

Event Report

## East & Southern Africa Regional Hub

# Tapping into the Potential of Cities in Preventing and Responding to Hate- and Extremist-Motivated Violence in East and Southern Africa

A Strong Cities Regional Workshop  
Johannesburg, South Africa

1 – 2 June 2023



## Summary

From 1-2 June 2023, the [Strong Cities Network's](#) East and Southern Africa (ESA) Regional Hub convened 70 local government and other stakeholders from across ESA in Johannesburg, South Africa, to discuss the role of cities in preventing and responding to hate- and extremist-motivated violence. The workshop was co-hosted by the [South African Local Government Association \(SALGA\)](#), and financed by the European Union (EU) under the auspices of [STRIVE Cities](#). It brought together senior city officials – including 15 mayors - from 26 local governments<sup>1</sup> from 11 countries across the region, as well as national government officials from Malawi and Kenya, a shadow minister from Uganda, representatives from local government associations, UN-Habitat, UNDP and other

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<sup>1</sup> This includes Francistown and Gaborone City Councils in **Botswana**; Bujumbura City Council in **Burundi**; Busia Municipality and Trans Nzoia County in **Kenya**; Blantyre, Lilongwe and Zomba City Councils in **Malawi**; Cabo Delgado Province and Malota, Maputo and Nacala City Councils in **Mozambique**; Mogadishu Metropolitan Municipality in **Somalia**; the Cities of Cape Town, Durban, Johannesburg, King Sabatha Dalindyebo and Tshwane in **South Africa**; Arusha City in **Tanzania**; Masaka City Council and Nebbi, Koboko and Nansana Municipalities in **Uganda**; Mazabuka City Council in **Zambia**, and the Cities of Bulawayo and Karoi in **Zimbabwe**.



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stakeholders. The workshop invited participants to discuss the most pressing and emerging hate- and extremist-related threats in their cities, the role that mayors and local authorities can play in addressing these challenges, as well as the needs and priorities of local governments in order to strengthen this role.

Three key themes emerged out of these discussions:

- 1. Intentional City-Led Prevention:** from innovative youth engagement practices to inspiring local leadership, cities across ESA are already playing a vital role in preventing hate and extremism. Mayors in particular should continue to drive local prevention efforts through proactively engaging with residents, practitioners and other stakeholders to identify local needs and mobilise resources to address these before they escalate to violence.
- 2. City Needs:** capacity building, peer-to-peer learning and city-to-city collaboration are key to enhancing and sustaining the role of local governments in preventing and responding to these challenges. Strong Cities Network and other city-focused initiatives should therefore provide regular opportunities for cities across the region (and within specific countries) to come together for experience and learning exchange.
- 3. National-Local Cooperation (NLC):** overall, there remains a disconnect between national and local perceptions of the threat landscape, and very limited NLC on the prevention of hate, extremism and polarisation. This is particularly so in more remote parts of the country and in municipalities led by the political opposition. To address this disparity and enhance NLC overall, cities need to be given regular opportunities to engage their national government on local threats and needs for response. In the absence of national governments doing this proactively, third party organisations like Strong Cities Network should partner with local government associations to host national-local dialogues on city-led prevention.

## Threats & Key Challenges

Participants identified several challenges hindering social cohesion, stability and economic development in ESA. This includes weak governance, institutional corruption, human rights abuses, social inequality, as well as ongoing challenges with inter-ethnic and -communal hate. Discussions highlighted how poverty, high levels of unemployment among youth and an overall lack of economic opportunities are also exploited by extremist and other criminal groups for recruitment purposes.

Participants pointed to the added challenge of **rapid urbanisation**, particularly its strain on existing resources, critical infrastructure and service delivery, which has contributed to a rise in feelings of exclusion and abandonment amongst certain communities. Leaders from border municipalities – which are already often under-resourced – further commented that the high number of migrants and refugees they host brings about similar challenges, as they are not given a proportionate increase in municipal budget to be able to accommodate changing demographics. Representatives from border municipalities additionally emphasised the need for investment in psychosocial support services and integration programmes to reduce vulnerability amongst refugees, who often face significant traumas in addition to that of displacement.



Of particular concern to a number of participants is the ongoing threat posed by identity-based politics. Elections in places such as Kenya and Zimbabwe have been marred by violence, with politicians exploiting ethnic and tribal divisions, as well as social, economic and other inequalities, to engage their young supporters, sometimes mobilising them to violence. Participants observed that politicians use digital platforms to spread disinformation, exploit local grievances and disseminate propaganda. This is particularly concerning given the recent rise in social media usage across the region, combined with a lack of accessible digital literacy education that provides users with the technical skills to critically analyse the content they consume. Overall, participants expressed concern about the accessibility and speed with which harmful content – including extremist propaganda – spreads online, and that local governments are not supported to respond effectively.

In South Africa, participants pointed to the additional threat of expansive criminal networks that have infiltrated government structures. Participants observed that **Mpumalanga** and **Kwa Zulu Natal** (KZN) provinces are particularly affected by organised crime with criminal groups exploiting feelings of social exclusion, inequality and high poverty rates to recruit young people into their groups. It was noted that this makes for a volatile situation that extremist and hate movements can easily exploit. Discussions also highlighted how a lack of trust in and effective law enforcement are obstacles in preventing crime, hate and extremist-motivated violence, as communities are not willing to report potentially criminal and other suspicious behaviour.

Participants further agreed that there is a significant disconnect between national and local threat perceptions across ESA, and that cooperation between local and national government on issues of hate and extremism is limited overall. This disparity and lack of NLC grows exponentially the further a municipality is from the capital city. Participants observed that local governments in rural or more remote areas receive little to no attention or support (for prevention and other efforts) from the national government and international organisations. A related challenge that was raised is that prevention and response to extremism and terrorism in most ESA countries has predominantly been the mandate of the national government, and its military and other security forces and institutions.

With national security actors in the lead and reluctant to share threat and other relevant information regarding what they perceive as security threats for which they have exclusive responsibility, local governments are left with limited access to critical information and the data required for effective prevention and response efforts, as well as a lack of capacity and dedicated resources to commit to such efforts (see Key Theme 3 for more).

“It is really important that we allocate resources at the local level and make all forms of violence prevention part of the local government’s agenda. There is a need for action and budget to support that action.”

Philomenah Kapkory, Deputy Governor, Trans Nzoia County, Kenya



## Key Themes

### 1. Intentional City-Led Prevention

From innovative youth engagement practices to inspiring local leadership, cities across ESA are already playing a vital role in preventing hate and extremism. Mayors in particular should continue to drive local prevention efforts through proactively engaging with residents, practitioners and other stakeholders to identify local needs and mobilise resources to address these before they escalate to violence.

The workshop underscored the important role mayors, governors and other local leaders, as well as the governments they lead, play in preventing hate and extremism. Mayors and technical practitioners at the workshop highlighted, for example, that local governments have a responsibility and are best-placed to a) develop localised threat mappings that are directly informed by the perspectives of local communities and identify contextual factors leading to radicalisation and recruitment; b) conduct stakeholder mappings; c) lead efforts to engage with communities across their city; and d) ensure coordination and collaboration at the local level among all stakeholders, including from government, community-based organisations and the private sector, involved in prevention efforts.

At the leadership level, participants observed that mayors play a critical role in ensuring local governments are responsive to the needs and priorities of their constituents, and that they should exhibit **accessible, proactive leadership through regular engagement with residents**, particularly from communities where perceptions of marginalisation by the central government may run high, and including with traditional and religious leaders, health and social workers, teachers, civil society and local businesses, among others. Through such meetings and dialogues, mayors show a **commitment** to knowing and understanding their constituents. Moreover, these engagements lead to two-way communication that builds trust and provides a platform through which residents can share emerging concerns and threats. This, in turn, gives mayors and other local leaders the insight they need to deliver an informed response to drivers of hate and extremism in their city.

In the **City of Bulawayo** (Zimbabwe), for example, following concerns around a growing political divide that left members and supporters of some political parties excluded from service delivery and discriminated against in the job market, the local government – under the leadership of the Mayor – organised regular stakeholder meetings between members of all political parties, as well as forums where leaders from across the political spectrum could speak to communities in constructive debates that fostered learning and mitigated political

“Local leaders should have their people’s trust. As a Mayor, I regularly interact with stakeholders from the city through town hall and other public meetings. We need to understand what brings about unrest and address these challenges proactively.”

Florence Namayanja, Mayor, Masaka City, Uganda



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conspiracies. Under Mayor Solomon Mguni's guidance, the City of Bulawayo has also committed to organising regular public meetings where citizens can raise concerns and emerging threats with city representatives, as part of the Mayor's commitment to understanding and addressing local issues proactively and to ensuring the communities the City serves feel listened to.

In **Koboko** (Uganda), as part of his commitment to making his city "a place for everyone", Mayor Sanya Wilson established the South Sudanese Refugee Association, which is mandated to collate and relay the needs of refugees arriving from South Sudan to ensure the local government provides them with the appropriate support. This active engagement with the city's refugee population, driven by the Mayor, has resulted in the development of a trauma centre to support their psychosocial recovery, and in trainings to empower them in the local job market. A similar community engagement forum is being established for the city's Congolese diaspora.

Participants also pointed to the role of local leaders in **convening** other actors. For example, under the leadership of Deputy County Governor Philomenah Kapkory, **Trans Nzoia County Government** (Kenya) is organising a Peace Summit that brings together county governors and other stakeholders to discuss and devise solutions to issues that affect the safety and security of their communities. She mentioned that governors play a critical role in ensuring security within their jurisdiction, as they are responsible for developing city-led prevention and response strategies, engaging the community in planning, and restoring public confidence during times of insecurity.

The Deputy Governor and other participants agreed that, beyond cross-city mobilisation, governors and other local leaders should mobilise diverse actors within their city to inspire a united response against local threats. This can range from, for example, local councillors to police, district commissioners, women-led organisations, youth and others, all of whom can be engaged to co-develop and deliver community-based responses to hate and extremism.

"In Durban we have a designated youth desk, gender desk and interfaith desk. **The Mayor is aware that dialogue and engagement with [community] leaders is critical.**"

Eric Apelgren, Head, Department of International and Intergovernmental Relations, City of Durban, South Africa

In this context, participants also emphasised **the need for local leaders and governments to make explicit efforts to engage youth**, given concerns around youth unemployment and how extensively extremists have historically targeted young people for recruitment. In Kenya, county governments have started involving youth representatives in the development of policies and programmes, while some local governments across ESA have passed by-



laws to allocate contracts and tenders to youth-led enterprises for managing various public services, such as public markets, taxi parks, and toilets. The **City of Maputo** (Mozambique) has a dedicated Councillor for Youth and Citizenship, who is responsible for developing and overseeing city-led youth empowerment programmes. The **City of Masaka** (Uganda) supports young people that are released from prison by sending them to rehabilitation hubs set up and managed by the City, which offer counselling and vocational training. The City has also partnered with two organisations that employ these young people to clean the city, giving them the opportunity to earn wages, as well as become productive members of society.

## Mazabuka Municipal Council, Zambia

Mazabuka Municipal Council has implemented several initiatives to mitigate escalations to violence over land disputes, offering transferable practices that the Council can also leverage to prevent hate and extremism.

- **Challenge:** Mazabuka is an agricultural town surrounded by commercial farms, and has experienced challenges related to disputes over traditional land, state land and land for expansion, as well as conflicts between local communities and commercial farmers. There have been incidences of youth invading and claiming land without authorisation. Urbanisation and rural-urban influx precipitated by, among other factors, the promise of unskilled labour employment by the Illovo sugar company has put pressure on limited public social services.
- **Approach:** In order to address these challenges, Mazabuka Municipal Council introduced the following measures:
  - The Council has organised several community dialogues to understand and manage community expectations;
  - **The Mayor's office additionally operates with an open-door policy for its constituents where citizens can bring their concerns and needs directly to the attention of the Mayor;**
  - The Municipal Council has acquired land within five kilometres from the centre of the city, to build a satellite town in order to reduce pressure on critical infrastructure and social amenities while mobilising resources to provide adequate and quality public services;
  - The Council has also further invested in youth empowerment to turn them away from illicit activities, with a dedicated constituency development fund (CDF) allocation for youth entrepreneurship programmes.



Picture from Mazabuka City Council's [Facebook](#)

Finally, the Municipal Council has supported the creation of neighbourhood watch groups, which ultimately serve as local networks of trusted community leaders who can keep the Council informed of emerging issues and leverage their access to (and trust with) local residents to address concerns as they arise.



## 2. City Needs

Capacity building, peer-to-peer learning and city-to-city collaboration are key to enhancing and sustaining the role of local governments in preventing and responding to these challenges. Strong Cities Network and other city-focused initiatives should therefore provide regular opportunities for cities across the region (and within specific countries) to come together for experience and learning exchange.

Throughout the workshop, participants underscored the benefits of learning from other cities in helping them adopt tested practices for preventing and addressing hate and extremism, as well as the importance of training and other capacity-building support specifically for local governments to address a range of hate and extremism prevention and response needs.

Some of the key needs identified during the workshop include **awareness-raising** on the role the local governments can play in addressing hate and extremism and – importantly - how to connect this with existing programmes to ensure an integrated response to local threats. Participants further suggested that the Strong Cities ESA Regional Hub can support local governments across the region by equipping them with the confidence and tools to leverage existing and/or develop new local infrastructure, processes and networks for prevention, as well as through regular city exchanges where local governments can learn from each other. In this context, participants welcomed the announcement of two forthcoming Strong Cities guides (one for mayors and the other for local government practitioners), which will be launched at the Network's Global Summit in New York City in September 2023, and which will provide actionable recommendations that cities can apply in a contextualised manner to address hate, extremism and polarisation within their communities.

For mayors and other local leaders, participants stressed the importance of **orientation and training of newly elected leaders** on prevention good practices and what mayoral leadership against hate and extremism can look like. SALGA representatives shared that they already host trainings for mayors after elections and support special programme units based in mayor's offices that focus on engagement with women, young people and other segments of the community where feelings of marginalisation and exclusion may run high. The Mozambique National Local Government Association similarly organises induction programmes for mayors and elected leaders on roles and responsibilities to ensure that mayors have knowledge and skills required to be effective in their positions.

Participants emphasised the need for these existing efforts to add training specifically on prevention and response to hate and extremism, including on how to leverage relationships with under-represented groups to identify prevention-related needs and how to build local multi-actor networks to help implement city-led prevention programmes and policies.

Participants identified **communications** as another key capacity-building area for mayors and other local leaders, with particular focus on being able to identify mis- and dis-information, and responsible and accountable use of social media platforms. Training and guidance on how to inspire togetherness through communications was also mentioned, recognising that mayors and other local leaders have a responsibility to foster inclusive city



“identities” that celebrate all a city’s residents, regardless of ethnic, cultural, religious and other backgrounds.

**City-to-city collaboration** and **peer-to-peer learning** were highlighted as key mechanisms through which to gain these capacities and otherwise inspire city-led prevention efforts. For example, participants appreciated the opportunity to learn from the **City of Cape Town** (South Africa) on the evolution of their recently launched prevention framework, and how they have integrated this with their broader crime prevention efforts. As a result, mayors from a number of cities, including **Busia Municipality** (Kenya) and **Koboko Municipality** (Uganda), expressed interest in greater learning and partnership opportunities with Cape Town.

“If we can strengthen our collaboration through this platform - through Strong Cities - we can address these issues. We also need to learn how to deal with issues of immigration ... This forum can assist in helping us learn how to approach emerging challenges.

David Tembe, Councillor, City of Johannesburg, South Africa

Importantly, the meeting highlighted a number of opportunities to build synergies across existing city-focused platforms and initiatives like SALGA, [Safer Cities by UN Habitat](#), [South Africa Cities Network](#) and Strong Cities Network. For example, SALGA already invests in significant city-city learning opportunities for South African cities that are relevant to hate and extremism prevention efforts. Among others, it encourages local governments to engage with [Violence Prevention through Urban Upgrading](#), which brings cities together with a focus on implementation of interventions in informal settlements and other crime hotspots. Another example is [Dialogues for Urban Change](#), which is a network of four cities (one metro and three secondary cities from South Africa) that have partnered with four German cities, with the emphasis sharing learnings on how urban planning and design can contribute to safety and security.

In addition, the **City of Durban** (South Africa) signed a Memorandum of Understanding with UN-Habitat to support municipal-led efforts around flood relief, urban safety, human settlements and social cohesion. With this support, the City set up social cohesion networks which, alongside the recovery and flood relief support provided by local and international partners, has ensured structures are already in place when residents are left vulnerable (e.g., as a result of floods). City officials have nicknamed the programme Kwazilience, referring to the the capacity to recover quickly from difficulties in KwaZulu-Natal, the province where Durban is located.

Although these are all important city-focused initiatives, participants pointed to the added value brought by Strong Cities Network, with its specific focus on prevention of hate and





extremism, and its ability to bring in perspectives from cities across the world. In this context, UN-Habitat encouraged collaboration between its Safer Cities initiative and Strong Cities Network to customise peer-to-peer learning processes at global, regional and country levels.

**If fully realised, these synergies can help more cities across ESA with developing the type of holistic, integrated human rights-based approaches required to promote public safety, reduce crime and also prevent hate and extremism.**

## Koboko Municipality, Uganda

- **Challenge:** Koboko is a border town in Uganda that hosts a high number of Congolese and South Sudanese refugees. In the past, the Municipality experienced tensions and violence between local communities and refugees, partly caused by the impact of changing demographics on critical infrastructure and access to services, as well as disputes over land given to refugees.



Picture from Koboko Municipal Council's [Facebook](#)

- **Approach:** To address this challenge, Koboko Municipality did the following:

1) The Municipality first made an explicit effort to map out concerns and needs of both refugees and host communities.

2) The Municipality then used its needs mapping to develop and implement a number of projects focused on integration of refugees in all aspects of the city: social, economic, cultural, etc. This included building a trauma centre offering psychosocial support to refugees, as well as building additional schools, markets and sanitation facilities to ensure each refugee had access to basic services.

3) To sustain this effort, the Municipality then offered training in entrepreneurship and support with seed capital to help refugees start their own businesses and thus contribute to and feel part of the local job market.

Importantly, throughout these efforts, the Municipality emphasised inclusion through ensuring that services and support are equally offered to refugees and host communities (for example, including locals in trainings offered to refugees), in turn enhancing trust and social cohesion.

**The Municipality has also offered to share its experiences and practices with other municipalities in Uganda and is planning several learning visits for other Ugandan municipalities in June and July of 2023.** To sustain this city-city learning, the Mayor has also proposed the formation of a Ugandan mayors' working committee with the explicit responsibility to raise awareness amongst other mayors and local leaders on city-led prevention.

### 3. National-Local Cooperation (NLC)

Overall, there remains a disconnect between national and local perceptions of the threat landscape, and very limited NLC on the prevention of hate, extremism and polarisation. This is particularly so in more remote parts of the country and in municipalities led by the political opposition. To address this disparity and enhance NLC overall, cities need to be given regular opportunities to engage their national government on local threats and needs for response. In the absence of national governments doing this proactively, third party organisations like Strong Cities Network should partner with local government associations to host national-local dialogues on city-led prevention.

The regional workshop underscored the importance of national governments recognising the role that local governments should and can play in the prevention of hate, extremism and polarisation. This is particularly relevant when it comes to local application of national prevention frameworks and strategies, with participants asserting that national governments should consult local governments during the formulation of such strategies and ensure effective information sharing and cooperation to empower local governments with their implementation.

“If local authorities are able to sit with national governments and engage in dialogue and come up with policies that favour both national and local perspectives, this would go a long way.”

Steve Mylon Pheko, Chief Executive Officer, Botswana Local Authorities Association

Participants acknowledged that in many countries across ESA, there are instruments that facilitate NLC, such as national laws related to decentralisation, devolution, peace and security. However, they stressed that when it comes to responding to hate and extremism, the mandate still largely lies with the police and other security agencies. This is largely due to the way in which these issues continue to be seen through a security lens.

Participants further observed that there is a disturbing trend in some ESA countries, citing the example of Uganda, towards re-centralisation of previously devolved mandates and functions, which further limits the ability of local governments to develop effective prevention and response interventions. Further, the President of Urban Local Authorities in Zimbabwe commented, for example, that Zimbabwean local authorities have developed by-laws to implement prevention frameworks, but that these were stopped by the central government due to disparities in threat perceptions between local and national authorities. Participants agreed that enhanced NLC – including through regular national-local dialogues – can serve to mitigate such disparities.



Participants highlighted the critical role of Local Government Associations (LGAs) in providing a platform for policy discussion and influencing reforms at the national level. Representatives from these associations, including SALGA, [Malawi Local Government Association](#) (MALGA), [East Africa Local Governments Association](#) (EALGA), and others underscored how they can partner with Strong Cities, which has a pillar of work dedicated specifically to NLC, to facilitate strategic discussions with national governments on the importance of looking beyond a traditional security paradigm to address the hate and extremist threats and leverage the distinct contributions that local governments can make when it comes to the implementation of national hate and extremism prevention frameworks.

“We need to identify the best way to work within the cities. The central government, particularly around information sharing etc., lacks structures to deal with mayors and the city itself. Central governments need to invest in following up and engaging with municipalities to support their local implementation and need to be more self-reflective and ask to what extent they have truly decentralised - to what extent has security been decentralised?”

Owen Chomanika, Deputy Minister of Local Government, Unity and Culture, Malawi

In addition, a representative from UN-Habitat shared its [New Urban Agenda \(NUA\)](#) as an overarching framework that cities can leverage to advocate for their role in prevention. The NUA – a key piece of the guidelines the UN system has developed on safer cities and human settlements – guides the decentralisation of security policies, acknowledges a ‘whole of government’ approach and recognises that safety and security should be a core responsibility of local governments. The guidelines offer a series of success stories, with examples of cities of Cape Town, Durban and Johannesburg demonstrating how local governments can institutionalise policies, programmes and budgets on safety and security.

Despite the existence of the above frameworks and tools that can be leveraged for NLC, there remains a notable gap in NLC on prevention of hate and extremism. Participants therefore urged a stronger commitment from their national governments to proactively engage municipalities of all sizes (rather than just capital cities, for example), and that such engagement should be regular. To leverage the above-mentioned resources and give cities the language and other tools to engage national governments on topics of decentralisation, participants also asked for better collaboration between LGAs and international partners, and that international partners in particular make a more concerted effort to ensure their resources reach local governments.



## Conclusion and Next Steps

The workshop provided a platform for local governments and other ESA stakeholders to share examples and lessons learned from ongoing city-led prevention, response and resilience-building efforts. It is one in a series of regional workshops the ESA Regional Hub will host over the coming years, providing cities with regular opportunities to learn from one another.

To build on learnings and the momentum of this workshop, the Regional Hub will further liaise with cities represented in the meeting and beyond to develop and deliver activities that address the key themes outlined in this summary. This will include, for example:

- national-local dialogues in which cities are brought together with relevant central government to enhance NLC in prevention;
- city-to-city roundtables where officials from different cities can exchange practices and learnings;
- trainings on city-led community engagement and youth engagement facilitated through Strong Cities' Young Cities programme; and
- support for local governments across the region to localise and apply its above-mentioned forthcoming guides on mayoral leadership and local government-led prevention.

Strong Cities will additionally explore partnerships with international organisations to maximise the support provided to cities. For example, UN-Habitat and the [African Centre for the Study and Research on Terrorism](#) expressed interest in partnering with Strong Cities on a range of capacity building interventions, including on information-sharing between national-local and local-local actors, bringing together local government associations, law enforcement agencies, and other relevant practitioners to sensitise them on city-led prevention of hate and extremism; building youth resilience to radicalisation and recruitment; and sustainable community outreach and engagement practices for prevention.

## Additional Resources

- Strong Cities Report: [Implementing the GCTF Good Practices on Strengthening National-Local Cooperation in Preventing and Countering Violent Extremism Conducive to Terrorism: Mapping Strengths and Challenges in ESA](#)
- Strong Cities Report: [Addressing-the-Overlooked-Role-of-African-Cities-in-Preventing-and-Countering-Violent-Extremism](#)
- Strong Cities Event Summary: [Preventing and Responding to Hate- and Extremist-Motivated Violence in South Africa](#)
- [Urban Safety in South Africa – Understand](#) – SaferSpaces
- [Urban Resilience In South African Cities](#) – SA Cities

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## Contact Information

For more information about Strong Cities Network's ESA Regional Hub, please contact Gertrude Rose Gamwera Buyinga at [grgb@strongcitiesnetwork.org](mailto:grgb@strongcitiesnetwork.org) or on +256 777 183 634.

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