MONTHLY DIGEST ON THE AUPSC – NOVEMBER 2021

THE MONTH AT A GLANCE

In November, Egypt chaired the African Union (AU) Peace and Security Council (PSC). Eight sessions were convened during the month. PSC's initial programme of work for the month envisaged six sessions. The revised programme of work which guided Council's activities throughout the month introduced few changes including the addition of substantive sessions.1

FIG 1: PROGRAMME OF WORK PATTERN

In terms of the types of sessions convened during the month, Council mostly held thematic sessions – 75 percent of the sessions convened during the month were dedicated to thematic agenda items while the remaining 25 percent focused on country specific situations.

FIG 2: TYPE OF SESSIONS

With the exception of one session convened at the level of ministers, all remaining sessions were convened at ambassadorial level.

1 The Commemoration of UNSC Res1325/2000 was added in the revised version of the programme of work for November. It is to be recalled that the session on that theme was initially planned for October 2021 and postponed to November afterwards. Another additional substantive session considered during the month was the situation in Sudan which was also not part of the month's programme of work. A session dedicated to the situation in Libya was part of Council's revised agenda for the month. However, the session was not convened during the month or in the following month of 2021.

PROTECTION OF MEDICAL FACILITIES AND PERSONNEL IN ARMED CONFLICTS

The first session of the month convened on 5 November constituting Council’s 1044th meeting was dedicated to the concern of protecting medical facilities and personnel in the situation of armed conflicts. The outcome of the session was adopted as a Communiqué.

2 The outcome of the joint meeting of the PSC with the UN Peacebuilding Commission (UNPBC) which was held on 11 November 2021 was not adopted in a publicly available document. The Council has convened joint meetings with UNPBC since 2018 and the outcomes of these interactions have usually been adopted in the form of Press Statements. It is to be recalled that the 2020 meeting between the two did not also have a publicly available outcome document.
One of the main purposes of the session was to reflect on the glaring gap in the implementation of United Nations (UN) Security Council (UNSC) Resolution 2286 adopted in 2016 (Res2286/2016) under the presidency of Egypt. As reflected at a High-Level Side Event on Protection of Healthcare convened in May 2021 in the margins of Protection of Civilians week at the UN Headquarters, five years after the adoption of Res2286/2016, there has not been any significant decrease in attacks perpetrated against healthcare providers and facilities in conflict situations. According to data recorded by the International Committee of the Red Cross (ICRC), there were 3,780 incidents affecting the delivery of health care in 49 countries in the period between January 2016 and December 2020.

In light of the increasing indiscriminate attacks against healthcare in conflict situations, the session also served Council to adopt some decisions to be implemented through the AU Commission. The first of these decisions relates to the initiation of a campaign on ‘Protection of Medical Personnel and Facilities’ which will serve as a platform for relevant stakeholders to commit to ensure the protection of healthcare in conflict and crisis situations. There was no timeline established for the commencement of this initiative. The conduct of an empirical study aimed at analysing and understanding the underlying root causes of the increasing trend of attacks against medical and humanitarian assistance personnel constitutes the second decision. As indicated in the Communiqué, the purpose of such study would be to formulate a mitigation strategy aimed at reducing the effect of attacks against civilian populations. Although the decision does not specify a timeline for the implementation of this decision.

The third decision which would also be of great relevance in the implementation of the second decision is to incorporate protection of healthcare providers as an indicator within the “Monitoring and Evaluation Mechanism of the AU Master Roadmap of Practical Steps to Silence the Guns in Africa by the Year 2030”, which would be vital in measuring the extent of such incidences. The last decision relates to the review of the Draft Guidelines for the Protection of Civilians in AU Peace Support Operations (PSO) to be submitted to the PSC for endorsement by June 2022.

THE SITUATION IN ETHIOPIA

The PSC convened an emergency session on the situation in Ethiopia at its 1045th meeting held on 8 November 2021. The outcome document, adopted as a Communique, was released on the same day of the meeting.

AU High Representative for the Horn of Africa, Nigerian former President H.E. Olusegun Obasanjo briefed the Council on the situation in Ethiopia, and the 1045th session marks the first dedicated session of the PSC on the situation since the conflict started in November 2020.

The emergency session came after a sharp escalation of the conflict in northern part of the country and significant deterioration of the security situation in the country, which prompted the federal government to declare nationwide state of emergency for six months on 2 November 2021. The expansion of the conflict to the neighbouring Amhara and Afar regionsexacerbatedthehumanitarian situation leading to wave of displacement, disruption of livelihoods and increased food insecurity. According to OCHA’s northern Ethiopia humanitarian update dated 22 October of last year, ‘at least 5.2 million people in need of emergency food assistance, including over 400,000 people in famine-like conditions’.

In this session, Council highlighted four key steps that need to be taken by parties to end the conflict and
address the ensued humanitarian crisis. The first is for the parties to commit to an ‘immediate cessation of hostilities with a view to pursuing a lasting, unconditional and comprehensive and durable peaceful solution’. Despite intensified diplomatic engagement including through Chairperson’s High Representative Obasanjo, such efforts have not yet produced any tangible result in terms of reaching a formal cessation of hostilities nor a comprehensive ceasefire agreement.

The second key issue highlighted by Council is the imperative of undertaking an ‘inclusive, genuine and comprehensive national dialogue’ as well as reconciliation. Subsequent to the session, it is to be recalled that a bill to establish national dialogue commission at the end of December 2021 and eleven Commissioners were appointed by the Parliament on 21 February 2022. While these are positive developments, an area of concern is the inclusivity of the process.

The third is Council’s call on the parties to ensure ‘safe and unimpeded access of humanitarian assistance to affected communities and the safety of humanitarian workers’. In his 10 February 2022 brief to the Council, Obasanjo flagged up the continued limitations in access to essential services and the worsening of the dire humanitarian situation in Tigray and other affected areas. He also called on PSC Members to ‘continue to urge the Federal Government to lift the blockade and restore services as critical confidence-building measures’.

The fourth key point highlighted by Council is ‘strict compliance and respect to international humanitarian law and international human rights law’ as well as ‘impartial, effective, transparent and prompt’ investigation into ‘all violations and abuses of human rights’. The communique took note of the report of the joint investigation conducted by the UN High Commissioner for Human Rights and the Ethiopian Commission for Human Rights, which was published on 3 November 2021. Council also took note of the ongoing investigation by the African Commission for Human and People’s Rights (ACHPR).

**BRIEFING ON POST CONFLICT RECONSTRUCTION AND DEVELOPMENT (PCRD)**

On 12 November 2021, at its 1047\textsuperscript{th} session, Council was briefed about PCDR in Africa and adopted a Communique as an outcome document of the session. The session was convened within the framework of the maiden and a continent-wide PCDR Awareness Week, from 7 to 13 November 2021. The initiative is launched with the aim to increase awareness about AU projects, policies, mechanisms and achievements on post-conflict recovery and reconstruction efforts. In addition to the session, the awareness week was marked by other events such as the first Annual African Flag Day under the umbrella of the African Defence Attachés Forum, and a virtual High-Level seminar on PCDR in Africa. The session not only endorsed the awareness week but also emphasized the importance of ‘institutionalizing and regularizing’ it as an annual event. The 35\textsuperscript{th} Ordinary Session of the Assembly (Assembly/AU/Dec. 815(XXXV)), held from 5 to 6 February of this year, also endorsed the institutionalization and regularization of this initiative.

A major outcome of the session is its request for ‘urgent’ review of the AU PCDR Policy Framework as it turned 15 years since its adoption in 2006 in Banjul, the Gambia. The session noted the need to ensure that the framework is ‘re-aligned and adaptable to the emerging challenges in the Continental peace and security landscape’. Though the Council did not attach timeframe for the task, the Assembly, during its 35\textsuperscript{th} Ordinary Session, requested the Commission to ‘expeditiously review’ the policy framework and submit the report for consideration by the next ordinary session of the Assembly, scheduled for 18 and 19 February 2023. In this respect, as highlighted by the report of the PSC on its activities and the state of peace and security in Africa submitted to the 35\textsuperscript{th} Ordinary Session of the Assembly, the Commission will setup a Working Group on PCDR and a Panel of Experts to undertake the review of the policy framework and its implementation over the last 15 years. Perhaps one important area worth considering in the process of revision of the policy framework, which is also indicated in the session, is broadening the scope of the framework to include peacebuilding dimension so that it covers the entire conflict cycle phase (pre-
conflict, conflict, and post-conflict).

In terms of addressing the resource challenges of AU’s PCRD efforts, the session stressed the importance of ‘adequate, predictable and sustainable resources’ for the program including through close collaboration with the UN Peacebuilding Commission as well as the African Development Bank, African Private Sector, and other international financial institutions. Revitalizing the African Solidarity Initiative (ASI) is another mechanism highlighted by the session to increase mobilization particularly in-kind support to those Member States that are in political transition or emerging from violent conflicts. The ASI was launched in 2012 as a flagship initiative and self-reliant mechanism to encourage, motivate and empower African countries to begin systematically to offer assistance to post-conflict countries. But, a decade after its launch, the initiative has not been active. The official launch of the AU Centre for PCRD in Cairo, Egypt, on 23 December 2021, is one of the significant developments that occurred following the session.

COUNTERING EXTREMIST IDEOLOGIES, RADICALISATION AND TERRORISM FINANCING IN AFRICA

Constituting Council’s 1048th meeting, the session was convened at ministerial level, on 15 November. It was also one of the three ministerial sessions convened during the year in relation to the theme of countering terrorism and violent extremism. The outcome of the session was adopted as a Communiqué.

Aside from the usual presenters including Acting Director of African Centre for the Study and Research on Terrorism (ACSRT), the session was attended by the director of Egyptian Money-Laundering and Terrorist Financing Combating Unit and the Acting Director of Al-Azhar Observatory for Combating Extremism (AOCE). While most of Council’s previous sessions on the topic of terrorism and violent extremism have focused on the manifestation of the act of terrorism itself, what made the 1048th session interesting was its attention to countering the main sources of terrorism. Accordingly, the importance of responding to the formation and spread of extremist ideologies, radicalisation – particularly of the youth – and financing of terrorism – through a growing linkage with transnational organised crimes – took centre stage at the session.

The need to avoid attaching terrorism to a particular religion, nationality or civilisation was perhaps one of the most essential points emphasised at the session. Council’s note on the significance of promoting tolerance and co-existence was therefore a crucial one.

Key requests emerging from the session include the request for AU Commission – through relevant AU institutions including the ACSRT to present a report to Council regarding current efforts mobilised in the continent to counter and prevent radicalisation, extremist ideologies and environment conducive to terrorism, specifying recommendations on how the AU could play a role in addressing existing gaps. Another request, which was a reiteration of Council’s previous calls, was for the Commission to compile urgently a list of persons and entities associated with terrorist acts including foreign terrorist fighters (FTFs).

Inclusion of approaches to counter radicalisation and extremist ideologies as core components of the revision of the 2002 African Plan of Action on the Prevention and Combating of Terrorism and Violent Extremism was also recommended at the session. It is to be recalled at its 1040th session, Council called for the revision of the 2002 Action Plan. 9

* The AOCE is an important initiative inaugurated in 2015 which is aimed at debunking and refuting extremist ideologies which are based on misconceptions of the Islam religion. It seeks to present the true image of Islam and dissociate the religion from wrong perceptions which associate it with extremism. The initiative particularly targets the youth in its efforts.

The 2002 Plan of Action had the central aim of concretising the obligations under the 1999 Convention on the Prevention and Combating of Terrorism. One of the recommendations emerging from the report of the AU Chairperson on “Continental Efforts in the Prevention and Combating of Terrorism in Africa” presented at Council’s 1040th session, was the review of the effectiveness of AU’s counterterrorism architecture in light of the rising tide of terrorism and violent extremism in the continent. This would include a comprehensive review of the 2002 Action Plan to ensure that new and emerging trends in terrorism and violent extremism in the continent are well reflected. Currently, the status of revision of the Action Plan is still at the beginning stage (still with the AU Commission) and yet to be tabled to member States for their inputs and comments.
THE SITUATION IN THE SUDAN

At its 1050th session convened on 24 November 2021, Council received an update on the situation in the Sudan. The outcome document of the session was adopted as a Communique.

This session came on the backdrop of the conclusion of the 21 November power-sharing agreement between General Abdel Fattah al-Burhan (the Chairman of the Sovereign Council) and Abdalla Hamdok (Prime Minister of the interim government before the 25 October 2021 coup). Council took note of this agreement that culminated in the reinstatement of Hamdok as Prime Minister and the continuation of the implementation of the August 2019 constitutional declaration and October 2020 Juba Peace agreement as a ‘frame of reference’ for the transition.

Council approached the above political development cautiously and maintained its sanction imposed on Sudan at its 1041st session against the expectation of some of its members who were of the opinion that the power-sharing agreement and the resultant reinstatement of Hamdok would lead into the lifting of the sanction. The political accord not only began to unravel shortly but also political tension continued to mount despite Hamdok's reinstatement. The accord was unpopular among pro-democracy protesters as they reject any power-share with the military. On 8 January 2022, the Prime Minister resigned from his position in the face of unrelenting protests and disagreement with military authorities over the appointment of his cabinet.

Another key outcome of the session is its call upon the Sudanese authorities to undertake a ‘prompt, independent, transparent and effective investigation into alleged violations and abuses perpetrated since 24 October 2021’. This call came in light of the increasing use of excessive force against protesters particularly during the 17 November 2021 mass protests resulting in the killings of at least 15 people while more than 100 people sustained injuries as per the count of the Sudanese Doctors Committee. The crackdown received wide condemnation including UN High Commissioner for Human Rights, Michelle Bachelet, who criticized the use of live ammunition against protesters as ‘utterly shameful’.

Council also decided to ‘promptly dispatch a mission to Sudan’ to engage with military authorities and other stakeholders. It is to be recalled that at its 1041st session (which was convened a day after the military coup) took a similar decision in addition to its request for the Chairperson of the Commission to ‘immediately dispatch to Sudan his emissary’. Sudan was reluctant to receive the envisaged mission initially and it took almost three months for the Commission to dispatch an emissary. On 18 January, the Commissioner for Political Affairs, Peace and Security, Bankole Adeoye, was sent to Khartoum to deliver a ‘special message’ from the Chairperson of the Commission to al-Burhan. This was followed by a three-day working visit by the Chairperson of the Commission, Moussa Faki Mahamat, on 12 February to Sudan to engage with national civilian and military stakeholders for consultation on the ongoing political crisis.

The Constitutional Declaration and Juba Peace Agreement has been also stressed as the ‘recognized and credible pathway of democratic transition in Sudan’. Despite this however, a recent report released by United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS) reveals that the legitimacy of these agreements have been questioned by many Sudanese stakeholders and there has been divergence on their future relevance. Although the session emphasized the ‘prompt’ formation of the Transitional Legislative Council (TLC) as well as other governance and oversight mechanisms as stipulated under the constitutional declaration, there is still lack of consensus among key stakeholders on major issues such as the type, size, and composition of the legislative council.

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For details on questions raised by Sudanese stakeholders on the legitimacy and relevance of the two documents and options forwarded, see UNITAMS summary paper on ‘consultations on a political process for Sudan: an inclusive intra-Sudanese process on the way forward for democracy and peace’, (February 2022), available at: https://unitams.unmissions.org/en/consultations-political-process-sudan
CLIMATE CHANGE AND PEACE AND SECURITY IN AFRICA

The 1051st session of the PSC convened on 26 November covered the theme of Climate Change and Peace and Security. The outcome of the session was adopted as a Communiqué.

In addition to the usual briefers and presenters on the theme, the session was attended by key participants including Ms. Hannah Tetteh, Special Representative of the UN Secretary-General and Head of the UN Office to the AU; Alastair McPhail, Ambassador of the United Kingdom to Ethiopia; Wael Abou El-Magd, Board Member of the Green Climate Fund and Ms. Zita Wilks, representative of the Chairperson of the Africa Group of Negotiators (AGN) on Climate Change.

The 27th session of the Conference of the Parties (COP 27) to be held by Egypt in 2022 was welcomed at the session. The COP is a key process in the implementation of the UN Framework Convention on Climate Change (UNFCCC), which has been convened since 1995. The central purpose of COP meetings is to assess and analyse the effects of measures taken by States parties to the convention in achieving the ultimate goal of eliminating dangerous interference with the climate. As highlighted by the Council, COP27 presents the best opportunity to accentuate the importance of adaptation, building resilience and preparedness in the context of ensuring Africa’s sustainable development efforts. Accordingly, the need to adhere to the Common African Position (CAP)12 on Climate Change was emphasised, particularly in relation to climate finance and operationalization of the Global Goal on Adaptation (GGA).13 Although the adaptation agenda has often been overlooked, its prioritisation has gained the consensus of States parties to the UNFCCC at the COP26 held in November 2021 in Glasgow. However, a clear way for its operationalisation is yet to be agreed with different country groups presenting different ideas.

Also in connection with representing a united African voice at international forums on climate change such as the COP, Council drew attention to the importance of three key mechanisms: Committee of African Heads of States and Governments on Climate Change (CAHOSCC),14 African Ministerial Conference on Environment (AMCEN),15 and the AGN.16 It is to be recalled that the AMCEN had its 18th session in September 2021, in preparation for the convening of COP26 whereas the CAHOSCC met on 6 February 2022 on the side-lines of the 35th Ordinary Session of the AU Assembly, to deliberate on the outcomes of COP26 and their implications on Africa as well as to receive updates from the AGN regarding their exchanges at COP26.17

In noting a crucial nexus between climate change and peace and security, Council also highlighted at the 1051st meeting, the importance of climate-sensitive planning in peacekeeping and PCRD efforts with the purpose of averting risks of relapse into conflict. This is an important note provided that there seems to be more focus on consideration of climate related risks in the development of preventive (early warning) measures as compared to consideration of climate related impacts in post-conflict societies.

In terms of requests, Council reiterated its call for the establishment of a Climate Change Fund, which was first requested at its 984th session held at the Summit level. The Climate Change Fund is aimed to

12 CAP is a document developed in 2014 with the purpose of identifying Africa’s key priorities and substantive issues of importance. The document presents African consensus on major concerns and strategies to be reflected in the outcomes of post-2015 development agenda and negotiation process. Climate change is one of these major issues of concern elaborated within the 2014 CAP.
13 The GGA is an aspect of the Paris Agreement provided under Article 7 of the agreement establishes the GGA with the purpose of enhancing the adaptive capacity, strengthening resilience and increasing the financial flows to adaptation activities of countries. The main idea of GGA is therefore to invest more towards efforts aimed at enhancing countries’ capacity of acclimatising to climate change and its effects.
14 The CAHOSCC was established in July 2009 at the 12th Ordinary Session of the AU Assembly. It has the main purpose of spearheading the CAP on Climate Change and ensure that Africa speaks with one voice regarding all climate related negotiations at the global sphere.
15 The AMCEN is a conference of African ministers of environment formed in 1985 and has a mandate revolving around four key objectives: advocating for environmental protection in Africa; ensuring realisation of basic human needs in a sustainable manner; ensuring agricultural activities and practices meet food security needs of the region; and securing social and economic development at all levels.
16 The AGN was established in 1995 at COP1. It represents an alliance of African member States, whose main purpose is presenting a unified African stand at global climate change negotiations.
17 While some of the outcomes of COP26 can be regarded as wins for Africa, the expectations of the AGN were not quite sufficiently met. For the agreement reached for developed countries to double their collective provision of climate finance for adaptation to developing countries from 2019 levels by 2025 was a positive outcome in favour of Africa. On the other hand, the AGN’s demand that developed nations should contribute $100 billion per year to meet the adaptation and mitigation needs of developing countries was regarded as an ambitious estimation, particularly having regard to the fact that developed countries are yet to meet their pledge of $100 billion 12 year after undertaking this commitment.
contribute towards efforts in the continent to combat the impacts of climate change. Another reiterated request was the establishment of a Continental Civil Capacity for Disaster Preparedness and Response. The establishment of this Continental Civil Capacity was recommended by Algeria. Having endorsed Algeria’s proposal, Council requested the AU Commission to prepare the modalities for its establishment at the 1043rd session convened also at Summit level.

In conclusion to the session, the AU Commission was also requested to finalise the study on climate-related security risks assessment. The request for the conduct of this study was first made at Council’s 774th session, in the context of implementation of the African Peace and Security Architecture (APSA) and to outline the nexus between climate change and peace and security in the continent. It is also worth recalling that in addition to the request for conducting this study, the Council also requested the Chairperson of the AU Commission to appoint an AU Special Envoy for climate change and security at the 774th session. At the 984th Summit level meeting, the Council has also reiterated its calls in relation to both activities.

COMMEMORATION OF UNSC RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY (WPS)

On 29 November, the council convened its 1052nd session open session to commemorate UNS Resolution 1325 on Women, Peace and Security (WPS) and discussed its implementation in Africa. The Outcome of the session was adopted as a Press Statement released two weeks after the session.

The predominant point of the discussion was regarding the financial decrease allotted to empowering women in peace and security issues on the continent. Furthermore, the council raised concern over the pandemic’s disproportionate contrary socio-economic, humanitarian and health impact on women and girls. The council further raised particular concern on the rise of cases of violence against women and girls and dropout of girls from school as a result of early marriage and pregnancy triggered by the pandemic. The pandemic apart from its several impacts on women and girls, it has forced not only cancellations of events and stagnation of WPS activities, but also prioritisation of humanitarian efforts, subsidize to the decrease of budget that is allocated to the WPS agenda.

Regarding the theme of the session- UNSC resolution 1325, the council reputedly commended different partner’s efforts such as the AU commission, REC’s/ RM’s, FEMWISE, UN Women and member State’s towards the implementation of Resolution 1325 and the AU WPS agenda. Further, the council commended the efforts being deployed by the AU Commission through the Office of the Special Envoy and the AU Gender Directorate, for providing technical support to Member States in implementing the Women Peace and Security Agenda, including in tracking and regularly reporting their progress using the Continental Results Framework (CRF)

The CRF was developed following the Council’s 476th meeting and was launched in February 2019, which urged ‘the AU Commission, through the coordination of the Office of the Special Envoy on Women, Peace and Security to formulate a Continental Results Framework to monitor the implementation by AU Member States and other relevant stakeholders of the various instruments and other commitments on women, peace and security in Africa.’ The Office of the Special Envoy (OSE) was endowed with the duty to develop a monitoring and evaluation tool on the implementation of the WPS agenda in Africa. Nevertheless, regulated template for reporting has not been established yet. Thus, for the first time, the Council requested the Commission to work closely with the office of the Special Envoy for WPS to develop a template for a mechanism for reporting on the implementation of WPS agenda by the member states and the RECs/RMs, and to take into consideration the CRF, and underlined the need to protect children in the context of UNSC resolution 1325.

Although the CRF serves as a continental reporting and monitoring tool on WPS and the PSC requested to be briefed annually on the implementation of the CRF, this has not been followed up.
OTHER PSC ACTIVITIES DURING THE MONTH

Further to its substantive sessions, the PSC has also been engaged in a number of other activities. The Council conducted a field mission to Somalia from 8 to 10 November. In preparation for the Annual Joint Consultative Meeting of the PSC and UNSC, joint expert meetings of the two Councils were also conducted from 22 to 24 November. The PSC Committee of Experts (CoE) has also met during the month in preparation for the Council’s field mission to Somalia as well as the engagement with UNSC experts for the Annual Joint Consultative Meeting of PSC and UNSC. A meeting between the PSC Chair of the month and the A3+1 as well as a meeting of the Council’s Chair of the month with the President of the UNSC were also among the activities undertaken during the month.19

18 2021’s Annual Joint Consultative meeting of the two Councils which constituted their 15th consultative meeting was held on 17 December where major country specific and thematic peace and security concerns in Africa were discussed.

19 In addition to contributing to the 15th Annual Joint Consultative Meeting of the PSC and UNSC, these meeting were conducted within the framework of the decisions of PSC’s 983rd session and the 13th PSC Retreat which took place in May 2021 in Mombasa. The 983rd PSC session and its 13th Retreat gave emphasis to the importance of regular engagement between the PSC and the A3 as well as enhanced coordination between the PSC and UNSC in order to advance a common African position regarding African issues on the agenda of the UNSC.
ABOUT AMANI AFRICA

Amani Africa is an independent African based policy research; training and consulting think tank with a specialization and primary focus on African multilateral policy processes, particularly those relating to the African Union.

We support the pan-African dream of peaceful, prosperous and integrated Africa through research, training, strategic communications, technical advisory services, and convening and facilitation.

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