



The Basic Index of State Commitment to the African Union (BASIC Index) 2024



Disclaimer

This report selects specific indicators to assess particular aspects of member states' commitments to the African Union. The conclusions should not be interpreted as a lack of dedication or a devaluation of other significant forms of commitment that member states have demonstrated some of which are not addressed in this report. This report aims to offer a focused analysis while acknowledging the broader contributions of all member states to the Union.

Acknowledgement

We express our profound appreciation to the following experts for their significant contribution to the BASIC Index publication: Mr Jens Windahl Pedersen, Hon. Crispy Kaheru, Dr Job Akuni, Dr Musavengana Chibwana, Dr Micha Wiebusch, Dr Japheth Biegon, Prof. Robert Nanima, and Ms. Michelle Kumado. Their knowledge and ideas were important in developing this Index, and we value their commitment to furthering the objectives of the African Union.

Foreword

Indices have proven useful research and policy tools for measuring state behavior and commitment to regional mechanisms. This is especially true in Africa, where indices have been successfully deployed to help us track the state of governance on the continent and the extent to which member states have domesticated the shared values of the African Union (AU).

For the first time, in this pioneering volume, indices are being used to measure another equally important aspect of regional integration – the commitment of African countries to their regional body, the AU.

At a time when the AU's role in addressing the continent's pressing challenges has become more crucial than ever, it is important to assess the commitment of member states to advancing the Union's objectives. This is what this publication, the Basic Index of State Commitment to the African Union (BASIC Index), does. It evaluates member states' dedication through a set of measurable indicators, offering insights into how well countries are meeting some of their obligations.

The BASIC Index, developed by Integrate Africa Advisory Services and Africa First Advisory, is an inaugural initiative to systematically assess the level of engagement by AU member states across five key indicators: ratification of AU treaties, timely fulfilment of financial contribution commitment to AU regular budget, hosting of AU bodies, participation in AU summits, and visa openness. This report comes at an important historical point when the AU's efforts to foster unity, integration, and sustainable development require consistent support from its member states.

The significance of such an index in promoting transparency and accountability among AU member states cannot be overemphasized. The findings presented in this report reflect individual country contributions and a collective measure of progress towards achieving the AU's goals. The BASIC Index encourages self-assessment by providing a clear picture of member states' performance across the five indicators. It inspires action towards fulfilling the shared vision of a united, prosperous, peaceful Africa.

This report will reinforce efforts to foster a culture of accountability. The index highlights areas of achievement and pinpoints gaps where more work is needed. It encourages a spirit of constructive engagement and cooperation among member states, ultimately enhancing the AU's impact on continental and global affairs.

I commend Integrate Africa Advisory Services and Africa First Advisory for undertaking this important initiative and producing a report that will serve as a valuable resource for decision-makers and stakeholders within the AU and beyond. I would also like to acknowledge the contributions of the Report's authors, researchers, and all who provided data and insights during its preparation. Their dedication has ensured that the findings are accurate and reflective of the diverse realities across the continent.

The publication of this report is timely. The AU needs such resources as it undergoes institutional reforms to reposition itself to better respond to the challenges of the 21st century and emerging global dynamics.

While this Report does not cover other equally important areas of commitment to the Union, the five areas of commitment covered by the BASIC Index should not be seen merely as a ranking but as a tool for self-improvement and a call to action. I invite all AU member states to reflect on the findings, consider the recommendations, and take steps to strengthen their commitments to the Union. Together, we can build a more united, integrated, and resilient Africa.

Signed by:

Prof. Eddy Maloka
Former CEO, Africa Peer Review Mechanism (APRM)



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Executive Summary

The Basic Index of State Commitment to the African Union (BASIC Index) evaluates the extent to which African Union (AU) Member States meet their obligations to the Union. This inaugural edition focuses on five key indicators: ratification of AU treaties, timely fulfilment of financial contribution commitment to the AU regular budget, hosting of AU bodies, the level of attendance at AU summits, and visa openness to citizens of other AU member states. The report aims to objectively assess each member state's commitment to advancing AU's objectives and promote deeper cooperation among states.

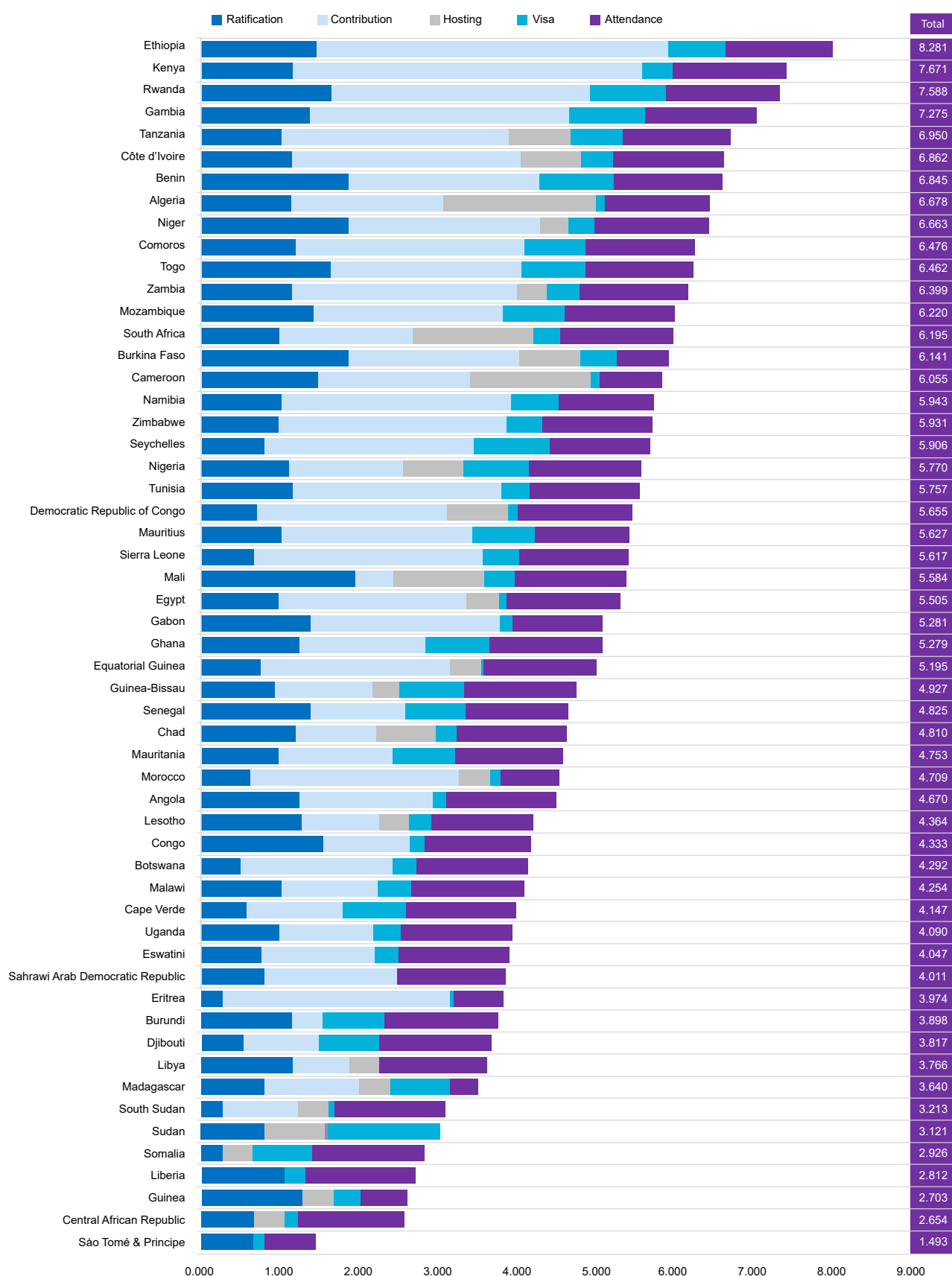
To ensure a balanced and transparent evaluation, this report adopts the weighted scoring system for each indicator, calibrated to reflect its importance. For instance, timely fulfilment of financial commitment to the AU's regular budget is given higher weight than visa openness, recognizing sustained financial support's critical role in AU operations. Data were collected from multiple sources, including official AU reports, media accounts of summits, and the African Development Bank's Visa Openness Index, ensuring the report's credibility.

The key findings highlight significant variations in member states' commitment levels. Ethiopia, Kenya, Rwanda, The Gambia and Tanzania rank highest, driven by strong ratification rates, timely fulfilment of financial contribution commitment to the AU regular budget, and hosting of AU bodies. In contrast, countries such as the Central African Republic, Guinea, Liberia, Somalia and Sao Tome & Principe rank among the lowest, reflecting challenges across multiple indicators. Human rights and economic integration treaties show higher ratification rates, while specialized treaties¹ face delays. Countries like Benin and Rwanda stand out in promoting visa openness, and furthering regional integration.

The results of the BASIC Index offer AU member states and stakeholders a tool to identify areas for improvement while recognizing those who have made notable contributions. The BASIC Index aspires to strengthen the AU's collective efforts toward continental unity and development by fostering accountability and transparency.

¹This expression is used loosely here to refer to treaties dealing with maritime, road safety, Phyto-sanitary, insurance, decentralisation, intellectual property, and fertiliser.

State Commitment to the AU 2024 overall ranking





Introduction

1. Introduction

The Basic Index of State Commitment to the African Union (BASIC Index) is the inaugural edition of a biennial report assessing the commitment of African Union (AU) Member States to the Union. The BASIC Index evaluates state commitment using five indicators: ratification of treaties, timely fulfilment of financial commitment to the AU regular budget, hosting of AU institutions, attendance by heads of state or government at AU summits, and visa openness to citizens of other AU member states.

In this report, state commitment refers to how a member state actively engages with, supports, and fulfils its obligations to the AU through ratifying treaties, contributing financially, hosting institutions, attending summits, and promoting policies that foster integration, such as visas.

At a time when the AU's role in tackling continental challenges has never been more critical, evaluating the extent to which each member state is meeting its obligations is essential. This assessment is inspired by the need to showcase the efforts each member state is making to move the continent closer to integration. It also addresses rising concerns over uneven participation in AU initiatives, inconsistent timely fulfilment of financial contribution commitments to the AU regular budget, and patchy implementation of AU policies at the national level.

This report provides a transparent, objective, and data-driven assessment. It is hoped that the findings will facilitate a sense of self-accountability by each member state, encourage active participation, and promote deeper collaboration among member states.

Integrate Africa Advisory Services and Africa First Advisory hope the findings will guide AU decision-makers, member states, and external stakeholders by identifying areas for improvement in commitment and celebrating the leadership and dedication of states that have made significant contributions. Ultimately, this report aims to bolster the AU by ensuring that all member states contribute meaningfully to its collective ambitions.



At a time when the AU's role in tackling continental challenges has never been more critical, evaluating the extent to which each member state is meeting its obligations is essential.

²This report uses the framework used by the Africa Visa Openness Index available at <https://www.afdb.org/en/news-and-events/press-releases/africa-visa-openness-index-2023-progress-visa-openness-africa-ease-cross-border-travel-boost-trade-investment-and-regional-integration-66992>

Rationale

The BASIC Index is a transparent, data-driven tool designed to assess and compare AU member states' commitment to the Union across five key dimensions, making member states' progress measurable and comparable. By highlighting achievements and spotlighting potential gaps in participation in the dimensions of measurement, the Index aims to incentivize higher participation rates by AU member states. Also, the Index might serve as a resource for AU decision-makers and external stakeholders to identify where member states are doing well and areas needing improvement and leverage resources to encourage a culture of progressive commitment across the indicators.

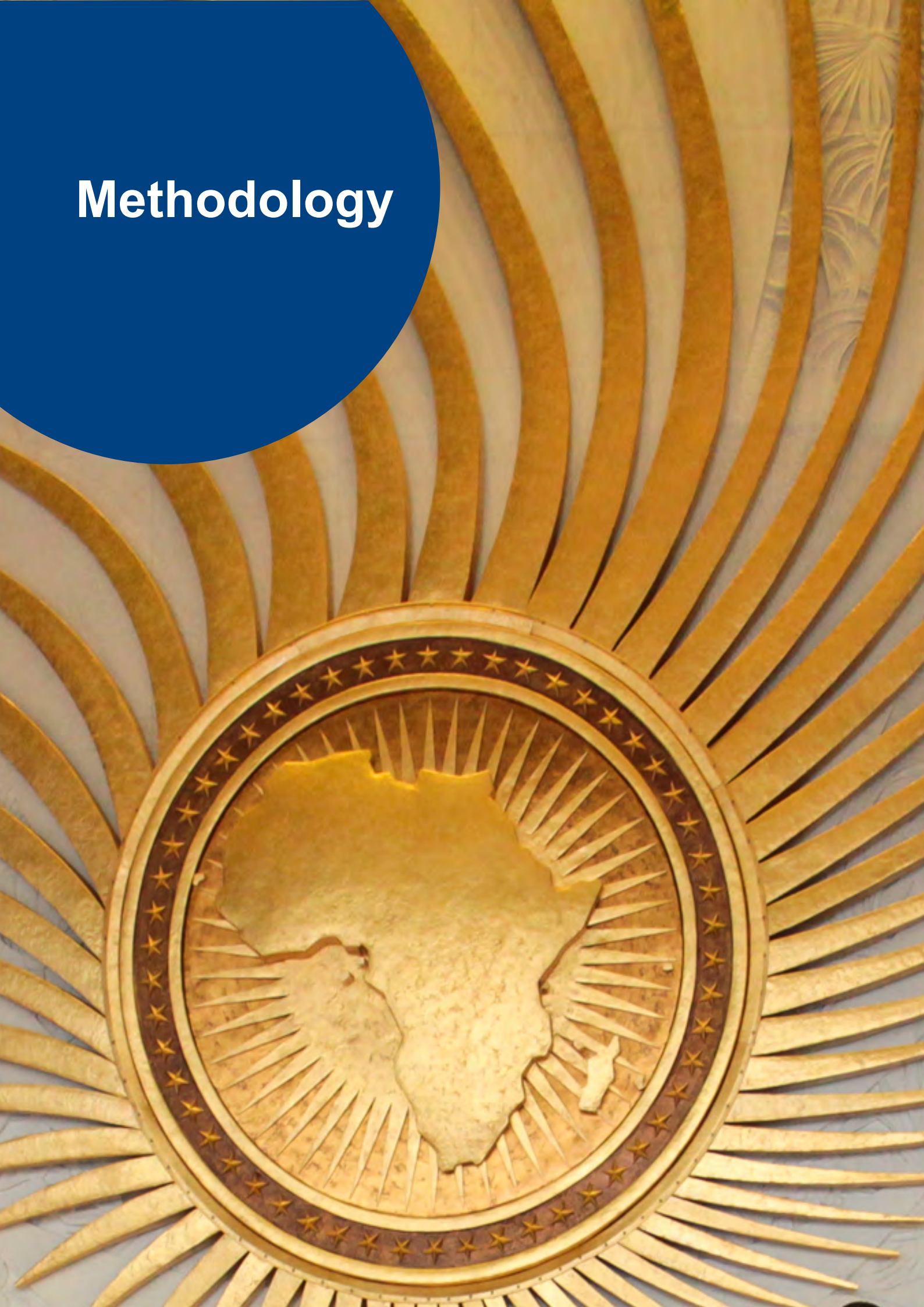
Inspired by frameworks like the Africa Regional Integration Index (ARII) and the Africa Multidimensional Regional Integration Index (AMRII), which emphasize measurable progress in regional integration, the BASIC Index addresses structural and behavioral commitment aspects essential for a stronger Union.

The BASIC Index's underlying theory is that active membership and higher levels of commitment strengthen economic development, continental integration, and the AU's ability to tackle continental issues. By showcasing the distinct achievements of member states, the BASIC Index contributes to fostering active membership and a higher level of commitment across the five indicators.

Through its spotlight on high- and low-performers, the Index enables member states to clearly understand their position and areas for improvement. High performers reveal success factors that others can replicate. At the same time, lower-performing states are identified for targeted support and resource allocation, helping drive a culture of continuous learning and commitment across the Union.

The Index provides member states with clear, data-backed insights into their performance on the five indicators. This allows states to gauge their standing, identify strengths, and pinpoint areas needing improvement, fostering a data-informed approach to enhancing commitment and engagement with the African Union.

Methodology



2. Methodology

This is how the BASIC Index calculates each country's scores and then ranks the countries. This scoring system is designed to objectively, as much as possible, measure the level of commitment of AU member states across five key indicators:

- Ratification of treaties
- Contribution to AU regular budget
- Hosting of AU bodies
- Level of participation in AU summits
- Visa openness.

Each indicator reflects a distinct aspect of a member state's engagement with the AU's mandate.

2.1. Indicator selection and weighting

The indicators cover a broad spectrum of measurable commitments, from timely fulfillment of financial contribution commitment to the AU's regular budget to political participation. Each indicator is assigned a weight relative to its perceived importance to ensure a balanced assessment.³ For instance:

- a. Ratification of treaties (2.5 points) reflects the legal commitment to AU initiatives.
- b. Contribution to the AU's regular budget (3 points) emphasizes timely and full financial responsibility.
- c. Hosting of AU bodies (2 points) rewards logistical support for AU institutions.
- d. Participation in AU Sessions (1.5 points) acknowledges leadership engagement.
- e. Visa Openness (1 point) incorporates regional integration through free movement.

2.1.1. Objective, transparent, and incremental scoring

Scoring is incremental and transparent. For example, 0.046 points are awarded for every treaty ratified out of 54 treaties to encourage gradual compliance. Members are penalized for late or partial payments for AU contributions to facilitate prompt compliance with financial obligations.⁴ Each score is carefully calibrated to ensure fairness, promoting incremental progress without overly penalizing smaller or resource-limited states.

2.1.2. Addressing concerns and sensitivities

Given the political sensitivity of this report, the methodology tries to ensure:

- a. Consistency and objectivity: All member states are evaluated using identical criteria, preventing bias.
- b. Balance of indicators: Financial, political, and logistical commitments are weighted proportionately to reflect overall engagement.
- c. Encouragement of positive action: The system rewards progress without disproportionately penalizing non-compliance, acknowledging the varying capacities of member states.

This approach aims to provide a transparent and fair view of AU member states' commitments while addressing potential criticisms of fairness and political sensitivity

2.2. The indicator table

| Indicator | Sub-Indicator | Score | Weight |
|--------------------------------|---|-----------------------------|--------|
| Ratification of AU treaties | (54 treaties) Each treaty ratified adds 0.046 points | 0.046 per treaty, total 2.5 | 2.5 |
| Hosting of AU bodies | Incremental score of 0.40 for each AU organ hosted | Up to 2.0 | 2 |
| Participation in the AU summit | Presidential or Prime Ministerial representation earns a full score of 0.3 per summit (2020-2024); ministerial representation earns 0.15, while absence scores zero." | Up to 1.5 | 1.5 |
| Visa Openness | Based on AU-AfDB Visa Openness Index (0-1 scale) | Up to 1.0 | 1 |

2.2.1. Score and weighting for financial contribution

| Quarter | Full Payment | More than Half (≥50%) | Less than Half (25% to <50%) | Less than 25% |
|----------------|--------------|-----------------------|------------------------------|---------------|
| First Quarter | 3.0 points | 2.0 points | 1.5 points | 1.0 point |
| Second Quarter | 2.5 points | 1.5 points | 1.0 point | 0.75 points |
| Third Quarter | 2.0 points | 1.0 point | 0.5 points | 0.25 points |
| Fourth Quarter | 1.5 points | 0.5 points | 0.25 points | 0.1 point |

- **Full Payment:** The score decreases by 0.5 points from the second quarter onward.
- **More than Half (≥50%):** The higher score is given in earlier quarters, with a diminishing score as the quarter progresses.
- **Less than Half (25% to <50%):** Points are awarded for smaller contributions, with a similar diminishing score across quarters.
- **Less than 25%:** This is the lowest score, and the value decreases further as payment is delayed across quarters.

Challenges and Limitations:

Accessing data for this report presented considerable challenges. The ratification table of treaties on the African Union's website was not consistently updated, complicating efforts to acquire accurate records. Additionally, basic attendance information for AU summits was often unavailable, necessitating an extensive cross-referencing approach. The researchers had to consult multiple sources, including national press releases, social media updates, AU communique, and

official summit photos and even employed AI-based recognition tools to confirm the presence or absence of delegates at each summit. This rigorous process underscored the complexity of obtaining reliable and updated data on some indicators.

2.3. Data sources

In preparing this report, various sources were utilized to ensure accurate assessment.

- Status of ratification:** The status of ratification of AU treaties was derived from the official data on the African Union website, which provided the necessary information for the ratification indicator.
- Financial contribution:** For the financial contribution indicator, the report relied on the status of contribution reports: EX.CL/1370(XLI) of 11 July 2022 and EX.CL/1515(XLIV) of 9 February 2024.⁵
- Attendance at AU summits:** Participation at AU summits was assessed using a combination of press releases issued by the respective countries, media reports, and family photos of AU heads of state and governments taken during the 33rd to 37th summits.
- Hosting of AU institutions:** The audit report of the AU board of external auditors was used to evaluate the hosting of AU institutions.
- Visa openness:** The visa openness indicator was informed by data from the Visa Openness Report, jointly published by the African Union Commission and the African Development Bank.

³The perceived importance of each indicator is a question of relativity, and member states may reasonably hold different views.

⁴Article 23(1) of the Financial Rules provides that member states' contributions are due on January 1 of each year.

⁵The authors could not access the other reports within the reporting period.



The Basic Index of State Commitment to the African Union (Basic Index) 2024 Baseline Findings

3. The Basic Index of State Commitment to the African Union (Basic Index) 2024 Baseline Findings

A. INDICATOR 1: RATIFICATION OF TREATIES

3.1. Ratification of AU treaties by member states

The AU website⁶ lists 72 treaties. Of these, 17 still await entry into force, and three have yet to be ratified

These are the treaties without a ratification:

- The Protocol on Amendments to the Protocol on the Statute of the African Court of Justice and Human Rights,
- The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Citizens to Social Protection and Social Security,
- The Statute of the African Audio-visual and Cinema Commission (AACC).

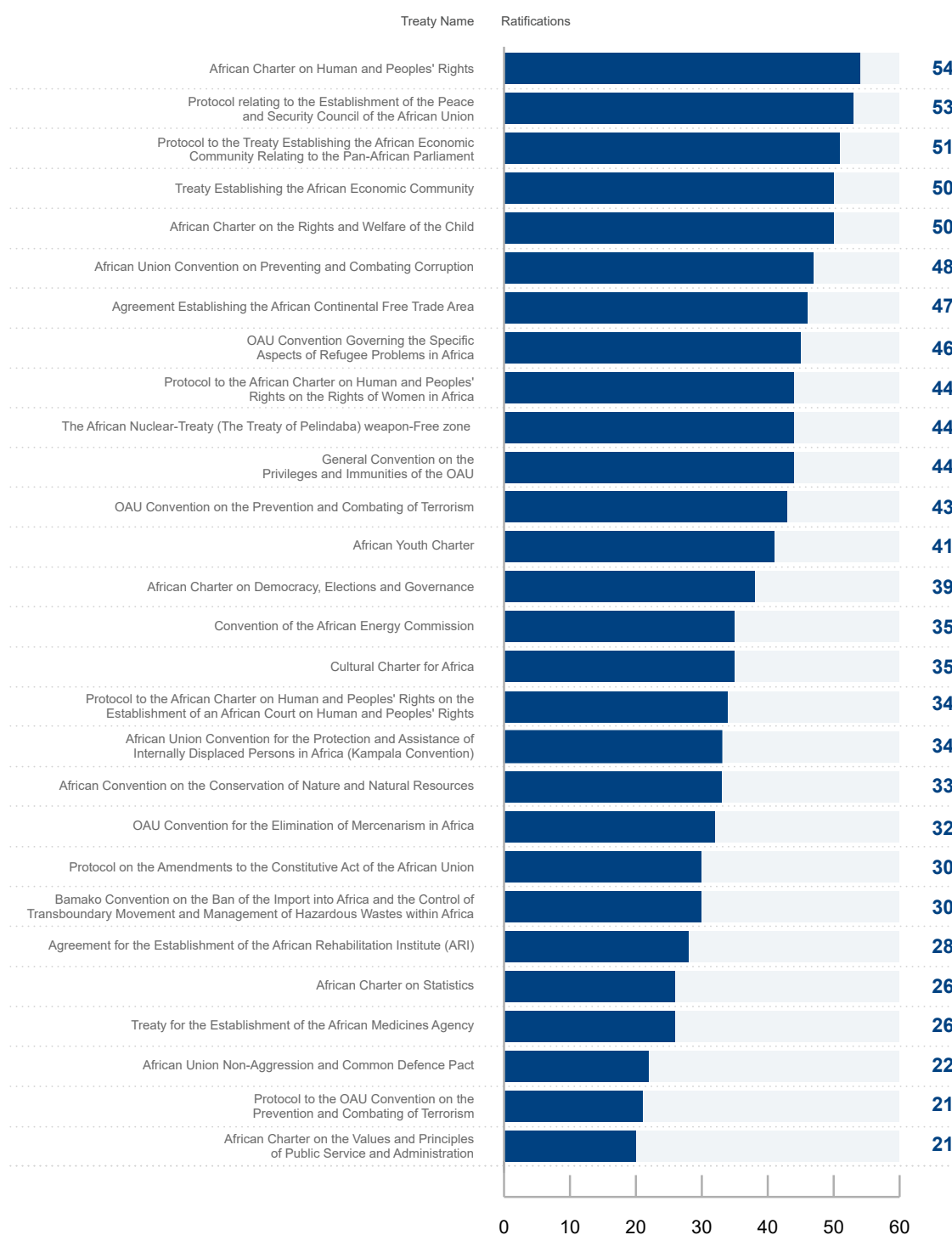
The following treaties entered into force by acclamation of the AU Assembly and, therefore, do not need ratification:

- The Statute of the Africa Centre for Disease Control and Prevention (Africa CDC),
- The Statute of the African Institute for Remittances (AIR),
- The Statute of the African Space Agency,
- The Regulatory and Institutional Texts for the Implementation of the Yamoussoukro Decision and Framework Towards the Establishment of a Single African Air Transport Market,
- The Revised Statute of the Pan-African University (PAU),
- The Statute on the Establishment of Legal Aid Fund for the African Union Human Rights Organs,
- The Statute of the African Union Mechanism for Police Cooperation (AFRIPOL),
- The Statute of the African Union Commission on International Law (AUCIL),
- The Statute of the African Science Research and Innovation Council (ASRIC),
- The Statute of the African Observatory in Science, Technology and Innovation (AOSTI),
- The Statute of the Africa CDC and Its Framework of Operation
- The Statute of the Africa Sports Council.

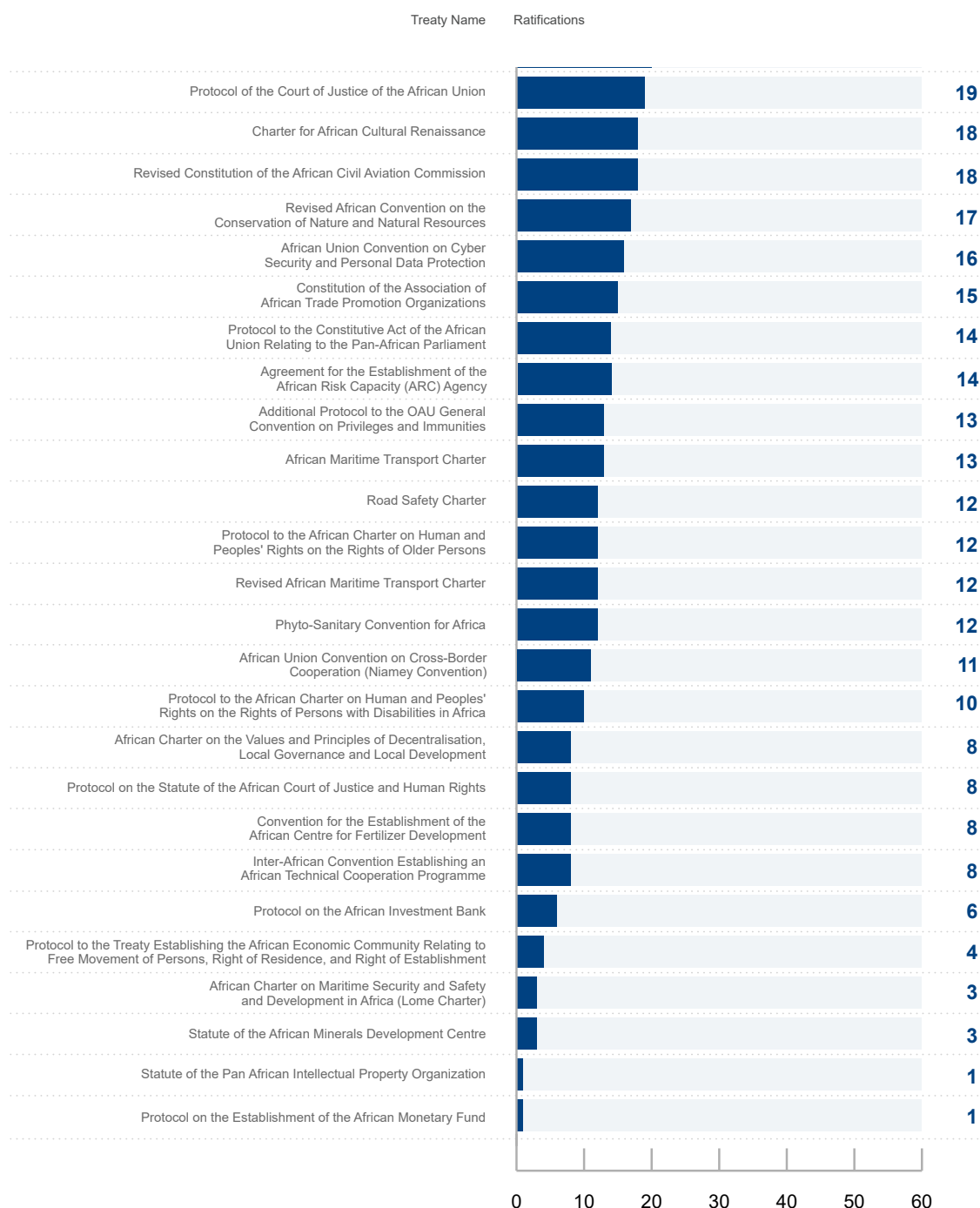
For this report, the BASIC Index excludes the foundational OAU Charter and the Constitutive Act of the African Union, focusing on the remaining 54 treaties that have received at least one ratification. This section offers an overview of the data and ranks countries based on the number of treaties ratified.

⁶<https://au.int/en/treaties> (accessed on 26 August 2024). There are two Revised Constitutions for the African Civil Aviation Commission on the list of AU treaties. The first Constitution has 13 ratifications and the second 18 ratifications. For the purpose of this report, the authors used the revised version with 18 ratifications only.

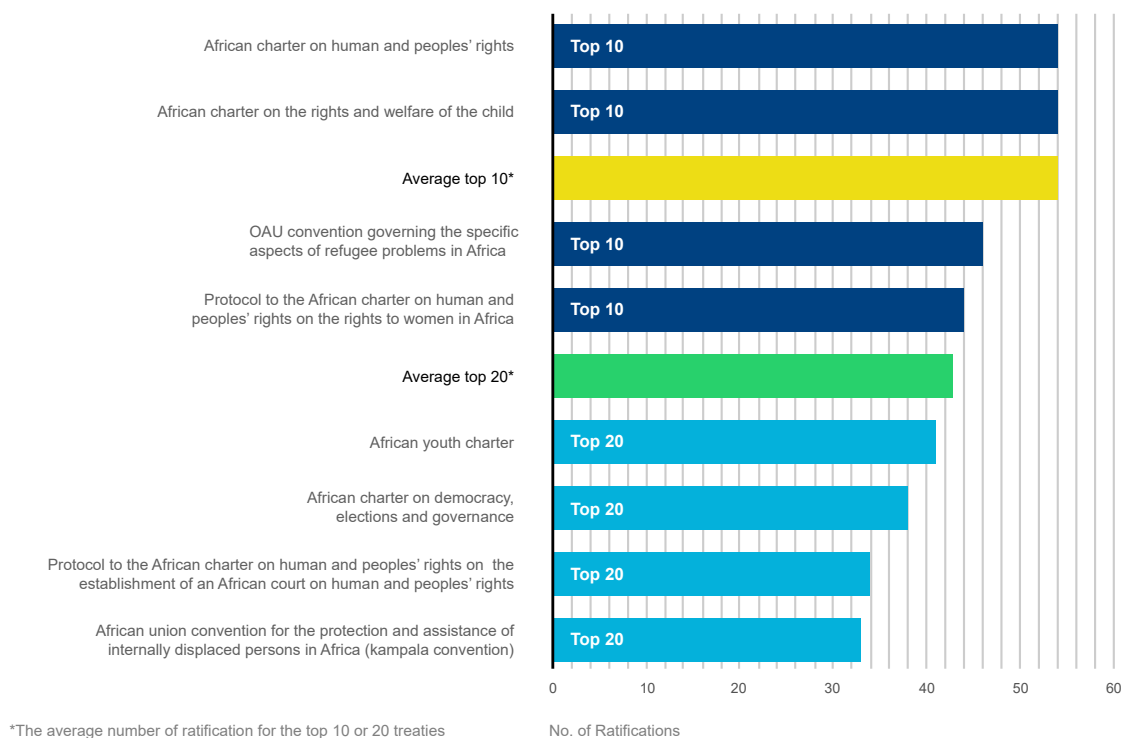
3.1.1. The table below ranks all 54 treaties according to the number of ratifications received by each treaty



3.1.1. The table below ranks all 54 treaties according to the number of ratifications received by each treaty continued



3.1.2. Human Rights Treaties Ratification

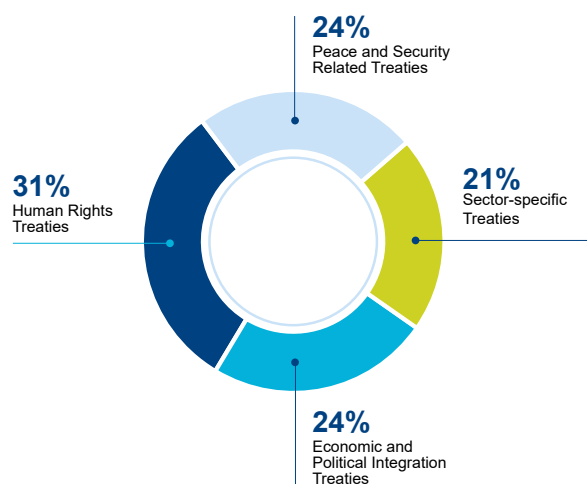


3.2. Highlights

The pattern of treaty ratifications across the AU reveals essential insights into the priorities and challenges of continental cooperation:

- A. Human rights treaties:** Foundational treaties addressing human rights and institutional frameworks achieve the highest levels of ratification.
- B. Economic and political integration treaties:** Economic and political integration treaties also enjoy widespread support.
- C. Sector-specific treaties:** Received few ratifications on average.
- D. Peace and security-related treaties** Show moderate to high ratification levels, reflecting shared concerns around stability and peace.

3.2.1 Percentage of Ratification per Category of Treaties



3.2.2 Treaties Yet to Enter into Force

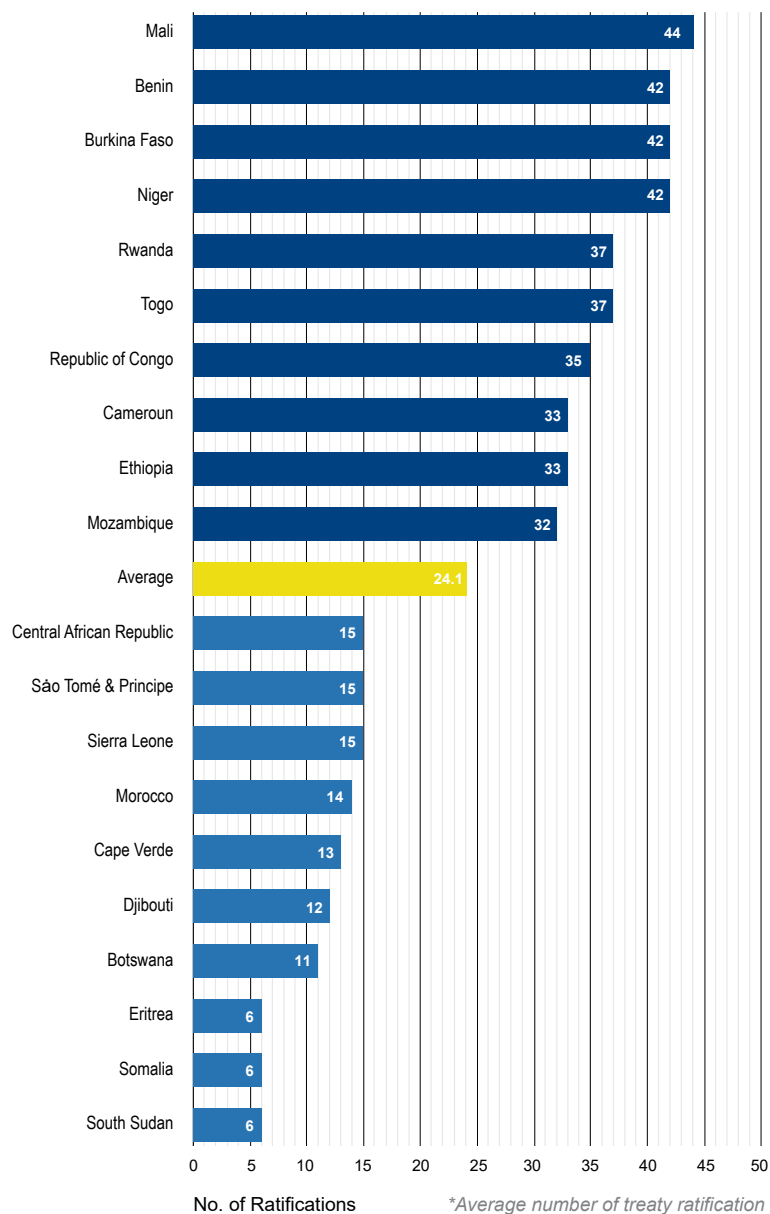
| S/N | Treaty | Number of ratifications required to enter into force | Number of ratifications | Remaining ratifications |
|-----|---|--|-------------------------|-------------------------|
| 1 | Protocol to the Constitutive Act of the African Union Relating to the Pan-African Parliament | 28 | 14 | 14 |
| 2 | African Maritime Transport Charter | 34 | 13 | 21 |
| 3 | Road Safety Charter | 15 | 12 | 3 |
| 4 | Protocol to the African Charter on Human and Peoples' Rights on the Rights of Older Persons | 15 | 12 | 3 |
| 5 | Revised African Maritime Transport Charter | 15 | 12 | 3 |
| 6 | Agreement for the Establishment of the African Risk Capacity (ARC) Agency | 15 | 11 | 4 |
| 7 | Protocol to the African Charter on Human and Peoples' Rights on the Rights of Persons with Disabilities in Africa | 15 | 10 | 5 |
| 8 | African Union Convention on Cross-Border Cooperation (Niamey Convention) | 15 | 8 | 7 |
| 9 | African Charter on the Values and Principles of Decentralisation, Local Governance and Local Development | 15 | 8 | 7 |
| 10 | Protocol on the Statute of the African Court of Justice and Human Rights | 15 | 8 | 7 |
| 11 | Inter-African Convention Establishing an African Technical Cooperation Programme | 10 | | 2 |
| 12 | Protocol on the African Investment Bank | 15 | 6 | 9 |
| 13 | Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence, and Right of Establishment | 15 | 4 | 11 |
| 14 | African Charter on Maritime Security and Safety Development in Africa (Lome Charter) | 15 | 3 | 12 |
| 15 | Statute of the African Minerals Development Centre | 15 | 3 | 12 |
| 16 | Statute of the Pan African Intellectual Property Organization | 15 | 1 | 14 |
| 17 | Protocol on the Establishment of the African Monetary Fund | 15 | 1 | 14 |

3.3. Country Ranking by Number of Ratifications (Top vs Bottom 10)

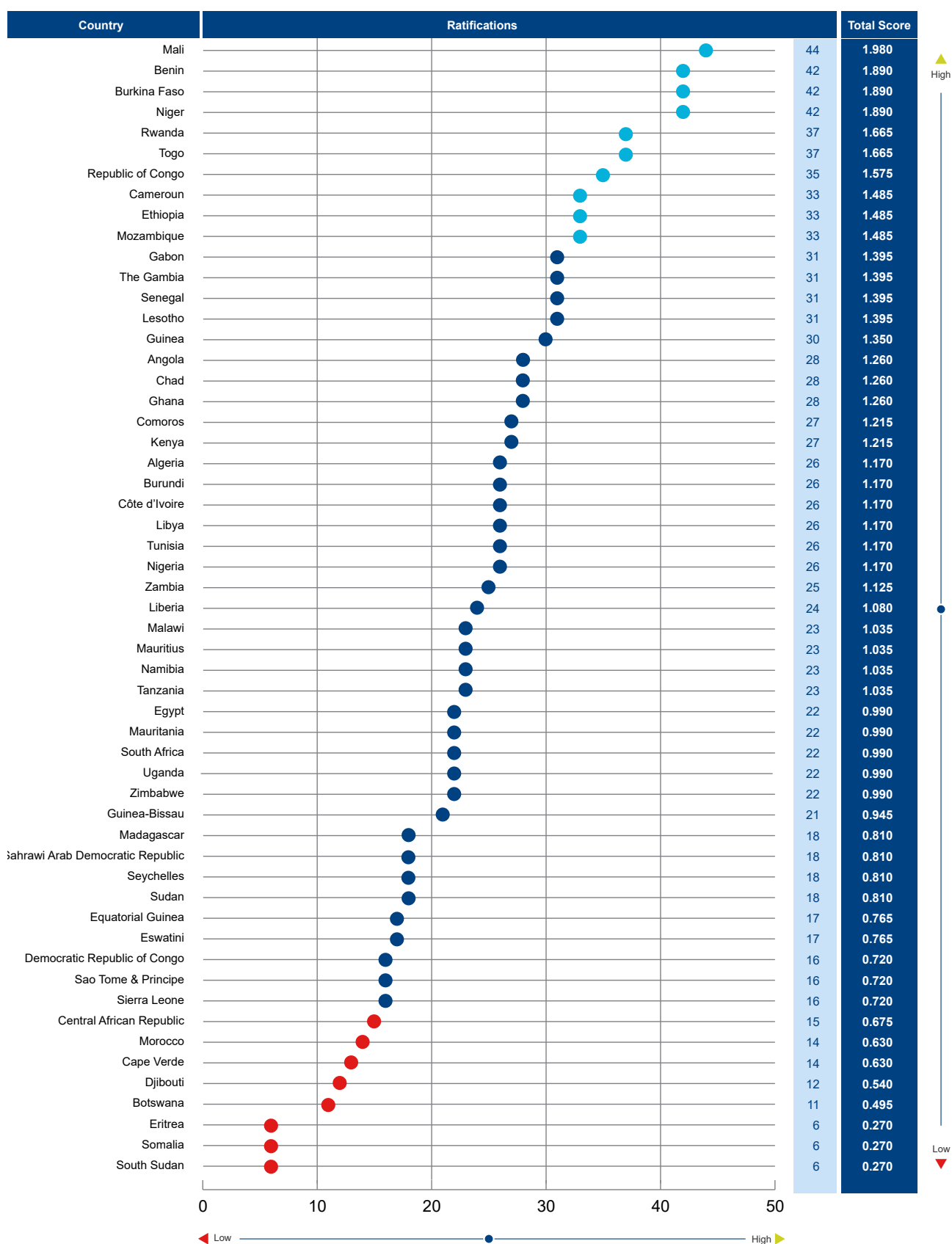
Key highlights

- Mali leads the list of countries with the highest number of ratifications, while Eritrea, Somalia and South Sudan share the last spot.
- West African nations lead in treaty ratification, while Northern African nations come last.
- Smaller and island nations tend to have lower treaty ratification.

3.3.1 Country ranking by No. of Ratifications (Top VRS Bottom 10)



3.3.2. The ranking of countries per number of treaties ratified



3.4 Trend analysis

There are noticeable trends in treaty ratifications when analyzing AU member states by legal tradition (common law vs. civil law) and official language:

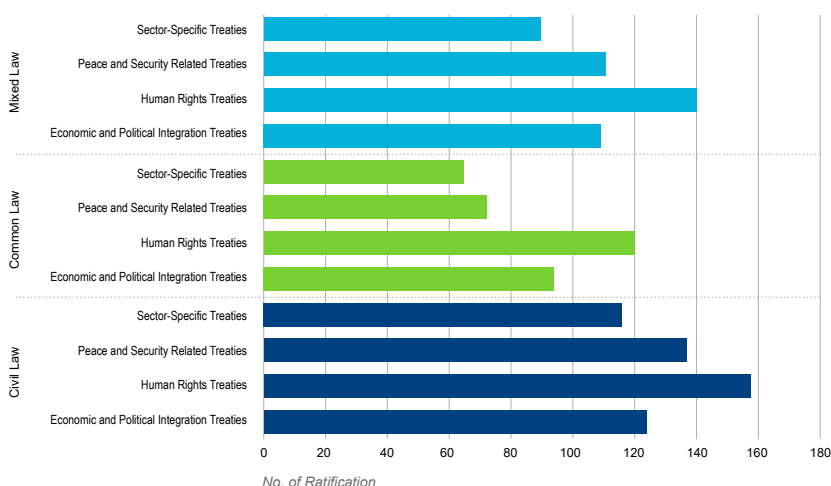
3.4.1 Common law vs. Civil law countries:

- Civil law countries:** Many civil law countries⁷ exhibit higher ratification rates for treaties, particularly in areas like human rights and economic cooperation. For example, countries like Benin, Burkina Faso, and Mali, which follow civil law traditions, have some of the highest ratification scores.
- Common law countries:** Common law countries⁸, primarily in East and Southern Africa (e.g., Kenya, Nigeria), show strong engagement, but their ratification patterns sometimes differ. These countries exhibit high ratification rates for economic and security-related treaties.
- Mixed legal systems:** Countries such as Cameroon, South Africa, and Mauritius, which follow mixed legal systems that combine elements of both civil and common law, show moderate to high ratification rates.

⁷Civil law countries are nations whose legal systems are based on written codes and statutes, with the primary source of law being codified principles rather than judicial decisions. (<https://www.britannica.com/topic/civil-law-Romano-Germanic>)⁰

⁸The legal system in England and most of [its former colonies] that has developed over a period of time from old customs and court decisions, rather than laws made by politicians (<https://dictionary.cambridge.org/dictionary/english/common-law>)

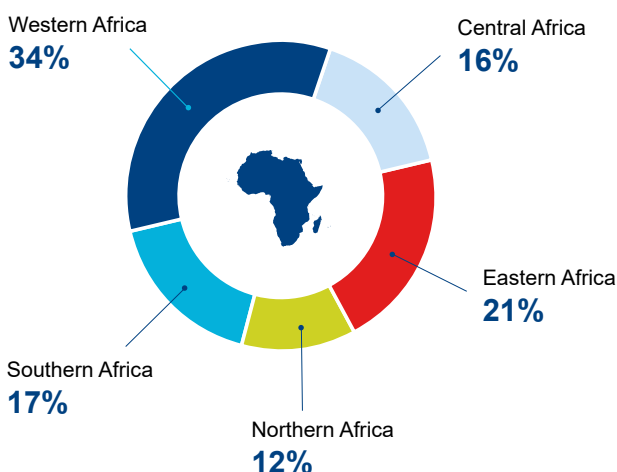
3.4.2 Impact of Different Legal Systems on AU Ratification Rates



3.4.4. Language Influence

- Francophone Countries (French-speaking):** Francophone nations, which often align with civil law traditions, tend to have some of the highest ratification rates, especially for issues related to human rights and economic integration.
- Anglophone countries (English-speaking)** often exhibit strong engagement with treaties, particularly those related to economic cooperation, security, and democratic governance. However, they tend to have slower ratification rates for technical or social treaties.
- Lusophone Countries (Portuguese-speaking):** Lusophones participate moderately in continental treaties, prioritising treaties that align with their economic and political goals.
- Arabic-Speaking Countries:** North African countries tend to have moderate to high ratification rates, especially for treaties related to security, economic cooperation, and environmental conservation.

3.4.3 Treaty Ratification by Region

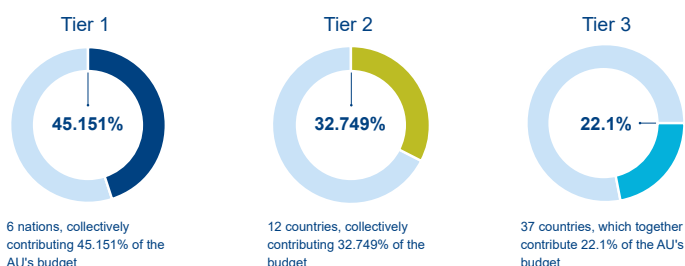


B. INDICATOR 2: CONTRIBUTION TO AU REGULAR BUDGET

3.5. Financial contribution

The AU is primarily financed through contributions from member states and external partners. To ensure a fair and equitable distribution of financial responsibility, the AU employs a three-tier contribution system based on each member state's Gross National Income (GNI)⁹. This system categorizes countries into three tiers, with wealthier nations contributing more and less economically developed countries contributing less. In this tiered system

- Tier 1** includes countries with a GNI above 4%. This group comprises six nations, collectively contributing 45.151% of the AU's budget. These are the wealthiest member states, bearing the largest share of the financial burden.
- Tier 2** includes countries with a GNI above 1% but below 4%. This tier comprises 12 countries, collectively contributing 32.749% of the budget. These nations fall within the middle-income range and provide a significant portion of the AU's budget, though less than Tier 1 countries.
- Tier 3** includes countries with a GNI of 1% or less. This group consists of 37 countries, which together contribute 22.1% of the AU's budget. These countries, often with the lowest GNI, contribute the smallest budget share.



The AU has established specific contribution limits to maintain fairness and financial sustainability. No member state must pay less than \$350,000 or more than \$35,000,000 towards the combined regular budget and the Peace Fund. These caps ensure that wealthier nations are not overburdened and that even the smallest economies make a meaningful contribution to the Union's financial needs.

The assessment scale is reviewed and updated every three years, with the most recent adjustment made in 2023 for 2024-2026. The tiered contributions reflect the principle of capacity to pay, balanced with solidarity and equitable burden-sharing.¹⁰

⁹https://portal.africa-union.org/DVD/Documents/DOC-AU-DEC/Assembly%20AU%20Dec%20734%20%28XXII%29%20_E.pdf.

¹⁰This Report uses the 2020-2023 scale of assessment and the tier system there in.

3.5.1



Tier 1 (6 Countries)

Algeria
Angola
Egypt
Morocco
Nigeria
South Africa

Tier 2 (12 Countries)

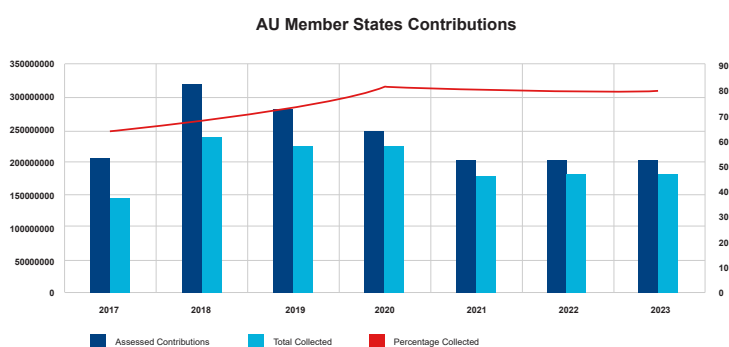
Côte d'Ivoire
Cameroon
DR Congo
Ethiopia
Ghana
Kenya
Libya
Sudan
Tanzania
Tunisia
Uganda
Zambia

Tier 3 (37 Countries)

Benin
Botswana
Burkina Faso
Burundi
Cape Verde
Central African Republic
Chad
Comoros
Djibouti
Equatorial Guinea
Eritrea
Eswatini
Gabon
Gambia
Guinea
Guinea-Bissau
Lesotho
Liberia
Madagascar
Malawi
Mali
Mauritania
Mauritius
Mozambique
Namibia
Niger
Rwanda
Sao Tome and Principe
Senegal
Seychelles
Sierra Leone
Somalia
South Sudan
Togo

The AU has seen a notable improvement in the rate of member-state contributions over recent years. Collections peaked at 90% in 2020, driven by stricter enforcement of a sanctions regime for non-payment and the establishment of a dedicated unit to manage member contributions. Since 2017, collections have remained steady at around 88% annually. However, by June 2024, only 63% of the assessed \$200,000,000 contribution for the year had been collected, with 20 countries fully paying, seven making partial payments, and 28 countries yet to contribute.

3.5.2. Rate of collections - 2017 to 2023

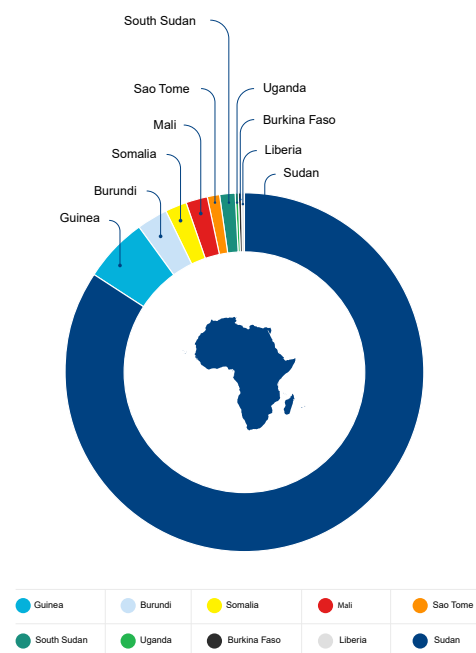


3.5.3.

| Year | Assessed Contributions | Total Collected | Percentage |
|------|------------------------|-----------------|------------|
| 2017 | 205149538 | 145282068 | 71 |
| 2018 | 318276795 | 237649734 | 75 |
| 2019 | 280045761 | 224098600 | 80 |
| 2020 | 246959713 | 222967421 | 90 |
| 2021 | 203500000 | 178789441 | 88 |
| 2022 | 204784571 | 180762083 | 88 |
| 2023 | 205000000 | 181210995 | 88 |

Sudan holds the largest share of arrears, accounting for 84.4% of the total outstanding balance. Four countries, including Sudan, Guinea, Burkina Faso, and Mali, are under political sanctions due to non-payment, while Burundi and Somalia are on structured payment plans.

3.5.4. AU Contribution Arrears - Top 10 Countries



3.5.5. Arrears to the regular budget up to 2023

| Country | Arrears (\$) | Percentage (%) |
|--------------|--------------|----------------|
| Sudan | 44715012 | 84.434 |
| Guinea | 3090612 | 5.836 |
| Burundi | 1413391 | 2.669 |
| Somalia | 1030664 | 1.946 |
| Mali | 956441 | 1.806 |
| Sao Tome | 721358 | 1.362 |
| South Sudan | 676679 | 1.278 |
| Uganda | 178664 | 0.337 |
| Burkina Faso | 109757 | 0.207 |
| Liberia | 65843 | 0.124 |

3.5.6. 2022-2023 ranking data set¹⁰

● Q1
 ● Q2
 ● Q3
 ● Q4
 ● Advance payment
 ● In arrears

| | Country | Assessed | Collected | Date | Score | Assessed | Collected | Date | Score |
|------|-------------------|------------|------------|------|-------|---------------|---------------|------|-------|
| 2022 | | | | | 2023 | | | | |
| 1 | Côte d'Ivoire | 6,142,390 | 6,142,390 | ● | 3.0 | 6,148,858.73 | 6,148,858.73 | ● | 3.0 |
| 2 | Rwanda | 1,287,815 | 1,287,815 | ● | 3.0 | 1,289,171.35 | 1,289,171.35 | ● | 3.0 |
| 3 | Gambia | 346,011 | 346,011 | ● | 3.0 | 346,375.13 | 346,375.13 | ● | 3.0 |
| 4 | Zimbabwe | 2,268,520 | 2,268,520 | ● | 3.0 | 2,270,909.15 | 2,270,909.15 | ● | 3.0 |
| 5 | Togo | 1,054,411 | 1,054,411 | ● | 3.0 | 1,055,521.85 | 1,055,521.85 | ● | 2.0 |
| 6 | Namibia | 1,910,225 | 1,910,225 | ● | 3.0 | 1,912,236.67 | 1,912,236.67 | ● | 3.0 |
| 7 | Zambia | 3,254,780 | 3,254,780 | ● | 3.0 | 3,277,341.7 | 3,277,341.7 | ● | 3.0 |
| 8 | Sierra Leone | 786,202 | 786,202 | ● | 3.0 | 787,029.88 | 787,029.88 | ● | 3.0 |
| 9 | Tanzania | 4,578,128 | 4,578,128 | ● | 3.0 | 4,582,949.37 | 4,582,949.37 | ● | 3.0 |
| 10 | Benin | 1,410,659 | 1,410,659 | ● | 3.0 | 1,412,144.77 | 1,412,144.77 | ● ● | 2.0 |
| 11 | Comoros | 356,248 | 356,248 | ● | 3.0 | 356,622.92 | 356,622.92 | ● | 3.0 |
| 12 | Egypt | 15,407,032 | 15,407,032 | ● | 3.0 | 15,423,257.95 | 15,423,257.95 | ● | 2.0 |
| 13 | Burkina Faso | 1,854,945 | 1,854,945 | ● | 3.0 | 1,856,898.63 | 1,747,141.66 | ● | 1.5 |
| 14 | Morocco | 15,407,032 | 15,407,032 | ● | 3.0 | 15,423,257.95 | 15,423,257.95 | ● | 2.5 |
| 15 | Eritrea | 724,780 | 724,780 | ● | 3.0 | 725,543.17 | 725,543.17 | ● | 3.0 |
| 16 | Tunisia | 5,657,141 | 5,657,141 | ● | 3.0 | 5,663,098.89 | 5,663,098.89 | ● ● | 2.5 |
| 17 | Ethiopia | 8,187,806 | 8,187,806 | ● | 3.0 | 8,196,428.69 | 8,196,428.69 | ● | 3.0 |
| 18 | Kenya | 7,667,750 | 7,667,750 | ● | 3.0 | 7,675,825.31 | 7,675,825.31 | ● | 3.0 |
| 19 | DRC | 3,855,373 | 3,855,373 | ● | 2.5 | 3,859,433.66 | 3,859,433.66 | ● | 2.5 |
| 20 | Madagascar | 1,750,528 | 1,750,528 | ● | 2.5 | 1,752,371.22 | 0.00 | | 0.0 |
| 21 | Botswana | 2,358,606 | 2,358,606 | ● | 2.5 | 2,361,089.65 | 2,221,405.13 | ● | 1.5 |
| 22 | Equatorial Guinea | 2,014,642 | 2,014,642 | ● | 2.5 | 2,016,764.08 | 2,016,764.08 | ● | 2.5 |
| 23 | Seychelles | 417,670 | 417,670 | ● | 2.5 | 418,109.63 | 418,109.63 | ● | 3.0 |
| 24 | Angola | 15,407,032 | 15,407,032 | ● | 2.5 | 15,423,257.95 | 9,639,536.18 | ● | 1.0 |
| 25 | Sahrawi Arab DR. | 335,774 | 335,774 | ● | 2.0 | 336,127.35 | 336,127.35 | ● ● | 1.5 |
| 26 | South Africa | 15,407,032 | 15,407,032 | ● | 2.0 | 15,423,257.95 | 15,423,257.95 | ● ● | 1.5 |
| 27 | Niger | 1,232,535 | 1,232,535 | ● | 2.0 | 1,233,833.31 | 1,233,833.31 | ● | 3.0 |
| 28 | South Sudan | 2,174,340 | 2,174,340 | ● | 2.0 | 2,176,629.52 | 0.00 | | 0.0 |

3.5.6. 2022-2023 ranking data set¹⁰ Continued

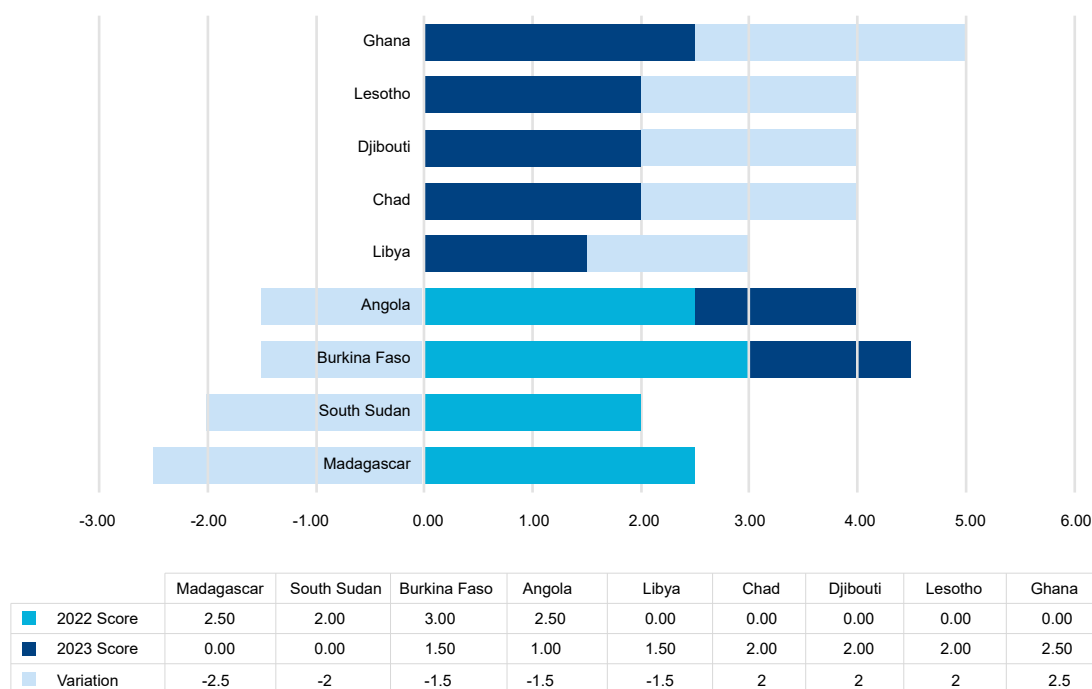
● Q1 ● Q2 ● Q3 ● Q4 ● Advance payment ● In arrears

| | Country | Assessed | Collected | Date | Score | Assessed | Collected | Date | Score |
|------|--------------------------|------------|-----------|------|-------|---------------|---------------|-------|-------|
| 2022 | | | | | 2023 | | | | |
| 29 | Mozambique | 2,317,658 | 2,317,658 | ● | 2.0 | 2,320,098.51 | 2,320,098.51 | ● | 3.0 |
| 30 | Nigeria | 15,407,032 | 445,829 | ● | 1.0 | 15,423,257.95 | 15,423,257.95 | ● | 2.0 |
| 31 | Ghana | 5,755,419 | 0.00 | ● | 0.0 | 5,761,480.63 | 5,761,480.63 | ● | 2.5 |
| 32 | Uganda | 2,831,642 | 852,370 | ● | 1.0 | 2,834,623.87 | 1,793,049.48 | ● | 1.5 |
| 33 | Chad | 1,932,746 | 0.00 | ● | 0.0 | 1,934,781.8 | 1,934,781.8 | ● | 2.0 |
| 34 | Senegal | 2,303,326 | 431,021 | ● | 1.0 | 2,305,751.61 | 2,305,751.61 | ● ● ● | 1.5 |
| 35 | Congo | 1,795,571 | 803,510 | ● | 0.75 | 1,797,461.48 | 1,797,461.48 | ● | 1.5 |
| 36 | Mali | 1,928,746 | 0.00 | ● | 0.0 | 1,930,682.69 | 974,241.22 | ● | 1.0 |
| 37 | Mauritania | 782,107 | 16,441 | ● | 1.0 | 782,930.77 | 782,930.77 | ● | 2.0 |
| 38 | Malawi | 833,292 | 55,963 | ● | 1.0 | 834,169.7 | 834,169.7 | ● | 1.5 |
| 39 | Lesotho | 585,557 | 0.00 | ● | 0.0 | 586,173.3 | 586,173.3 | ● | 2.0 |
| 40 | Liberia | 526,182 | 0.00 | ● | 0.0 | 526,736.15 | 0.00 | ● | 0.0 |
| 41 | Cape Verde | 479,092 | 115,283 | ● | 1.0 | 479,596.34 | 479,596.34 | ● ● | 1.5 |
| 42 | Central African Republic | 462,713 | 0.00 | ● | 0.0 | 463,199.88 | 0.00 | | 0.0 |
| 43 | Djibouti | 466,807 | 0.00 | ● | 0.0 | 467,298.99 | 467,298.99 | ● | 2.0 |
| 44 | Somalia | 413,575 | 0.00 | ● | 0.0 | 414,010.51 | 0.00 | | 0.0 |
| 45 | Guinea Bissau | 368,532 | 145,488 | ● | 1.0 | 368,920.26 | 73,811.43 | ● | 1.5 |
| 46 | Sudan | 7,802,883 | 0.00 | ● | 0.0 | 7,811,100.21 | 0.00 | | 0.0 |
| 47 | Libya | 7,735,316 | 0.00 | ● | 0.0 | 7,743,462.76 | 7,743,462.76 | ● | 1.5 |
| 48 | Guinea | 1,195,682 | 0.00 | ● | 0.0 | 1,196,941.28 | 0.00 | | 0.0 |
| 49 | Burundi | 841,482 | 0.00 | ● | 0.0 | 842,367.92 | 0.00 | | 0.0 |
| 50 | Sao Tome | 279,941 | 0.00 | ● | 0.0 | 280,000 | 0.00 | | 0.0 |
| 51 | Mauritius | 1,920,462 | 1,201,000 | ● | 2.0 | 1,922,484.46 | 1,922,484.46 | ● | 3.0 |
| 52 | Gabon | 2,608,389 | 2,130,556 | ● | 2.0 | 2,611,135.6 | 2,611,135.6 | ● | 3.0 |
| 53 | Cameroon | 3,562,586 | 2,629,304 | ● | 2.0 | 3,566,338.06 | 3,566,338.06 | ● | 2.0 |
| 54 | Algeria | 15,407,032 | 7,703,516 | ● | 2.0 | 15,423,257.95 | 15,423,257.95 | ● | 2.0 |
| 55 | Eswatini | 966,373 | 700,929 | ● | 1.5 | 967,390.9 | 967,390.9 | ● | 1.5 |

¹⁰The 2022 contribution is as at June 2022 while the 2023 contribution is as at December 2023.

3.5.7. Ranking for the reporting period

Top Variation in AU Contributions Score



3.5.8. Highlights

- Countries like Côte d'Ivoire, Rwanda, Gambia, Namibia, Zambia, Sierra Leone, Eritrea, Ethiopia, and Kenya have maintained a perfect score of 3.0 over both years. This indicates these nations' consistent and timely fulfilment of their financial contribution commitment to the AU regular budget in 2022 and 2023.
- Some countries experienced a notable drop in their scores from 2022 to 2023. These countries include Burkina Faso (from 3.0 to 1.0), Tunisia (from 3.0 to 2.0), South Africa (from 3.0 to 2.0), and Botswana. 2.5 to 1.0).
- Certain countries showed improvements in their financial scores. For instance, Nigeria increased from 1.0 in 2022 to 2.5 in 2023, and Cameroon rose from 1.0 to 2.5.
- Some key nations, such as Egypt, experienced a reduction in their scores, falling from 3.0 to 2.0.
- Countries like Mozambique, Equatorial Guinea, and Seychelles have maintained a stable mid-range score of 2.5 over the past two years. While they are not top performers, they show a steady commitment.

C. INDICATOR 3: ATTENDANCE AT AU SUMMITS

3.6. Level of attendance at the AU summits

Regular and high-level attendance at AU summits is a crucial measure of a member state's commitment. Active and appropriate attendance at policy organ meetings builds confidence, develops diplomatic ties, and enables leaders to collaborate on problem-solving. High-level representation at summits, which is the highest decision-making body, is critical for effective decision-making, policy alignment, and achieving shared goals across the continent.

The ideal process within the AU is structured as follows: ambassadors meet at the Permanent Representative Committee (PRC) to prepare documents and agendas, which are subsequently discussed by the Executive Council, attended by foreign ministers. This council, in turn, prepares the way for the Assembly, the highest decision-making body, where heads of state and government are expected to convene directly.

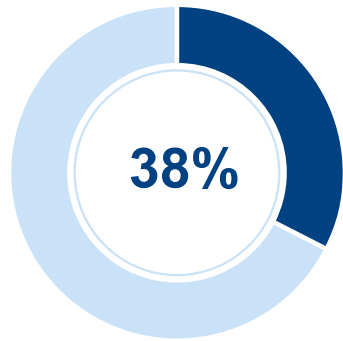
However, this isn't always the case. Ambassadors may represent their countries in the PRC and Executive Council, while foreign ministers may attend the Assembly instead of heads of state. Such substitutions, while sometimes necessary, can impair decision-making effectiveness, constrain authority, and result in gaps between national and AU priorities if they are consistent.

While countries typically delegate representation in multilateral organizations, this report combines data from five summits to accurately track the level and pattern of representation over these summits. Only ordinary summits are considered since the Assembly schedules them in advance, allowing for adequate planning and consistent attendance by appropriate officials.

3.6.1 - Insights

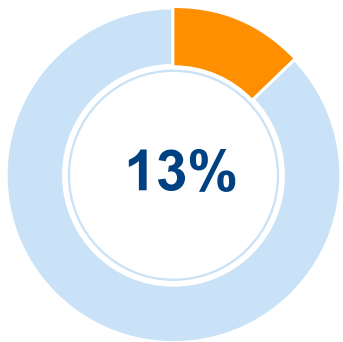
- a. Countries like Ethiopia, Kenya, DRC, Nigeria, South Africa, Rwanda, and Uganda consistently participated in the five summits.
- b. Countries such as Mali, Senegal, and Djibouti show consistently high scores, with minor fluctuations.
- c. Morocco and Cameroun showed slightly lower but improving scores over the summits.
- d. Madagascar, Sao Tome, Eritrea, Guinea and Sudan consistently scored lower across all summits, often below 1.0.
- e. Some countries, such as Seychelles, Cape Verde, and Namibia, displayed significant variation in their scores across different summits.

3.6.1. Countries with consistent high score (>1.3)



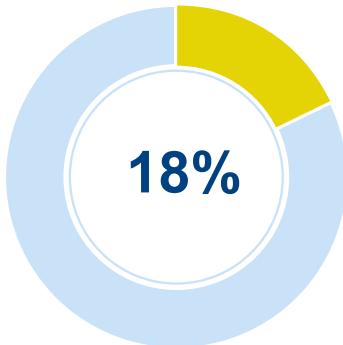
| | | |
|-------------------|---------------|-------------|
| DRC | Djibouti | Malawi |
| Niger | Sudan | Egypt |
| Rwanda | Nigeria | Kenya |
| Burundi | Mali | Ghana |
| Cote D'Ivoire | South Africa | South Sudan |
| Somalia | Botswana | Cape Verde |
| Equatorial Guinea | Guinea-Bissau | Uganda |

3.6.2. Countries with consistent low score (<1)



| | | |
|----------|---------|--------------|
| Cameroun | Morocco | Burkina Faso |
| Eritrea | Guinea | Madagascar |
| Sao Tome | | |

3.6.3. Countries with Significant Variations



| | | |
|--------------|------------|------------|
| Algeria | Cameroun | Mauritania |
| Morocco | Mozambique | Namibia |
| Sierra Leone | Tanzania | Mauritius |
| Senegal | | |

3.6.4. Scores for Summit Attendance

| Country | 33 rd | 34 th | 35 th | 36 th | 37 th | Average Score |
|-------------------|------------------|------------------|------------------|------------------|------------------|---------------|
| DRC | 1.500 | 1.500 | 1.488 | 1.500 | 1.500 | 1.498 |
| Malawi | 1.500 | 1.491 | 1.500 | 1.500 | 1.496 | 1.497 |
| Niger | 1.487 | 1.500 | 1.467 | 1.500 | 1.500 | 1.491 |
| Egypt | 1.500 | 1.500 | 1.500 | 1.434 | 1.500 | 1.487 |
| Rwanda | 1.500 | 1.500 | 1.429 | 1.500 | 1.500 | 1.486 |
| Burundi | 1.459 | 1.500 | 1.500 | 1.489 | 1.448 | 1.479 |
| Kenya | 1.500 | 1.460 | 1.484 | 1.494 | 1.459 | 1.479 |
| Ghana | 1.500 | 1.500 | 1.469 | 1.457 | 1.459 | 1.477 |
| Equatorial Guinea | 1.500 | 1.446 | 1.463 | 1.465 | 1.500 | 1.475 |
| South Africa | 1.482 | 1.500 | 1.427 | 1.468 | 1.500 | 1.475 |
| Botswana | 1.402 | 1.500 | 1.463 | 1.459 | 1.500 | 1.465 |
| Djibouti | 1.473 | 1.473 | 1.500 | 1.419 | 1.458 | 1.465 |
| Somalia | 1.500 | 1.500 | 1.500 | 1.500 | 1.325 | 1.465 |
| Sudan | 1.496 | 1.361 | 1.497 | 1.495 | 1.464 | 1.463 |
| Guinea-Bissau | 1.370 | 1.500 | 1.500 | 1.453 | 1.489 | 1.462 |
| Nigeria | 1.279 | 1.500 | 1.500 | 1.500 | 1.500 | 1.456 |
| Cape Verde | 1.500 | 1.306 | 1.500 | 1.500 | 1.465 | 1.454 |
| Mali | 1.355 | 1.480 | 1.461 | 1.464 | 1.500 | 1.452 |
| Cote D'Ivoire | 1.321 | 1.500 | 1.500 | 1.500 | 1.436 | 1.451 |
| Uganda | 1.500 | 1.363 | 1.500 | 1.391 | 1.500 | 1.451 |
| South Sudan | 1.482 | 1.339 | 1.500 | 1.431 | 1.500 | 1.450 |
| Gambia | 1.500 | 1.312 | 1.500 | 1.500 | 1.433 | 1.449 |
| Zimbabwe | 1.458 | 1.354 | 1.427 | 1.500 | 1.498 | 1.447 |
| Eswatini | 1.386 | 1.500 | 1.439 | 1.395 | 1.500 | 1.444 |
| Liberia | 1.500 | 1.500 | 1.422 | 1.486 | 1.312 | 1.444 |
| Angola | 1.445 | 1.438 | 1.448 | 1.402 | 1.482 | 1.443 |
| Chad | 1.458 | 1.500 | 1.500 | 1.438 | 1.320 | 1.443 |
| Mozambique | 1.500 | 1.500 | 1.313 | 1.371 | 1.500 | 1.437 |
| Comoros | 1.454 | 1.402 | 1.469 | 1.500 | 1.347 | 1.434 |
| Tunisia | 1.452 | 1.500 | 1.410 | 1.500 | 1.308 | 1.434 |
| Sahrawi | 1.430 | 1.454 | 1.420 | 1.419 | 1.444 | 1.433 |
| Sierra Leone | 1.500 | 1.500 | 1.289 | 1.338 | 1.500 | 1.425 |
| Zambia | 1.470 | 1.351 | 1.500 | 1.342 | 1.432 | 1.419 |
| Togo | 1.348 | 1.482 | 1.500 | 1.340 | 1.421 | 1.418 |
| Benin | 1.500 | 1.358 | 1.500 | 1.342 | 1.364 | 1.413 |
| Mauritania | 1.338 | 1.347 | 1.500 | 1.489 | 1.362 | 1.407 |
| Ethiopia | 1.337 | 1.349 | 1.321 | 1.500 | 1.500 | 1.401 |
| Libya | 1.318 | 1.367 | 1.433 | 1.385 | 1.500 | 1.401 |
| Tanzania | 1.492 | 1.266 | 1.280 | 1.467 | 1.500 | 1.401 |
| CAR | 1.363 | 1.469 | 1.215 | 1.451 | 1.471 | 1.394 |
| Congo | 1.368 | 1.381 | 1.362 | 1.396 | 1.406 | 1.383 |
| Algeria | 1.235 | 1.455 | 1.321 | 1.369 | 1.464 | 1.369 |
| Senegal | 1.446 | 1.310 | 1.294 | 1.444 | 1.250 | 1.349 |
| Lesotho | 1.306 | 1.222 | 1.370 | 1.388 | 1.354 | 1.328 |
| Seychelles | 1.205 | 1.352 | 1.274 | 1.389 | 1.419 | 1.328 |
| Namibia | 1.298 | 1.273 | 1.173 | 1.359 | 1.133 | 1.247 |
| Mauritius | 1.170 | 1.255 | 1.105 | 1.369 | 1.315 | 1.243 |
| Gabon | 1.085 | 1.256 | 1.248 | 1.137 | 1.201 | 1.185 |
| Cameroon | 0.910 | 0.788 | 0.691 | 0.949 | 0.688 | 0.805 |
| Morocco | 0.566 | 0.769 | 0.746 | 0.879 | 0.862 | 0.764 |
| Burkina Faso | 0.654 | 0.712 | 0.587 | 0.720 | 0.686 | 0.672 |
| Sao Tome | 0.795 | 0.683 | 0.565 | 0.707 | 0.603 | 0.671 |
| Eritrea | 0.665 | 0.724 | 0.623 | 0.631 | 0.603 | 0.649 |
| Guinea | 0.623 | 0.631 | 0.670 | 0.590 | 0.539 | 0.611 |
| Madagascar | 0.244 | 0.347 | 0.446 | 0.488 | 0.361 | 0.377 |



D. INDICATOR 4: HOSTING OF AU BODIES

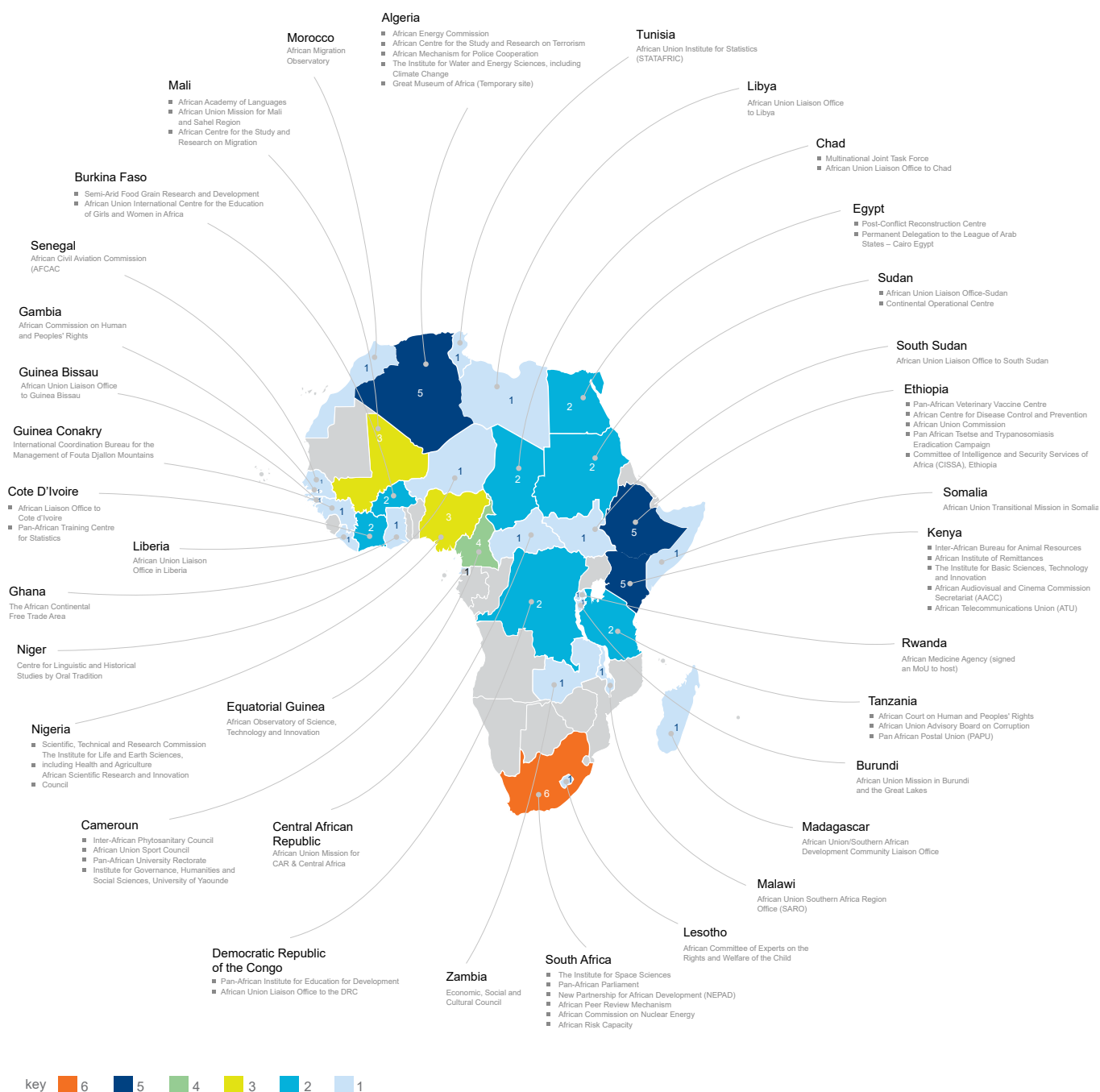
3.7. Hosting of AU institutions

The AU has established several organs, specialized agencies, and technical institutions to carry out its mandates effectively. Its member states host these AU bodies. The AU has a framework in place to guide any member who wants to host AU institutions, and these include:

1. **Expression of interest:** A member state wishing to host an AU institution must formally express its interest to the AU Commission. This involves submitting a detailed proposal that outlines the country's capacity to support the institution, including infrastructure, security, financial commitment, and legal frameworks.
2. **Evaluation and selection:** The AU Commission evaluates the proposals based on criteria, including geopolitical considerations, accessibility, the country's stability, and the capacity to provide adequate facilities. The selection process is competitive, ensuring the institution is hosted in a member state that best meets the set criteria.
3. **Approval Process:** Once the AU Commission has reviewed the proposals, it presents its recommendations to the Executive Council or the Assembly of Heads of State and Government for final approval. The decision is made by consensus or, if necessary, by a majority vote.
4. **Hosting Agreement:** After approval, the hosting country signs a hosting agreement with the AU. This agreement specifies the host country's responsibilities, including providing facilities, security, and other logistical support necessary for the institution's operations.

This report covers 55 AU organs, specialized agencies, and technical institutions hosted by 30 AU member states that the authors identified through listings in the AU Handbook, the Board of External Auditors report, and other official AU documents.

3.7.1. Hosting of AU Institutions



3.7.2.

| Country | AU institutions hosted | Total number hosted by a country | Score |
|-------------------|---|----------------------------------|-------|
| South Africa | The Institute for Space Sciences | 6 | 2.0 |
| | Pan-African Parliament | | |
| | New Partnership for African Development (NEPAD) | | |
| | African Commission on Nuclear Energy | | |
| | African Risk Capacity | | |
| | African Peer Review Mechanism | | |
| Algeria | African Energy Commission | 5 | 2.0 |
| | African Centre for the Study and Research on Terrorism | | |
| | African Mechanism for Police Cooperation | | |
| | The Institute for Water and Energy Sciences, including Climate Change | | |
| | Great Museum of Africa (Temporary site) | | |
| Ethiopia | Pan-African Veterinary Vaccine Centre | 5 | 2.0 |
| | African Centre for Disease Control and Prevention | | |
| | Pan African Tsetse and Trypanosomiasis Eradication Campaign | | |
| | Committee of Intelligence and Security Services of Africa (CISSA), Ethiopia | | |
| | African Union Commission | | |
| Kenya | Inter-African Bureau for Animal Resources | 5 | 2.0 |
| | African Institute of Remittances | | |
| | The Institute for Basic Sciences, Technology and Innovation | | |
| | African Telecommunications Union (ATU) | | |
| | African Audiovisual and Cinema Commission Secretariat (AACC) | | |
| Cameroun | Inter-African Phytosanitary Council | 4 | 2.0 |
| | African Union Sport Council | | |
| | Pan-African University Rectorate | | |
| | Institute for Governance, Humanities and Social Sciences, University of Yaounde | | |
| | | | |
| Mali | African Academy of Languages | 3 | 1.5 |
| | African Union Mission for Mali and Sahel Region | | |
| | African Centre for the Study and Research on Migration | | |
| Nigeria | Scientific, Technical and Research Commission | 3 | 1.5 |
| | The Institute for Life and Earth Sciences, including Health and Agriculture | | |
| | African Scientific Research and Innovation Council | | |
| Tanzania | African Court on Human and Peoples' Rights | 3 | 1.5 |
| | Pan African Postal Union (PAPU) | | |
| | African Union Advisory Board on Corruption | | |
| Burkina Faso | Semi-Arid Food Grain Research and Development | 2 | 1.0 |
| | African Union International Centre for the Education of Girls and Women in Africa | | |
| Chad | Multinational Joint Task Force | 2 | 1.0 |
| | African Union Liaison Office to Chad | | |
| Cote d'Ivoire | African Liaison Office to Cote d'Ivoire | 2 | 1.0 |
| | Pan-African Training Centre for Statistics | | |
| DRC | Pan-African Institute for Education for Development | 2 | 1.0 |
| | African Union Liaison Office to the DRC | | |
| Egypt | Post-Conflict Reconstruction Centre | 2 | 1.0 |
| | Permanent Delegation to the League of Arab States – Cairo Egypt | | |
| Sudan | African Union Liaison Office-Sudan | 2 | 1.0 |
| | Continental Operational Centre | | |
| Burundi | African Union Mission in Burundi and the Great Lakes | 1 | 0.5 |
| CAR | African Union Mission for CAR & Central Africa | 1 | 0.5 |
| Equatorial Guinea | African Observatory of Science, Technology and Innovation | 1 | 0.5 |
| Ghana | The African Continental Free Trade Area | 1 | 0.5 |
| Guinea Conakry | International Coordination Bureau for the Management of Fouta Djallon Mountains | 1 | 0.5 |
| Guinea Bissau | African Union Liaison Office to Guinea Bissau | 1 | 0.5 |
| Lesotho | African Committee of Experts on the Rights and Welfare of the Child | 1 | 0.5 |
| Libya | African Union Liaison Office to Libya | 1 | 0.5 |
| Madagascar | African Union/Southern African Development Community Liaison Office | 1 | 0.5 |
| Morocco | African Migration Observatory | 1 | 0.5 |
| Niger | Centre for Linguistic and Historical Studies by Oral Tradition | 1 | 0.5 |
| Somalia | African Union Transitional Mission in Somalia | 1 | 0.5 |
| South Sudan | African Union Liaison Office to South Sudan | 1 | 0.5 |
| The Gambia | African Commission on Human and Peoples' Rights | 1 | 0.5 |
| Rwanda | African Medicine Agency (signed an MoU to host) | 1 | 0.5 |
| Zambia | Economic, Social and Cultural Council | 1 | 0.5 |



E. INDICATOR 5: VISA OPENNESS

3.8. Visa openness

The visa openness data reveals some insights regarding African countries' policies on entry requirements for citizens of other African nations, including:

- a. Benin, The Gambia, Seychelles, and Rwanda rank the highest in visa openness, with each score a perfect 1.000. These countries do not require visas from any other African nations, promoting free movement within the continent and encouraging regional integration.
- b. Countries like Mauritius, Mozambique, Senegal, and Ethiopia score moderately (between 0.762 and 0.826).
- c. South Africa, Kenya, Tunisia, and Uganda, significant players in the African economy, have relatively restrictive visa policies. They rank below 0.4, requiring visas from many African countries.
- d. Algeria, Egypt, and Libya, ranking near the bottom, score under 0.2. These countries are much more restrictive, requiring visas from almost all African nations.
- e. Libya, Sudan, and Eritrea rank the lowest, with scores of 0.019, 0.030, and 0.049, respectively. These nations require visas from nearly all African countries, reflecting the most restrictive visa policies on the continent.

3.8.1. Annex 1. Visa Openness in Africa: 2023 Country Scores and Rankings

| Country | VISA OPENNESS INDICATORS (by number of other African countries) | | | Score | Rank |
|----------------------------|--|-----------------|---------------|-------|------|
| | No Visa | Visa on Arrival | Visa Required | | |
| Benin | 53 | 0 | 0 | 1.000 | 1 |
| Gambia, The | 53 | 0 | 0 | 1.000 | 1 |
| Seychelles | 53 | 0 | 0 | 1.000 | 1 |
| Rwanda | 53 | 0 | 0 | 1.000 | 1 |
| Ghana | 25 | 26 | 2 | 0.864 | 5 |
| Nigeria | 17 | 36 | 0 | 0.864 | 5 |
| Guinea-Bissau | 13 | 40 | 0 | 0.849 | 7 |
| Cabo Verde | 16 | 36 | 1 | 0.845 | 8 |
| Togo | 15 | 37 | 1 | 0.842 | 9 |
| Mauritania | 9 | 44 | 0 | 0.834 | 10 |
| Mauritius | 27 | 21 | 5 | 0.826 | 11 |
| Burundi | 6 | 47 | 0 | 0.823 | 12 |
| Mozambique | 11 | 40 | 2 | 0.811 | 13 |
| Comoros | 0 | 53 | 0 | 0.800 | 14 |
| Djibouti | 0 | 53 | 0 | 0.800 | 14 |
| Senegal | 24 | 23 | 6 | 0.800 | 14 |
| Madagascar | 0 | 52 | 1 | 0.785 | 17 |
| Somalia | 0 | 52 | 1 | 0.785 | 17 |
| Ethiopia | 2 | 48 | 3 | 0.762 | 19 |
| Tanzania | 19 | 22 | 12 | 0.691 | 20 |
| Namibia | 13 | 26 | 14 | 0.938 | 21 |
| Sierra Leone | 13 | 17 | 23 | 0.502 | 22 |
| Burkina Faso | 17 | 11 | 25 | 0.487 | 23 |
| Zimbabwe | 17 | 10 | 26 | 0.472 | 24 |
| Malawi | 15 | 11 | 27 | 0.449 | 25 |
| Zambia | 14 | 11 | 28 | 0.430 | 26 |
| Cote D'Ivoire | 22 | 0 | 31 | 0.415 | 27 |
| Mali | 20 | 2 | 31 | 0.408 | 28 |
| Kenya | 21 | 0 | 32 | 0.396 | 29 |
| Tunisia | 20 | 0 | 33 | 0.377 | 30 |
| Uganda | 20 | 0 | 33 | 0.377 | 30 |
| Guinea | 19 | 0 | 34 | 0.358 | 32 |
| South Africa | 19 | 0 | 34 | 0.358 | 32 |
| Niger | 18 | 0 | 35 | 0.340 | 34 |
| Botswana | 17 | 0 | 36 | 0.321 | 35 |
| Eswatini | 17 | 0 | 36 | 0.321 | 35 |
| Lesotho | 16 | 0 | 37 | 0.302 | 37 |
| Chad | 14 | 1 | 38 | 0.279 | 38 |
| Liberia | 14 | 0 | 39 | 0.264 | 39 |
| Congo, Republic | 5 | 8 | 40 | 0.215 | 40 |
| Angola | 10 | 0 | 43 | 0.189 | 41 |
| Central African Republic | 9 | 0 | 44 | 0.170 | 42 |
| Gabon | 9 | 0 | 44 | 0.170 | 42 |
| Morocco | 8 | 0 | 45 | 0.151 | 44 |
| Cameroon | 7 | 0 | 46 | 0.132 | 45 |
| São Tomé and Príncipe | 7 | 0 | 46 | 0.132 | 45 |
| Congo, Democratic Republic | 4 | 3 | 46 | 0.121 | 47 |
| Algeria | 6 | 0 | 47 | 0.113 | 48 |
| Egypt | 0 | 7 | 46 | 0.106 | 49 |
| South Sudan | 3 | 2 | 48 | 0.087 | 50 |
| Eritrea | 1 | 2 | 50 | 0.049 | 51 |
| Equatorial Guinea | 2 | 0 | 51 | 0.038 | 52 |
| Sudan | 0 | 2 | 51 | 0.030 | 53 |
| Libya | 1 | 0 | 52 | 0.019 | 54 |
| Western Sahara | | | | | |

** Visa required* means a visa must be obtained before departure.

Scores range from 0 to 1 (highest)

Source: Bank calculations based on IATA data, July - August 2023

3.8.2. STATE COMMITMENT TO THE AU 2024 OVERALL SCORES

| Country | Ratification | Contribution | Hosting | Visa | Attendance | Total Score | Rank |
|----------------------------------|--------------|--------------|---------|-------|------------|-------------|------|
| Ethiopia | 1.518 | 3.00 | 1.60 | 0.762 | 1.401 | 8.281 | 1 |
| Kenya | 1.196 | 3.00 | 1.60 | 0.396 | 1.479 | 7.671 | 2 |
| Rwanda | 1.702 | 3.00 | 0.40 | 1.000 | 1.486 | 7.588 | 3 |
| Gambia | 1.426 | 3.00 | 0.40 | 1.000 | 1.449 | 7.275 | 4 |
| Tanzania | 1.058 | 3.00 | 0.80 | 0.691 | 1.401 | 6.950 | 5 |
| Côte d'Ivoire | 1.196 | 3.00 | 0.80 | 0.415 | 1.451 | 6.862 | 6 |
| Benin | 1.932 | 2.50 | 0.00 | 1.000 | 1.413 | 6.845 | 7 |
| Algeria | 1.196 | 2.00 | 2.00 | 0.113 | 1.369 | 6.678 | 8 |
| Niger | 1.932 | 2.50 | 0.40 | 0.340 | 1.491 | 6.663 | 9 |
| Comoros | 1.242 | 3.00 | 0.00 | 0.800 | 1.434 | 6.476 | 10 |
| Togo | 1.702 | 2.50 | 0.00 | 0.842 | 1.418 | 6.462 | 11 |
| Zambia | 1.150 | 3.00 | 0.40 | 0.430 | 1.419 | 6.399 | 12 |
| Mozambique | 1.472 | 2.50 | 0.00 | 0.811 | 1.437 | 6.220 | 13 |
| South Africa | 1.012 | 1.75 | 1.60 | 0.358 | 1.475 | 6.195 | 14 |
| Burkina Faso | 1.932 | 2.25 | 0.80 | 0.487 | 0.672 | 6.141 | 15 |
| Cameroun | 1.518 | 2.00 | 1.60 | 0.132 | 0.805 | 6.055 | 16 |
| Namibia | 1.058 | 3.00 | 0.00 | 0.638 | 1.247 | 5.943 | 17 |
| Zimbabwe | 1.012 | 3.00 | 0.00 | 0.472 | 1.447 | 5.931 | 18 |
| Seychelles | 0.828 | 2.75 | 0.00 | 1.000 | 1.328 | 5.906 | 19 |
| Nigeria | 1.150 | 1.50 | 0.80 | 0.864 | 1.456 | 5.770 | 20 |
| Tunisia | 1.196 | 2.75 | 0.00 | 0.377 | 1.434 | 5.757 | 21 |
| Democratic Republic of Congo | 0.736 | 2.50 | 0.80 | 0.121 | 1.498 | 5.655 | 22 |
| Mauritius | 1.058 | 2.50 | 0.00 | 0.826 | 1.243 | 5.627 | 23 |
| Sierra Leone | 0.690 | 3.00 | 0.00 | 0.502 | 1.425 | 5.617 | 24 |
| Mali | 2.024 | 0.50 | 1.20 | 0.408 | 1.452 | 5.584 | 25 |
| Egypt | 1.012 | 2.50 | 0.40 | 0.106 | 1.487 | 5.505 | 26 |
| Gabon | 1.426 | 2.50 | 0.00 | 0.170 | 1.185 | 5.281 | 27 |
| Ghana | 1.288 | 1.25 | 0.40 | 0.864 | 1.477 | 5.279 | 28 |
| Equatorial Guinea | 0.782 | 2.50 | 0.40 | 0.038 | 1.475 | 5.195 | 29 |
| Guinea-Bissau | 0.966 | 1.25 | 0.40 | 0.849 | 1.462 | 4.927 | 30 |
| Senegal | 1.426 | 1.25 | 0.00 | 0.800 | 1.349 | 4.825 | 31 |
| Chad | 1.288 | 1.00 | 0.80 | 0.279 | 1.443 | 4.810 | 32 |
| Mauritania | 1.012 | 1.50 | 0.00 | 0.834 | 1.407 | 4.753 | 33 |
| Morocco | 0.644 | 2.75 | 0.40 | 0.151 | 0.764 | 4.709 | 34 |
| Angola | 1.288 | 1.75 | 0.00 | 0.189 | 1.443 | 4.670 | 35 |
| Lesotho | 1.334 | 1.00 | 0.40 | 0.302 | 1.328 | 4.364 | 36 |
| Congo | 1.610 | 1.13 | 0.00 | 0.215 | 1.383 | 4.333 | 37 |
| Botswana | 0.506 | 2.00 | 0.00 | 0.321 | 1.465 | 4.292 | 38 |
| Malawi | 1.058 | 1.25 | 0.00 | 0.449 | 1.497 | 4.254 | 39 |
| Cape Verde | 0.598 | 1.25 | 0.00 | 0.845 | 1.454 | 4.147 | 40 |
| Uganda | 1.012 | 1.25 | 0.00 | 0.377 | 1.451 | 4.090 | 41 |
| Eswatini | 0.782 | 1.50 | 0.00 | 0.321 | 1.444 | 4.047 | 42 |
| Sahrawi Arab Democratic Republic | 0.828 | 1.75 | 0.00 | | 1.433 | 4.011 | 43 |
| Eritrea | 0.276 | 3.00 | 0.00 | 0.049 | 0.649 | 3.974 | 44 |
| Burundi | 1.196 | 0.00 | 0.40 | 0.823 | 1.479 | 3.898 | 45 |
| Djibouti | 0.552 | 1.00 | 0.00 | 0.800 | 1.465 | 3.817 | 46 |
| Libya | 1.196 | 0.75 | 0.40 | 0.019 | 1.401 | 3.766 | 47 |
| Madagascar | 0.828 | 1.25 | 0.40 | 0.785 | 0.377 | 3.640 | 48 |
| South Sudan | 0.276 | 1.00 | 0.40 | 0.087 | 1.450 | 3.213 | 49 |
| Sudan | 0.828 | 0.00 | 0.80 | 0.030 | 1.463 | 3.121 | 50 |
| Somalia | 0.276 | 0.00 | 0.40 | 0.785 | 1.465 | 2.926 | 51 |
| Liberia | 1.104 | 0.00 | 0.00 | 0.264 | 1.444 | 2.812 | 52 |
| Guinea | 1.334 | 0.00 | 0.40 | 0.358 | 0.611 | 2.703 | 53 |
| Central African Republic | 0.690 | 0.00 | 0.40 | 0.170 | 1.394 | 2.654 | 54 |
| Sao Tome & Principe | 0.690 | 0.00 | 0.00 | 0.132 | 0.671 | 1.493 | 55 |

3.9. Highlights from State commitment to the AU 2024 overall ranking

1. A top performer across indicators

- a. Ethiopia stands out with the highest total score of 8.648, mainly due to solid performances in ratification (1.485), contribution (3.0), and hosting (2.00) followed by Kenya with a score of 8.045, with high marks in contribution (3.0) and hosting (2.0).
- b. Rwanda also performs well with a total score of 7.651, excelling particularly in ratification (1.665), contribution (3.0), and visa openness (1.0).

2. Strong ratification:

- a. Mali has the highest Ratification score at 2.025.
- b. Burkina Faso (1.935) and Niger (1.935) also show high ratification scores.

3. Financial contribution:

Several countries, including Rwanda, Ethiopia, Gambia, and Zimbabwe, consistently scored the maximum of 3.0 in timely fulfilment of their financial contribution commitments to the AU's regular budget.

4. Hosting AU institutions:

Ethiopia, South Africa, Cameroun, and Algeria each scored 2.0 in Hosting.

5. Attendance at AU summits:

- a. DRC (1.498) and Kenya (1.479) lead in attendance.
- b. Gambia and Ethiopia also perform well in this category.

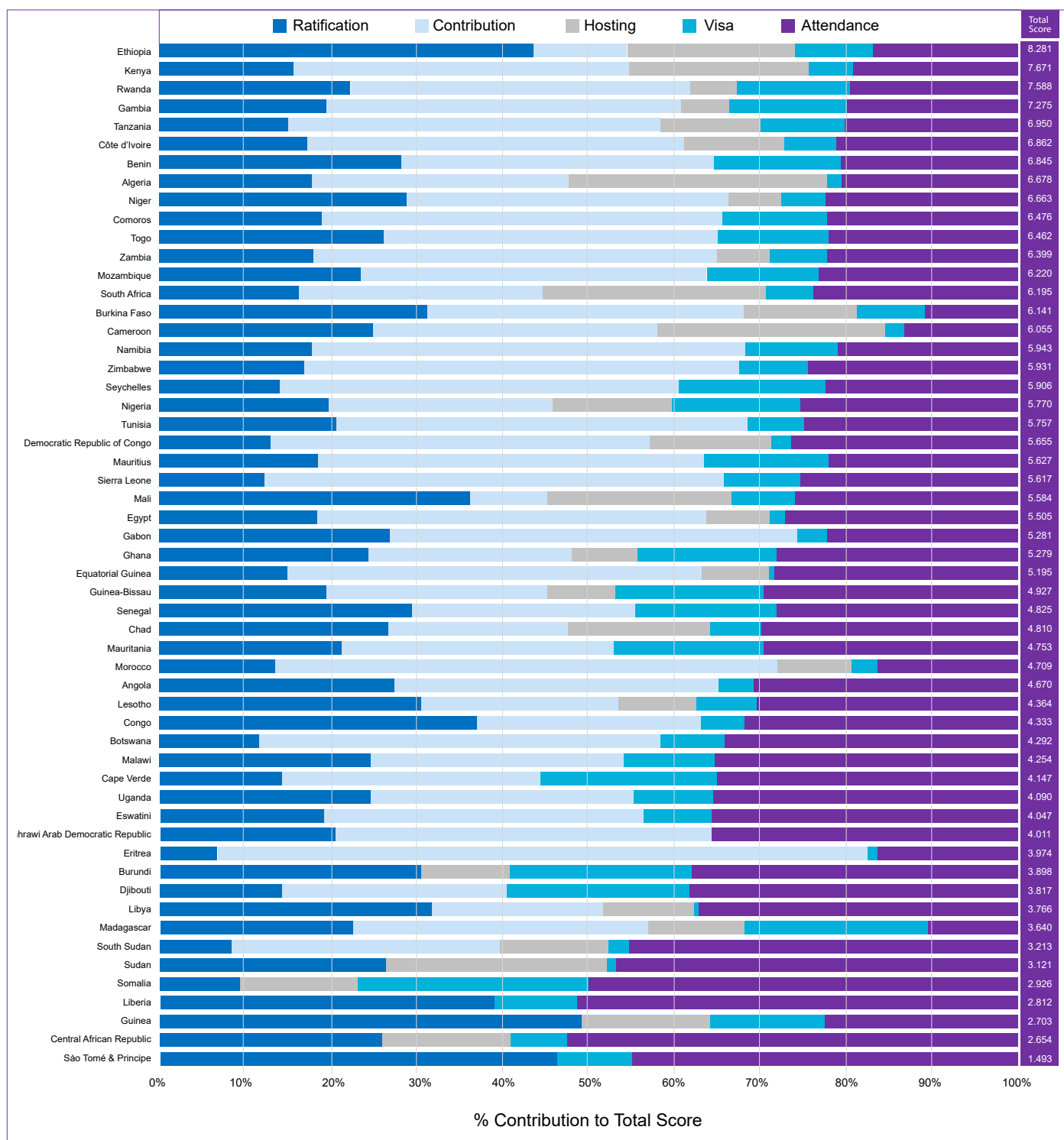
6. Visa openness:

Rwanda, Gambia, Benin, Seychelles, and Mozambique each scored 1.0 in Visa Openness.

7. Under-performers across indicators:

- a. Sao Tome and Principe have the lowest total score at 1.478, with particularly low scores in contribution (0.0) and attendance (0.671).
- b. Somalia and South Sudan also rank low, with scores of 3.02 and 3.308, respectively.

3.9.1. State commitment to the AU 2024 overall rankings



4. Conclusion

This report evaluates the commitment of AU member states through five indicators: treaty ratification, timely fulfilment of financial contributions to the AU regular budget, summit attendance, hosting AU institutions, and visa openness. Collectively, these indicators reveal a varied landscape of engagement.

Treaty ratification demonstrates moderate progress, with the AU having received 1,336 instruments of ratification, representing approximately 45% of the expected 2,970 across 54 treaties from 55 member countries.

A deeper look reveals notable disparities: economic cooperation and human rights treaties, such as the African Continental Free Trade Area (AfCFTA), have high ratification rates, suggesting strong backing in these areas. In contrast, member states remain reluctant to ratify the Protocol on the free movement of persons—even some of those allowing visa-free entry for AU citizens. These contrasting trends highlight an underlying challenge for the AU; while some treaties move smoothly through ratification, others languish, pointing to varying priorities or concerns among member states.

Timely fulfilment of financial contribution commitment to the AU's regular budget provides a mixed picture, mainly reflecting the diverse capacities of AU members. Despite the AU's formula to balance capacity and solidarity, many countries consistently struggle with delayed or incomplete payments, preventing it from collecting 100% of its assessed contributions for over a decade. The strain on the current formula suggests an urgent need for a more resilient and adaptable funding approach that better accommodates the financial realities of member states.

Attendance at AU Summits by Heads of State presents some level of inconsistency. This underscores another gap in commitment. While some countries regularly send their highest representatives, others do not. Interestingly, summits hosted by foreign powers, such as China, Russia, or the United States, often see a higher attendance of Heads of State compared to participation at AU summits. This pattern raises concerns about the perceived value of AU summits and the Union's ability to attract consistent high-level participation. The need to better understand the factors behind attendance rates is crucial if AU summits are to be made more compelling and productive for heads of state and their administrations.

Hosting AU institutions indicates strong logistical support and engagement. However, this responsibility is disproportionately shouldered by a few countries, limiting regional inclusivity and representation of the AU across Africa. This concentration of hosting privileges challenges the AU's mission of continental unity and representation, suggesting a need to expand its institutional footprint and encourage broader participation from willing but under-resourced states.

Visa openness, the fifth indicator, remains a challenge to the AU's integration agenda. While many states have committed to the free movement of goods and services under frameworks like AfCFTA, they have been slower in adopting policies enabling the free movement of people. Without a concerted push towards harmonized visa policies, AU integration and economic cooperation will remain partial, constrained by a restricted movement undermining broader continental goals.

Recommendations

- 1. Increase understanding of ratification variability:** The AU should commission a comprehensive study to analyse the divergent ratification patterns observed among member states. By examining why some treaties progress rapidly through ratification while others face prolonged delays, this study would yield insights into member states' priorities, concerns, and the pressures they face regarding treaty obligations. Understanding these dynamics could inform the AU's strategies to promote broader and swifter ratification across key areas.
- 2. Explore flexible funding models for timely fulfillment of financial contribution commitment to AU regular budget:** In 2015, the Assembly set ambitious self-financing targets for the African Union: full funding for the operational budget, 75% for the program budget, and 25% for Peace Support Operations. A 2016 decision introduced a 0.2% import levy to support these goals and called for reforms to strengthen accountability and transparency. While initial progress saw contributions rise from 6% in 2016 to 45% in 2019, this momentum has since waned, with funding levels falling to 9% in the 2025 budget. Only 17 Member States have adopted the levy, and contributions to Peace Support remain low at 4.2%, even as the Union's needs continue to grow. Addressing this funding gap requires a more adaptable approach, beginning with a need to better understand why the current formula underperforms. Developing alternative funding sources, such as public-private partnerships or continental revenue-generating initiatives, would reduce reliance on traditional contributions and build financial resilience and equity among member states.
- 3. Enhance the appeal and productivity of AU summits:** To improve attendance consistency at the head-of-state level, the AU should investigate the factors that drive or deter attendance at its summits. By aligning AU Assembly meetings more closely with member states' practical concerns and strategic priorities and offering a clear return on investment for their participation, the AU could attract greater commitment. Additionally, rationalising the number and scope of global and regional summits would help ease scheduling conflicts, encouraging heads of state to prioritise AU gatherings.
- 4. Expand the hosting of AU institutions:** The AU should actively promote the expansion of institutional hosting across member states, encouraging those interested yet under-resourced to participate. This would foster inclusivity and regional representation and strengthen the AU's operational reach across Africa. Incentives, backed by logistical and financial support, would enable more countries to serve as hosts, creating a more balanced and representative institutional landscape.
- 5. Promote visa openness for greater integration:** Visa openness is critical to the AU's integration goals and economic cooperation under AfCFTA. Member states that endorse the free movement of goods and services should align this stance with people mobility, recognising its essential role in continental integration. Harmonised visa policies would address security concerns through shared frameworks while bolstering regional cooperation and economic growth. Targeted initiatives could support this effort, encouraging states to prioritise policies that reflect the AU's vision of the free movement of people.

These strategic steps would provide the AU with a solid foundation to enhance member states' engagement, strengthen commitment, and advance the shared goal of African unity and progress.

Way Forward

The way forward for the Index

Building on this inaugural report, the next phase for the BASIC Index will involve publishing country-specific commitment scorecards based on the five indicators, providing a detailed snapshot of each state's engagement with the AU.

These scorecards will feature in-depth data not included in this general report, such as each AU treaty ratified by each country, details on who represented each country at AU summits, specifics of timely fulfillment of financial contribution commitment to AU regular budget, and timelines of these contributions. By publishing this more granular data, the Index aims to enhance transparency and foster accountability at the national level, encouraging member states to take active steps in their engagement with the AU.

The following report, scheduled for release in two years, will expand to include additional indicators that provide a richer perspective on member states' commitment to the AU. These new indicators will assess national structures supporting AU mandates, the domestication and implementation of AU treaties and Agenda 2063, and the nature and scope of support given by states hosting AU institutions.

Timely fulfillment of financial contribution commitment to AU regular budget will be examined in greater depth, including contributions to the AU Peace Fund and other forms of support. Diplomatic commitment will also be explored, analysing embassy staff strength dedicated to AU engagement and the number of nationals working at the AU disaggregated by their roles, including whether they serve as elected officials, regular staff members, or heads of institutions. Disaggregating this data will provide insight into a country's direct contributions to AU staffing and institutional leadership.

Further, the Index will analyse member states' involvement in AU policy initiatives, noting specific policies pioneered by individual states. Since AU policies often originate from member states or the AU Commission, tracking which states champion particular initiatives could offer valuable insight into national priorities and leadership roles within the Union. Additionally, new metrics will evaluate participation in key AU processes, such as engagement in the African Peer Review Mechanism (APRM), adherence to state reporting, involvement in AU judicial proceedings, implementation of AU decisions, and membership in the Peace and Security Council (PSC) and the AU presidency.

The expanded data in the following report will allow for temporal analysis, helping identify trends in each country's commitment over time. This trend analysis will enable the Index to track shifts in national engagement with the AU, offering a dynamic view of commitment that reflects changing political, economic, or social factors within member states.

Moreover, the Index could explore a similar analysis for regional economic communities (RECs) to deepen understanding and facilitate comparisons between states' commitments to RECs and the AU itself. This dual approach could reveal whether some member states prioritise regional commitments over AU obligations and help foster alignment between these two levels of cooperation.

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