

Yearbook on the African Union

Volume 1 (2020)

# Yearbook on the African Union

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# Yearbook on the African Union

*Volume 1 (2020)*

*Edited by*

Ulf Engel



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# Foreword

This is the first edition of the *Yearbook on the African Union* (YBAU). It is first and foremost an academic project that will provide in-depth evaluation and analysis of the institution, its processes, and its engagements. It seeks to be a reference point for evidence-based policy-making and decision-making. It is a tall order to establish a yearbook as an academic resource, wishing to reach both scholarly communities as well as policy-makers and practitioners. The YBAU seeks to be the first port of call for bureaucrats, diplomats, practitioners, 'outsider' experts, intellectuals, and consultants to have access to reliable information and analysis on the African Union (AU) that is also able to support policy- and decision-making. Yearbooks are excellent sources of 'instant' expert knowledge that scholars can tap into to comprehend long-term trends and patterns, but, by the same token, may be limited by the narrow time frames in which these patterns are encompassed. We firmly believe that this *Yearbook* is highly relevant and needs to be taken seriously as a source of information on an important African institution. Its systematic approach, historicity, and organisational sociology will help it to continue to provide much-needed analysis and perspective even as institutions face challenges, adapt, and transform. Three strengths really stand out.

## 1 Contribution to an Evidence-Based Project

The *Yearbook* emphasises the policy-makers and the policy-making of the AU, in contrast to other similar volumes that focus much more on structures, pillars, and institutional actors or on singular policy fields. This is significant because we get a rare glimpse of the insider perspectives and the daily struggles of those agents that really give the institutions life. For us, as long-standing researchers of the AU, we know just how hard it can be to access reliable data that grasp the origins and interstate patterns of decision-making and how power operates. This is also the case for AU policy-makers, and with increasing pressure to also strengthen the evidence basis behind proposals, position papers, and draft policies, the challenges become enormous. The contributors are all familiar with the work of the AU in their domains of expertise through regular interactions with policy-makers and research communities. They are able to speak authoritatively and in lucid terms on these subjects. It is against this background that the YBAU can make an incremental positive contribution by making reliable information easily accessible, supporting the longer-term

aim of a 'data driven' AU Commission. In a way, the YBAU seeks to 'speak reason' with AU policy-makers and members.

## 2 Shaping Global Policy

The chapters of the YBAU help illustrate in great detail an important finding of research on the AU and African regionalism in recent years. That is the role that African actors play in shaping norms, policies, and global affairs. The volume establishes the AU as a change agent of global affairs, even if it also scrutinises where this agency is performed in an uneven and sometimes not so desirable manner. This promises to provide us with systematic analysis of AU agency, which provides us with insights from multiple policy fields, criss-crossing 'levels of analysis', as well as acknowledging their transnational form.

Because the YBAU treats the AU as the multidimensional organisation that it is, there is the added value of showing agency across areas that less often gather much interest. We seek to move beyond the narrow fixation with political and security affairs in an effort to broaden the analytical envelope to capture the whole array of areas at the core of the AU's mandate. This is also important, for instance, to students who seek to cast a multidimensional eye on the AU's *Agenda 2063*. Similarly, in 2020, African agency on public health through the work of the Africa Centres for Disease Control and Prevention (Africa CDC) in coordinating the Covid-19 response was an area that attracted a lot of regional and also global attention. The more knowledge we can shed on the inner working of all AU activities, the more we can appreciate the scale and enormity of pan-African integration. The annual interview of the YBAU can highlight such timely cases. At the same time, the many other chapters will cover both high-profile and low-profile facets of what the AU does.

## 3 Disconnects and Discontents

Several of the chapters in the YBAU also have another overarching theme, that being that in a great many places on the African continent it remains unclear and unknown what the AU is and stands for. In different ways, across the key substantive work areas of the AU that the volume covers, a cross-cutting ambition of becoming a 'people's Union' is falling short. On the one hand, the AU does govern. Its policies, interventions, and programmes do have an impact on the lives of citizens across the 55 member states. On the other hand, the diplomatic positioning of governments in the AU and the Regional Economic Communities (RECs), as well as what shared principles and rules that these



governments will or will not abide by, are very hard for citizens to decipher. Very few non-governmental organisations (NGOs) succeed in being accredited to attend meetings or summits, and there are very few channels of popular participation in AU affairs. Institutions envisaged for popular participation, such as the Pan-African Parliament (PAP) and the Economical, Social and Cultural Council (ECOSOCC), have been slow in fulfilling their objectives, but in future YBAUs we need to understand why their growth remains stunted. This volume of the YBAU is focused on institutional and financial reforms and reflects in how far the AU has progressed with reforming the organisation, meeting the objectives of *Agenda 2063*, and achieving its ambition to be people-centred. The YBAU will indirectly and over time help document where the disconnects and discontent become particularly troubling.

*Linnéa Gelot, Cheryl Hendricks, Gilbert Khadiagala, Paul Nugent, and Thomas Kwasi Tiekou* (Editorial Board)

# Acknowledgements

At Brill's Joed Elich has taken the publisher's risk to launch the *Yearbook on the African Union*. Although looking back at more than 15 years of cooperation with him and the publishing house (on the book series launched by the organisation of European centres of African studies, AEGIS), by no means I took this for granted. I am much obliged that Joed shares my belief in the future of this project. My sincere thanks are also to Franca de Kort who, in her usual unagitated manner, made sure that the Yearbook has come into the world.

My deepfelt thanks go to the members of the editorial board – Linnéa Gelot, Cheryl Hendricks, Gilbert M. Khadiagala, Paul Nugent and Thomas Kwasi Tiekou – for keeping an eye on quality and guiding me when necessary. I do appreciate that you are an active editorial board, and I am looking forward to our post-mortem analysis.

Amidst fighting the corona pandemic and building back better African public health systems, Dr John N. Nkengasong found some time to answer my questions on how the continental body and its specialised technical institution, the Africa Centres for Disease Control and Prevention (Africa CDC), have dealt with the numerous challenges caused by the pandemic. I would like to thank him wholeheartedly for availing himself. I also would like to thank Sergut Dejene, senior communications officer in the Office of the Director Africa CDC, for handling the interview with the Dr Nkengasong.

The book review section has been managed by Katharina P.W. Döring and Jens Herpolsheimer. I owe them for a great selection of titles and reviewers, and the companionship along this journey. And Forrest Kilimnik has copy-edited with consistency and imagination. Pleasure working with all of you! And as always, all remaining typos and glitches are mine and mine alone.

Convinced that the *Yearbook on the African Union* will provoke critical responses of various kinds and hopefully also stimulate academic debate, I would be most grateful if these responses could enable the editorial team to improve on the product and contribute to making this endeavour a sustainable and intellectually fruitful one. Any constructive feedback is most welcome at: [uengel@uni-leipzig.de](mailto:uengel@uni-leipzig.de)

*Ulf Engel*

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# Acronyms

ACDEG	African Charter on Democracy, Elections and Governance
ACERWC	African Committee of Experts on the Rights and Welfare of the Child
ACHPR	African Commission on Human and Peoples' Rights (Banjul)
ACIRC	African Capacity for Immediate Response to Crises
ACLED	Armed Conflict Location & Event Data Project
ACP	Africa, Caribbean, Pacific countries
AEC	African Economic Community
AfCHPR	African Court on Human and Peoples' Rights (Arusha)
AfCTA	African Continental Free Trade Area
AfDB	African Development Bank (Abidjan)
AFISMA	African-led International Support Mission to Mali
Afreximbank	African Export-Import Bank (Cairo)
Africa CDC	Africa Centres for Disease Control and Prevention (Addis Ababa)
AfSEM	African Single Electricity Market
AfSol	African Solutions to African Problems
AFTCOR	African Taskforce for Coronavirus Response
AGA	African Governance Architecture
AGA–YES	AGA–Youth Engagement Strategy
AGF	African Governance Facility
AGP	African Governance Platform
AIDS	acquired immunodeficiency syndrome
AMA	African Medicines Agency
AMISOM	AU Mission in Somalia
AMOT	African Ministers of Trade
AMSP	Africa Medical Supplies Platform
ANWIN	African Network for Women in Infrastructure
AOSTI	African Observatory in Science, Technology and Innovation
APF	(EU) African Peace Facility
APRM	African Peer Review Mechanism
APSA	African Peace and Security Architecture
AQIM	Al-Qaeda in the Islamic Maghreb
ARNS	African Regional Nutrition Strategy
ASEOWA	African Union Support to Ebola Outbreak in West Africa
ASI	African Solidarity Initiative
ASF	African Standby Force
ASRIC	African Observatory in Science Technology and Innovation
ATO	African Trade Observatory
AU	African Union (Addis Ababa)

AUABC	AU Advisory Board on Corruption
AUC	AU Commission
AUCIL	African Union Commission on International Law
AUDA	African Union Development Agency–NEPAD
AUTSTG	AU Technical Support to The Gambia
AU CIEFFA	AU International Centre for Girls and Women Education in Africa
AU OYE	Office of the Youth Envoy
AU YVC	AU Youth Volunteers Corps
AWA	AIDS Watch Africa
A3	the three African non-permanent UNSC members
BRI	Belt and Road Initiative
CAMH	Conference of Ministers of Health
CAR	Central African Republic
CEN-SAD	Community of Sahel-Saharan States (Tripoli)
CEO	chief executive officer
CESA 16–25	Continental Education Strategy for Africa 2016–2025
CEWS	Continental Early Warning System
CID	Council for Infrastructure Development
CODESRIA	Council for the Development of Social Science Research in Africa (Dakar)
COMESA	Common Market for Eastern and Southern Africa (Lusaka)
COVID-19	coronavirus disease
CPLP	Community of Portuguese Language Countries (Lisbon)
CSOS	civil society organisations
CSSDCA	Conference on Security, Stability, Development and Cooperation in Africa
C10	committee of ten ministers of finance
C10	ministerial group of 10 EST champions
DDR	disarmament, demobilisation, and reintegration
DIRCO	Department of International Relations and Cooperation (Pretoria)
DPA	Department of Political Affairs
DRC	Democratic Republic of Congo
DREA	Department of Rural Economy and Agriculture
DSA	Department of Social Affairs
DSSI	Debt Service Suspension Initiative
DTS	Digital Transformation Strategy for Africa (2020–2030)
EAC	East African Community (Arusha)
EAP	Encyclopaedia Africana Project
ECCAS	Economic Community of Central African States (Libreville)
ECOSOCC	Economic, Social and Cultural Council
ECOWAS	Economic Community of West African States (Abuja)

EIDHR	European Instrument for Democracy and Human Rights
EPA	Economic Partnership Agreement
EST	education, science, and technology
EU	European Union (Brussels)
EUTM	EU Training Mission in Mali
EU ITF	EU Infrastructure Trust Fund for Africa
EU PSC	EU Political and Security Committee
FOCAC	Forum for China-Africa Cooperation
FGS	Federal Government of Somalia
FMS	(Somalia) Federal Member States
FTA	Free Trade Area
FY	financial year
F15	Fifteen Ministers of Finance
GBV	gender-based violence
GDP	gross domestic product
GERD	Grand Ethiopian Renaissance Dam
GNWP	Global Network of Women Peace Builders
GIZ	German development agency GIZ (Eschborn, Germany)
G5	G5 Sahel Joint Force
G6	Group of Six (re AfCFTA)
G7	Group of Seven (Canada, France, Germany, Italy, Japan, the United Kingdom and the United States as well as the European Union)
G8	Group of 8 (G7, plus Russian Federation)
G20	Group of Twenty
HIV	human immunodeficiency viruses
HSGIC	(NEPAD) Heads of State and Government Implementation Committee
HSGOC	(NEPAD) Heads of State and Government Orientation Committee
IAIDA	Institutional Architecture for Infrastructure Development in Africa
ICA	Integrated Corridor Approach
ICJ	International Court of Justice (The Hague)
ICT	information and communication technologies
IDEA	International Institute for Democracy and Electoral Assistance (Stockholm)
IGAD	Intergovernmental Authority on Development (Djibouti)
IMF	International Monetary Fund (Washington DC)
IPED	Pan-African Institute for Education for Development (Abidjan)
IPRS	intellectual property rights
IPSS	Institute for Peace and Security Studies (Addis Ababa)
ISCAP	Islamic State Central Africa Province
ISS	Institute for Security Studies (Pretoria)

ISWAP	Islamic State West Africa Province
JAES	Joint Africa–EU Strategy
JPA	Joint Programme Agreement
LCBC	Lake Chad Basin Commission (N'Djamena)
LDCS	Least Developed Countries
LGBTQIA+	Lesbian, Gay, Bisexual, Trans, Queer/Questioning, Intersex, Asexual- ity plus
LPDF	Libyan Political Dialogue Forum
MAP	Millennium Africa Renaissance Programme
MENA	Middle East and North Africa
MINUSMA	UN Multidimensional Integrated Stabilisation Mission in Mali
MNJTF	Multinational Joint Task Force (N'Djamena)
MNLA	National Movement for the Liberation of Azawad
MONUSCO	UN Organisation Stabilisation Mission in the DR Congo
MOUACA	AU Military Observers Mission to the CAR
MUJAO	Mouvement pour l'unicité et le jihad en Afrique de l'Ouest
MYCM	Mid-Year Coordination Meeting
NAI	New African Initiative
NAP	National Action Plan
NEPAD	New Partnership for Africa's Development
NGOS	non-governmental organisations
NHRIS	National Human Rights Institutions
NPCA	NEPAD Planning and Coordinating Agency
NPoA	National Programme of Action
OAU	Organisation of African Unity (Addis Ababa)
OECD	Organisation for Economic Co-operation and Development (Paris)
PAP	Pan-African Parliament (Midrand, South Africa)
PAPR-CAR	Political Agreement for Peace and Reconciliation in the CAR
PAPS	Political Affairs, Peace and Security
PAU	Pan-African University (Yaoundé)
PCRD	Post-Conflict Reconstruction and Development
PICI	Presidential Infrastructure Champion Initiative
PIDA	Programme for Infrastructure Development in Africa
PMPA	Pharmaceutical Manufacturing Plan for Africa
PRC	Permanent Representatives Committee
PSC	Peace and Security Council
PSD	Peace and Security Department
PSHMS	public health and social measures
PSOS	Peace Support Operations
RECS	Regional Economic Communities
RHOS	Regional Health Organisations

RMS	Regional Mechanisms for Conflict Prevention, Management and Resolution
RSS	Regional Stabilisation Strategy
R&D	research and development
SACU	Southern African Customs Union (Windhoek)
SADC	Southern African Development Community (Gaborone)
SAIIA	South African Institute of International Affairs (Johannesburg)
SARS-CoV-2	severe acute respiratory syndrome – coronavirus
SDGS	Sustainable Development Goals
SDGEA	Solemn Declaration on Gender Equality in Africa
SIDA	Swedish International Development Cooperation Agency (Stockholm)
SNA	Somali National Army
SRSG	Special Representative of the UN Secretary-General
STISA 2024	Science, Technology and Innovation Strategy for Africa
STCS	specialised technical committees
STC-EST	STC on Education, Science and Technology
STC-HPDC	STC on Health, Population and Drug Control
STC-ICT	STC on Communication and Information Communications Technology
STC-TIIHET	STC on Transport, Intercontinental and Interregional Infrastructures, Energy and Tourism
STDs	sexually transmitted diseases
STG	Silencing the Guns
STP	Somalia Transition Plan
TB	tuberculosis
TFTA	Tripartite Free Trade Area
TGONU	Transitional Government of National Unity
TPLF	Tigray People Liberation Front
TRIPS	Agreement on Trade-Related Aspects of Intellectual Property Rights
TVET	Continental Strategy for Technical and Vocational Education and Training
UCG	unconstitutional change(s) of government
UMA	Arab Maghreb Union (Rabat)
UN	United Nations (New York)
UNAIDS	Joint United Nations Programme on HIV/AIDS (Geneva)
UNAMID	AU–UN Hybrid Operation in Darfur
UNCTAD	UN Conference on Trade and Development (Geneva)
UNECA	UN Commission for Africa (Addis Ababa)
UNESCO	UN Educational, Scientific and Cultural Organisation (Paris)
UNICEF	UN Children's Emergency Fund (New York)



UNOAU	UN Office at the African Union (Addis Ababa)
ONOWAS	UN Office for West African and the Sahel (Dakar)
UNSC	UN Security Council (New York)
UNSG	UN Secretary-General
UNSCR	UNSC Resolution
WAHO	West African Health Organisation (Brazzaville)
WGDD	(AU) Women and Gender Development Directorate
WHO	World Health Organisation (Geneva)
WHO ROA	WHO Regional Office for Africa (Bobo-Dioulasso)
WPS	Woman, Peace and Security
WTO	World Trade Organisation (Geneva)
YPS	Youth, Peace and Security

## Notes on Contributors

### *Adekeye Adebajo*

is the director of the Institute for Pan-African Thought and Conversation (IPATC) at the University of Johannesburg (South Africa). He is the author of seven books, including *Building Peace in West Africa*, *The Curse of Berlin: Africa after the Cold War*, *Thabo Mbeki: Africa's Philosopher-King*, and *The Trial of Cecil John Rhodes*. He is co-editor/editor of ten books on Africa's international relations, including *The EU and Africa*, *The Pan-African Pantheon*, and *Africa's Peacemakers*. Professor Adebajo holds a doctorate from the University of Oxford, United Kingdom, and is a columnist for *Business Day* (South Africa), the *Guardian* (Nigeria), and the *Gleaner* (Jamaica).

### *Habibu Yaya Bappah*

is a full-time lecturer in the Department of Political Science and International Studies, Ahmadu Bello University, Zaria (Nigeria). Dr Bappah is, however, currently on leave of absence and works at the Commission of the Economic Community of West African States (ECOWAS), where he currently serves as executive assistant in the Office of Commissioner for Finance. He previously served in the same capacity in the Office of Commissioner for Political Affairs, Peace and Security. His areas of research interest include regional governance, security and development, with a focus on ECOWAS' institutional development, programmes and activities.

### *Bruce Byiers*

is a development economist with a DPhil (2008) from the University of Sussex (United Kingdom). Originally from Scotland, he heads the African Institutions and Regional Dynamics Programme of the Economic and Agricultural Transformation programme at the European Centre for Development Policy Management (ECDPM) in Maastricht (Netherlands), where he has been working since May 2011.

### *Annie Barbara Hazviyemurwi Chikwanha*

is an associate professor in the Department of Politics and International Relations at the University of Johannesburg (South Africa). She has extensive regional experience on democracy and governance, human security, security sector governance and peace and conflict, and has consulted and published on these themes for regional and international organisations. A former board member of the Board of Advisors of the Institute for Democracy and Electoral Assistance (IDEA, Stockholm), she is currently a member of the International

Advisory Committee for the Research Programme on Security and Rule of Law in Fragile and Conflict-Affected Settings Programme managed by the Netherland Research Council and the NOW–WOTRO Science for Global Development.

*Dawit Yohannes Wondemagegnehu*

is a senior researcher at the Institute for Security Studies (ISS). He works for the Training for Peace Programme under the Peace Operations and Peace Building Programme of the ISS in Addis Ababa (Ethiopia). Prior to joining ISS, he served as a researcher, academic coordinator, and programme manager for various organisations, including the German development agency GIZ and Leipzig University (Germany). Dawit has a PhD in global studies from the joint PhD programme of Leipzig University and Addis Ababa University. His current research areas focus on conflict prevention and peacebuilding issues at the African Union and national dialogue processes in the Horn of Africa and reconciliation in Ethiopia.

*Katharina P.W. Döring*

is a post-doctoral researcher at Södertörn University, Stockholm (Sweden). She received her doctorate from Leipzig University (Germany). Currently, she is studying different visions for African continentalisms pursued by African presidents through the African Union to understand the importance of spatial semantics for negotiating security politics. Her research has been published in *African Security*, the *South African Journal of International Affairs* and *Comparativ*.

*Ulf Engel*

is the professor of 'Politics in Africa' at the Institute of African Studies, Leipzig University (Germany). He is the director of the Graduate Centre Humanities and Social Sciences of the Research Academy Leipzig. Engel is also a visiting professor at the Institute for Peace and Security Studies at Addis Ababa University (Ethiopia) and a professor extraordinary in the Department of Political Science at Stellenbosch University (South Africa). From 2006 to 2019, he advised the African Union's Peace and Security Department in the fields of conflict prevention, early warning, and preventive diplomacy.

*Jens Herpolsheimer*

is a post-doctoral researcher at the Research Centre Global Dynamics, as well as at the Collaborative Research Centre (SFB) 1199 'Processes of Spatialization under the Global Condition', both based at Leipzig University (Germany). He holds a PhD in Global Studies from Leipzig University and is the author of *Spatializing Practices of Regional Organizations during Conflict Intervention: The*

*Politics of ECOWAS and the African Union* (Routledge, 2021). Other publications have focused on the security cooperation of the Community of Portuguese-Speaking Countries (CPLP) and inter-regional maritime security cooperation between the Economic Community of West African States (ECOWAS) and the Economic Community of Central African States (ECCAS).

*Jacob Lisakafu*

is a senior lecturer in politics and international relations at the Department of Political Science and Public Administration, Open University of Tanzania, Dar es Salaam. His research interest revolves around the current dynamics of international relations and mechanisms of ensuring global security. He mainly focuses on the African Peace and Security Architecture, international organisations and contemporary diplomacy, post-conflicts reconstructions, and security regionalisms, particularly in sub-Saharan Africa.

*Frank Mattheis*

is a researcher at the Institute for European Studies of the Université libre de Bruxelles (Belgium), a research associate at the Department of Political Sciences of the University of Pretoria (South Africa), and an associate research fellow at the United Nations University Institute on Comparative Regional Integration Studies (Belgium) (UNU-CRIS). He holds a doctoral degree from Leipzig University (Germany). He teaches and publishes on comparative regionalism and EU–Africa relations.

*Henning Melber*

is an extraordinary professor at the Department of Political Sciences, University of Pretoria (South Africa), and the Centre for Gender and Africa Studies, University of the Free State in Bloemfontein (South Africa); a senior research fellow at the Institute for Commonwealth Studies of the Centre for Advanced Study, University of London (United Kingdom); a senior research associate with the Nordic Africa Institute and director emeritus/senior advisor of the Dag Hammarskjöld Foundation, both in Uppsala (Sweden); and the current president of the European Association for Development Research and Training Institute (EADI).

*Alphonse Muleefu*

is a senior lecturer at the School of Law of the University of Rwanda, Kigali. He previously worked with Tilburg University (Netherlands), the International Criminal Tribunal for Rwanda (ICTR), the International Criminal Court (ICC), and Gacaca Courts and has an extensive experience working with civil society

organisations, government institutions, and United Nations agencies. He holds a bachelor of law (LLB), master of law (LLM), and doctor of philosophy (PhD) in law. He writes and comments on matters of transitional justice, international (criminal) law, human rights, and laws of war.

*John N. Nkengasong*

has been the director of Africa CDC since 2017, when the institution was created. Prior to this appointment, the Cameroon-born virologist was the (acting) deputy principal director of the Centre for Global Health at the United States CDC as well as the associate director of Laboratory Science, and the chief of the International Laboratory Branch at the Division of Global HIV/AIDS and TB. Earlier in his career (1993–1995), Dr Nkengasong worked as the chief of the Virology Laboratory at the Collaborating Centre on HIV Diagnostics at the Department of Microbiology, Institute of Tropical Medicine, Antwerp, Belgium, and later joined US CDC in 1994 as the chief of the Virology Laboratory in Abidjan, Côte d'Ivoire. He received a master's in tropical biomedical science at the Institute of Tropical Medicine in Antwerp, Belgium, and a doctorate in medical sciences (virology) from the University of Brussels, Belgium. He is an adjunct professor at the Emory School of Public Health, Emory University, Atlanta GA.

*Edefe Ojomo*

is a lecturer in the Department of Jurisprudence and International Law, University of Lagos (Nigeria), and an affiliate of the Institute for International Law and Justice at the New York University School of Law (United States). Edefe has taught International Law and Governance at the University of Uyo, Akwa Ibom (Nigeria), the Eugene Lang College of Liberal Arts, New York City, and the University of Melbourne, Melbourne (Australia). She is a member of the Global Advisory Strategy Roundtable of the Bill and Melinda Gates Foundation. Her research covers the theory and practice of governance, regionalism, citizenship, migration, and health regulation.

*Awino Okech*

is a reader in gender studies at School of Oriental and African Studies (SOAS), University of London (United Kingdom). Her teaching and research interests lie in the nexus between gender, sexuality, and nation/state-making projects as they occur in conflict and post-conflict societies. Dr Okech also has a much longer history of gender and conflict programming work across Africa with a range of international and national organisations. Her recent publications include 'African Feminist Epistemic Communities and Decoloniality', in *Critical*

*African Studies* (2020), and an edited book, *Gender, Protests and Political Change in Africa* (2020).

*Jamie Pring*

is a PhD candidate at the University of Basel (Switzerland) and an incoming visiting fellow at the Free University Berlin (Germany). Her PhD project studies the role of mediators in promoting inclusivity in the South Sudan peace process (2013–2015) led by the Intergovernmental Authority on Development (IGAD). Her policy and research work focus on norms, mediation support structures, inclusion of armed and civil society actors in mediation processes, and regional security community building in the Horn of Africa and the Asia-Pacific.

*Elizabeth Sidiropoulos*

is the chief executive of the South African Institute of International Affairs (SAIIA) in Johannesburg (South Africa). Her expertise lies in South Africa's foreign policy, South-South Cooperation, and the role of emerging powers in Africa. Her most recent co-edited volume, *Values, Interests and Power: South African Foreign Policy in Uncertain Times*, was published in October 2020. She is the editor-in-chief of the *South African Journal of International Affairs*, accredited by the Department of Higher Education and Training (DHET). In December 2020, she was appointed to serve a two-year term on the Second High-Level Advisory Board of the United Nations Economic and Social Affairs department.

*Tim Zajontz*

is a post-doctoral research fellow in the 'African Governance and Space' (AFRIGOS) project, funded by European Research Council (ERC), at the University of Edinburgh (United Kingdom). He is also a research fellow in the Centre for International and Comparative Politics at Stellenbosch University (South Africa). Before joining academia, he has served in various advisory roles in European Union and German politics. Zajontz is a co-founder of the German-based not-for-profit organisation *Freundeskreis Uganda e.V.* and tweets under @TZajontz.