

# MONTHLY DIGEST ON THE AFRICAN UNION PEACE AND SECURITY COUNCIL

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# MONTHLY DIGEST ON THE AFRICAN UNION PEACE AND SECURITY COUNCIL – JUNE 2022

## THE MONTH AT A GLANCE

During June, the Africa Union (AU) Peace and Security Council (PSC), under the chairship of the Republic of Congo, convened five sessions.<sup>1</sup> Three of these were committed to thematic issues while the other two addressed a country/region specific issue. All sessions convened during the month took place at Ambassadorial level. The outcomes for the four sessions were adopted as Communiqués while no outcome document was released for one session.<sup>2</sup> On average, it took about two weeks for the release of outcome documents.

## COUNCIL EXPRESSED CONCERN OVER THE WITHDRAWAL OF MALI FROM THE G5 SAHEL JOINT FORCE

Council's first session of the month and its 1087<sup>th</sup> meeting was convened on 1<sup>st</sup> June 2022 on the Situation in Sahel. At the briefing, Council received statements from Ambassador Mamane Sambo Sidikou, AU High Representative for Mali and the Sahel, and the G5 Sahel Joint Force Commander, General Oumar Bikimo. Others that delivered statements include the representative of the Republic of Ghana as the Chair of the Economic Community of West African States (ECOWAS) and the Republic of Chad as a member of the G5 Sahel Joint Force, as well as by the Special Representative of the United Nations Secretary-General to the AU and Head of UN office to the AU (UNOAU).

<sup>1</sup> The initial programme of work for the month of June envisaged seven sessions. However, the Briefing by the Panel of the Wise was cancelled and the session on Consideration of the report of the Chairperson of the Commission on elections in Africa was postponed.

<sup>2</sup> No outcome was adopted for the joint consultative meeting of the European Union (EU) Political Security Committee (EUPSC) and the PSC that was held on 9-10 June 2022.

This item was put on the agenda of the PSC by the AU Commission, coming in the context of worrying security, political and humanitarian developments in the Sahel region. In the [Communique](#) issued on the session, Council expressed its deep concern over the rapid deterioration of the security, political, and humanitarian situations in the Sahel region, particularly the continuation of terrorist attacks and the surge in fatalities, as well as the expansion of the threat of terrorism from the Sahel region towards the Gulf of Guinea countries.

On the additional steps that should be taken to contain this worrying situation, the PSC did not go further than calling for coordination among various security actors operating in the region, including the Accra Initiative and the revitalization of the regional security cooperation and collaboration mechanisms, particularly the Nouakchott Process. Also missing from the issues addressed in the communique is the adverse impact of the role of foreign powers and the rivalry between them.

Considering it as negatively impacting the momentum, the achievements recorded and the required unity and effectiveness of the G5 Sahel Force, the PSC expressed concern over the withdrawal of Mali from the Joint Force and encouraged engagement between the Malian authorities and the G5 Sahel members on the reconsideration of the withdrawal decision 'in the collective security interest of the Sahel'.

On the financial challenges facing the G5 Sahel Force, the PSC 'reiterated its call to the UN Security Council to take necessary steps to guarantee sustainable and predictable funding for the G5 Sahel Joint Force from the UN assessed contributions.' Yet, despite the immediate need facing the G5 Sahel, the consideration of the use of UN assessed contributions for AU led or authorized missions is put on hold pending the finalization of the African common or consensus position expected to provide clarity, among others, on the question of burden sharing.

## Relevant previous PSC decision

- 1006<sup>th</sup> session [[PSC/PR/COMM.1006 \(2021\)](#)]- Council at its 1006<sup>th</sup> session decided to renew the mandate of the G-5 Sahel Joint Force for another one year from 13 July 2021.

## Relevant AU Assembly decision

- During the 33<sup>rd</sup> Ordinary Session of the AU Assembly held on February 2020 [[Assembly/AU/Dec.792 \(XXXIII\)](#)] on the situation in Libya and Sahel, the Assembly requested the Commission to develop, in consultation with the Ministries of Defense of G5 Sahel Countries and ECOWAS Commission, a framework on a possible deployment, within the relevant provisions of the PSC Protocol related to the African Standby Force (ASF), of a Force composed of the Joint Multinational Task Force (JMTF) and 3000 troops for six (6) months.

## Key actionable decisions requiring follow-up:

The PSC requested the commission:

- to intensify consultations with the concerned stakeholders, inclusive of ECOWAS, ECCAS, and G5 Sahel Joint Force, on the deployment of the 3,000 troops in the Sahel and promptly brief the PSC on the outcomes of the consultations for due consideration.
- to expedite the revision of the AU Strategy for the Sahel region as soon as the Joint Strategic Assessment is completed, and to also work towards enhancing the visibility and image of the AU in the region, among others, through the AU Mission for Mali and the Sahel (MISAHEL), including the provision of adequate resources to enable the Mission to more effectively discharge its mandate.
- to mobilize necessary resources for the operationalization of the Transition Monitoring Mechanisms on Mali, Guinea and Burkina Faso, in order to facilitate a swift return to normal constitutional order in these Member States.
- to deploy efforts towards the revitalization of the regional security cooperation and collaboration mechanisms, particularly the Nouakchott Process, including the promotion of ownership of such mechanisms by the countries of the region.

## COUNCIL COMMEMORATED THE 1994 GENOCIDE AGAINST THE TUTSI IN RWANDA WHILE EXPRESSING CONCERN ABOUT THE PERSISTENT TREND AND PERPETRATION OF THE IDEOLOGY OF HATE

Council's 1088<sup>th</sup> meeting, held on 7 June 2022 was on Prevention of the Ideology of Hate, Genocide and Hate Crimes in Africa. The session was convened in commemoration of the 1994 genocide against the Tutsi's in Rwanda, which was observed on 7 April in accordance with AU Assembly Decision [Assembly/AU / Dec.695](#) of 2 July 2018. The PSC designated the theme of the session for remembering both the lives lost and the destruction caused in Rwanda on the one hand and the lessons learned from the genocide on the other hand.

At this year's session, the briefers were Mr. Paul Rukeshu, Director General in Charge of Communications and Partnerships of the Government of the Republic of Rwanda, Madam Alice Wairimu Nderitu, Special Advisor to the Secretary-General of the United Nations on the Prevention of Genocide and a Representative of the European Union Delegation to the AU.

In the adopted [Communiqué](#), Council notes with deep concern and strongly condemns the persistent trend and perpetration of the ideologies of hate, hate speech, identity-based conflicts, including religious, inter-ethnic and inter-tribal violence, xenophobia, racism, which collectively constitute drivers of the ideology of hate, hate crimes and genocide. Council also discussed the adverse impact of social media on the peace and security of the continent, mainly by serving as a platform for incitement of violence and exacerbation of hate speech. Ambassador Bankole in his statement also stressed, social media tends to compound diversity crisis in most of African societies.



“We are now being confronted with two competing goals of promoting and protecting peoples’ right to information and free speech in their use of the internet on the one hand; and the need to prevent its deployment in the promotion and propagation of hate speech and genocide ideologies, on the other. We recall with sadness the events leading up to the Rwandan genocide, specifically deployment of the media in the propagation of hate speech and incitement of hate against the Tutsis... While remaining steadfast in ensuring the promotion and protection of the right to freedom of expression, our duty as African Union is to also help the AU Member States and their citizens find a balance in the exercise of this right, and in doing so within acceptable legal limits.”<sup>3</sup>

Statement by Bankole Adeoye

Correspondingly, Council strongly condemns genocide denialism, justification, and in particular, the trivialization of the 1994 genocide against the Tutsis in Rwanda, as it threatens perpetuation and its continuation as well as manifestations through hate speech and hate crimes. In this regards, Council underscored the urgent need for the AU Commission to development a shared definition of what constitutes ‘hate speech’ and ‘hate crimes’, in order to enable Member States to enact necessary legislation to combat the scourge.

Further, in the Communique, the PSC outlined specific issues that will be important in advancing the agenda, including:

- to raise awareness campaigns through various media, informal and formal education.
- to condemn any form of denialism of the Genocide including not allowing deniers any space and/or platform for denial activities in their territories.

During the session, Council also commended the Kingdom of Morocco for the Resolution on designating 18 June as the “International Day for Countering

Hate Speech” to be observed annually. It is to be recalled that, the UN General Assembly adopted, on 14 July 2021, unanimously by its 193 member states, a resolution presented by Morocco on the fight against hate speech, which proclaims, for the first time in the history of the UN, June 18 of each year as ‘International Day Against Hate Speech’.

## Relevant previous PSC decision

- 678<sup>th</sup>Session [[PSC/PR/COMM.\(DCLXXVIII\)](#)]: Council decided to convene, annually in April, a PSC open meeting on hate crimes and fighting genocide ideology in Africa.
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- 989<sup>th</sup>Session [[PSC/PR/COMM.\(CMLXXXIX\)](#)]: the last time the PSC deliberated on this topic was in April 2021 at its 989<sup>th</sup> session. At the session Council decided to include an analysis on indicators of hate crime and risk factors for them to escalate to genocide in the Report of the PSC on its Activities and the State of Peace and Security in Africa. But this is as yet to be acted upon.

## Key actionable decisions requiring follow-up:

The PSC:

- requested the Panel of the Wise to undertake a review of the status of implementation of the recommendations contained in the Report of the OAU International Panel of Eminent Personalities on the 1994 Rwanda Genocide and the Surrounding Events.
- reiterated its request made at its 989<sup>th</sup> session held on 12 April 2021 to appoint an AU Special Envoy on the Prevention of Hate Crimes and the Crime of Genocide, to drive all the pertinent agendas indicated above and identify risk indicators of the ideology of hate, genocide, and hate crimes, and ensure timely interventions on the Continent.

## UKRAINE AS A DEAL BREAKER IN THE CONSULTATIVE MEETING BETWEEN THE AU PSC AND THE EUPSC

The PSC and the European Union Political and Security Committee (EUPSC) held their 5<sup>th</sup> Joint Seminar on 9 June 2022 and the 13<sup>th</sup> Annual Consultative Meeting on 10 June 2022 at the AU Headquarters in Addis Ababa, Ethiopia. The consultative meeting was held in person. No outcome document was adopted at the end of the joint deliberation.

The joint seminar was convened to offer the two organs an opportunity to engage in matters regarding multilateral cooperation with a focus on preventive diplomacy and the sustainability of peace support operations. The agenda for the 13<sup>th</sup> Annual Consultative Meeting focused on strengthening cooperation in addressing terrorism and the security challenges confronting Somalia, Libya as well as the Great Lakes, Sahel and Lake Chad Basin regions.

Despite the absence of a joint-communicé, some of the key issues that were addressed at the joint consultative meeting was on the issue of the expansion of terrorist networks in the Sahel region. The EU side noted this threat as a global threat. Accordingly, the EU made promises to provide support to the G-5 Sahel. The two counterparts also reflected on the concerning trend of human rights violations by forces on the ground and the possibility of setting up mechanisms for accountability of forces was discussed. Furthermore, the two sides stressed the importance of fortifying human rights training and capacity building for forces deployed in the region. In addition to the need for support in these areas, the importance of equipment, logistics, arms and ammunition support was an issue the AU side stressed. It was agreed that support in these and other areas shall be discussed further (as no concrete deliverables were agreed).

Support to victims of terrorist attacks was another point emphasised to be of high importance. In this regard, the EU made pledges to provide support and to strengthen efforts aimed at assisting victims. However, AU's concern remains on the timeliness of making the pledges available, most notably in the context of the mobilization of resources for Ukraine.

The AU side also emphasised the importance of partners' support in promoting the need for respect among members of the G-5 Sahel (to underscore that mutual collaborations should not result in invasion of internal affairs). The importance of taking note of and taking timely action against collaborations between terrorist networks based in the Sahel region and the Lake Chad Basin (LCB) was also emphasised at the session.



"The EUPSC and AU PSC underscored the need to step up collaboration & holistically address the security challenges in the Sahel & Lake Chad regions, particularly in the fight against terrorism. Both will continue providing support to countries in political transition."

@AUC\_PAPS Tweet

Another key area discussed was the issue of budgeting and EU funds to the AU, particularly in light of the shift from APF to EPF. In that respect, EU counterparts essentially highlighted that the AU has not been judicious and regular in reporting on how and what activities it has utilised EU funds for. This has resulted in the auditing issues and the inability for EU counterparts to convince their capitals on the AU's commitment to ensure implementation of peace efforts they provide funds for. This has been the central reason for the shift of funding scheme as expressed by the EU side. The EU has also requested to receive all backlogged audit reports and the AU audit sub-committee has in turn requested the AU Commission to provide the reports. It was noted that the Commission shall also justify the audits and account, not only to partners, but also AU member States.

Despite the time that they spent and the agreement between the AUPSC and the EUPSC on issues on agenda of the consultative meeting, the two sides were unable to agree on a joint communique as is the norm after the consultative meeting. The deal breaker for reaching an agreement on joint communique was the lack of agreement on the inclusion of language referring to the war in Ukraine. Although this was not on the agenda agreed between the two

sides, members of the EUPSC raised it during the consultative meeting. In the ensuing conversation, while there was a moment for the AU side to allow some reference along the line of **“AU recognises/ notes the concerns raised by the EU regarding the situation in Ukraine,”** the reported insistence by EU on the inclusion of terms demonstrating AU’s support led to disagreement on inclusion of any reference to Ukraine. PAPS Commissioner as well as members of the PSC stood their ground against what was in their eyes pressure from EU counterparts.

## COUNCIL CALLS ON GULF OF GUINEA COUNTRIES TO ENACT LAWS, CRIMINALIZE MARITIME PIRACY UNDER THEIR DOMESTIC LAW.

Council, during its 1090<sup>th</sup> held on 28 June 2022 convened a meeting on Maritime Piracy in the Gulf of Guinea. In addition to the statements delivered by the PSC Chair and the Commissioner for Political Affairs, Peace and Security, the briefers were, Dr. Alhaji Sarjoh Bah, Director of the Conflict Management Directorate, H.E. Ambassador Florentina Adenike Ukonga, Executive Secretary of the Gulf of Guinea Commission (GGC), Representatives of the Republic of Angola, Republic of Congo, Republic of Equatorial Guinea, Gabonese Republic and the Federal Republic of Nigeria, in their capacity as Members of GGC and Representatives of ECCAS, ECOWAS, UNOAU and EU. In the adopted [Communiqué](#), Council expressed its deep concern over the threat that piracy and armed robbery at sea in the Gulf of Guinea poses to maritime security in the Continent and strongly condemns all illegal maritime activities, including piracy and armed robbery at sea, IUU fishing, assassinations, kidnappings and hostage-taking committed in the Gulf of Guinea.

In an attempt to combat crime in the region, the UN Security Council (UNSC) adopted [resolution 2634 \(2022\)](#) on 31 May 2022. The UNSC condemned piracy in the Gulf of Guinea and labelled the Gulf of Guinea as ‘the most dangerous piracy hot spot in the world’. The resolution calls on countries on Africa’s west coast along the Gulf of Guinea to criminalize piracy and armed robbery at sea and take action to penalize perpetrators. The resolution identified the importance for ‘national maritime security strategies be developed

and implemented.’

Certainly, a harmonized legal framework is essential to prevent and suppress piracy and armed robbery at sea. In this regard, the PSC called on the countries of the region to enact laws, criminalize such acts under their domestic law and to investigate, prosecute and extradite the perpetrators. Implementation of and coordination of the various initiatives such as [Yaoundé Code of Conduct](#) and the Interregional Coordination Centre established by ECCAS and ECOWAS are also of particular significance as pointed out in the briefing by AU Director of Conflict Management.



“It is worthy to note that, several initiatives have been established to counter piracy and other illicit maritime activities. Among the key initiatives is the 2013 Yaoundé Code of Conduct, which committed 25 signatories from ECCAS and ECOWAS to repress piracy, armed robbery against ships, and illicit maritime activity in West and Central Africa. This Code of Conduct has been the main framework for regional cooperation and information-sharing to address the maritime insecurity in the region.”<sup>4</sup>

*Statement by Dr. Alhaji Sarjoh Bah, Director for Conflict Management Directorate of PAPS.*

## Yaoundé Code of Conduct

The Yaoundé Code of Conduct, developed and originally signed by West and Central African nations in 2013, laid out a maritime security framework prioritizing cooperation and information-sharing across the region. The intent of the Yaoundé Code of Conduct is to assist the region in addressing an array of maritime crimes affecting the region, including piracy and armed robbery at sea, illegal, unreported, and unregulated (IUU) fishing, maritime terrorism, trafficking in narcotics and wildlife products, and maritime pollution.

The PSC also made reference to the primary responsibility of the littoral states for addressing the various security threats in the maritime domain in the Gulf of Guinea. Yet, given the regional and continental security implications of the threats and the fact that littoral states are not in a position to address them individually, an issue worth considering is the need development of a regional maritime security mechanism for fighting piracy, armed robbery and other acts of criminality proliferating in the Gulf of Guinea.

## Key actionable decisions requiring follow-up

In terms of key decisions emerging from the 1090<sup>th</sup> session, the PSC requested the AU Commission:

- To establish a body of experts or a Task Force to coordinate, share knowledge and make recommendations on maritime security to provide technical expertise to Member States and other stakeholders in delivering on the AU's 2050 AIM Strategy and the and Lomé Charter.
- to support Member States, in collaboration with the RECs/RMs and United Nations (UN), in building the capacity to prevent, detect and investigate piracy and terrorist acts linked to maritime domain.
- to undertake, in coordination with the RECs/RMs and regional bodies, assessment of the implementation of all instruments and frameworks on maritime security, in order to address the gaps and propose strategies to enhance their implementation.

## COUNCIL WELCOMED THE INITIATIVE OF THE 5+5 (JMC) TO DEVELOP ARRANGEMENTS AND A NATIONAL ACTION PLAN FOR THE WITHDRAWAL OF FOREIGN ARMED GROUPS

Council's 1091<sup>st</sup> session convened on 29<sup>th</sup> June 2022 addressed the current situation in Libya.

Following a statement by the PSC chair of the month, Dr. Alhaji Sarjoh Bah, Director for Conflict Management

Directorate deliver a statement on the behalf of the AU Commissioner for PAPS. Other briefers include, H.E. Jean-Claude Gakosso Minister of Foreign Affairs of the Republic of Congo and H.E. Ambassador Wahida Ayari, Special Representative of the Chairperson of the AU Commission for Libya. Representative of the State of Libya, People's Democratic Republic of Algeria, Republic of Chad, Arab Republic of Egypt and the Republic of Tunisia also made a statement.

The session came immediately after the AU ad-hoc High Level Committee for Libya visit to Tripoli and Benghazi from 20 to 25 June 2022,. The high-level delegation led by H.E Minister Jean-Claude Gakosso met a wide range of key political and military Libyan actors. Deliberations during their visit focused on the role of the AU in supporting the inter-Libyan peace and inclusive reconciliation process, as the Prime Minister Abdul-Hamid Dbeibeh has just finalized the national reconciliation strategy. Pertaining this development, Council, commends the continued efforts of the AU High Level Committee for Libya led in support of the Libyan peace and reconciliation process and welcomes the visit.

The AU ad-hoc High level Committee for Libya was established on 7 March 2011 in pursuance of the communiqué on the situation in Libya adopted by the 265<sup>th</sup> meeting of the PSC on 10 March 2011. In line with the PSC communiqué ([PSC/PR/COMM.2\(CCLXV\)](#)), the Committee is mandated to, revolving around the following elements: (i) engage with all parties in Libya and continuously assess the evolution of the situation on the ground, (ii) facilitate an inclusive dialogue among the Libyan parties on the appropriate reforms, (iii) engage AU's partners, in particular the League of Arab States, the Organization of the Islamic Conference, the European Union and the United Nations, to facilitate coordination of efforts and seek their support for the early resolution of the crisis. The High level committee comprised five Heads of State and Government, as well as the Chairperson of the Commission.

In the [Communique](#) it adopted, Council, commends the unity and the continuous efforts of the 5+5 Joint Military Commission (JMC) and the Libyan-owned ceasefire monitoring mechanism (LCMM), under the auspices of United Nations Support Mission in Libya (UNSMIL). On behalf of Ambassador Adeoye Bankole, Dr. Alhaji in his statement welcomes and supports the

initiative of the 5+5 (JMC) to develop arrangements and a national action plan for the withdrawal of foreign armed groups, and has appointed a focal person to liaise with the 5+5 JMC. After nine-month search to fill the post, on 2 September 2022, the UN Secretary-General announced the appointment of Abdoulaye Bathily of Senegal as a Special Representative for Libya and Head of the UN Support Mission in Libya (UNSMIL).

The 5+5 Joint Military Commission (JMC) entrusted with overseeing the security aspects of the Libyan peace process and is comprised of five representatives, each from the former Government of National Accord (GNA) and from the Libyan Arab Armed Forces (LAAF, also known as the Libyan National Army, or LNA).

Another issue that receive Council attention during the session was concerning external interference in the domestic affairs of Libya. Council on the adopted communique strongly condemns and totally rejects the continuous external interference in the domestic affairs of Libya, and calls all participants in the Berlin Conference I and II to refrain from interfering in the internal affairs of Libya that are involved in fuelling the current political crisis to fully comply with the commitments outlined in the Berlin Conferences, the Libyan Political Dialogue Forum (LPDF) and the Permanent Ceasefire Agreement, and to refrain from undertaking any action that jeopardizes stability in the country.

## The Berlin Conference I

The First Berlin Conference on Libya was held on June 2019 at the invitation of German Chancellor Merkel. The Conference gathered the Governments of Algeria, China, Egypt, France, Germany, Italy, Russia, Turkey, the Republic of the Congo, United Arab Emirates, the United Kingdom and the United States of America and High Representatives of the United Nations, the African Union, the European Union, and the League of Arab States. Among other pledges, the participant committed to refraining from interference in the armed conflict or in the internal affairs of Libya and urge all international actors to do the same.

## The Berlin Conference II

The Second Berlin Conference on Libya, was held on June 23, 2021, by the German government and the UN,

as a follow up of the first Berlin Conference.

The conference focused on implementing the terms of a UN-negotiated peace agreement reached at the First Berlin Conference by seventy-five Libyan delegates, and the [Libyan Political Dialogue Forum](#).

Key out puts of the conference was a renewed commitment to hold national elections in late December 2021 to replace an interim government in Tripoli led by Prime Minister Abdel Hamid Dabaiba and affirmation that foreign military forces in the country, especially Turkish- and Russian-affiliated mercenaries, need to depart.

Council also deliberated on the deteriorating political crisis in the country. Libya following the postponement of much-awaited elections in December 2021, political maneuvering has increased among competing factions and leaders across Libya's fragmented political sphere. To curtail the political tension, UN has facilitated exhaustive talks in Cairo (Egypt), Geneva (Switzerland), and Skhirat (Morocco) on a drafting constitutional framework for elections. Pertaining this efforts, Council welcomes the efforts of the Libyans to reach consensus over rounds of talks with a view to reaching a consensual constitutional basis towards holding presidential and parliamentary election. Further, Council commends the Libyan authorities for the progress reached so far in the search for durable solution towards peace and stability in Libya, following the outcomes of the Libyan Political Dialogue Forum, which led to the formation of transitional institutions in charge of conducting general elections.

## Other Activates of the PSC

Other activities of the Council which took place during June in addition to its session include the PSC Committee of Experts (CoE) held preparatory meeting on 6 June for the PSC field mission to the Great Lakes Region (GLR). Council also undertook a field mission to Burundi from 20 to 22 June 2022, under the leadership of H.E. Ambassador Daniel Owassa, Permanent Representative of the Republic of Congo to the AU and the PSC Chairperson for the month of June 2022.

Although the mission was initially planned to cover Goma, Kinshasa and Brazzaville, difficulties surrounding confirmation of appointments and the

uncertainties that mounting regional tension owing to the crisis in eastern DRC mean that the mission was confined to Bujumbura only. Indeed, the mission was very timely considering the fighting in Eastern DRC involving the M23 rebel group in particular and the accompanying tension between Rwanda and the DRC.

During the field mission, the PSC held discussions with H.E. Domitien Ndayizeze, former President of the Republic of Burundi and Chairperson of the AU Panel of the Wise; ICGLR Executive Secretariat; Force Commander of the Extended Joint Verification Mechanism (EJVM); Ambassador Pierre Claver Ndayicariye, the Chair of the Truth and Reconciliation Commission Independent; Dr. Sixte Vigny Nimuraba, the Chair of the Independent National Commission on Human Rights and the Diplomatic Corps accredited to Bujumbura. The members of the delegation of the PSC also held consultations with the President of Burundi on the situation in the GLR.



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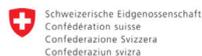
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We support the pan-African dream of peaceful, prosperous and integrated Africa through research, training, strategic communications, technical advisory services, and convening and facilitation.

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