxtimes		\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes
ual/Pot	Capacity builders	\boxtimes			\boxtimes		\boxtimes	\boxtimes			\boxtimes				\boxtimes	\boxtimes					\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes
Actı	Knowledge providers	X	X		X		X	X	X	X	X	X	\boxtimes	X	X	X	X	X	X	\boxtimes	X	X	X	X	X
	Coordinators					\boxtimes					\boxtimes		\boxtimes			\boxtimes	\boxtimes	\boxtimes						\boxtimes	
	Implementers												\boxtimes	\boxtimes		\boxtimes	\boxtimes	\boxtimes		\boxtimes	\boxtimes			\boxtimes	
	Decision shapers (via negotiations)								\boxtimes	\boxtimes															
	Decision makers			\boxtimes								\boxtimes	\boxtimes			\boxtimes				\boxtimes					
	Stakeholder Name	AfCFTA Academy ¹³⁹	African Trade Observatory	Pan-African Parliament	African Minerals Development Centre	AU ECOSOCC	African Development Bank, African Export-Import Bank, & sub-regional development banks	African Legal Support Facility	African Intellectual Property Organization	African Regional Intellectual Property Organization	Coalition for Dialogue on Africa	African Organisation for Standardisation	RECs	Regional business councils	AfroChampions Initiative	National AfCFTA committees	Relevant government ministries (e.g., trade and industry, foreign affairs, finance, justice, social affairs, gender, youth, labour, agriculture, environment)	National Trade Facilitation Committees	Export promotion agencies	Revenue authorities	NHRIS	Anti-corruption commissions	Gender (equality) commissions	Chambers of commerce	Sectoral umbrella organisations (e.g., farmers'/manufacturers' associations)
	Stakeholder Group						-	Continental & sub-regional institutions									Government ministries,	agencies & departments			Notional indonationt	commissions			Private sector

139 The Academy is planned but has not yet been established.

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	Financers										\boxtimes							\boxtimes								
	Users/testers	\boxtimes				\boxtimes			\boxtimes						\boxtimes	\boxtimes										
	Reformers				\boxtimes	\boxtimes	\boxtimes	\boxtimes		\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes											
	Advocates (conducting advocacy)					\boxtimes	\boxtimes	\boxtimes			\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes			\boxtimes	\boxtimes		\boxtimes	\boxtimes
(S)	Enforcers (law incl. human rights)			\boxtimes	\boxtimes	\boxtimes																\boxtimes				
Actual/Potential Role(s)	Popularisers (raising awareness)	\boxtimes	\boxtimes	\boxtimes		X	\boxtimes	\boxtimes	\boxtimes		X	\boxtimes	\boxtimes	X	\boxtimes	X	\boxtimes	\boxtimes	X	\boxtimes	\boxtimes		X	\boxtimes	\boxtimes	\boxtimes
ual/Pot	Capacity builders	\boxtimes		\boxtimes	×	\boxtimes			\boxtimes	X	\boxtimes	X	×	\boxtimes		\boxtimes					\boxtimes				\boxtimes	\boxtimes
Actı	Knowledge providers				\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes		\boxtimes							\boxtimes	\boxtimes	\boxtimes	\boxtimes
	coordinators																									
	Implementers																									
	Decision shapers (via negotiations)																									
	Decision makers																									
	Stakeholder Name	Business associations	Private sector foundations	All Africa Association of SMEs	Continental and sub-regional trade unions	National federations of trade unions	Third World Network - Africa	Africa Trade Network ¹⁴⁰	AfCFTA Youth Forum	International Centre for Trade and Sustainable Development	Oxfam Pan Africa Programme	Southern and Eastern Africa Trade Information and Negotiations Institute (SEATINI)	Econews Africa	African Coalition for Corporate Accountability	Africa Disability Alliance	Nigeria Association of Women in Agriculture	Initiative for Social and Economic Rights	International Network for Economic, Social and Cultural Rights (ESCR-Net)	Youth Alliance for Leadership and Development in Africa	Nala Feminist Collective	Stop the Bleeding Campaign	Accountability Counsel	Amnesty International	YouLead Africa and AfCFTA Youth Accelerator Project	African Consumer Union	Consumer Unity and Trust Society Africa Resource Centre (CUST-ARC)
	Stakeholder Group	$ \begin{array}{ c c c c c c c c c c c c c c c c c c c$			NGOs, social movements, &	informal and semi-formal	ciuzens groups																			



A	Baseline	Assessment	and	Stakeholder	Mapping
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	Financers																					
	Users/testers	\boxtimes						X			\boxtimes	X			X		\boxtimes	\boxtimes				
	Reformers		\boxtimes														\boxtimes	\boxtimes			\boxtimes	
	Rdvocates (conducting advocacy)	\boxtimes	\boxtimes	X	\boxtimes	X	\boxtimes	X	X	\boxtimes	×	X	X	X	\boxtimes		\boxtimes	X	X			\boxtimes
(s)	Enforcers (law incl. human rights)						X		X													
Actual/Potential Role(s)	Popularisers (raising awareness)	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	X	X	\boxtimes	\boxtimes	\boxtimes	\boxtimes	X	\boxtimes		\boxtimes	\boxtimes	\boxtimes		\boxtimes	\boxtimes
al/Pote	Capacity builders			\boxtimes	X	\boxtimes	\boxtimes	X		\boxtimes	×				\boxtimes	\boxtimes	\boxtimes	X	X	X	\boxtimes	\boxtimes
Actu	Knowledge providers			X	\boxtimes	X	\boxtimes									\boxtimes	\boxtimes	X	\boxtimes	X	\boxtimes	\boxtimes
	coordinators																					
	Implementers																					
	Decision shapers (via negotiations)																					
	Decision makers																					
	Stakeholder Name	Associação Nacional para o Desenvolvimento Auto- Sustentável (ANDA) ¹⁴¹	Tournons la page ¹⁴² Côte d'Ivoire	Raoul Wallenberg Institute of Human Rights and Humanitarian Law	Observatoire Congolais des droits de l'Homme ¹⁴³	Association Tchadienne pour la Promotion et la Défense des Droits de l'Homme ¹⁴⁴	Legal and Human Rights Centre	Agricultural Non State Actors Forum	Centre for Legal Support (The Gambia)	Akina Mama wa Afrika	Peasant Farmers Association of Ghana	Fédération Nationale des Organisations de Santé de Côte d'Ivoire ¹⁴⁵	Women NGO Secretariat of Liberia	Ligue Congolaise de lute contre la corruption ¹⁴⁶ (DRC)	SEND GHANA	Save the Children International	Pan African Lawyers' Union	East Africa Law Society	AfCFTA Policy Network	International Development Law Unit, Centre for Human Rights, University of Pretoria	Trade Law Centre (tralac)	Institute of Economic Affairs (Kenya)
Stakeholder Group																	Relevant professional	associations		Academic institutions, training centres, &	thinktanks	

141 National Association for Self-Sustained Development
142 Let's Turn the Page
143 Congolese Observatory of Human Rights
144 Chadian Association for the Promotion and Defence of Human Rights
145 National Federation of Health Organisations of Côte d'Ivoire
146 Congolese League against Corruption

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	Financers							\boxtimes	\boxtimes	X	\boxtimes	\boxtimes	X			
	Users/testers															
	Reformers														\boxtimes	_
	Advocates (conducting advocacy)															
(s)	Enforcers (law incl. human rights)															
Actual/Potential Role(s)	Popularisers (raising awareness)	X	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes							\boxtimes		
ial/Pot	Capacity builders	\boxtimes	\boxtimes	\boxtimes	X	X	X	X	X			X	X		\boxtimes	
Actu	Knowledge providers	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes	\boxtimes				X	X	\boxtimes	\boxtimes	
	Coordinators															
	Implementers														\boxtimes	
	Decision shapers (via negotiations)															
	Decision makers															
	Stakeholder Name	Addis Ababa University	University of Energy and Natural Resources	National University of Lesotho	Trade & Industrial Policy Strategies	South African Institute of International Affairs	Firoz Lalji Institute for Africa, London School of Economics	World Bank	CIZ	French Development Agency (AFD)	Global Affairs Canada	Foreign, Commonwealth & Development Office	European Union	Konrad Adenauer Stiftung	TradeMark East Africa	nt Institute
	Stakeholder Group									Douglonment nonneloued	Development partners and foundations				Other	Adapted from the Stockholm Environment Institute

Stakeholder Engagement at the Human Rights-Trade Nexus

Identifying stakeholders' level of interest while also determining their relative power and/or influence is often part of stakeholder mapping and analysis.¹⁴⁷ This process can help determine which stakeholders should be prioritised for engagement while also informing the nature of engagement with other stakeholders.¹⁴⁸ However, it is difficult at this stage to measure stakeholders' power and/or influence because the AfCFTA is relatively new. Moreover, assessment of the level of stakeholder power/influence would have been best conducted in a participatory process with stakeholders. As such, inspired by Bryson's 'Policy Attractiveness versus Stakeholder Capability Grid',¹⁴⁹ the researchers adapted the traditional power/influence and interest matrix in order to show stakeholders' level of involvement in AfCFTA processes and their level of involvement in human rights initiatives based on the FGDs, interviews, the online survey, and desk research. (*Figure 36*) Actors with low engagement with both the AfCFTA and human rights are omitted.

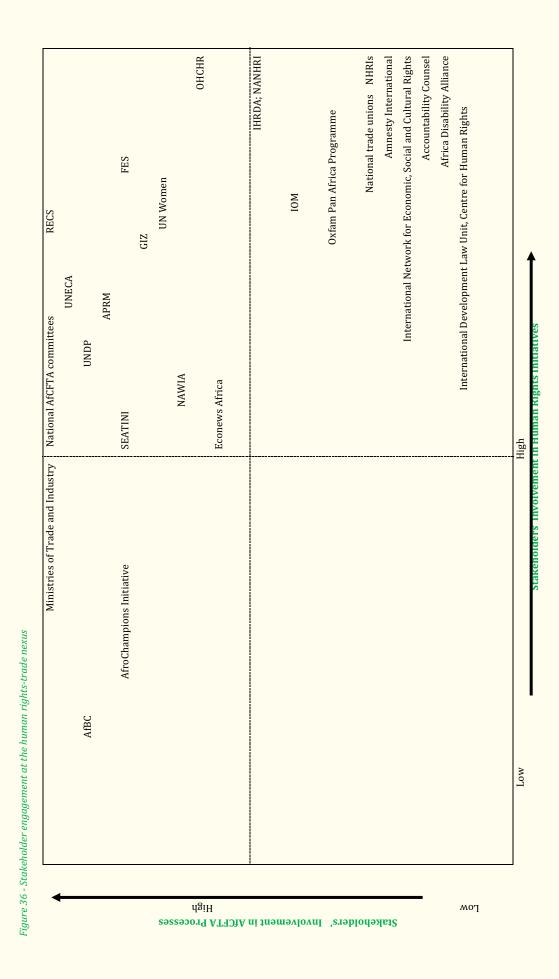
Three disclaimers are necessary regarding this matrix. First, it does not feature all, or even the majority, of the ones in the previous table (*Figure 36*). Rather, it highlights a small sub-set of organisations from both the previous tables based on the available data. Second, it should be used as a visual aid and not be taken to objectively and precisely represent the organisations' involvement. Third, it is presented tentatively, in the hope that feedback from stakeholders will inform its further development in the future.

In the traditional power/influence and interest matrix, the stakeholders in the top right box (i.e., high power/influence, high interest) are generally considered the 'key players' who should be closely engaged.¹⁵⁰ While the same might be said of the stakeholders who occupy the same box in the matrix below (i.e., high involvement in AfCFTA processes and high involvement in human rights initiatives), it will be important for human rights actors to engage stakeholders in the other two sections (top left and bottom right) particularly in the medium and long term because of their potential to play enhance their involvement in the AfCFTA or human rights such that they become active players in both areas.

¹⁴⁷ Colin Eden and Fran Ackermann, Making Strategy: The Journey of Strategic Management (London: Sage Publications, 1998); Bryson, "What to Do When Stakeholders Matter: Stakeholder Identification and Analysis Techniques"; Reed and Curzon, "Stakeholder Mapping for the Governance of Biosecurity: A Literature Review"; Aligica, "Institutional and Stakeholder Mapping: Frameworks for Policy Analysis and Institutional Change."

¹⁴⁸ One characterisation is as follows: Low power and high interest = subjects; low power and low interest = crowd, high power and low interest = context setters, and high power and high interest = players. Bryson, "What to Do When Stakeholders Matter: Stakeholder Identification and Analysis Techniques," 30. 149 Bryson, 44.

¹⁵⁰ Bryson, 30.





One Hypothetical Ideal AfCFTA Stakeholders' Landscape from a Human Rights Perspective

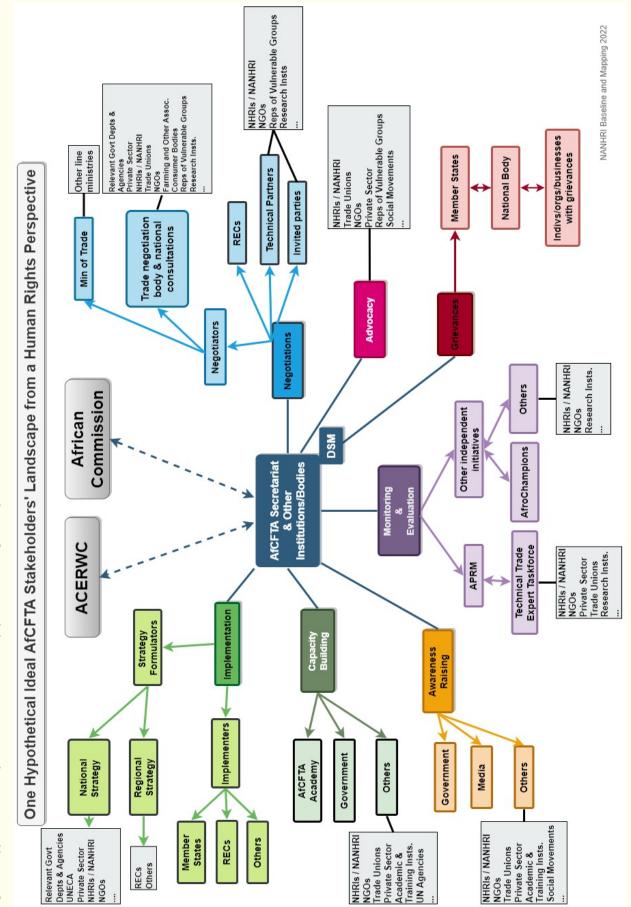
Figure 37 presents a possible ideal AfCFTA stakeholders' landscape from a human rights perspective. Given the diversity of African political and legal systems as we well as the diverse possibilities for social mobilisation in different contexts, there is no singular ideal stakeholders' landscape. This figure may approximate reality to varying degrees across the continent. As such, it presents a hypothetical ideal landscape that is aimed at informing stakeholders' development of other maps based on the specific contexts in which they operate. The mapping includes stakeholders at the national, sub-regional, and continental levels, and focuses on engagement in **negotiations**, **advocacy**, **presenting and addressing grievances**, **monitoring and evaluation**, **raising awareness**, **capacity building**, and **implementation**. Although NHRIs can play an important role in all these areas, given resource and other constraints, identification of strategic priorities and collaboration with other stakeholders will be critical.

In an ideal landscape, the AfCFTA Secretariat and other bodies will have a formal relationship with the ACERWC as well as the African Commission on Human and Peoples' Rights. Although negotiators had contemplated an architecture within which appeals would be heard by the African Court of Human and Peoples' Rights (African Court)¹⁵¹ or the Dispute Settlement Mechanism (DSM) would be hosted by the planned African Court of Justice and Human Rights¹⁵², they ultimately created an independent DSM. For this reason, the African Court has not been included in the mapping. However, this should not preclude other possibilities for the African Court to play a role in relation to the AfCFTA.

It is important to note the hypothetical ideal landscape is imagined as largely featuring most of the existing structures and mechanisms and only including a few new ones, such as national grievance bodies. The landscape is presented on the next page, followed by further explanation.

¹⁵¹ Gathii et al., "The Continental Free Trade Area (CFTA) in Africa – A Human Rights Perspective," 138.

¹⁵² Friedrich Ebert Stiftung Geneva Office, "Human Rights and the African Continental Free Trade Area: Taking Stock and Navigating the Way Forward," 60.





Negotiations

In an ideal landscape, the negotiators, RECs, technical partners, and invited parties who participate in negotiations would include human rights actors, representatives of vulnerable groups, and other stakeholders. Not only would the Ministry of Trade be in regular conversation with line ministries (such as the Ministries charged with social affairs, gender, labour, and justice), but human rights actors would have an opportunity to join the national trade negotiation body and participate in national consultations on trade. Moreover, based on their experience and expertise, some of these actors would provide technical assistance to negotiators (i.e., serving as technical partners) while others would be invited to contribute on an *ad hoc* basis.

Advocacy

Human rights actors would also play an important role in conducting advocacy alongside other stakeholders, including the private sector.

Grievances

Although, as it currently stands, only Member States can bring grievances to the DSM, in the ideal landscape, they will create a national body charged with receiving grievances from individuals, organisations, or businesses and, bringing them before the DSM where necessary. The updated human rights impact assessment, for example, recommends the creation of a National Focal Point.¹⁵³

Monitoring and Evaluation

It is hoped that the APRM tool for monitoring and evaluation will be developed and rolled out with support from human rights actors. As mentioned earlier, the Trillion Dollar Investment Framework which the AfroChampions Initiative has developed in partnership with the AU has carved out a role for CSOs. Nevetheless, in an ideal landscape, other inclusive monitoring and evaluation frameworks should be established as well.

Awareness Raising

Here, human rights actors should play an important role along with governments, the media, and other stakeholders.

Capacity Building

In the ideal landscape, human rights actors also play a key role alongside the anticipated AfCFTA Academy, governments, and other stakeholders.

Implementation

Within this landscape, human rights actors are actively involved with relevant government actors, UNECA, private sector actors, among others in developing national and regional AfCFTA implementation strategies. At the same time, they should play a role in implementing the AfCFTA Agreement from the local to the national, regional, and continental levels.

¹⁵³ Friedrich Ebert Stiftung Geneva Office, 60.

Conclusion

This study explores an under-researched area, namely, the status of knowledge, capacity, and participation of various stakeholders in AfCFTA processes. Focusing primarily on the views of NHRI staff members, private sector actors, CSOs (including those working with vulnerable groups), representatives of governments and intergovernmental organisations, and academics/researchers who were interviewed, participated in an FGD, and/or participated in an online survey, the study assesses their knowledge, capacity, and engagement on the AfCFTA. It also maps out stakeholders involved in addressing human rights concerns in the AfCFTA as well as stakeholders whose engagement on such issues might be strengthened. Study participants' views are complemented with findings from secondary sources.

Since NANHRI commissioned the study, NHRIs are at the core. Unsurprisingly, there was general consensus among the NHRIs that were represented in the research about the importance of mainstreaming human rights to the AfCFTA. Surprisingly, despite this consensus, none of the NHRIs represented have participated in AfCFTA negotiations and only one is involved in implementation. All of them expressed interest in participating in a potential NANHRI programme promoting a human rights-based approach to the AfCFTA. NHRIs were generally optimistic about the possibility of having a positive impact on AfCFTA processes from a human rights perspective. They shared that greater knowledge, capacity, and collaboration on the AfCFTA could make such an impact possible.

Organisations working with vulnerable groups, including NHRIs, reported higher rates of participation in AfCFTA processes than NHRIs alone. In the survey, 8.5% of respondents and 13.6% of respondents reported their engagement in AfCFTA negotiation and implementation processes, respectively. Nevertheless, these rates are quite low in light of AU's emphasis on an inclusive AfCFTA process. The organisations working with vulnerable groups stressed the need for further awareness raising for members of these groups and for their greater inclusion in AfCFTA processes. The AfCFTA Secretariat's ongoing development of a new Protocol on Women and Youth in trade presents an important opportunity to create a formal mechanism for such engagement. At the same time, research participants emphasised the need for such inclusion to recognise the diversity of women and youth as well as the existence of other vulnerable groups. Moreover, inclusion efforts should recognise the different economic roles individuals play (i.e., as producers, workers, consumers) instead of reproducing what one key informant described as the dominant narrative of entrepreneurship, particularly regarding women. Such efforts should take an intersectional approach that recognises the complexity of identity and seeks to mitigate potential negative impacts of the AfCFTA on diverse vulnerable groups regardless of the role they play in the AfCFTA.

Unfortunately, an insufficient number of private sector actors participated in the online survey, making disaggregated analysis impossible. Interviews and desk research revealed mixed levels of participation by private sector actors, but this participation still generally seemed higher than that of NHRIs. The study

also noted specific avenues for engagement that the AU has created for the private sector such as the AfBC and AfCFTA Business Forum. The creation of such fora and the active engagement of actors like the AfroChampions Initiative might explain stronger private sector engagement in some contexts. Government efforts to engage the private sector at the national level may offer another explanation. Nevertheless, the diversity of the private sector should not be ignored, and the study found that even while private sector engagement in AfCFTA processes may tend to be higher than that of NHRIs, there is still significant room for improvement.

As expected, given the representation of trade ministries and other related actors in the study, government actors had the highest levels of participation in AfCFTA processes. Slightly over 66% of government survey respondents reported participation in AfCFTA negotiations and the same number reported participation in implementation. Nevertheless, they still mentioned barriers like lack of capacity and limited access to information about the AfCFTA. Interestingly, almost a third of government survey respondents did not answer when asked about the importance of human rights to the AfCFTA. However, those who did indicated that human rights were very important (58.3%), important (25%), or somewhat important (16.67%). As governments take steps towards implementing the AfCFTA—often beginning with the development of national implementation strategies–new opportunities are emerging for engagement by human rights actors.

Although some study participants were reluctant or declined to express their views on the relationship between trade and human rights, most acknowledged this relationship. The survey revealed a general appreciation across all sectors that human rights are important to the AfCFTA, with 74% of respondents who did not skip the question characterising human rights issues as 'very important'. At the same time, the survey reinforced findings from interviews and FGDs regarding generally low involvement in AfCFTA negotiations (13% of survey respondents) and implementation (16% of respondents). Nevertheless, the majority of participants expressed interest in engaging further on human rights issues within the context of the AfCFTA and 85% expressed interest in participating in a NANHRI programme on the AfCFTA.

Despite the start of trading under the AfCFTA last year, it is not too late for NHRIs, NANHRI, and other human rights actors to get involved and to promote a human rights-based approach which will also foster the inclusion of other stakeholders. The seven opportunities highlighted in this report provide a glimpse of what that involvement might look like. At the same time, the breadth and complexity of the AfCFTA suggest that human rights actors' engagement in AfCFTA processes will be best undertaken in collaboration with a diverse range of stakeholders. The stakeholder mapping and analysis highlight some of the relevant previous and ongoing stakeholder activities while also beginning to depict potential partnerships. As one key informant suggested, the onus to promote human rights within the AfCFTA does not only fall on the architects of the Agreement and on human rights activists, but on all African citizens. To contribute, citizens must be adequately informed about the AfCFTA and their rights. Strengthening the knowledge, capacity, and engagement of African human rights actors on the regional integration initiative will, therefore, be a crucial step towards an even better AfCFTA.

Annex A AfCFTA Ratification Status, NANHRI Membership & Status under Paris Principles

AU Member State	AfCFTA Ratification Status ¹⁵⁴	Date of Ratification ¹⁵⁵	NHRI NANHRI Membership ¹⁵⁶	NHRI Status under Paris Principles ¹⁵⁷
Algeria	Ratified	23/06/2021	Member	В
Angola	Ratified	11/04/2020	Non-m	ember
Benin	Not Ra	tified	Member	А
Botswana	Not Ra	tified	Non-m	ember
Burkina Faso	Ratified	29/05/2019	Member	Lapsed accreditation
Burundi	Ratified	26/08/2021	Member	А
Cabo Verde	Ratified	02/05/2022	Member	
Cameroon	Ratified	12/01/2020	Member	А
Central African Republic	Ratified	22/09/2020	Member	
Chad	Ratified	07/02/2018	Member	В
Comoros	Not Ra	tified	Member	
Congo, Republic	Ratified	02/10/2019	Member	В
Côte d'Ivoire	Ratified	23/11/2018	Member	А
Djibouti	Ratified	02/11/2019	Member	
Democratic Republic of the Congo	Ratified	23/02/2022	Member	А
Egypt	Ratified	04/08/2019	Member	А
Equatorial Guinea	Ratified	07/02/2019	Member	
Eritrea	Not Ra	tified	Non-m	ember
Eswatini	Ratified	07/02/2018	Member	
Ethiopia	Ratified	04/10/2019	Member	А
Gabon	Ratified	07/07/2019	Member	
Gambia, The	Ratified	16/04/2019	Member	А
Ghana	Ratified	05/10/2018	Member	А
Guinea	Ratified	16/10/2018	Non-m	ember
Guinea-Bissau	Not Ra		Member	
Kenya	Ratified	05/10/2018	Member	А
Lesotho	Ratified	27/11/2020	Non-m	ember
Liberia	Not Ra	tified	Member	А
Libya	Not Ra	tified	Member	В
Madagascar	Not Ra	tified	Member	А
Malawi	Ratified	15/01/2021	Member	А
Mali	Ratified	02/01/2019	Member	А
Mauritania	Ratified	02/11/2019	Member	А
Mauritius	Ratified	10/07/2019	Member	А

¹⁵⁴ AfCFTA Secretariat, "State Parties"; TRALAC, "Status of AfCFTA Ratification," 2022, https://www.tralac.org/resources/infographic/13795-status-ofafcfta-ratification.html. 155 TRALAC, "Status of AfCFTA Ratification."

¹⁵⁶ NANHRI, "Our Members."

¹⁵⁷ GANHRI, "Chart of the Status of National Institutions Accredited by the Global Alliance of National Human Rights Institutions."

		1	1	
Morocco	Ratified	18/04/2022	Member	А
Mozambique	Not Ra	tified	Member	
Namibia	Ratified	02/01/2019	Member	A
Niger	Ratified	19/06/2018	Member	А
Nigeria	Ratified	12/05/2020	Member	А
Rwanda	Ratified	26/05/2018	Member	A
Sahrawi Arab Democratic	Ratified	30/04/2019	Non-n	nember
Republic				
São Tomé and Príncipe	Ratified	27/06/2019	Non-n	nember
Senegal	Ratified	04/02/2019	Member	В
Seychelles	Ratified	15/09/2021	Non-n	nember
Sierra Leone	Ratified	30/04/2019	Member	A
Somalia	Confirmation of	14/08/2020	Non-n	nember
	approval pending			
South Africa	Ratified	02/10/2019	Member	A
South Sudan	Not Ra	tified	Member	
Sudan	Not Ra	tified	Member	
Tanzania	Ratified	17/01/2022	Member	A
Тодо	Ratified	04/02/2019	Member	А
Tunisia	Ratified	27/11/2020	Member	В
Uganda	Ratified	02/09/2019	Member	А
Zambia	Ratified	02/05/2021	Member	А
Zimbabwe	Ratified	24/05/2019	Member	А

Annex B – Online Survey Questionnaire

INTRODUCTORY SECTION Your participation in this survey will strengthen the work of the Network of African National Human Rights Institutions (NANHRI) and its members in developing and implementing a human rights- based approach to the African Continental Free Trade Area (AfCFTA).

The survey will take approximately 15-20 minutes to complete.

We will collect some demographic information, but your responses will remain confidential. By completing this questionnaire, you are consenting to participate in this study.

Please click "OK" to begin.

SECTION 1: DEMOGRAPHIC INFORMATION

* 1. Please Indicate your gender:

() Woman

O Man

- O Non-binary/Gender non-conforming
- O Prefer not to respond

* 2. Please indicate your age group:

() 18-24 () 25-34 () 35-44 0 45-54

🔿 55 and over

* 3. Please indicate the highest level of education you have completed:

C High school

College (vocational, technical)

🔿 Undergraduate degree

O Masters degree

O Doctoral Degree

Other (please specify)

* 4. What is your nationality?

SECTION 2: ORGANISATION/BUSINESS

5. Name of your organisation/business (optional):

* 6. Country where your organisation/business is based:

* 7. in which category does your organisation/business fall? (Please select all that apply)	* 9. Please select the level that best describes your current position:
Government	⊖ Junior
National Human Rights Institution (NHRI)	⊖ Mld-Lavel
Civil society organisation	C Senior
National/local Non-Governmental Organisation (NGO)	O Director
Sub-regional/continental NGO	*10. In which sectoral category is your organisation/business?
International NGO	C Manufacturing
Intergovernmental organisation (e.g., African Union, United Nations, Regional Economic Community)	○ Agriculture
Micro, small and medium-sized enterprise (MSME)	⊖ Trade
Multinational corporation	CExtractives
Private Sector	⊖ Services
Trade union	Other (please specify)
Think tank/academic Institution	
Self employed	* 11. Is your organisation/business working with vulnerable groups on trade and human rights related issues?
Other (please specify)	
* 8. How long have you worked at your organisation/business:	Don't know Yes (please specify)
O 0-2 years	
🔿 3-5 years	
() 6-10 years	SECTION 3: ABOUT THE AFCETA
O 11 years or more	
	* 12. What is your level of awareness/understanding of the African Continental Free Trade Area?
	C Fully aware/ Very aware

🔿 Slightly aware 🔿 Not aware at all

* 13. What are your sources of information about the AfCFTA? (Please select all that apply)
I have never looked for such information
African Union/AfCFTA Secretariat website
Television

🗌 Radio

Government publications

Other printed materials (brochures, magazines, newspapers, etc.)

Conferances/ workshops

Other (please specify)

1

* 14. Does your organisation/business have (a) dedicated staff member(s) working on the AfCFTA?

() Yes () No 🔿 Don't know

* 15. Is your organisation/business working with vulnerable groups on the AfCFTA?

- () No
- O Don't know
- O Yes (please specify)

*16. Has your organisation/business been involved in any consultations (e.g., informational meetings, public forums) on the AfCFTA?

- O Yes
- O No
- 🔿 Don't know

* 20. What are the barriers to the involvement of your organisation/business in negotiation/ implementation of the AfCFTA?

	Strongly	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know
Lack of awareness on the existence of the AfCFTA	0	C	0	0	0	0
Lack of communication from the AfCFTA Secretarlat/African Union Commission	0	С	0	0	0	0
Limited access to Information on the AfCFTA	0	С	0	0	0	0
Lack of capacity in my organisation/business (in terms of number of people)	0	0	0	0	0	0
Lack of people with expertise on related topics such as trade in my organisation/business	0	С	0	0	0	0
Role of diverse stakeholders has not been clearly articulated in the AfCFTA Agreement and its Protocols	0	С	0	0	0	0
Lack of interest from management	0	С	0	0	0	0
Lack of initiative to learn about and contribute to the negotiation/implementation process	0	С	0	0	0	0

21. Please provide any additional comments on the barriers to the involvement of your organisation/business in negotiation/ implementation of the AfCFTA.

* 22. Has your government developed or initiated the process of developing an AfCFTA national strategy or policy?

- () Yes
- () No

O Don't know

* 17. What is the level of involvement of your organisation/business in any consultations (e.g., informational meetings, public forums) on the AfCFTA?

C Very Involved

C Moderately involved C Low Involvement

* 18. Has your organisation/business been involved in the negotiations of the AfCFTA?

⊖ Yes () No C Don't know

 * 19. Has your organisation/business been involved in the implementation of the AfCFTA?

C Yes ⊖ No O Don't know

SECTION 4: HUMAN RIGHTS ASPECTS

* 23. What is your level of awareness/understanding of human rights?

C Fully aware/ Very aware

🔿 Slightly aware

🔿 Not aware at all

* 24. How important are human rights issues in the establishment of the AfCFTA?

O Not Important

🔿 Somewhat important

⊖ Important

O Very important

* 25. Which of the following are barriers to the involvement of your organisation/business in the integration of human rights in the AfCFTA negotiation/implementation processes?

	Strongly agree	Agree	Neither agree nor disagnee	Disagree	Strongly disagree	Don't know
Lack of people with expertise on human rights in my organisation/business	0	0	0	0	0	0
Limited appreciation of human rights concerns or their inclusion in trade agreements	0	0	0	0	0	0
Limitad or no government leadership on human rights	0	0	0	0	Ö	0
The AfCFTA Agreement and Its Protocols lack human rights provisions	0	0	0	0	0	0
Incorporation of human rights hinders and adds complexity to the integration process	0	0	0	0	0	0

	Strongly agree	Agree	Nalthor agree nor disagree	Disagree	Strongly clisagree	Don't know
My organisation/business has a responsibility to advance human rights		0	0	0	0	0
Incorporation of human rights in the AfCFTA is important, but my organisation/businass is not responsible for that	0	0	0	0	0	0
Incorporation of human rights in the AfCFTA is important, but my organisation/business does not have the capacity to do so	0	0	0	0	0	0
My organisation/business has a responsibility to ensure that human rights aspects are addressed in the AfCFTA		0	0	0	0	0
My organisation/business has a responsibility to ensure that human rights of vulnerable groups are addressed in the AfCFTA		0	0	0	0	0
My organisation/business car influence the incorporation of human rights issues in the AfCFTA	0	0	0	0	0	0
Influencing the Incorporation of human rights issues In the AfCFTA should be the mandate of NHBIs and NANHBI	0	0	0	0	0	0

 * 30. Do you know if any non-state actors draft and disseminate reports on the status of implementation of the AfCFTA from a human rights perspective?

31. Please name specific organisations/businesses in your country that should address human rights concerns in the AfGFTA negotiation and implementation processes.

* 32. Have you heard about the Network of African National Human Rights Institutions (NANHRI)?

* 34. Would your organisation/business be willing to be involved in a NANHRI programme on the AfCFTA?

No
 Don't know
 Yes (please specify)

() Yes () No

YesNoUnsure

) Yas No Don't know

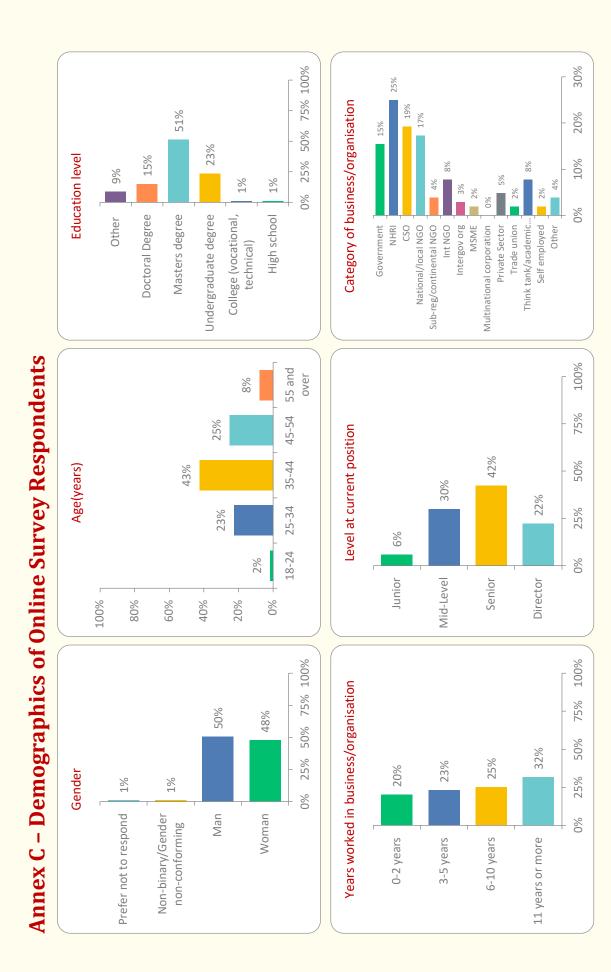
SECTION 5: ABOUT NANHRI

* 33. Have you participated in any NANHRI initiatives?

If yes, which initiatives have you participated in?

	27. The AfCFTA poses the greatest threat to:
	Civil and political rights
	C Socio-economic rights
	C The environment
	C Indigenous peoples rights
	C All of the above
	○ None of the above
	C Don't know
	Other (please specify)
	28. The AfCFTA presents the greatest opportunity for:
	Civil and political rights
	◯ Socio-economic rights
	C The environment
	C Indigenous peoples rights
	C All of the above
	○ None of the above
	C Don't know
	Other (please specify)
	29. Do you know any initiatives that monitor and evaluate the AfCFTA from a human ights perspective?
	C No
	C Don't know
	Yes (please specify)
	' 35. How would you like to see NANHRI support your work on the AfCFTA? (Please select the top 5.)
	elect the top 5.)
	elect the top 5.)
	elect the top 5.)
	elect the top 5.) Holp identify entry points to address human rights and trade issues traplement sensitiestion programs on the importance of participating in and potential
	elect the top 5.) Holp identify entry points to address human rights and trade issues tryplement sensitiestion programs on the importance of participating in and potential contribution to the negotiations and implementation of the AYCFTA
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	elect the top 5.) Help identify entry points to address human rights and trade issues Implement sensiblation programs on the importance of participating in and potential contribution to the negotiations and implementation of the ACETA Facilitace participation in ACETA Secretariat activities Conduct research and share insights on human rights and trade Provide training and salits development for effective participate in the negotiation and implementation of the ACETA Provides resource materials to support Integration of human rights Coordinate communities of practice for knowledge exchange and learning Creats networking opportunities and halp develop partnerships
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